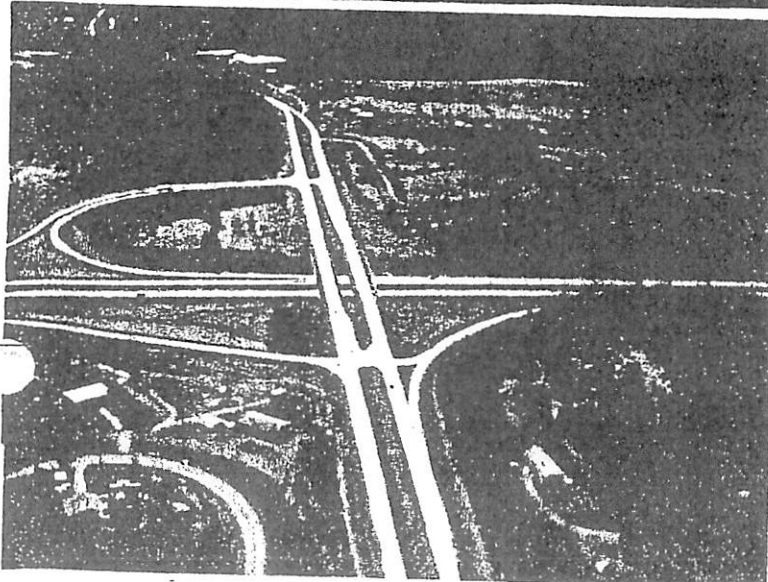


*U.S. ROUTE 19
CORRIDOR MANAGEMENT PLAN
Fayette County, West Virginia*



*To:
The Joint Committee
Fayette County, West Virginia*

*By:
Whitney, Bailey, Cox & Magwand
Baltimore, Maryland*

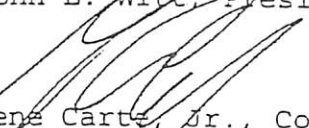
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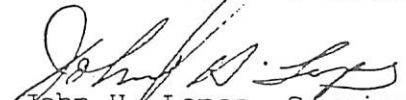
ORDER

The County Commission of Fayette County meeting in Special Session on the 24th day of March, 1998, and having previously reviewed the U S Route 19 Corridor Management Plan and having received public input on the Management Plan through a series of planning meetings, does hereby adopt the U S Route 19 Corridor Management Plan and order that Management Plan to be attached thereto and made an amendment thereof the Fayette County Comprehensive Plan dated May, 1980.

FAYETTE COUNTY COMMISSION


John L. Witt, President


Gene Carter, Jr., Commissioner


John H. Lopez, Commissioner

Alexander Whitney, Jr., P.E.
Paul E. Cox, P.E.
Richard Wm. Magnani, P.E.
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Charles E. Uermohle, III, P.E.
Joseph G. DiCarlo, P.E.

November 26, 1997

The Joint Committee
Fayette County Courthouse
100 Court Street
Fayetteville, WV 25840

ATTN: Mr. Dave Pollard

RE: Corridor Management Plan for U.S. Route 19
Fayette County, West Virginia

Dear Joint Committee Members:

It is with great pleasure that I, on behalf of Whitney, Bailey, Cox & Magnani, submit the Corridor Management Plan for U.S. Route 19 in Fayette County. In bringing to a close this challenging planning effort, I am confident that the Corridor Management Plan will be instrumental in preserving the integrity of the Corridor initially and strengthening it in the future.

The U.S. Route 19 Corridor Management Program is the outcome of a ten-month aggressive planning effort between a plethora of activists and multi-disciplinary professionals dedicated to improving the economic, aesthetic, and functional character of the Corridor. Their mission was to prepare a strategy which would ensure the development of the Corridor in a manner that it enriches the quality of life of its residents and fosters economic opportunities while preserving its natural scenic beauty.

Several highways in the State of West Virginia, and throughout the Nation, have been left to develop in any haphazard laissez-faire fashion with little thought given to the long term consequences of unplanned growth. Fayette County, in undertaking this ambitious endeavor, has not only made a conscious decision to protect its environment for future generations to enjoy, but has also become a standing example of how good development can come from good planning.

In the words of Theodore Roosevelt, "Far better it is to dare mighty things, to win glorious triumphs, even though checkered by failure, than to rank among those poor spirits who neither enjoy much nor suffer much because they live in that gray twilight



ATTN: Mr. Dave Pollard
November 26, 1997
Page 2

that knows victory nor defeat." Fayette County is already way ahead of its neighbors in displaying interest and demonstrating proactiveness.

The interest and pride established by its residents is second to none. I commend the residents of Fayette County, its municipalities, the Joint Committee, the Planning and Zoning Commission, and the County Commission whose contributions were vital to the successful completion of this Management Plan. Their exhaustive efforts have provided valuable and much needed guidance for the future of Fayette County.

A gentleman by the name of T.S. Eliot once wrote, "We shall never cease from striving and the end to all of our striving will be to arrive where we began and to know that place for the first time." The activities and strategies outlined in this Corridor Management Plan are those that have been known, discussed, tested, and appropriately tailored to this Community. While it lays down the framework and brings to a successful completion, this portion of the planning effort, it sets the stage for the next act -- communication, application, and implementation.

Very Truly Yours,

WHITNEY, BAILEY, COX & MAGNANI

Patrick B. Ford
Associate

PBF\DS:mmml
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Fayette County Commission
John L. Witt, President
Gene Carter, Jr.
John H. Lopez

Fayette County Community Resource Coordinator
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Corridor L Tourism Enhancement Committee
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A. OVERVIEW

In January 1997, the Fayette County Transition Team sought the services of Whitney, Bailey, Cox & Magnani, a Baltimore based planning and engineering consulting firm, to prepare a Land Use Management Plan for the U.S. Route 19 Corridor. A Joint Committee, comprised of members from the Transition Team and County Planning Commission, assisted the consultants in establishing the mission for the Corridor, identifying specific actions to carry out the mission, and reviewing and commenting on the technical aspects of the Plan.

The Land Use Management Plan addresses land development issues that directly relate to the U.S. Route 19 Corridor. These issues include (a) Quality of Life; (b) Economic Development; (c) Tourism; (d) Transportation; (e) Natural Development Constraints; (f) Land Use; and (g) Aesthetics and Design. These issues are addressed in this report in a manner that will be consistent with the updated Comprehensive Plan for Fayette County.

B. HISTORY AND LOCATION

Fayette County is located in south central West Virginia. The County is bound by Raleigh and Summers Counties to the south, Kanawha County to the west, Nicholas County to the north, and Greenbrier County to the east. U.S. Route 19, also known as Corridor L, is the primary connector route between the municipalities of Beckley and Sutton in West Virginia. The route also bisects Fayette County from north to south.

The Corridor provides four lane service to the Towns of Mount Hope, Oak Hill, and Fayetteville. It connects with Interstate 77 near Beckley (southern terminus) and Interstate 79 near Sutton (northern terminus). U.S. Route 19 is also intersected by Route 60 in the southern third of the Corridor. Route 60 is an important east-west route which connects Fayette County with Charleston, to the west, and Interstate 64 to the east.

The municipalities of Fayetteville (County Seat), Mount Hope, and Oak Hill are the three primary areas of concentrated development in the County. All three towns lie within the U.S. Route 19 Corridor. Local attractions that are noteworthy along this segment of U.S. Route 19 are the New River Gorge and historic downtown Fayetteville.

C. PURPOSE

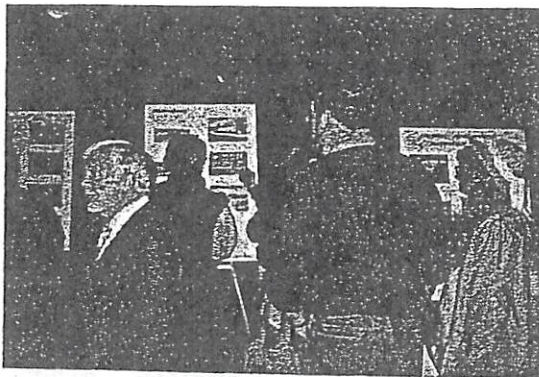
The overall purpose of this Land Use Management Plan is to improve the economic, aesthetic, and functional climate of the U.S. Route 19 Corridor. This Plan provides policy guidelines and implementation strategies for development within the Corridor in a manner that enriches the quality of life and fosters economic development opportunities while preserving the natural scenic beauty of the Corridor.

D. PLANNING PROCESS

The Land Use Management Plan for the U.S. Route 19 Corridor is a collaborative effort between the Fayette County Transition Team, Fayette County Planning and Zoning Commission, the residents of Fayette County, and the municipalities of Fayetteville, Mount Hope, and Oak Hill.

This Land Use Management Plan is based on a mission-directed planning approach and focuses on issues deemed critical by the residents of Fayette County. This plan includes policies that, when implemented, will help Fayette County carry out its mission. The policy formulation process involved three basic steps: a) defining a mission; b) translating the mission into policies; and c) establishing actions to implement policies.

The planning process included an analysis of existing conditions along the U.S. Route 19 Corridor and the identification of specific strategies to ensure orderly development within the Corridor. The planning process also included numerous opportunities for citizen participation. These opportunities were in the form of: a) visioning workshops; b) study committee meetings; c) confidential interviews with key players in the community; d) input through questionnaires; and e) open houses. This approach was successfully used to identify issues, opportunities, constraints, and attitudes among the widest possible spectrum of citizens.



The open houses solicited community input and gave residents a sense of involvement.



Residents offer suggestions to the Transition Team and Consultant at one of the work sessions.

