



# COUNTY OF LANCASTER

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## Summary of Lancaster County Kickoff Meeting Of February 1, 2006 for Comprehensive Plan

Mr. Larson stated that the focus of the kickoff meeting should be on a review of the major goals of the project, identification of significant related issues (e.g. affordable housing, preservation of farmland/open space corridor protection plan, water dependent activities, etc.), questions that should be asked at the public input sessions (specifically, on what items we definitely want input), and the role of County officials in the public input sessions.

Mr. Jones stated that he envisioned the member of the Planning Commission in whose district the session was being conducted calling the meeting to order and then turning it over to the facilitator. The Planning Commission member would only reinsert himself/herself into the control of the meeting if it were necessary to reestablish order. Otherwise, County officials would be like "sponges", absorbing what the public had to say. Mr. Jones also stated that he hoped to see the priorities of each magisterial district become apparent at the public input sessions and that all sides to any given issue be heard.

Mr. Sorensen stated that the Ruritan was available on either the 4<sup>th</sup> or the 11<sup>th</sup> of March.

It was agreed that the meeting times would be 9:00am -11:00am and 2:00pm-4:00pm for the Saturday meetings, and 7:00pm-9:00pm for the meeting on March 10<sup>th</sup>. (NOTE: This has since been changed to 10:00am-12:00pm and 2:00pm-4:00pm for the Saturday meetings due to logistical issues at the sites involved).

It was suggested that copies of the Comprehensive Plan be available at the meetings. (NOTE: This will be done. Additionally, Land Design will be exhibiting many of the maps contained in the comprehensive plan).

It was agreed that Planning Commission members would focus on March 4<sup>th</sup>, March 10<sup>th</sup>, and March 11<sup>th</sup>, 2006 as the dates for the public input sessions and that they would secure locations for their respective districts. (NOTE: This has been done, and a schedule will be promulgated no later than February 9, 2006).

Prepared and submitted for the record this date: J. D. Larson, 8 February 2006

CHAPTER 8

GENERAL DEVELOPMENT PLAN, ASSESSMENTS AND GOALS

A. INTRODUCTION

The General Development Plan reflects the information and objectives outlined in the various chapters of the Comprehensive Plan Report (Chapters 1-7). The General Development Plan, as set forth in this chapter, serves as a general guide to promote more orderly growth and protect the lands and waters located in Lancaster County.

The overall objectives of this Comprehensive Plan support the following goals from the existing "Growth Strategies Plan":

1. Concentrate development in areas that can provide the infrastructure necessary to support the intended use and protect the health and welfare of the community.
2. Develop and/or enforce regulations and policies concerning the use of waterfront properties to insure preservation of sensitive environmental areas.
3. Direct growth to existing population centers in rural areas and discourage residential and commercial sprawl.
4. Control impact of existing and proposed land uses with regard to the policies and goals within Lancaster County.
5. Preserve Chesapeake Bay and contributing tributaries--a universal ethic.
6. Continue the practice of protection and conservation of natural resources, including reduction in resource consumption.
7. Insure that growth of the County is consonant with the efficient and economical use of public funds.

B. MAPS

Decisions relative to land use in Lancaster County will rely on maps maintained in a digital database to aid in the decision making process. Following are the four maps from which planners will work in trying to achieve the above stated goals. Each is explained as follows:

- a. Lancaster County Existing Conditions - Attempts to describe land usage as it currently exists with the location of possible reservoir sites added as well as the location of an 800-foot tidal buffer.

- b. Lancaster County Zoning – Describes current zoning for Lancaster County.
- c. Lancaster County General Development Plan – Describes planned zoning. Additionally, it delineates the location of a possible Route 3 overlay discussed in greater detail in Chapter 9, proposed location of industrial centers, and the location of village centers, also discussed in more detail in Chapter 9.
- d. Future Land Use Map, Lancaster County – Absent zoning designations, which would clutter this map to an unacceptable degree, this map focuses on areas of sensitivity. By providing not only tidal buffer areas, but all buffer areas covered under the Chesapeake Bay Act, it is intended to better guide land use activity in all sensitive areas. Further, it delineates those areas that are prime farmland and will be the subject of further study.

