A faint, light-colored map of a rural area serves as the background. It shows a network of roads, including 'Jackson Street Road', 'Log Cabin Road', 'River Road West', 'Dorothy Lane', and 'Longwood'. There are also several bodies of water, possibly lakes or reservoirs, scattered throughout the landscape. The map is overlaid with a dark blue banner at the top containing the chapter title.

## CHAPTER 2

# LAND USE AND VILLAGES

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### GOAL

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To have balanced development that contributes to the welfare of the community and preserves its rural character. County will be characterized by the following:

- ❖ High quality commercial, industrial, and employment hubs
  - ❖ Vibrant, healthy villages that respect the character of each community
  - ❖ High quality residential development that is compatible with adjacent land uses
  - ❖ Preserved natural, cultural, and historic resources
  - ❖ Viable agricultural and forestry resources that are important components of the local economy
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## CHAPTER 2 LAND USE & VILLAGES

The Land Use Plan provides basic parameters to follow when development occurs. The 2035 Comprehensive Plan lays out a future land use vision that includes distinct growth areas and the retention of significant rural areas. The Plan directs new development to major villages and designated growth areas in order to preserve the rural character of the county. Concentrating growth also helps when providing municipal services and infrastructure needs.

Designated growth areas should be desirable and attractive places to live and work. These areas should be the destination of choice for new residential and commercial development.

Balanced development that contributes to the welfare of the community and preserves its rural character is Goal #2 in the County's Strategic Plan. A variety of "tools" have emerged to enable governments to manage and direct growth, and many have their basis in land use regulation; therefore, development must comply with a myriad of Federal, State, and Local regulations governing site and building design, environmental protection, water quality, storm water management, and other matters protecting public health, safety, and general welfare.

A rezoning application must be filed with the County in accordance with provisions in the Code of Virginia and the County's zoning ordinance. Due process for rezoning applications includes a community meeting and review by the Planning Commission and Board of Supervisors. During the review process, the Commission and staff evaluate development proposals for compliance with the comprehensive plan and land use regulations. Proposals can be fine-tuned to better comply with County policies and regulations and to minimize impacts on nearby properties, existing infrastructure, natural resources, public facilities and services, and other matters. The rezoning application review process often serves as

### 2035 Comprehensive Plan Guiding Principles

- Promote balanced development and preservation of rural character
- Anticipate and prepare for population growth
- Guide development to village areas and designated growth areas
- Ensure that new development does not exceed the County's ability to provide the needed services and infrastructure
- Protect natural, scenic, and historic resources

the starting point for deciding which growth management tools and strategies are necessary and how they are utilized. The County has developed a cash proffer program implemented through the rezoning process whereby developers can offer funds or off-site improvements to help offset the County's cost of providing public facilities.

Balanced growth recognizes that development can make positive contributions to the County and improve the quality of life; however, effort should be made to ensure that the benefits are not offset by the costs and impacts. Impacts often associated with growth include declining transportation levels of service, increased demand for public facilities, and loss of farmland and open space.

Balanced growth recognizes that resources are limited, development should consider public and private impacts, costs and benefits of development should be equitable, and the quality of life should be carefully retained or enhanced. As development occurs, the County encourages balanced growth by directing new growth to major villages and designated growth areas and keeping the majority of the County designated as Rural Enhancement Areas.

## **MAJOR VILLAGES AND RURAL CROSSROADS**

The Village concept has been a part of the Goochland Comprehensive Plan since 1975. Areas,

boundary lines, and village names have changed over time, but the village premise has served the county well. As the County grows and changes, a one size fits all approach may not be the most effective way to address all village areas.

The 2028 Plan distinguished the difference between a Major Village and Rural Villages. That Plan noted that all villages in Goochland County share the following characteristics:

- Possess a sense of place
- Nonresidents know about the County's villages or have a general sense of where the villages are located
- Located at transportation crossroads
- Served by primarily locally owned and operated businesses
- Unincorporated
- Villages may include a post office, church, fire station, or general store that serves village residents and adjacent rural areas. The villages often hold a place of local historic or cultural significance and have traditionally functioned, and continue to function as geographic focal points.
- This 2035 Plan keeps the Major Village concept but changes Rural Villages to Rural Crossroads. The function of the Rural Crossroads is to provide necessary goods and services to the surrounding community, but is not meant to accommodate significant new growth as encouraged in other villages.