E. ORGANIZATION OF THE REPORT

The Land Use Management Plan is composed of seven chapters. Chapter I introduces the reader to, and provides a description of, the U.S. Route 19 Corridor; Chapter II documents the existing conditions within the U.S. Route 19 Corridor; Chapter III defines a mission for the Corridor and identifies specific policies to carry-out the mission; Chapter IV consists of the Land Use Management Plan for the entire Corridor within Fayette County; Chapter V explains specific actions required to manage growth within the Development Service District; Chapter VI identifies specific actions required to manage growth in the Activity Centers; and the final chapter (Chapter VII) focuses on implementation strategies.

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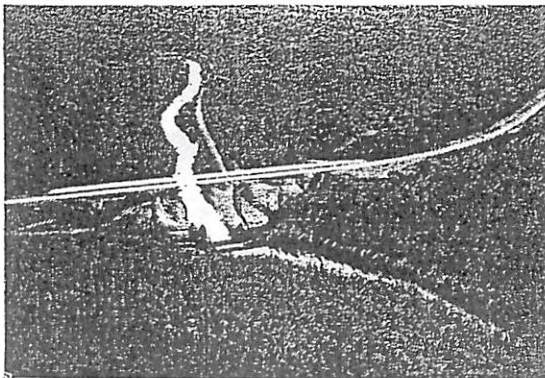


A. EXISTING LAND USE

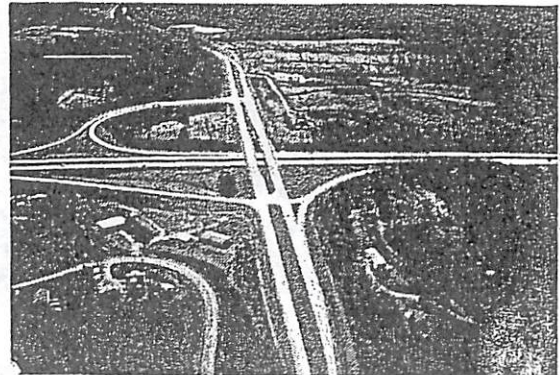
The U.S. Route 19 Corridor, within Fayette County, has been divided into four major sectors. The first sector stretches from the Meadow River to Hico (located at the Route 60 and U.S. Route 19 intersection). The second section stretches from Hico to the Town of Fayetteville. Sector three stretches from Fayetteville to the Town of Oak Hill. The last section of the Corridor stretches from Oak Hill to the Town of Mount Hope. For the purpose of this land use analysis, the Towns of Fayetteville, Oak Hill, and Mount Hope have been shaded as gray areas and titled 'Town limits' on the Existing Land Use maps.

1. Sector One - Meadow River to Hico

This section is the largest area of the four sectors and has not been affected by sprawling development to the north and south. Most of this sector is agricultural and rural residential in character with the exception of a three acre industrial parcel on the north side of Route 19. The natural and cultural resources of this sector form a landscape that is both visually fragile and aesthetically appealing. Wooded hillsides and large expanses of farmland enhance its unique visual character. This portion of the Corridor is extremely scenic, particularly from the bridge over the Meadow River. The rolling mountains are almost unscarred by industrial development. The view of the mountains, while traveling south, is breathtaking.



The rolling mountains in the northern portion of the County is almost unscarred by any development.

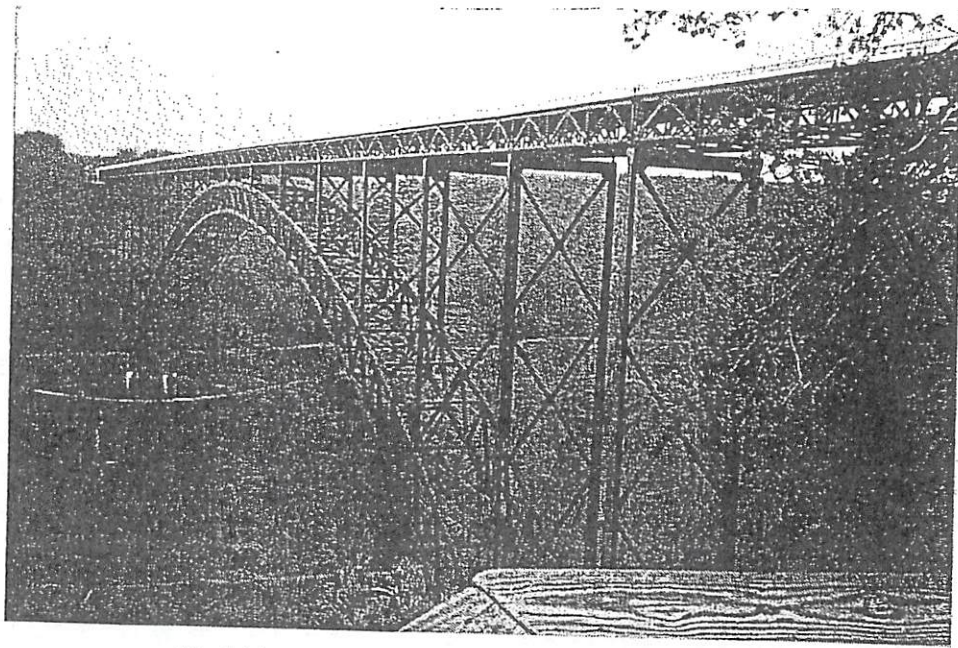


The Route 60/U.S. Route 19 interchange is a rapidly developing area in this portion of the County.

The Route 60/U.S. Route 19 interchange is the only area in this sector that is developed. This area has experienced some business development (both general and highway commercial). Two industries are present on the south side of the interchange. The Midland Trail High School is also located near this interchange. Significant points of interest within this sector include the Meadow River Gorge and scenic vistas.

2. Sector Two - Hico to Fayetteville

This sector of the U.S. Route 19 Corridor, stretching from Hico to Fayetteville, has been divided into two distinct parts. The northern half is primarily rural residential in nature. Small areas of planned developments are visible on both sides of the Corridor. An industry is located on Route 5 near Graydon. The New River runs through this area and is perhaps the most spectacular feature along the Corridor (if not in the entire State of West Virginia). The view of the New River, from the New River Gorge, is extremely breathtaking. The areas around the New River offer a variety of outdoor activities. These activities include mountain biking, camping, hiking/biking, boating, mountain climbing, whitewater rafting, and kayaking.



The bridge across the New River Gorge is one of the largest unsupported metal structures.

The area further south of the New River is extremely wooded. This area is also characterized by planned developments. The area immediately north of Fayetteville is predominantly residential in nature. The western portion is more rural in character.

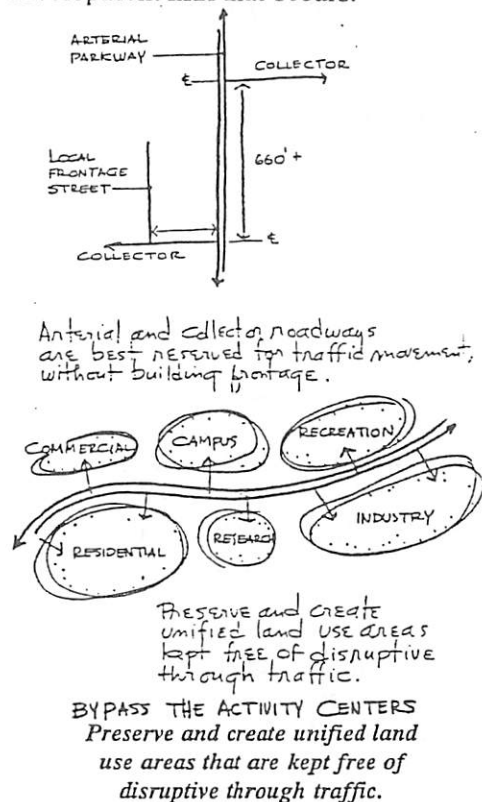
The corridor connecting Lansing with Hico offers scenic vistas from the Corridor. The hills and valleys are extremely inviting as are the views of the sunset as one travels toward the New River bridge from Hico. Points of interest in this sector include the Canyon Rim Visitors Center and Fayette Station.

It is evident in this area that Fayette County has an exceptionally rich scenic heritage in its rural landscapes. This area is clearly distinguishable from the more urban portions of the County as well as the Corridor. These scenic vistas and features form a complex landscape that enhance

Land Use Management Plan

While the location and existing pattern of development has served as the rationale for their designation, each *Activity Center* identified in the Land Use Management Plan has a distinct quality or character that suggests a pattern for its future development.

Activity Centers represent opportunities to cluster future development into regional centers that serve the commercial services and retail shopping needs of current and future County residents. Each *Activity Center* should provide opportunities to establish a recognizable center of development with its own unique sense of place within the County. Development within each *Activity Center* should vary based on the existing pattern of development and the future development mix that occurs.