“Lancaster County Existing Conditions” and “Lancaster County Current Zoning” can be viewed as the current conditions, and “Lancaster County General Development Plan” and “Future Land Use Map, Lancaster County” represent the plan for land use. As a first order of business, the General Development Plan map and the Future Land Use map must be reconciled. There may very well be planned uses such as industrial areas that are currently planned for an area that is unacceptable or undesirable considering the sensitivities highlighted in the Future Land Use map. Also, as discussed in more detail in Chapter 9 attention will focus on prime farmland and forested areas to insure that the currently planned zoning is consistent with the objective of protecting these areas.

### C. COMPONENTS OF THE GENERAL DEVELOPMENT PLAN

#### 1. Residential Areas

- a. Preference for detached single family dwellings on larger lots remains strong in the County. As such, the bulk of the County is designated for large lot development- A-1 (Agricultural, Limited) zoning at one (1) dwelling unit per 2.0 acres and A-2 (Agricultural, General) zoning, which permits one (1) dwelling unit per acre (min lot size 33,000 sq ft).
- b. The majority of the lands along the shoreline and near the towns has been subdivided and /or developed as smaller single family lots designated as R-1 (Residential, General), which permits a minimum lot size of 30,000 sq ft, with private well & septic systems. There is the opportunity for in-fill lots within the existing R-1 designation; however no additional areas are being proposed for R-1, Residential zoning.
- c. The only lands designated for R-2 (Residential, Apartments) are those properties that have been site specific re-zonings. These projects are fully

occupied, which is a strong indication that there is a need for additional affordable housing areas. Apartment and Townhouse projects should meet definite development criteria regarding access, public services, open space. They should be located in areas that are close to shopping and do not have a detrimental effect on neighboring properties.

**2. Shopping and Commercial Services**

**a. Commercial facilities exist in two basic categories:**

(1) General Business (C-1) for highway or automotive oriented businesses, with some mixed retail and services that require direct and frequent access and delivery of light retail goods. First priority should be placed on the re-use of existing vacant and/or abandoned commercial lands located along Mary Ball Highway (VA 3) and 354.

(2) Neighborhood/village Centers (C-2) intended to provide residential areas small retail services to serve the needs of the local residents.

b. Upgrading and in-fill of existing commercial strips should be strongly encouraged rather than creating new Commercial strips. Retail shopping and services should be grouped into larger community shopping centers.

c. Design standards will be revised and/or developed to provide quality commercial areas that are an enhancement to Lancaster County.

**3. Industrial/Employment Centers**

Industrial uses will include a mixture of uses and be considered on a case-by-case basis, recognizing the need for adequate access and environmental considerations, as well as design standards and the character of development and its effect on neighboring properties.

**a. Types of Development:**

1) Office uses, light industrial or a combination of both.

2) General industry, including warehousing and open storage of materials.

3) Heavy industry, controlled for protection of the environment, including transportation terminals.

b. Location

The Industrial/Employment center should be located in an area of the County that does not conflict with other uses.

Industrial/Employment Centers should be near collector/major thoroughfares, to accommodate car and truck traffic.

The ease of access to and from surrounding destinations is an important consideration for Industrial/Employment Centers.

c. Implementation

In order to encourage Industrial/Employment development in Lancaster County, the County will begin to address issues to assist the review and processing time for approval of site and building construction.

The County should negotiate the support and cooperation of the Towns, and surrounding Counties in the region to enter into an intergovernmental agreement to implement a cooperative effort to bring employment into the area. Together, this coalition could best meet the needs of the user and provide the support facilities necessary to encourage the development.

Lancaster County will begin to work on the infrastructure (i.e. development standards, zoning, road right-of-ways, fiber telephone/optics service, etc.) necessary to encourage Industrial/Employment development.

Lancaster County will contact existing Industrial/Employment users located in the County to determine needs.

Lancaster County will apply for grant funds available to Counties to provide improvements to the infrastructure needed for Industrial/Employment development.

Lancaster County will review and modify subdivision regulations, zoning codes and policies related to Industrial/Employment development.

4. Parks and Protected Areas

Although there is a mixture of State, County and private recreational facilities (see 6-5, Recreational Areas and Facilities) available to the citizens of Lancaster County, there is a shortage of public access to the water and related activities (see 5-11, Assessment of Existing Conditions). Lancaster County shall explore the possibility of obtaining waterfront lands for public use.