### Major Villages

Major Villages are more populated communities where residential, commercial, and other land uses are integrated. The mix of uses may include public facilities such as schools, libraries, fire stations, or post offices. The established Major Villages in the County are *Goochland Courthouse* and *Centerville*. *Oilville* and *Manakin* are emerging as Major Villages but are further off due to infrastructure limitations.

Major Villages have existing utility services or plans to expand utility services in the future. These areas serve as “designated growth areas” where new development should be encouraged and concentrated. The amount and rate of growth that can be accommodated will vary depending upon the capacity of public sewer and public water service.

Currently Centerville and Goochland Courthouse Villages and the Tuckahoe Creek Service District offer public sewer and water services. Therefore, they are expected to be primary locations for development in the County for the next twenty years. Due to the likelihood of having access to the public sewer and water within the twenty-year plan horizon of this plan, Oilville and Manakin are considered emerging Major Villages.

Major Villages are a logical location for new residential options in the County and are appropriate areas for a greater variety of housing types and densities. The Major villages should promote a

variety of housing stock and include affordable housing opportunities.

New development should include a desirable mixture of uses combining commercial services with residential development. Major Villages are envisioned to be pedestrian-friendly and characterized by attractive streetscapes, buildings, and other structures. New development should feature high quality site and architectural design compatible with existing uses and traditional village designs. Landscape and streetscape designs should serve as amenities.



Centerville Village, Ashland and Broad Street Road

### *Centerville Village*

The Major Village of Centerville has the most development pressure of anywhere in the County. Centerville serves as the gateway into the County. This village must balance the challenges of growing as a commercial center and creating the scale and character of a village. Growth pressures are evident in Centerville and it is increasingly attractive for commercial and/or higher density residential development. Proper planning of this village is critical to the County.

New development should be of high quality with particular emphasis on landscaping. The appearance of development from Broad Street should be desirable. Architecture that has “village” elements is also desired.

The area between the County line and Ashland Road will generally be new development; however, it should still include Village type elements such as sidewalks, pedestrian scale buildings, landscaping, and high quality buildings. The area between Ashland Road and Manakin Road is the “Village Core.” This area already has developed areas but there are opportunities for infill development or redevelopment. This area should be the village focus and have pedestrian amenities, landscaping, buildings that are unique to the corridor, and high quality building materials. A variety of housing options should also be considered within the Village Core.

While Centerville will not be rural it should still have rural elements that are characteristic of the County. Aesthetic improvements, such as split-rail fencing and landscaping within the public right-of-ways in Centerville could improve the appearance and help provide a necessary identity for the Village.

In order to protect the Bellview Gardens neighborhood, when future development occurs, an appropriate buffer should be considered to provide protection to the neighborhood.

In April 2015, the County endorsed an Arterial Management Plan for the Broad Street Rd. and Ashland Rd. corridors. This plan manages new roadway access points, designs, improvements, and locations to facilitate new development in a safe and controlled manner.

### *Courthouse Village*

Goochland Courthouse Village is the historical and institutional center of government and public services for the County. This village serves as the County’s civic center with the courthouse, municipal building, library, and schools as well as community shopping centers, the YMCA, Reynolds Community College, and residential areas. As growth takes place in this village, the type and quality of development should be consistent with approved design guidelines. Pedestrian traffic is common and is encouraged within the village.

The availability of public water and sewer will impact future development in this village. The County is working on increasing infrastructure capacity for this area.



Courthouse Village, River Road West

### Rural Crossroads

The 2028 Plan identified the Rural Villages as Crozier, Hadensville, Sandy Hook, and George's Tavern/Fife. The guiding principle of the Comprehensive Plan has been to guide development to village areas. Growth should be directed to our Major villages, Centerville and Courthouse, but growth should not be encouraged in the rural village areas. This Plan would change these areas from Rural Villages to Rural Crossroads.

Rural Crossroads are an important part of the County's heritage, but are not necessarily areas where we would want to encourage residential development. These areas once served as the commercial and social centers of their surrounding areas and they still maintain their rural character and function as viable centers of activity.