Each *Activity Center* should generally include a mixed-use regional center for residential, office, retail, and service development. Light industrial development may also be appropriate in some *Activity Centers*. Industrial development should take the form of well-planned business and industrial parks. A brief discussion of each planned *Activity Center* follows this section. Each *Activity Center* reflects the unique character and the diversity of development that has evolved over the years.

b. Mount Hope Activity Center

Once the jewel of Fayette County, Mount Hope was severely impacted when coal ceased to be the focal point of the economy. Despite the rapid decline in the regional economy, some of the finest homes in Fayette County remain on Mount

Source: Earthscape, A Manual of Environmental Planning and Design

Hope's Main Street (in the southern part of town). Okey Patteson, a former governor of West Virginia, maintained a home in Mount Hope until his death. The Town's rich heritage will enable Mount Hope to take a prominent part of the Coal Heritage Trail that was established by federal legislation.

c. Oak Hill Activity Center

Always known as the retail and commercial center of the Fayette Plateau, Oak Hill is still the county's largest municipality. Data from the 1990 census placed Oak Hill's population at 6,812. Recent annexations and other growth, however, have contributed to a revised projected population of as many as 10,000 or more by the year 2000. Large retailers such as Wal-Mart, Kmart, and

Kroger have contributed to Oak Hill's ability to establish an annual budget of nearly \$2 million. This budget is greater than the other nine Fayette County municipalities combined. Oak Hill is proud of its place in the history of Fayette County. This is reflected in the Town's efforts to preserve some of their historic buildings. For example, the train depot, located just a few blocks from the downtown area, is the last remaining depot from the Virginian Railway. The depot is currently in the hands of the Town's historical society. The depot is being renovated to house a museum.

d. *Fayetteville Activity Center*

The Town of Fayetteville serves as Fayette County's seat. The central business district of the Town of Fayetteville was designated a National Historic District in 1993. Within the confines of the Historic District are several individual properties listed on the National Register of Historic Places. These properties include the Fayette County Courthouse, Altamont Hotel, and the E.B. Hawkins house. The Hawkins House was built by one of Fayette County's sheriffs and now houses a Bed and Breakfast Inn. Since the Town serves as the gateway to New River Gorge National River, Fayetteville's downtown district is populated by a large variety of shops and restaurants that cater to the tourist trade. In 1996-1997, the community saw a 40 percent increase in its business base. Nearly all of that growth was related directly to tourism.

e. *Planning for Activity Centers*

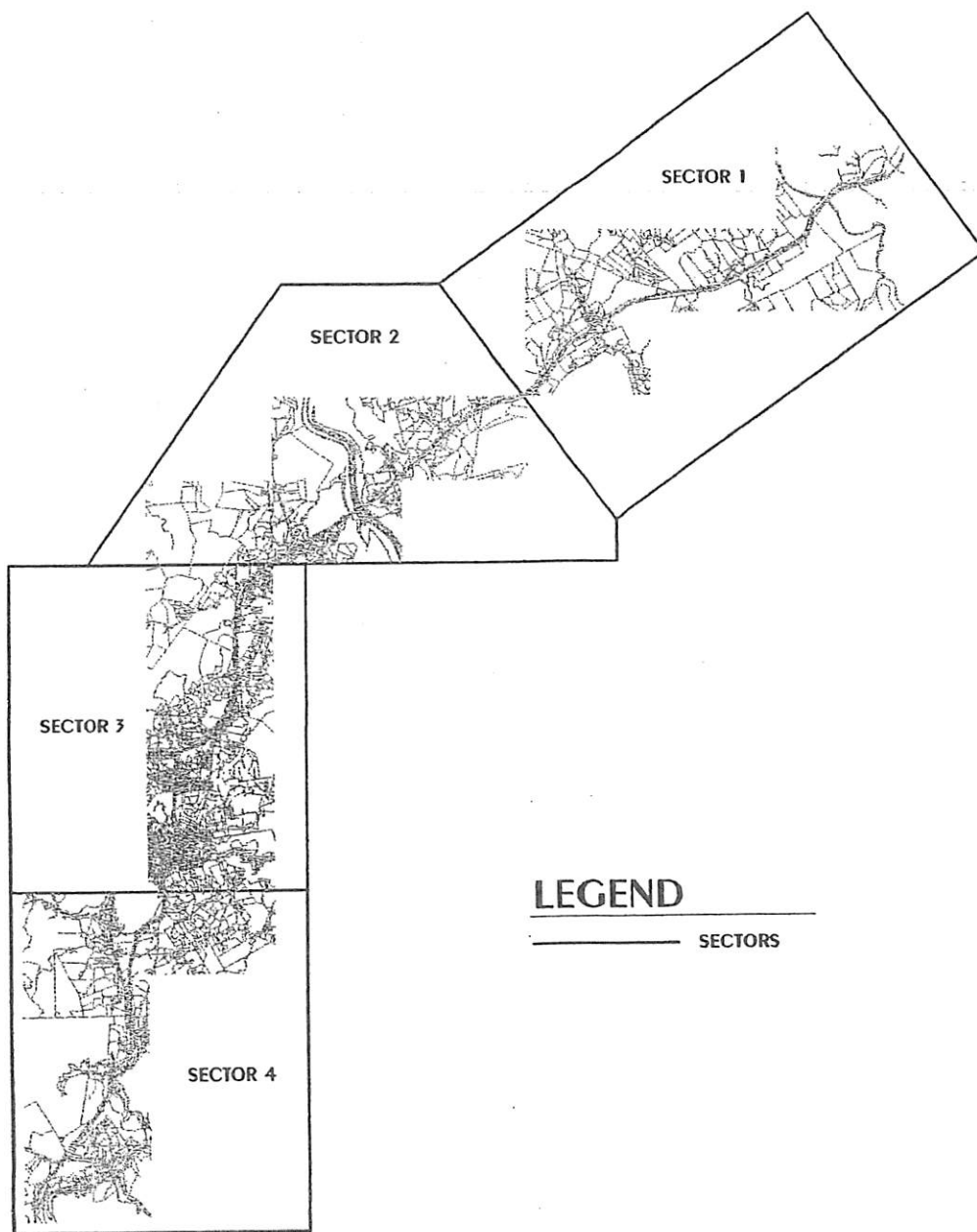
Preparation of more specific plans for each *Activity Center* should be undertaken by the County to identify how the qualities and form of their development may best be managed. The function of these areas is to serve as nodes of activity, within the *Development Service District*. Adherence to this Plan will concentrate higher density residential development, and the associated commercial, employment, and public service functions, in these nodes of activity. This land use management strategy will encourage a diverse mix of uses which will ultimately strengthen and enhance the viability of the respective community.

Development standards for Activity Centers should be framed to establish a clear sense of community character. Elements that should be included in the development of Activity Centers are: 1) mixed-use developments; 2) pedestrian access; and 3) greenways/bike paths linking various developments. A mechanism for the establishment of new Activity Centers, as the need arises, in the *Development Service District* should be developed. This will assure a means of managing development over time.

Standards for commercial and industrial development within Activity Centers should enhance the character of the community and create or reinforce a community theme. In many areas, this will require development or adaptive use of vacant or underused buildings.

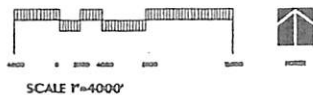
U.S. ROUTE 19 CORRIDOR MANAGEMENT PLAN
FAYETTE COUNTY WEST VIRGINIA

KEYMAP



LEGEND

SECTORS

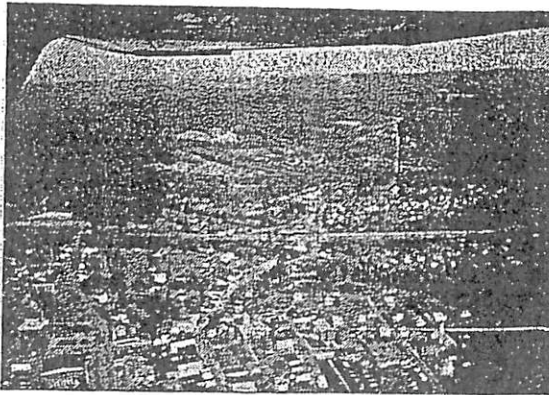


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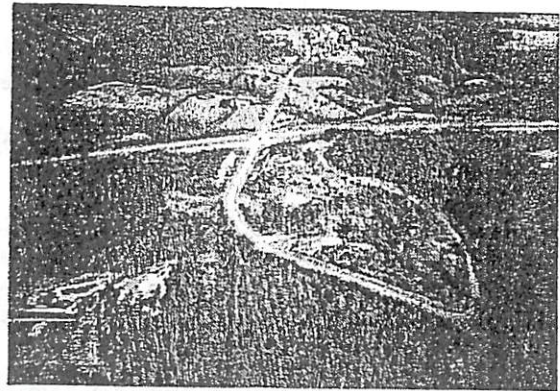
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Existing Conditions

the visual character. However, new development in this sector has not, as a rule, been sensitive to protecting the features that give the area its scenic value.



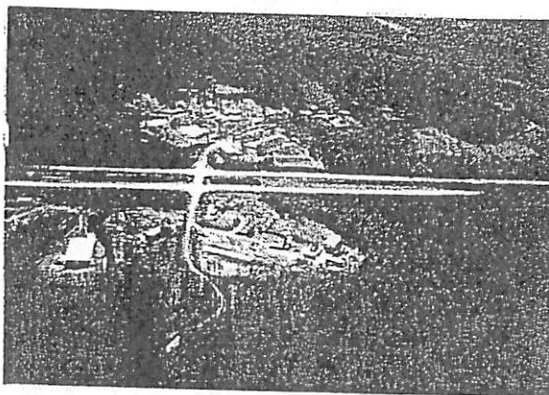
Fayette County's towns are major components of the cultural and visual landscape which is a part of its rural integrity.



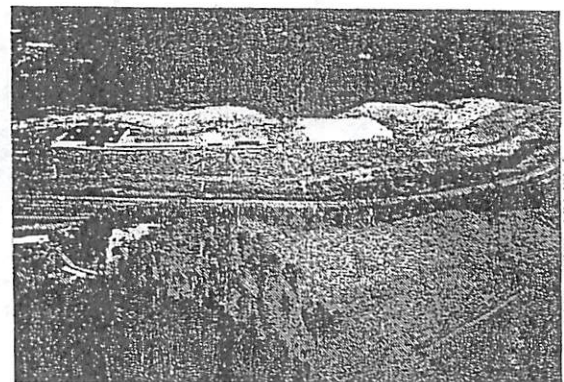
The topography in Fayette County ranges from relatively level land in the south to mountainous terrain in the north.

3. Sector Three - Fayetteville to Oak Hill

This sector extends from the southern part of Fayetteville to Oak Hill. The area immediately south of Fayetteville is primarily rural in nature. A couple of industries are located on the east side of U.S. Route 19 between Fayetteville and Oak Hill. The area immediately north of Oak Hill contains a significant amount of commercial development. The area northwest of Oak Hill is more industrial in nature. To the southwest, the area is primarily residential. Large patches of green areas are evident to the east and west of Oak Hill.