Enforcement of Lancaster County ordinances and regulations, as well as the Chesapeake Bay Act serve to preserve the sensitive areas, tidal and non-tidal wetlands that exist in the County. A theme exists throughout the Comprehensive Report for the need to preserve and protect the environment and waters of Lancaster County.

5. **Overlay Districts**

- a. **Waterfront Residential Overlay, All Districts, W-1 (Article 18; Zoning Ordinance)**

Although the waterfront overlay zone has been a successful tool to guide for shoreline development, Lancaster County will review the regulations to insure that it does not require updating for agreement with other regulations and meets the current needs for future growth within the County.

- b. **Historic Overlay District**

As stated in 6-9; Historic Resources, Lancaster County will develop boundaries and designate Lancaster Court House village as a Historic overlay District, as permitted in Article 10-5; Zoning Ordinance. Additional requirements and standards will be developed to preserve and protect this historical area.

- c. **Highway Overlay District**

Create an overlay District to provide development standards along the Route 3 corridor, to protect important county road frontage. The standards will provide the County with guidance for maintaining a safe and attractive roadway frontage.

- d. **Lively Overlay District**

In order to promote revitalization and growth in the existing populated areas, the County will review the current uses and infrastructure in Lively. The County will adopt development standards for upgrading the existing structures and controlling the types of uses permitted. The County will review alternative methods of providing the central sewer service needed for stimulating new development in the area.

CHAPTER 9

I. LAND USE AND WATER QUALITY PROTECTION PLAN

A. INTRODUCTION

The two preceding chapters respectively documented existing land use conditions and a plan for future land use. It is the intent of this chapter to expand on the objectives stated in the previous two chapters and to document the actual strategies by which those plans and objectives are met. Strategies presented are intended to satisfy the requirements of existing laws and regulations while laying a blueprint for action that will provide the most responsible use of land and protection of all waters regardless of use. This blueprint will also give due consideration to the impact on owner's equity of any course of action recommended.

B. GROWTH STRATEGIES

The two basic requirements of the growth strategy for Lancaster remain the same:

Evaluate the physical characteristics of the land to determine what general use it can support.

After the general use is determined, allow specific land use based on an evaluation of current economic, social and aesthetic factors.

Environmentally sensitive features of specific sites are the first characteristic considered in determining any limits on development. Secondly, consideration of the long and short term effects of a use on the neighborhood, the county and the region will be made. Those considerations include the economic impacts caused by poor aesthetics, conflicting users, high public service demands and other factors. Any negative impact on the historic and cultural features of the area will also be weighed.

Although the strategies have been simple to express, they have been difficult to execute. Some problems related to this strategy are:

It is difficult to agree upon and define the necessary rules (ordinances) to guide the strategy.

It is not easy to consistently administer (enforce) the rules.

It is hard to equitably provide for vesting (grandfathering) for landowners.

It is difficult to finance the strategy (pay for the future).

Nevertheless, the future of Lancaster County demands serious application of the strategy

and solutions to all of the problems that will be encountered along the road to implementing the strategy.

A critical issue is equity versus stewardship of the land. Landowners feel they have the right to develop their property without outside interference. They also should expect that the value of their land will not be diminished solely as the result of the application of county ordinances that dictate the use of their land. The general public demands the protection of the environment and natural resources. The resolution of all land use questions must consider the balance of equity versus stewardship.

The Lancaster County Comprehensive Plan is designed to provide guidance to the people of the County as they try to solve these problems.

## C. GROWTH MANAGEMENT TOOLS

### 1. Performance Standards

Traditional Euclidian zoning has not proven to be completely satisfactory in guiding land use in Lancaster County. Reliance on lists of permitted uses often run afoul of the inherent inadequacies in defining those uses. To supplement the current system, land use decisions should make extensive use of performance standards based on economic, cultural, historical and environmental criteria.

The Chesapeake Bay Preservation Act of the Lancaster County Zoning Ordinance currently requires all development to conform to a set of performance standards based on water quality criteria. Enforcement of these current performance standards, in addition to expanding the existing "Waterfront Residential overlay, All Districts, W-1" (Article 18 of the Zoning Ordinance) to include "ALL" development in the Resource Management Areas would strengthen the County's ability to protect the shoreline and waterways and insure appropriate, compatible growth.