Rural crossroads may offer the ability to accommodate some but not a great deal of new growth. The scale and magnitude of new growth at these locations should continue the existing character of the area and not overwhelm the area. New development within the rural crossroads should respect the existing architecture of nearby structures and the reuse of existing buildings is encouraged. The goal would be to limit the area to the "crossroads" rather than create "strip development" that



George's Tavern, River Road West

would not be in character with the rural area. The type of development that should be encouraged in the rural crossroads would be businesses that provide services to the immediate surrounding community. They are not to become “Development areas” or “growth areas”. The Rural Crossroads in the County are Crozier, Hadensville, Sandy Hook, and George’s Tavern/Fife.

## LAND USE PLANNING AREAS

The Comprehensive Plan categorizes the County into broad geographic classifications, or “Land Use Planning Areas,” targeting completely different types and intensities of land use. The designation of these planning areas is based on existing conditions, existing and planned public facilities and services, direction of growth, transportation, and other factors.

### Rural Enhancement Areas

Rural Enhancement Areas include most of the County not already included in a Designated Growth Area or Major Village. Rural Enhancement Areas exhibit a rural character with low density residential, agricultural, forest, or other uses which are not planned for public or central utilities. Residential uses should include a significant amount of open space, limit the amount of grading and native plant removal, and create minimal visual and other impacts. These areas of the County play a significant role in the rural character of the community and should be protected from urban sprawl.

### Land Use/Villages/Housing Existing Trends

- Citizen desire to preserve rural land from new development is very strong and a recurring theme for County leaders.
- The vast majority of the land in the County continues to be dedicated to forested, natural open space, or agricultural uses; however, the County is experiencing a steady increase in the amount of developed land.
- Geographically, most of the County is not served by public water or public sewer.
- Due to the location of the County in the Richmond metropolitan area and growth in surrounding counties, requests for new development are expected to increase, especially in the eastern part of the County.
- Population growth is spread across the entire County including areas outside the designated growth areas.
- Without a variety of residential options in the eastern portion of the county, rural areas remain attractive for new residential development.
- Single family detached units are the primary type of dwelling unit in the County.
- 78% of the housing stock is valued at \$200,000 or more and 6% of the housing stock is valued at more than \$1,000,000.

### Designated Growth Areas

Designated Growth Areas are outside of Rural Enhancement Areas and located generally on the eastern end of the County and in the Courthouse Village. The Designated Growth Areas identify where commercial and residential development should be concentrated. The advantages of delineating such areas include proactively planning and coordinating growth, reducing pressure to develop in rural areas, supporting cost effectiveness by utilizing existing and planned infrastructure, and facilitating private sector investment in infrastructure. The designated growth areas as discussed herein have been found to meet the intent of the Code of Virginia, section §15.2-2223.1. Site and architectural design standards are generally recommended to encourage high quality development and should include a desirable mix of land uses such as commercial, residential, and public uses.

### Tuckahoe Creek Service District (TCSD)

The Tuckahoe Creek Service District (TCSD) is a major County initiative to provide public water and sewer to a large Designated Growth Area in eastern Goochland County which generally includes the West Creek Business Park, Centerville, the Rte. 623 corridor north of Centerville, and selected nearby areas. Through the TCSD, the County has contracted with Henrico County and the City of Richmond to provide water and sanitary sewer services.

The TCSD is intended to serve as an economic driver for the County during the time horizon of this plan and beyond. Development within the TCSD is critical for achieving the long-term goals of this plan by encouraging more intense land uses, allowing higher residential densities, expanding and diversifying the County's tax base through commercial development, facilitating a desirable mix of land uses, reducing pressure to develop in rural areas, and promoting high quality, planned development.

### River Road Communities

The River Road Communities area is located in the southeastern corner of the County and is bounded by Rte. 6 to the north, the James River to the south, Henrico County to the east, and Manakin Village to the west. River Road traverses the area. This area is largely built out and is characterized by single family residential neighborhoods, natural resource areas, and semi-public uses like private recreation facilities, religious facilities, a private school, and a large cemetery.

There is limited potential for infill development in the River Road Communities. Any development including infill development should be in character with the existing high quality development, complement existing land uses, and demonstrate minimal impacts on existing neighborhoods.