New land use patterns created by recent development constitute discordant elements in the traditional landscape.



New commercial strip development lack architectural character and any type of screening and landscaping.

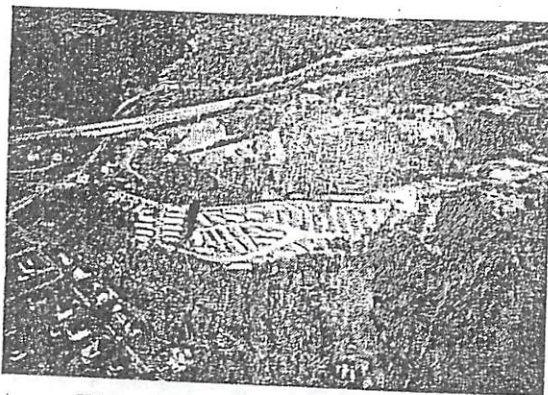
Existing Conditions

The area north and south of Oak Hill has received some amount of residential development in recent years. This pattern has brought noticeable pressures on the roads, commercial centers, open spaces, and agriculture. The existing roads are congested and new roads are affecting the rural character. New commercial buildings have replaced historic ones and are often out of scale and character with the neighboring buildings. Large farms and estates have been subdivided into lots and developed. The agricultural economy is not conducive to providing good returns on small farms and development pressures conflict with farming operations.

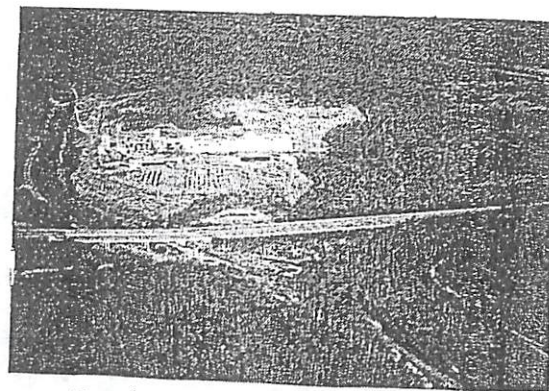
4. Sector Four - Oak Hill to Mount Hope

The area south of Oak Hill is predominantly rural residential in nature. There are traces of industry on Route 5. Highway businesses are evident near the intersection of Route 16 and U.S. Route 19. Some residential activity is also evident in the area southeast of Oak Hill (near the Route 16/U.S. Route 19 interchange) and in the Glen Jean area. Two industries are also present on both sides of the Corridor. The area directly north of Mount Hope has a considerable amount of residential and highway commercial activity. The area to the east of Mount Hope is primarily highway commercial in nature, and the area south of Mount Hope is primarily residential in character.

Development in this sector has been heavily influenced by the transportation corridor (Route 16) that cuts through Fayetteville. Initially, development was clustered in the Towns of Fayetteville, Oak Hill, and Mount Hope. Since the seventies, the suburbanization of this sector has spread into Glen Jean, Hilltop, and Wingrove which were formerly rural and undeveloped areas. Almost all of these areas are now regarded as stable desirable residential communities.



With careful planning and strict design guidelines, industrial areas can be visually compatible with the landscape.

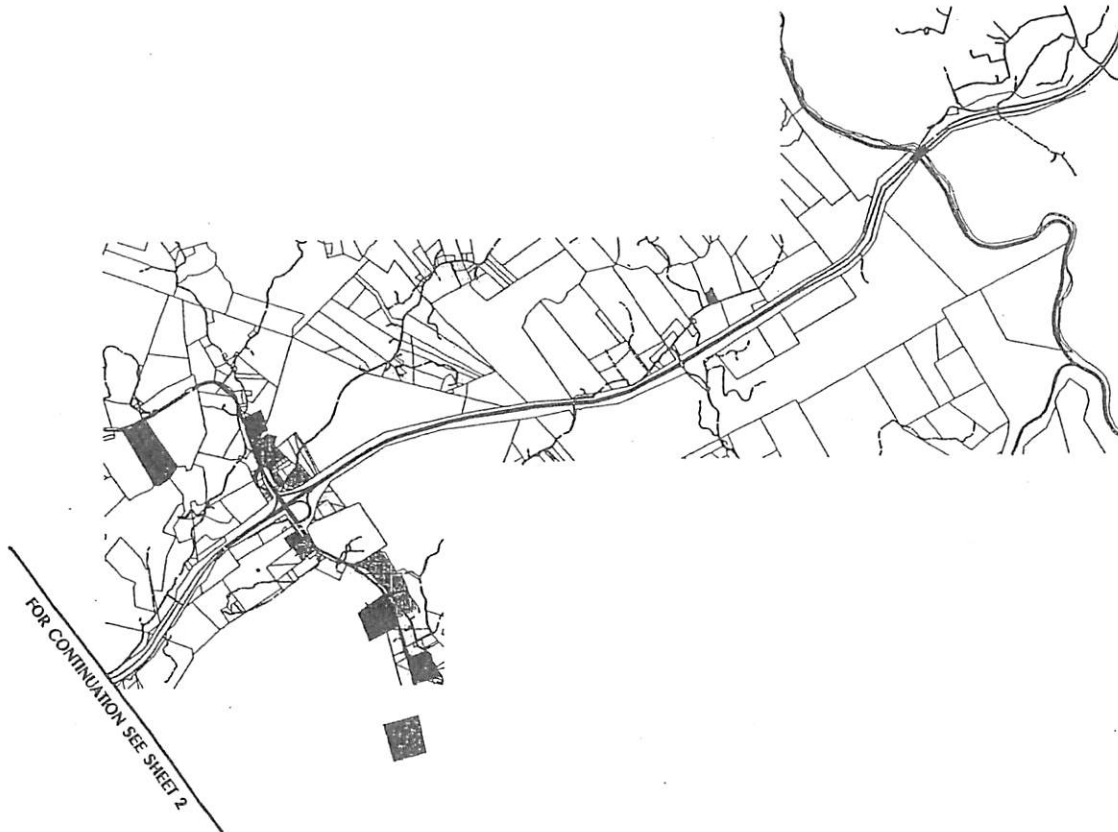


Fayette County has some of the most scenic landscapes to be found in the entire State. The protection of viewsheds, such as this one entering Fayette County from the South, is essential in preserving this rural landscape.

The character of the developed portion of this sector, south of Mount Hope, is principally residential. Other major non-residential land uses are also significant in this sector. Manufacturing activities occur in isolated places throughout the sector but are clustered principally near Mount Hope.

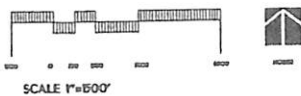
U.S. ROUTE 19 CORRIDOR MANAGEMENT PLAN
FAYETTE COUNTY **WEST VIRGINIA**

EXISTING LAND USE
SECTOR 1
MEADOW RIVER - HICO



LEGEND

- (RR) AGRICULTURAL & RURAL RESIDENTIAL
- (B-2) GENERAL BUSINESS DISTRICT
- (B-3) HIGHWAY BUSINESS DISTRICT
- (I-1) LIGHT INDUSTRIAL DISTRICT
- (I-2) HEAVY INDUSTRIAL DISTRICT
- INSTITUTIONAL

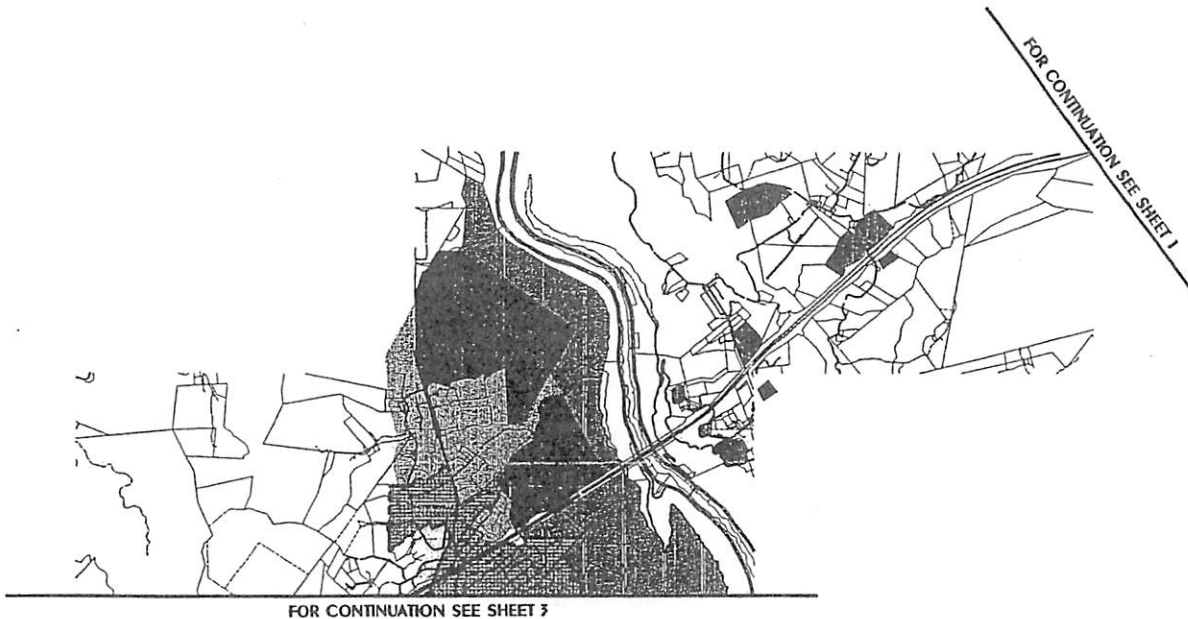


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FAYETTE COUNTY WEST VIRGINIA