The new performance standards should reflect the concept of letting the capacity of the land dictate the intensity of its use. Capacity must also consider the level of infrastructure support (e.g. water, sewage) required for desired uses on a particular area of land. Other factors affecting the use of the land are size, shape, natural features, facilities and design. Additionally, standards should always consider the effects of growth on the public health, safety and welfare. A discussion of specific types of performance standards follows.

### 2. Land Use Intensity

The measurement of land use intensity is a function of three measurable variables.

- a. Density, the number of dwelling units per acres of total buildable site area, is expressed as DU/AC.



- b. Open space ratio is the number acres of public open space divided by the total buildable site area.
- c. Impervious surface ratio is the total number of impervious surface acres divided by the total buildable site area.

These three measurements give a good indication of the intensity of use for the site.

The size and shape of the development site materially affect the layout of lots and roads. Constraints imposed by these factors should be considered in applying the performance standards. Sites of irregular shape or small size can cause high land use intensity.

### 3. Natural Features

In Lancaster County, natural features are often the attraction or the weakness of a development site. Information obtained from a number of sources, including the Agricultural Land Evaluation and Site Assessment (ALESA) study and the Planning District Commission's Geographic Information System (GIS) should be used to determine performance standards applicable for specific sites. Areas of a specific wildlife species habitat, such as eagle nesting sites and heron rookeries, require special consideration. Other features are common and problematic to the large areas of the county.

- a. A commonly used system exists for rating the limitations natural features may impose on a particular use. The categories are as follows:
  - Slight – Favorable conditions or with minor limitation, easily overcome.
  - Moderate – Can be overcome by special design, maintenance.
  - Severe – Significant limitations, only overcome by major reclamation.
- b. Many areas have one predominant sensitivity, such as septic disposal. Highly permeable soil, high water table or a combination of both may be overcome with some form of technology such as a package sewage treatment plant. Other areas, such as wetlands, are totally intolerant of development. Combinations of highly erodible soil types and steep slopes over 15 percent create extreme erosion and sedimentation problems, especially during construction phases. Shorelines with high erosion rates and flood plains are also prevalent in Lancaster County. Some areas contain marine clay soils, called blue marl locally, that shrink and swell excessively and are inadequate structurally for foundations. These features should all be considered in the application of performance standards to development sites.
- c. The watersheds of potential water reservoir sites should also be given a high priority in determining appropriate use. Regional water supply problems dictate immediate action on the part of Lancaster County in insuring adequate water for its residents.

- d. Cultural and historic features should also influence the composition and application of performance standards on a development site. Lancaster County contains many historical sites of significance that should be considered in making land use decisions. Development sites already require evaluation for their historic significance and performance standards should continue that process.

#### 4. Facilities and Services

Because of the high cost to county residents of providing infrastructure and services, performance standards should consider their availability and adequacy. Infrastructure components of sewage, water, power, communications and roads can be anywhere from reasonable to unaffordable to install and maintain depending on a number of factors. Remote locations, scattered development and hazardous areas, such as floodplains, can dramatically increase the construction, maintenance and repair costs of infrastructure. All county residents share in these costs if provided by the County, State or Federal government or by a regional private company. The cost of providing services, including education, fire and police protection, ambulance service and solid waste disposal, are also affected by these same factors.

## II. IMPLEMENTATION OF THE GROWTH STRATEGY

The implementation of the growth strategy can be divided into two general approaches, voluntary and regulatory. Neither approach is new to planning in Virginia. In fact they are, or can be, extensions or modifications of regulations already in place in Lancaster County or programs in place in the Commonwealth of Virginia. No radical overhaul of County ordinances is needed or desired to achieve the growth objectives of the Comprehensive Plan.

### A. VOLUNTARY APPROACHES

Voluntary approaches by landowners to implement the growth strategy depend on the ethic of stewardship of the land and adjacent waters coupled with incentives to encourage participation in the various programs available. Programs that encourage efficient patterns of growth by offering incentives have been successful in other Virginia counties. Incentives can be tax benefits or they can take the form of development tradeoffs such as allowing greater densities in designated areas that allow lower construction costs.