**Deep Run Hunt Country Community**

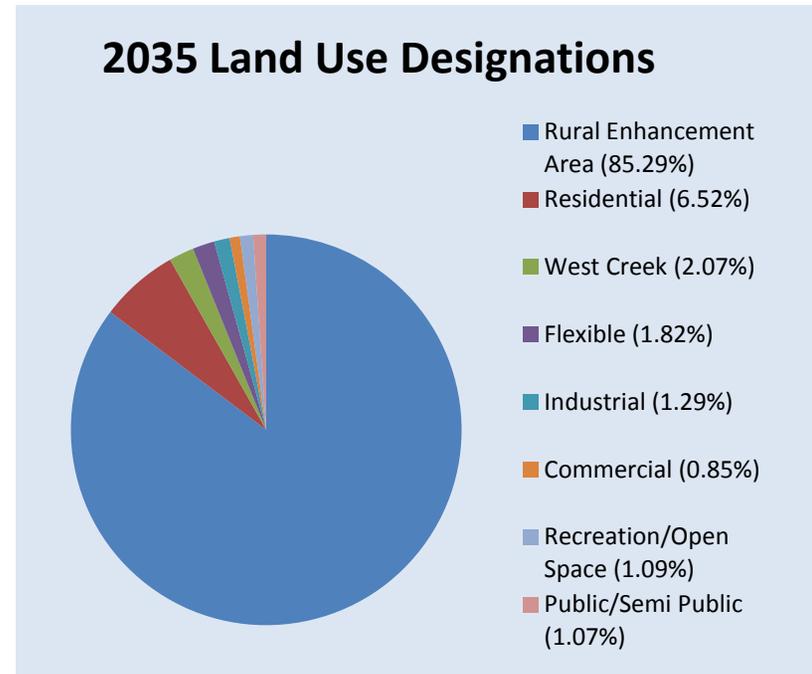
The Deep Run Hunt Country Community area is located in the eastern end of the County but outside the TCSD. The area is bounded by Patterson Avenue to the south, the old Crozier Village boundary and generally Genito Creek and the East Fork of the Creek to the west, generally Three Chopt Road to the north, and Hermitage Road to the east. The area is known for its equestrian activities and is home to the Deep Run Hunt Club, numerous horse farms, and equestrian schools. The character of the area is large lot single-family residences, horse farms, equestrian trails, and semi-public facilities centered on recreational activities.

Development should strive to be in character with existing high quality development, complement existing land uses, and demonstrate minimal impacts on existing neighborhoods, and roadways.

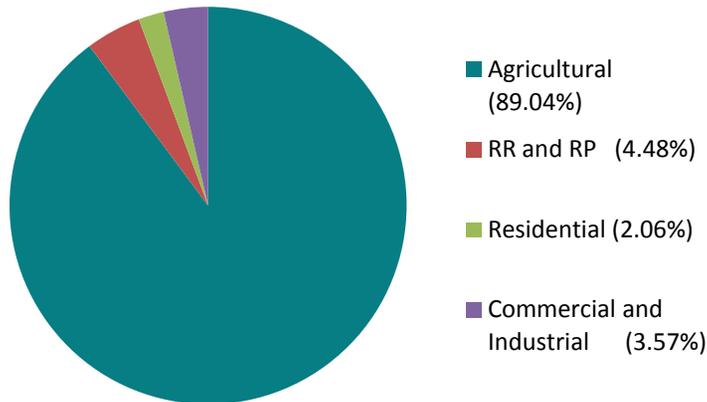
**2035 LAND USE DESIGNATIONS**

The Goochland 2035 Comprehensive Plan includes a series of Land Use Maps designating land uses between the present and 2035 — the time horizon of this plan. The Land Use Maps provide a visual, geographic representation of future land use and are intended to provide assistance regarding land use decisions, infrastructure investments, transportation planning, public facilities and public services planning, and other matters.

Through 2035, the County has designated that approximately 85% of the county will be in the Rural Enhancement Land Use Designation. Residential would represent about 6.5% of the County, and West Creek, Flexible, Industrial, and Commercial represents an additional 6%. This can be compared to the current zoning of properties in the County. Almost 90% of the County is currently zoned A-1, Agricultural, General and A-2, Agricultural, Limited. Approximately 2% of the County is zoned residential, and about 3.6% is zoned commercial or industrial.