EXISTING LAND USE
SECTOR 2
HICO - FAYETTEVILLE



FOR CONTINUATION SEE SHEET 3

LEGEND

(RR) AGRICULTURAL & RURAL RESIDENTIAL

(R-1) RESIDENCE DISTRICT

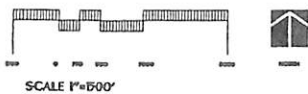
(B-2) GENERAL BUSINESS DISTRICT

(I-1) LIGHT INDUSTRIAL DISTRICT

(LC) LAND CONSERVATION DISTRICT

(PD) PLANNED DEVELOPMENT

TOWN LIMITS



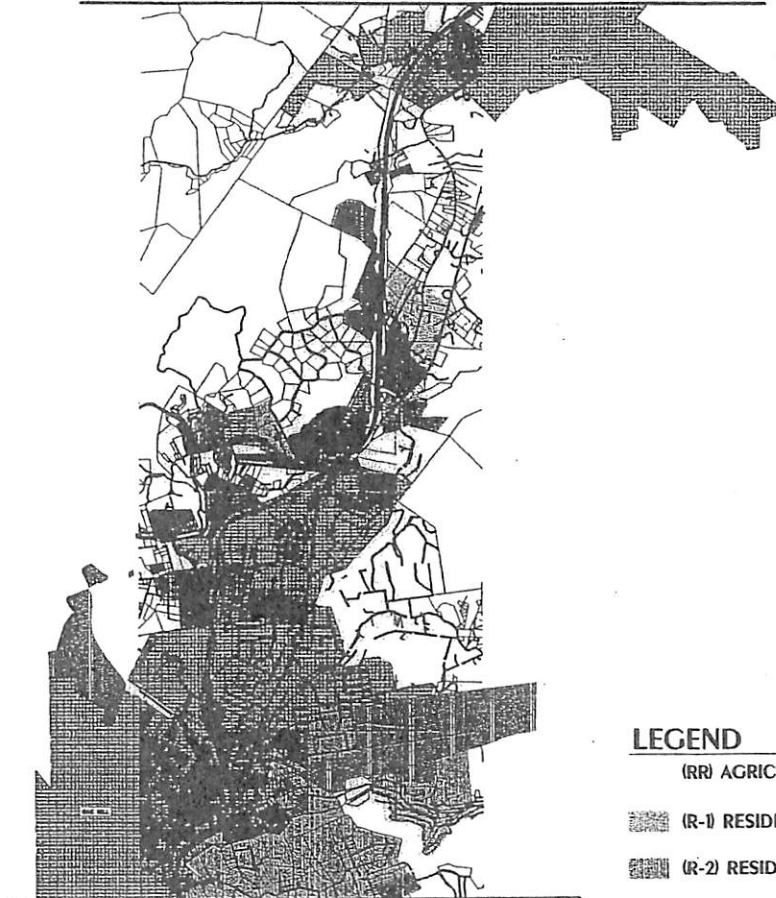
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U.S. ROUTE 19 CORRIDOR MANAGEMENT PLAN
 FAYETTE COUNTY WEST VIRGINIA

EXISTING LAND USE
 SECTOR 3
 FAYETTEVILLE - OAK HILL

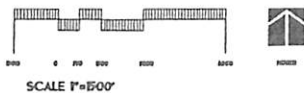
FOR CONTINUATION SEE SHEET 2



FOR CONTINUATION SEE SHEET 4

LEGEND

- (RR) AGRICULTURAL & RURAL RESIDENTIAL
- (R-1) RESIDENCE DISTRICT
- (R-2) RESIDENCE DISTRICT
- (B-1) NEIGHBORHOOD BUSINESS
- (B-2) GENERAL BUSINESS DISTRICT
- (B-3) HIGHWAY BUSINESS DISTRICT
- (I-1) LIGHT INDUSTRIAL DISTRICT
- (I-2) HEAVY INDUSTRIAL DISTRICT
- (L-C) LAND CONSERVATION DISTRICT
- (PD) PLANNED DEVELOPMENT
- TOWN LIMITS



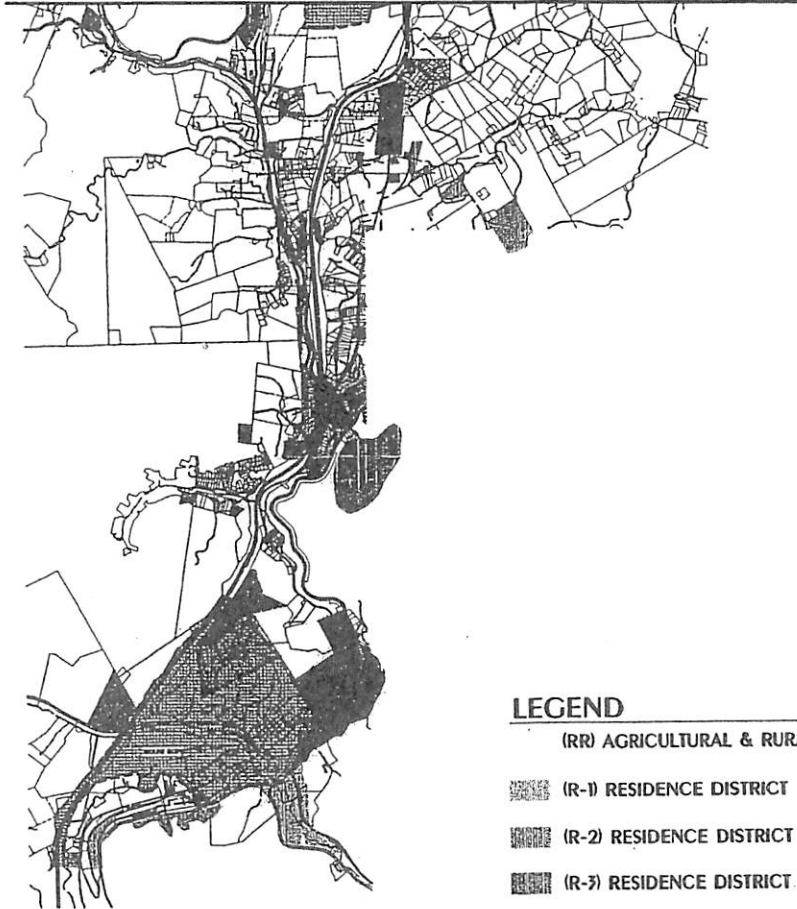
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U.S. ROUTE 19 CORRIDOR MANAGEMENT PLAN
FAYETTE COUNTY WEST VIRGINIA

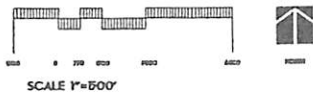
EXISTING LAND USE
SECTOR 4
OAK HILL - MOUNT HOPE

FOR CONTINUATION SEE SHEET 3



LEGEND

- (RR) AGRICULTURAL & RURAL RESIDENTIAL
- (R-1) RESIDENCE DISTRICT
- (R-2) RESIDENCE DISTRICT
- (R-3) RESIDENCE DISTRICT
- (B-1) NEIGHBORHOOD BUSINESS
- (B-2) GENERAL BUSINESS DISTRICT
- (B-3) HIGHWAY BUSINESS DISTRICT
- (I-1) LIGHT INDUSTRIAL DISTRICT
- (I-2) HEAVY INDUSTRIAL DISTRICT
- (PD) PLANNED DEVELOPMENT
- TOWN LIMITS



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Retail trade comprises a substantial portion of nonresidential land use. In addition to individual businesses lining the Corridor, there are a variety of shopping centers and commercial enclaves in the Towns of Fayetteville, Oak Hill, and Mount Hope. These range in size and character from small neighborhood strips of a dozen or fewer businesses to intermediate size shopping centers. While providing outlets for food, clothing, and other essentials for suburban living, these commercial strips have a visually chaotic appearance and negative effect on traffic and adjacent uses.

B. SAVING THE U.S. ROUTE 19 CORRIDOR

The U.S. Route 19 Corridor's regional identity is a composite of its landscape, people, and history. All these factors contribute to its character—and to reasons why the protection and proper planning of this Corridor is of special significance.

Over the last few decades, the number of businesses in Fayette County has dwindled. This trend has resulted in a low generation of family income. In addition, residents have left the area due to the lack of job opportunities, housing, and economics. The effects are evident in many ways, but perhaps nowhere more alarming than on the rural landscape itself.

- The total population has shown a drastic decrease of 17 percent between 1980 and 1990.
- Employment has decreased in every industry except for the services and trade industries.
- The daily traffic volume at several intersections along U.S. Route 19 has increased dramatically within the last ten years.
- Unplanned growth has produced a random pattern of residential subdivisions and multi-unit dwellings. This pattern of development has occurred without consideration of the location of municipal utility systems and the sites relationship to the landscape.

This expansion now threatens to overwhelm the sense of place and visual qualities that have evolved over the past 200 years. For many area residents, the image and the reality of the impacts the U.S. Route 19 Corridor has had on the County have begun to conflict.

Historically, Fayette County has not been well-equipped to deal with the challenge of rapid, unplanned growth. This type of growth jeopardizes the character, natural resources, open space, public services, infrastructure, and the stock of affordable housing in the County. Many of the debates in Fayette County, on growth versus preservation, have arisen because the County and the municipalities lack professional planning assistance and updated land-use techniques that allow for better management of needed economic development, reasonably priced housing, and transportation improvements.

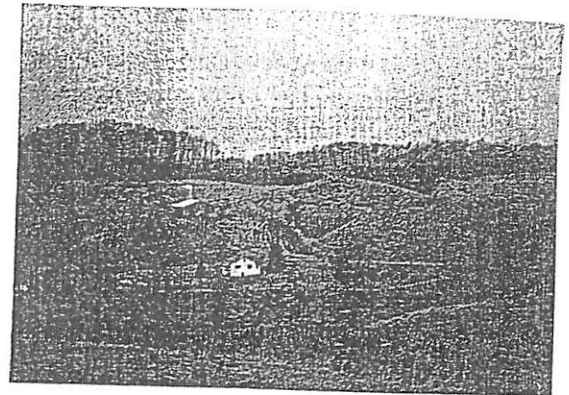
Fayette County is governed by a zoning ordinance which unwittingly prescribes development patterns, suburban sprawl, that are inappropriate for the rural areas. Suburban sprawl is caused by large-lot development requirements and by highway corridors zoned for unlimited commercial and residential development—precisely the pattern mandated by Fayette County's Zoning Ordinance. There is a growing consensus among area leaders in both government and private business that rapid unplanned or poorly planned growth and traffic congestion threaten the region's long-term economic outlook.