A number of voluntary programs are possible. Some would be appropriate for Lancaster County. The aim of these programs is to create development patterns, which blend with natural features and retain the open space characteristic of the rural countryside. A sample of voluntary programs follows:

#### 1. Conservation Easements

Conservation Easements are available to owners of large land tracts. The County may rebate real estate taxes as part of a lease of conservation easements on the land. The landowner forgoes development rights for a specified period. The County may also make an outright purchase of the conservation easement or, in the rare case of a landowner with enlightened self interest, accept the donation of a conservation easement. Here again, the land is not taxed at the speculative development value.

#### 2. Use Valuation Taxation

Programs to encourage the conservation of farm and forest land have been in existence for some time on a statewide basis. The most common program is Use Value Taxation. In Use Value Taxation a landowner, usually a farmer, applies to the County for real property tax relief. The lower rate is based on the actual use of his land, instead of the speculative development value of the land. In exchange for the tax break, the landowner agrees to not sell the land for development for a specific period of time. The sale of the land for development requires the payment of back taxes at the development value with penalties. Schedules are drawn that determine the time periods, rollbacks and payments. Additionally, the farmer may be required to participate in a Best Management Practices Program to qualify for Use Value Taxation. This program applies also to forestal and other open land of specified minimum size.

### 3. Agricultural and Forestal Districts

The Commonwealth of Virginia provides a program of Agricultural and Forestal Districts in which landowners may participate. The sizes are usually large (500 acres and over) and the program provides some relief from ordinances limiting agricultural or forestry activity and the threat of eminent domain. Sometimes eligibility for Use Value Taxation requires participation in this State program.

## B. REGULATORY APPROACHES

Local zoning and subdivision ordinances are regulatory means to direct growth to the most appropriate areas and in appropriate patterns. Because of the Dillon rule and other limitation on local regulatory powers, there are only a few limited means available. These are described in Title 15.1, Chapter 11 of the Code of Virginia.

The primary regulatory means used by Lancaster County is zoning. The majority of the county is zoned agricultural. As a result, these classes bear the greatest burden in land use planning, and the agricultural zones tend to become catch-alls for an overwhelming variety of uses, most with little relation to agriculture. Based on information from the ALESA study, GIS system and other sources, the agricultural zones should be refined and expanded to better reflect their value as productive farmland. The list of permitted uses for the agricultural zones should be edited to limit those uses related to the agricultural community activities. Other zoning classifications should also be reviewed to insure that adequate infrastructure can be made available and that the uses coincide with goals of the comprehensive plan.

As a result of the difficulty in judging appropriate uses based solely on a fixed definition, all uses in all zones should be judged by performance standards based on economic, cultural, historical and environmental criteria.

### 1. Overlay Zones

Lancaster County is an innovator in the use of its Waterfront Overlay Zone. The measure has been successful in guiding growth in areas of great importance to the county. The concept may be expanded to include an additional overlay zone developed to protect important county road frontage from expensive, dangerous and unattractive strip development. Within the overlay zone the numbers of entrances may be limited, commercial parking shared and connected, visual buffers required and other standards applied.

Given strong desires within the county to prevent any development along country road frontage outside of traditional village centers, a better approach may be to prohibit any changes in zoning that would permit commercial activity. This concept is developed further in a later section dealing with open space.

Conditional zoning is an effective means for ensuring the appropriate use of land. With a predominately rural character, Lancaster County must be especially cautious in determining the impacts of rezoning actions. A standing citizens committee may be valuable in assimilating citizen reaction to a rezoning request and presenting it to the zoning applicant and County officials. Not only does this represent the democratic process, but it can also reduce some of the work load conditional zoning places on the County.

### 3. Special Exceptions

The Special Exception process, also known as conditional use permits, provides the County with an opportunity to apply performance standards to specific uses. With a set of performance standards in place, the County may easily devise appropriate conditions for the use.

### 4. Subdivision Ordinances

Title 15.2, Chapter 22, Article 6 of the Code of Virginia provides additional regulatory means to localities for regulating the subdivision and development of land. Lancaster County's Subdivision Ordinance uses these means to good advantage. Those ordinances affecting the planning and installation of streets, roads, and other facilities lend themselves well to the application of performance standards. Since roads are a major source of impermeable surface and contribute significant erosion and sedimentation problems, their design should be considered in the development of applicable performance standards. Runoff can be reduced and vegetation preserved by reducing the amount of paved surface.