**Zoning as of 1/2015**



**LAND USE PLAN MAPS**

The Goochland 2035 Comprehensive Plan Land Use Map classifications are defined as follows:

**Residential Uses**

- + **Single Family Residential, Low Density** – Single family residential uses with an average lot size of two acres.
- + **Single Family Residential, Medium Density** – Single family residential uses with an average lot size of one acre. This classification generally corresponds to the R-1 and R-3 zoning districts.
- + **Suburban Residential** – Single family residential uses with a maximum density of 2.5 units per acre. This classification generally corresponds to the R-1, R-3, and RPUD zoning districts.

- + **Rural Enhancement Area** – Exhibit a rural character with low density residential, agricultural, forest, or other uses which are not planned for public or central utilities. Residential uses should include a significant amount of open space, limit the amount of grading and native plant removal, and create minimal visual and other impacts.

**Non Residential Uses**

- + **Commercial** – Generally retail, retail service, office, and office/warehouse uses. Additional uses such as churches, hospitals, and nursing homes may be acceptable when compatible with surrounding, existing uses. This classification generally corresponds to the B-1, B-2, and POP zoning districts.
- + **Industrial** – Generally manufacturing, assembling, and fabricating activities; and wholesale; warehouse and office/warehouse; office/service; and mining uses. Additional uses such as retail and office use may be acceptable when compatible with surrounding, existing uses. This classification generally corresponds to the M-1 and M-2 zoning districts.
- + **Flexible** – A combination of land uses such as office, commercial, office/service, and light industrial may be considered. Growth should be planned and coordinated to create an overall balance among various uses and should generally consist of interconnected, high quality development phased with the provision of infrastructure improvements.

Generally excludes single family residential and heavy industrial uses. This classification may correspond with a variety of zoning districts.

- ✚ **Flexible-Residential** – A combination of land uses such as residential, retail, retail service, and office uses may be considered. Growth should be planned and coordinated to create a desirable mix of uses exhibiting very high quality site and architectural design, interconnectivity, and minimal impacts on adjacent properties. This classification may correspond with a variety of business and residential zoning districts. The residential density for residential uses should not exceed 2.50 units/acre.
- ✚ **Office-No Retail** – A combination of residential and office land uses may be considered. Uses should be planned and coordinated and exhibit very high quality site and architectural design, interconnectivity, and minimal impacts on adjacent properties. This classification generally corresponds to the R-O zoning district. The residential density for residential uses should not exceed 2.50 units/acre.
- ✚ **Prime Economic Development Area**– Generally, an area which includes West Creek Business Park and areas between Broad Street and Interstate 64. These areas are a critical component of the County’s long-term economic foundation and include areas that are at strategic locations in the county relative to superior transportation networks

and utility infrastructure. Land uses should demonstrate a positive impact on the County's tax base and may include uses that serve to attract and retain corporate investment, generate jobs, and expand and diversify the County’s tax base. Prime Economic Development Areas shall generally consist of large-tract, diverse, very high quality development phased with the provision of infrastructure improvements.

- ✚ **Semi-Public** – Includes properties such as private schools, churches, and cemeteries.
- ✚ **Public/County-Owned/Institutional** – Includes properties that serve the functional and civic needs of the County. Includes properties owned by Goochland County, State of Virginia, and the Federal Government. Includes, public schools, community college, hospitals, post offices, and similar uses.
- ✚ **Recreation/Open Space** – Public and private areas planned for passive and active recreational and open space uses such as athletic fields, golf courses, properties encumbered with Conservation Easements, and similar uses.
- ✚ **100-year Floodplain** – Areas where very limited or no development is planned due to 100-year floodplain (as defined by FEMA). Extra precaution is required to protect the environment and public health, safety, and welfare.