These changes are harbingers of other threats to the U.S. Route 19 Corridor's fragile character. The importance of the region's natural resources to its economy is especially significant. Aquifers need additional protection to prevent long-term pollution of drinking water supplies. Chief among the potential pollutants are leachates from landfills, septic systems, road salt storage areas, industrial and toxic household wastes, and certain agricultural chemicals.

A major ingredient of the U.S. Route 19 Corridor's scenic quality lies in its agricultural heritage. However, the increasing competition from outside the region, inappropriate zoning, and escalating land values have put the future of many of the Corridor's farms in jeopardy. The easily cultivated flat lands have proven equally amenable to development. Furthermore, unprotected farmland continues to be subdivided into large houselots. The losses associated with land conversion go beyond actual production to the visual scenery attached to it.



Increasing external competition, inappropriate zoning, and escalating land values have put the future of several farms in jeopardy.



Rolling open farmland, fences, farm buildings, and rural roads create the composition of the visual landscape of Fayette County.

The growing importance of intangibles such as quality of life, recreation, and community character are increasingly reflected in business location decisions. The region's special character and sense of place plays a significant role in helping to attract quality tourism business to locate and expand in Fayette County. This points to the importance of maintaining the natural, scenic, and cultural qualities of the U.S. Route 19 Corridor, both within and outside its urban areas.

Nurturing the Corridor's pride of place requires imaginative thinking and cooperative efforts among many diverse groups—farmers, business leaders, planners, developers—to pass along to future generations a landscape heritage as rich and beautiful as that now enjoyed by local residents and visitors. Creative strategies which artfully blend conservation and development need to be applied in the Corridor's urban centers.

The Corridor's urban centers effuse a similar sense of history and pride. Fayetteville, Oak Hill, and Mount Hope, still offer vivid images of the industrial revolution. Over the years, manufacturing and mining have largely been offset by an upsurge in the service sector, including new jobs in tourism. Through the combined efforts of the public and private sectors, these towns serve as centers of the whitewater rafting and other tourism support industries.

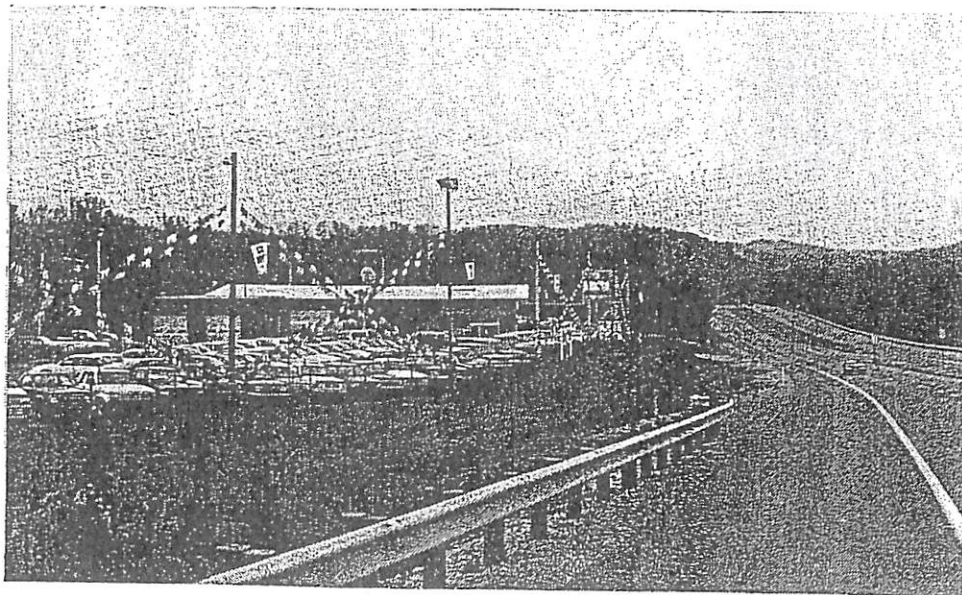
Existing Conditions

These Towns form an interdependent system of employment centers and residential communities. As employment centers expand in the future, the land-use consequences of continued population growth may seriously impinge on the character and visual quality of the region. Responding to such concerns requires local and regional action. A variety of land protection tools have already proven successful in other parts of the country. The Corridor's scenic, historic, and cultural resources will need to be treated with the utmost care to prevent it from becoming an empty extension of Oak Hill, Mount Hope, and Fayetteville.

C. CHARACTER PLANNING IN THE U.S. ROUTE 19 CORRIDOR

Over the years, the visual character within the U.S. Route 19 Corridor has been shaped by its landscape, transportation routes, and the lifestyles of the people who settled in it. The Corridor exhibits the influence of a unique array of social and institutional customs brought by the settlers' customs which shaped the towns as much as the surrounding rural landscape and natural resources. Recognition of the overall character of the Corridor, comprised as it is of the distinctive flavor of each town, is an important first step in framing an appropriate development and conservation strategy to manager the growth in the Corridor.

Sprawl (created by scattered residential subdivisions and roadside commercial developments) has become common in the last two and one-half decades. Its continuation over the past twenty-five years has introduced a new element into the Fayette County landscape. Both the subdivision and the commercial "strip" have become so pervasive that many Corridor residents have begun to believe these conventional approaches represent the only way the County can grow. However, this pattern of land development, when set into traditional communities such as those which abound in the Route 19 Corridor, produces a devastating effect upon town character and quality of life. It weakens a community's sense of place by introducing larger lots, longer setbacks, architecture which does not integrate well with traditionally-styled buildings, and a superabundance of asphalt and signs.



Commercial development should be successfully integrated into the existing viewscape without compromising the character of the Corridor.

Existing Conditions

Practical solutions do exist to correct these problems; and in using them, new developments can be successfully integrated into the existing viewscape without compromising the character of the Corridor. The following solutions are presented as tools to manage land use development, thereby enhancing the U.S. Route 19 Corridor's character.

The first step in preparing this Corridor Land Use Management Plan was to gather information about the Corridor. Information gathered during the preparation of this Land Use Management Plan included:

- The land development pattern in the U.S. Route 19 Corridor;
- An inventory of the Corridor's topography, a map of existing land uses, and a map of the existing zoning;
- A consensus on the part of area residents as to what constitutes the Corridor's character; and
- A map of the scenic resources in the Corridor, the loss of which would destroy part of the region's image.

The second step, when formulating the Corridor Plan, was to evaluate present conditions in the Corridor. Existing zoning laws were examined as well as their enforcement. Even the best regulations will not accomplish the goal of preserving the character if they are not properly and impartially enforced.

The third step in developing the Corridor Plan was to work with the Fayette County Planning and Zoning Commission, Joint Committee, Fayette County Commission, and residents to develop a practical and effective strategy to implement the mission and shared goals for the future conservation of the Corridor's special features. This was the most difficult step, since changes in regulations require that a public consensus be reached and this process often involved a great deal of discussion, debate, and public education. The rewards, however, are great in the preservation of a quality of life and visual character that makes the Corridor unique.

A. MISSION-DIRECTED PLANNING APPROACH

This Land Use Management Plan serves as a guide for the physical development of the U.S. Route 19 Corridor. The Plan has been developed around the locality's mission statement. The mission-directed planning approach specifically focuses on issues deemed critical by the residents of Fayette County. This approach directs the County government's emphasis on those community-identified issues in order to positively respond to community's needs. The result of this effort yields a more consistent land use planning program and a more efficient framework for the development of the U.S. Route 19 Corridor.

The policy formulation process, used in this Land Use Management Plan, involves three critical steps:

- 1) Defining a mission;
- 2) Translating this mission into land use policies; and
- 3) Establishing actions by which these policies can be implemented for the betterment of the community.

Actions have been developed in the topical areas of: (a) Quality of Life; (b) Economic Development; (c) Tourism; (d) Transportation; (e) Natural Development Constraints; (f) Land Use; and (g) Aesthetics and Design. These actions, when translated into land use strategies, will coordinate the quality, scale, theme, and timing of future development within the U.S. Route 19 Corridor.

B. MISSION STATEMENT

As Fayette County moves into the twenty-first century, many challenges face its citizens and leaders. Primarily, these challenges include providing an efficient, well-managed government; protecting the public health, safety, and welfare; and enhancing the County's quality of life. To prepare for these challenges, the County has established a mission statement. The following mission statement and accompanying actions, in essence, serve as the County Commissioners' directives regarding the management of future development. The adopted mission for the U.S. Route 19 Corridor is as follows:

"Strengthen and diversify Fayette County's economy by developing the U.S. Route 19 Corridor in a manner which enriches the quality of life and fosters economic development opportunities while reflecting the sentiment in the community that the Corridor's natural scenic beauty should be preserved."

At the heart of this vision "...which enriches the quality of life and fosters economic development opportunities while reflecting the sentiment in the community..." is the inherent necessity to protect and preserve the scenic value of the Corridor. This is necessary because these scenic vistas constitute Fayette County's beauty and historical heritage, fuel economic development, and are a major factor in the quality of the

Corridor's environment. Protecting Fayette County's scenic areas, and the way of life they afford, is perhaps the greatest challenge that faces the Fayette County government.

Planners throughout the country are beginning to realize that many planning procedures and policies, such as zoning, permit, if not encourage, cookie-cutter cul-de-sac communities, strip commercial development, and an automobile-dominated landscape. All of these conditions pose problems that must be corrected.