As the pressure for development increases, especially residential development, the desire to subdivide large parcels of farmland or forested land will correspondingly increase. It is currently relatively easy to subdivide, especially into five or fewer parcels. Continuing this policy could defeat other efforts to preserve open space. Means of restricting the amount of subdivision such as the requirement for larger lots and the provision of centralized utilities should be investigated.

### 5. Open Space

Protection of existing open space is one of the highest priorities for land use within Lancaster County. To that end, the following actions, as a minimum, will be pursued:

#### a. Expansion of A-1, Agricultural Limited District

An aging population of farmers and a demonstrated reluctance on the part of young people to take up farming suggest that a large amount of farmland will be changing hands within the next fifteen years. It is

important that any other use of this land be controlled and planned. Action will be taken to change the zoning of large parcels (25 acres or more) that are currently A-2, Agricultural General to A-1, Agricultural Limited. Smaller parcels of land that are designated as prime farmland on the Future Land Use Map and that adjoin larger parcels should also be rezoned A-1. Recognizing that the reduction in permitted uses by rezoning could adversely affect the value of the land, special consideration will be given to cluster development in this zoning district with an 80% open land to 20% developed land ratio.

b. Village Centers

Lancaster County has a number of traditional village centers that were once the center of significant commercial activity. A list of these would include Alfonso, Bertrand, Foxwells, Lively, Litwalton, McNeals Corner, Millenbeck, Mollusk, Morratico, Nuttsville, Ottoman, Palmer, Regina, Weems, and Westland. Action will be taken to create a new multi-use-zoning district for land within and immediately around these centers. This new zoning district would permit residential and commercial use on the same parcel of land. Creating this new, much more flexible zoning district would encourage development within these centers, resulting in the rejuvenation of existing but aging improvements. It would also concentrate residential and commercial activity making infrastructure improvements such as municipal sewage and water more viable. It would protect existing open space while providing for needed economic expansion.

c. Roadway Development

With limited exceptions, land on Lancaster County roadways that is not within the limits of Irvington, Kilmarnock, or White Stone is zoned either residential or agricultural. Any effort to locate a commercial activity on this land would require rezoning. A moratorium on any such rezoning request should be imposed until such time as the capacity of all land described in the preceding paragraph is exhausted. At that time land adjoining on village centers could be incrementally rezoned to the new multi-use zoning district such that an orderly expansion of the village centers occurs.

To the extent possible, open space design should be required in provisions for community facilities and other public buildings. The environmental impacts of provisions for drainage and flood control should be given priority, especially as regards surface and groundwater quality.

Groundwater issues, specifically recharge areas and quality protection, should receive particular attention in developing performance standards for impervious surface, septic disposal and recharge areas.

## 6. Waterfront

### a. Waterfront Commercial/Waterfront Dependent Facilities

As a general statement, waterfront commercial and waterfront dependent facilities have been and will continue to be permitted wherever property within the waterfront overlay is zoned to permit the requested activity (i.e. commercial or industrial). As can be seen on the current zoning map, these areas can be found at scattered locations on waterfront throughout Lancaster County. Locations include but are not limited to Dymmer, Tabb's and Antipoison Creeks, Little Bay, Irvington, Morattico, and Deep Creek. Action will be taken to create a new mixed use Waterfront Commercial/Residential Zone that would allow for new uses such as condominiums, townhouses, marinas, hotels, bed and breakfasts, restaurants, seafood businesses, and fishing support (bait, tackle, ice, etc.) businesses. This new zoning district would include all existing commercial and high-density residential waterfront facilities, and water-dependent uses. Owners of current residentially zoned properties where development has not occurred, and where sufficient property exists to make commercial or high-density residential development will also be encouraged to rezone to this designation. Any development or redevelopment in this zoning district would be conditional on providing water and sewage treatment facilities.

### b. Waterfront Residential Cluster Development

As indicated in the preceding paragraph, encouragement will be given to waterfront property owners who wish to develop residential high-density or cluster projects. This would be preferable to breaking this property up into lots for single family residences. Property suitable for this type of development includes seafood processing plants that are inactive or may become inactive due to reduced catches. Such properties exist on Little Bay/Fleets Bay and tributary waters and in Morattico. Given the poor suitability of soil for conventional septic systems in both of these areas, sewage treatment facilities will likely be required as a condition of development.