## LAND USE/VILLAGES IMPLEMENTATION STRATEGIES

### Residential Development

Type*	Implementation Strategies	Responsible Department	On-Going	Short Term	Mid Term
P	Use 2035 Plan to determine appropriate densities	Planning	✓		
P	New growth should be targeted to Designated Growth Areas and Major Villages	Planning & Public Utilities	✓		
A	Revise zoning ordinance to allow additional opportunities for varied housing types	Planning		✓	
P	Require a Fiscal Impact Study for appropriate projects (such as Mixed Use)	Planning		✓	
P	When appropriate, provide vegetated buffers at subdivision entrances and adjacent roadways	Planning	✓		
P	Preserve open space, provide landscaped buffers, encourage street trees	Planning	✓		
P	Protect residential areas from incompatible land uses	Planning	✓		
P	Minimize impacts to the transportation system	Planning & VDOT	✓		
P	Require stub street connections, where appropriate	Planning & VDOT	✓		
P	Encourage sidewalks where appropriate	Planning	✓		
P	Maintain open lines of communication with representatives of the Commonwealth of Virginia to monitor future changes in uses or ownership of the State Prison property and other State owned facilities	Planning and Admin	✓		

\*P: Policy, A: Action

**Commercial and Industrial Development**

Type*	Implementation Strategies	Responsible Department	On-Going	Short Term	Mid Term
P	Direct development to Designated Growth Areas or I-64 interchanges	Planning & Econ Dev	✓		
P	Support local business development and expansion	Planning & Econ Dev	✓		
P	Promote high quality architectural and site designs that are compatible with the area	Planning	✓		
P	Encourage landscaping that enhances the development	Planning	✓		
P	Discourage the proliferation of signs	Planning	✓		
P	Ensure compatibility with neighboring uses (noise, screening, lighting)	Planning	✓		
P	Encourage interconnectivity between uses	Planning	✓		
P	Ensure adequate utility and transportation infrastructure exists in areas targeted for commercial and industrial development	Planning	✓		

**Rural Crossroads**

Type*	Implementation Strategies	Responsible Department	On-Going	Short Term	Mid Term
P	Encourage development to complement existing architecture and character	Planning & Econ Dev	✓		
P	Encourage reuse of existing buildings	Planning	✓		
P	Encourage scale and scope of new uses to be consistent with the character of the community	Planning	✓		✓
A	Review zoning requirements to determine if typical suburban style development standards are appropriate within rural crossroads	Planning			✓

\*P: Policy, A: Action

**Major Villages and Designated Growth Areas**

Type*	Implementation Strategies	Responsible Department	On-Going	Short Term	Mid Term
P	Coordinate regulations, plans, and policies to guide new development into Designated Growth Areas	Planning & Econ Dev	✓		
A	Review Overlay Districts and amend as needed	Planning		✓	
P	Encourage more density toward the center of villages and reduce density along the fringes	Planning	✓		
P	Encourage sidewalks and pedestrian scale uses within Villages	Planning	✓		
A	Begin to consider installing public amenities such as street trees, sidewalks, fencing, lighting, and street furniture	Planning		✓	
P	Promote a variety of residential types	Planning	✓		
P	Encourage variety in landscaping materials with an emphasis on native plants and a mixture of evergreen and deciduous materials	Planning	✓		
A	Develop a detailed pattern book/design standards	Planning & Econ Dev			✓
P	In Centerville, concentrate village center and feature commercial uses along Broad Street	Planning & Econ Dev	✓		
P	For large projects, encourage streetscape improvements to be made with initial phase	Planning	✓		
A	Begin to address sewer capacity issues in the Courthouse Village	Planning			✓

\*P: Policy, A: Action

**River Road Communities**

Type*	Implementation Strategies	Responsible Department	On-Going	Short Term	Mid Term
P	Encourage continued single family residential uses	Planning	✓		
P	Recommended maximum residential densities – 1 to 3 acre lots	Planning	✓		
P	Ensure development, including infill development, is in character with the existing high quality development, complements existing land uses, and demonstrates minimal or no impacts on existing neighborhoods	Planning	✓		

**Deep Run Hunt Country Community**

Type*	Implementation Strategies	Responsible Department	On-Going	Short Term	Mid Term
P	Maintain minimum lot size of 2 acres	Planning	✓		
P	Encourage continued single family residential uses in this area	Planning	✓		
P	Ensure development is in character with the existing high quality development, complements existing land uses, and demonstrates minimal or no impacts on existing neighborhoods and roadways	Planning	✓		
P	Preserve equestrian uses	Planning	✓		
P	Protect rural character and view sheds along public roadways	Planning	✓		
P	Carefully consider new or the conversion of existing residences into uses such as schools, churches, or other places of public assembly	Planning	✓		

\*P: Policy, A: Action