One of the purposes of this Land Use Management Plan is to assist the County in identifying new ways to correct these problems and prevent them from occurring again. These new methods should better protect the County's quality of life, environment, and scenic beauty. To do this, the County should first understand what are the problem areas and what are their essential characteristics. Secondly, the County should understand the forces of undesirable change and figure out how to redirect these forces.

In a nutshell, the methods mentioned above should be used to strengthen the integrity of the U.S. Route 19 Corridor. In a larger context, this depends upon (1) maintaining tourism-related recreational activities; (2) directing growth to designated service districts; (3) protecting environmental, cultural, and visual resources; and (4) establishing strict land-use and design controls over all new development.

Woven throughout this Land Use Management Plan, the reader will observe the consistent theme of preserving scenic views, the need to direct the vast majority of future growth into service districts, and the need to exercise site-planning and design control within the Corridor.

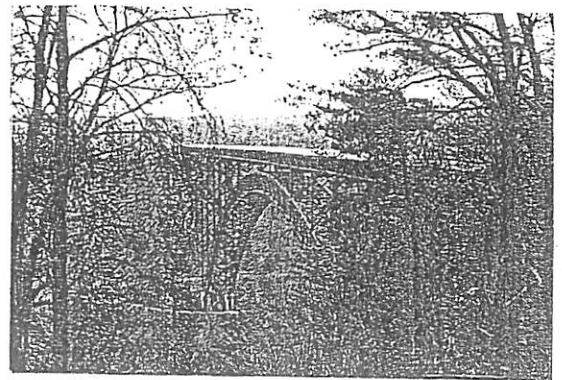
C. POLICIES

1. Quality of Life

- a. Develop Fayette County and the U.S. Route 19 Corridor as a self-sustained community.
- b. Hold true to the rural community values of "wild and wonderful" West Virginia.



Whitewater rafting on the New River is an important part of Fayette County's economy.



The New River Bridge offers spectacular views of the County's wild, rugged, and scenic attributes.

Mission and Policies

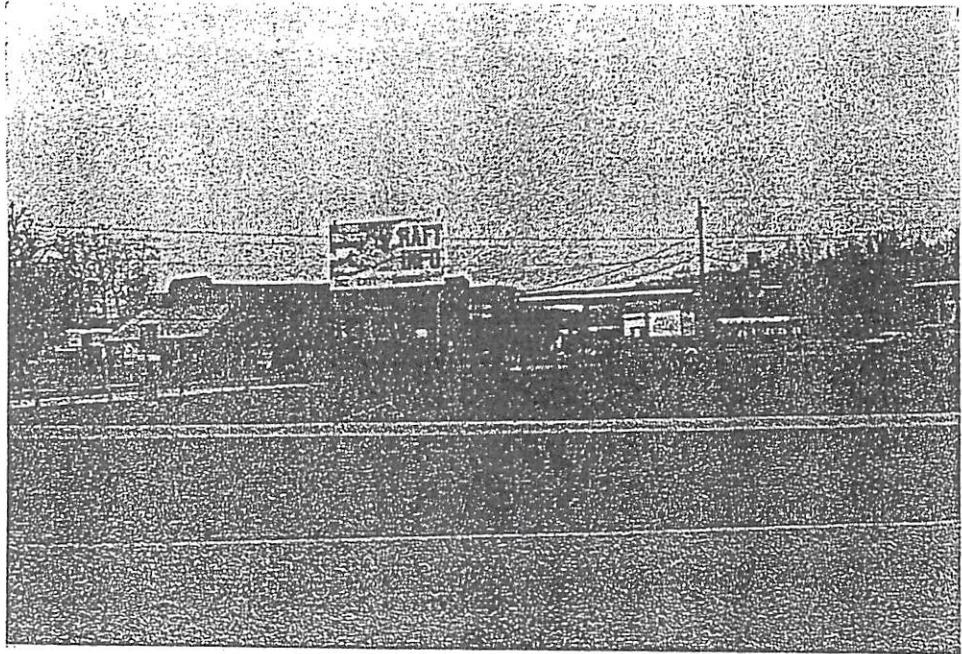
- c. Promote the Corridor's wild, rugged, and scenic attributes.
- d. Promote the region as one with a low crime rate.
- e. Take proactive measurements to mitigate crime in the U.S. Route 19 Corridor.
- f. Provide quality housing opportunities for people of all ages and incomes.
- g. Raise the living standard of residents of Fayette County through the economic benefit of tourism.

2. Economic Development

- a. Promote economic development that is in harmony with the natural environs.
- b. Adopt policies that stimulate a dynamic economic climate where existing businesses can prosper and new businesses and investors are welcome.
- c. Adopt strategies to create jobs that pay more than minimum wage.
- d. Increase the employment rate in the Fayette County region by requiring any new industry which chooses to locate along the U.S. Route 19 Corridor to hire local people.
- e. Revitalize the central business districts (downtowns) of Mt. Hope, Fayetteville, and Oak Hill.
- f. All development should meet the spirit and intent of the U.S. Route 19 Corridor Management Plan.

3. Tourism

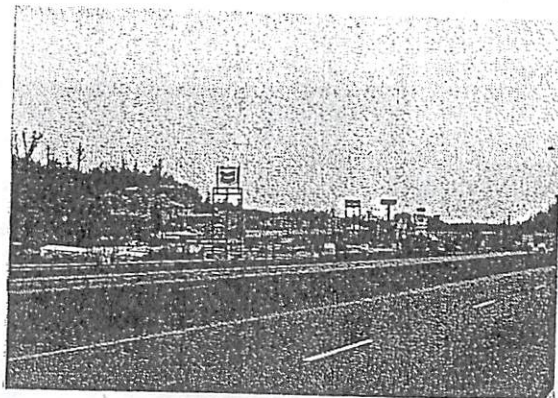
- a. Ensure that the tourism industry has the necessary services to support the growth of this viable industry.
- b. Continue to develop Fayette County as the outdoor recreational capital of West Virginia.
- c. Promote a wider recognition of tourism as an industry that makes a major contribution to the economic and social well being of the region.
- d. Adopt strategies to promote tourism in the U.S. Route 19 Corridor as a means of expanding the County's tax base.
- e. Coordinate the efforts of County municipalities, local business, and tourism organizations.
- f. Establish a tourism development program that is consistent with the heritage of Fayette County.
- g. Promote Fayette County as the white water rafting center of the east coast.
- h. Ensure that the U.S. Route 19 Corridor has a mix of restaurants, gas stations, and rest areas which caters to visitors and tourists.
- i. Develop and support more activities, such as biking, hiking, and rock climbing, in the Corridor, to increase opportunities for tourists to spend time and money.
- j. Preserve and enhance the scenic beauty along the Corridor and ensure that recreational activities are made available to persons of all ages.



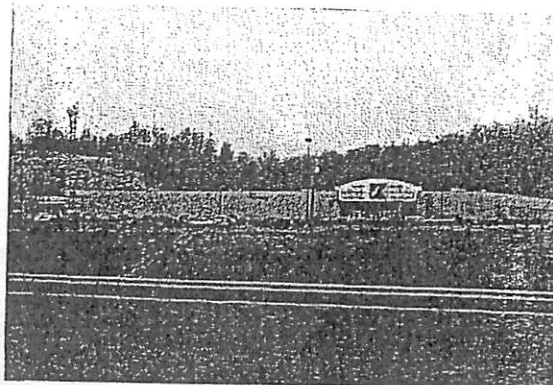
Approximately sixteen rafting outfitters are headquartered in Fayette County who took 217,000 people down the New and Gauley Rivers last year.

- k. Encourage the tourism industry to work with relevant agencies to promote Fayette County as a tourist destination.
- 4. **Transportation**
 - a. Develop formal gateways on U.S. Route 19 into Fayette County.
 - b. Develop roads of appropriate scale and capacity to serve long-range traffic demands while respecting the environment.
 - c. Manage traffic flow along the Corridor in a manner to minimize noise levels.
 - d. Minimize the number of new entrances and exits on the U.S. Route 19 Corridor.
 - e. Minimize the impact of tourist traffic on local traffic.
- 5. **Natural Development Constraints**
 - a. Identify, manage, and protect environmentally sensitive areas in the U.S. Route 19 Corridor.
 - b. Identify land areas suitable for development.
 - c. Preserve large active farms.
 - d. Develop design standards to protect environmentally sensitive areas.

- e. Preserve the natural beauty of the area.
- f. Encourage clustering.
- g. Discourage strip and commercial development while making sure that the natural beauty and scenic views of the Corridor are preserved.



New land use patterns created by recent development constitute discordant elements in traditional landscape.



Strip commercial development with big box buildings and a sea of asphalt are among the least attractive components of modern development.

6. Land Use

- a. Identify land areas for future development which have the strongest urban development potentials.
- b. Identify land areas for future development which have the physical attributes, location, and orientation capable of accommodating appropriately scaled and phased land uses.
- c. Reserve suitable areas for the expansion of commercial and employment uses with the secondary goal of providing increased tax revenues to balance the cost of providing services for future residential growth.
- d. Accommodate a mix of housing, retail, and employment uses in the U.S. Route 19 Corridor.
- e. Direct development toward urban areas serviced by public water and sewer.

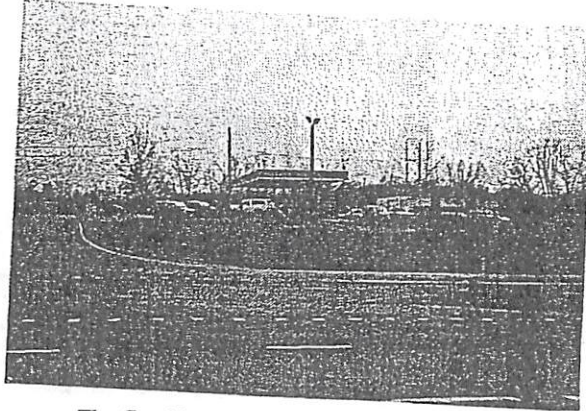
7. Aesthetics and Design

Develop design guidelines and land use controls to promote growth in an orderly and visually appealing fashion in the U.S. Route 19 Corridor.