### III SPECIFIC GROWTH STRATEGY ACTIONS

Beyond those actions presented in the preceding section, the following growth strategy actions are needed to implement the land use objectives of the Policy Plan.

1. Review Zoning Ordinances to insure that the regulations reflect the intent of the General Development Plan. Revise regulations as needed to add/delete requirements and uses permitted to assist and guide new development within the various zoned areas within the County.
2. Use the General Development Plan as a tool for re-zoning properties to insure that they are consistent with the goals and objectives of the Comprehensive Plan.
3. Adopt policies or regulations that will allow voluntary means for growth management. Voluntary programs with incentives will encourage growth in efficient patterns and appropriate areas and encourage the conservation of resources.
4. Reduce the number of permitted uses in existing zoning districts. There is a need to focus permitted uses in order to avoid mixed, incompatible uses within a zoning district.
5. Strengthen protection of water quality in the Zoning Ordinance. Groundwater protection is of concern throughout the County. Zoning Ordinances should be strengthened accordingly.
6. Develop a Regional Land Use Plan to promote compatible land use at the borders of jurisdictions. In cases where land uses are now incompatible and cannot be made compatible, suitable buffer areas should be established.
7. Permit commercial and industrial development only in authorized districts and then only if adequate facilities are provided or available.
8. Revise ordinances to permit large developments only in proximity to adequate facilities or require new developments to provide their own sewer, water and other systems. An adequate facilities ordinance preserves resources and reduces the burden on the County to finance future facilities.
9. Adopt Overlay Zoning Districts to prevent future highway strip development, strengthen shoreline development standards, protect the historic heritage of the County, and promote revitalization and growth in existing populated areas.



#### IV. SUMMARY

Lancaster County's resource based economy is a very important element in all aspects of the Comprehensive Plan. By conserving and protecting those resources the County should best serve the general welfare of the community. Not incidentally, protecting those same resources also guards and promotes the health and safety of the community. The growth strategies of Lancaster County focus on these principals and support stated growth and development goals of the Commonwealth of Virginia.

Both voluntary and regulatory approaches are needed to implement the Growth Strategy of Lancaster County.

Appendices

Appendix

COMMONWEALTH OF VIRGINIA'S STATE CODE

INTRODUCTION

A Comprehensive Plan for Lancaster County should have two broad objectives. First, it should identify long-range and strategic community needs of the County's growing population and second, it should provide a planning framework designed to guiding physical change which comes in response to such growth.

This comp plan is designed to be in compliance with the requirements of the Code of Virginia and the regulations of the Chesapeake Bay Local Assistance Department.

The Commonwealth of Virginia's requirements for Comp Plans are set forth in Title 15.2-2223 of the State Code. They are follows:

ARTICLE 3

The Comprehensive Plan

15.2-2223. Comprehensive plan to be prepared and adopted; scope and purpose. The local planning commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction and every governing body shall adopt a comprehensive plan for the territory under its jurisdiction. In the preparation of a comprehensive plan the commission shall make careful and comprehensive surveys and studies of the existing conditions and trends of growth, and of the probable future requirements of its territory and inhabitants. The comprehensive plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants. The comprehensive plan shall be general in nature, in that it shall designate the general or approximate location, character, and extent of each feature shown on the plan and shall indicate where existing lands or facilities are proposed to be extended, widened, removed, relocated, vacated, narrowed abandoned, or changed in use as the case may be. The plan, with the accompanying maps, plats, charts, and descriptive matter, shall show the locality's long-range recommendations for the general development of the territory covered by the plan. It may include, but need not be limited to:

2. The designation of a system of transportation facilities such as streets roads, highways, parkways, railways, bridges, viaducts, waterways, airports ports, terminals, and other like facilities;

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3. The designation of a system of community service facilities such as parks forests, schools, playgrounds, public buildings and institutions, hospitals community centers, waterworks, sewage disposal or waste disposal areas, and the like;
4. The designation of historical areas and areas for urban renewal or other treatment;
5. The designation of areas for the implementation of reasonable groundwater protection measures;
6. An official map, a capital improvements program, a subdivision ordinance, a zoning ordinance and zoning district maps, mineral resource district maps and agricultural and forest district maps, where applicable;
7. The location of existing or proposed recycling centers; and
8. The designation of areas for the implementation of measures to promote the construction and maintenance of affordable housing, sufficient to meet the current and future needs of residents of all levels of income in the locality while considering the current and future needs of the planning district within which the locality is situated.  
(1975, c. 641, 15.1-446.1; 1976, c. 650; 1977, c.228 1988, c. 268; 1989, c. 532; 1990, c. 19; 1993, cc. 116, 758; 1996, cc. 585, 600; 1997, c. 587.)

15.2-2224. Surveys and studies to be made in preparation of plan; implementation of plan.

A. In the preparation of a comprehensive plan, the local planning commission shall survey and study such matters as the following:

1. Use of land, preservation of agricultural and forest land, production of food and fiber, characteristics and conditions of existing development, trends of growth, changes, natural resources, historic areas, ground water, surface water, geologic factors, population factors, employment, environmental and economic factors, existing public facilities, drainage, flood control and flood damage prevention measures, transportation facilities, the need for affordable housing in both the locality and planning district within which it is situated, and any other matters relating to the subject matter and general purposes of the comprehensive plan.

However, if a locality chooses not to survey and study historic areas, then the locality shall include historic areas in the comprehensive plan, if such areas are identified and surveyed by the Department of Historic Resources. Further more, if a locality chooses not to survey and study mineral resources, then the locality shall include mineral resources in the comprehensive plan, if such areas are identified and surveyed by the Department of Mines, Minerals and Energy

NEED MAP \*

The requirement to study the production of food and fiber shall apply only to those plans adopted on or after January 1, 1981.

APPENDICES

- 2. Probable future economic and population growth of the territory and requirements therefor.

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B. The comprehensive plan shall recommend methods of implementation and shall include a current map of the area covered by the comprehensive plan. Unless otherwise required by this chapter, the methods of implementation may include but need not be limited to:

- 1. An official map
- 2. A capital improvements program;
- 3. A subdivision ordinance;
- 4. A zoning ordinance and zoning district maps; and
- 5. A mineral resource map.

15.2-2225. Notice and hearing on plan; recommendation by local planning commission to governing body.

Prior to the recommendation of a comprehensive plan or any part thereof, the local planning commission shall give notice in accordance with \_ 15.2-2204 and hold a public hearing on the plan. After the public hearing, the commission may approve, amend and approve, or disapprove the plan. Upon approval, the commission shall by resolution recommend the plan, or part thereof, to the governing body and a copy shall be certified to the governing body.

15.2-2226. Adoption or disapproval of plan by governing body.

After certification of the plan or part thereof, the governing body, after a public hearing with notice as required by \_ 15.2-2204, shall proceed to a consideration of the plan or part thereof and shall approve and adopt, amend and adopt, or disapprove the plan. The governing body shall act within ninety days of the local planning commission's recommending resolution.

15.2-2227. Return of plan to local planning commission; resubmission.

If the governing body disapproves the plan, then it shall be returned to the local planning commission for its reconsideration, with a written statement of the reasons for its disapproval. The commission shall have sixty days in which to reconsider the plan and resubmit it, with any changes, to the governing body. (Code 1950, \_ 15-964.5; 1962, c. 407, \_ 15.1-451; 1997, c. 587.)

15.2-2228. Adoption of parts of plan.

As the work of preparing the comprehensive plan progresses, the local planning commission may, from time to time, recommend, and the governing body approve and adopt, parts thereof.

Any such part shall cover one or more major sections or divisions of the locality or one or more functional matters. (Code 1950, \_ 15-906, 15-921; Code 1950, \_ 15-964.6; 1958, c. 389; 1962, c. 407, \_ 15.1-452; 1997, c. 587.)

15.2-2229. Amendments.

After the adoption of a comprehensive plan, all amendments to it shall be recommended, and approved and adopted, respectively, as required by \_ 15.2-2204. If the governing body desires an amendment it may direct the local planning commission to prepare an amendment and submit it to public hearing within sixty days after formal written request by the governing body.