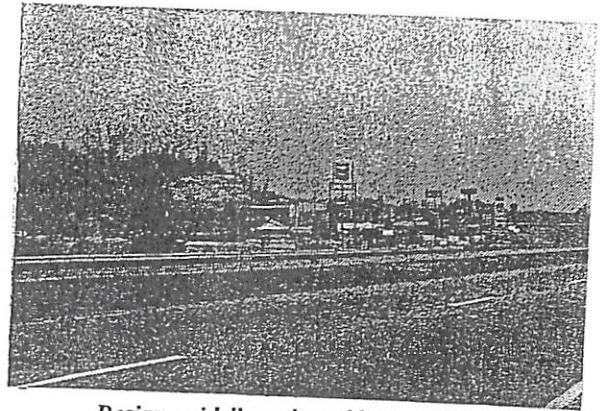
Site

- a. Encourage cluster development.
- b. Require buffers between streets and buildings.

- c. Require all commercial and light industrial areas to be properly screened and adequately set back from the Corridor.
- d. Establish site planning standards.
- e. Adopt guidelines for existing and planned uses along U.S. Route 19 which regulate setbacks from U.S. Route 19, landscaping, and preservation of the forested and rustic nature of the environment.



The Corridor currently lacks any site planning standards and setback requirements.



Design guidelines that address signs and screening are key in enhancing the visual landscape.

Buildings

- a. Emphasize tasteful architecture in buildings.
- b. Regulate the appearance, height, material, and size of signs and billboards in the Corridor.
- c. Demand high quality in design for all new construction in the Corridor.
- d. Establish building design guidelines.

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A. OVERVIEW

Fayette County has been helpless against developers and builders when they have attempted to prevent the destruction of the U.S. Route 19 Corridor's countryside, farmland, scenic vistas, and environmentally sensitive areas. Without appropriate zoning laws and subdivision regulations that effectively implement the County's Comprehensive Plan, Fayette County has essentially given developers and builders the right, if not the mandate, to turn the countryside into a sprawling sea of residential development that will cause the County's tax base to contract. This dire consequence results from the fact that the services and infrastructure required to service development costs the County more than the revenues the residential development will generate.

The lack of land use management in Fayette County is noticeably visible throughout the U.S. Route 19 Corridor. Monotonous residential subdivisions obliterate the rural landscape; sterile shopping malls dominate the viewsapes in the Corridor; and hillsides have been removed or eroded due to inappropriate siting of buildings and roads. This is not surprising since the County is without strong land use management regulations and enforcement.

Though portions of the U.S. Route 19 Corridor are slashed and battered, Fayette County's landscape still affords several areas of breathtakingly rugged natural beauty and historic icons. From ridges of mountains one can look down on enchanting hollows; spend a romantic afternoon on a look-out point along the New River Gorge; or visit one of many historic towns or villages with their quaint mix of uses.

The following development strategy for the U.S. Route 19 Corridor is the starting point for preserving the County's countryside, managing development along the County's major corridors, and revitalizing its towns and villages. If the County's rural landscape is to be preserved (i.e. its classic rural settlement patterns) this strategy, and corresponding future land use plan, must be adhered to.

B. LAND DEVELOPMENT CONCEPT

Recommendations for the development of Fayette County's future land uses, along the U.S. Route 19 Corridor, are presented in the Corridor Management Plan, which classifies development into four main districts:

- Development Service District
- Activity Centers
- Community Centers
- Highway Corridor Districts

The districts are described in terms of their respective roles in guiding and managing growth and development within the Corridor. The description of planning districts includes discussions of the general types, intensities, and character of development that should be encouraged within these areas. The districts are derived from a combination of factors, including existing land use patterns; projected growth and development trends; the natural capacity and suitability of the land to support development; the availability and adequacy (existing and proposed) of infrastructure such as roads, sewer, and water; and the community missions and actions contained in this Plan.

The Corridor Management Plan (map) and this accompanying text establish a framework and basis for the refined classification of land into zoning districts. This classification would be pursuant to an updated comprehensive plan and the drafting and adoption of a revised zoning ordinance. In addition to serving as a guide for land use policy, the comprehensive plan serves as a guide to County decision-makers regarding capital improvements programming for community facilities and transportation-related improvements.

The following sections explain the planning districts.

1. Development Service District

a. *Designation of a Development Service District*

The Corridor Management Plan identifies the entire length of the U.S. Route 19 Corridor between Hico and Mount Hope as a *Development Service District*.

A *Development Service District* is an area that generally has served, and is expected to continue to serve, as the principal residential, commercial, and industrial center of the County. This area, by definition, comprises the more suitable locations for future growth and development. Growth in and around this area will prevent the outward sprawl of development into other areas of the County and concentrate future residential growth in areas where residents can be provided with utilities, services, and employment opportunities in an economical manner. In addition, the impact upon the County's road system will be minimized since families will have the opportunity to physically locate close to the jobs and services they require. These considerations, in addition to the need to preserve the open character of the County's outlying rural areas, indicate that the area designated as a *Development Service District* should accommodate most of the County's residential, commercial, and industrial growth into the twenty-first century.

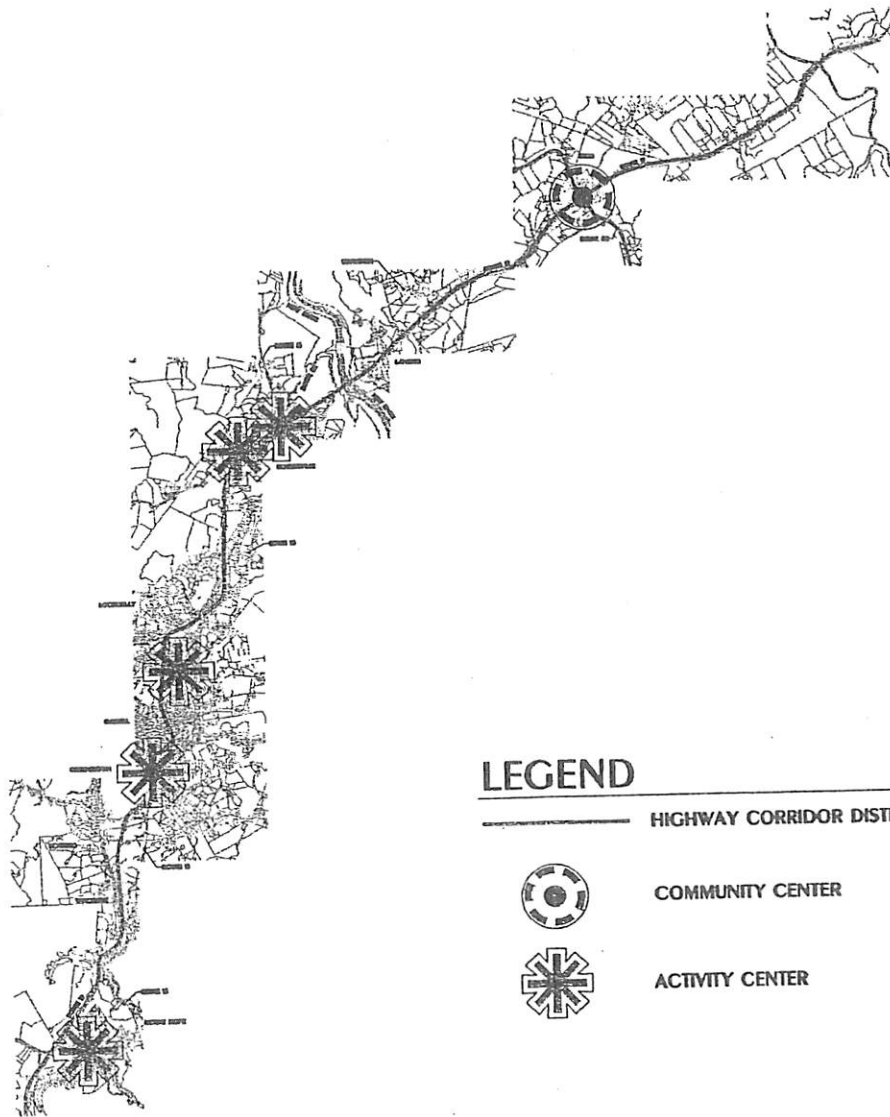
The municipalities of Fayetteville, Mount Hope, and Oak Hill have been designated as *Activity Centers* within the *Development Service District*. These *Activity Centers* serve as focal points for commercial, industrial, and higher density residential development.

It is important to note that the *Development Service District* is subject to greater development pressure than many other areas of the County, particularly rural and/or agricultural areas. This district has in place, or provides the opportunity to put in place, the kind of services required by development. These services include an existing or planned transportation system that can accommodate the movement of people and goods. The services also include sewer and water facilities that can service development at greater residential densities and can service industrial and commercial uses. The District is characterized by development activity that suggests that efforts to preserve farmland, or to establish significant resource protection programs, would be less effective in these areas as compared to other areas of the County.

The major challenge of the *Development Service District* concept is to map, in advance, those areas where the County will accept a responsibility for providing infrastructure or will accept the responsibility for working with the development interests of the County to ensure that infrastructure is in place. However, this does not imply that the full costs of development will be borne by the general County or municipal taxpayer.

U.S. ROUTE 19 CORRIDOR MANAGEMENT PLAN
FAYETTE COUNTY WEST VIRGINIA

CORRIDOR MANAGEMENT PLAN



LEGEND

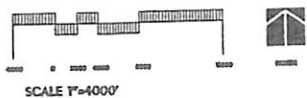
— HIGHWAY CORRIDOR DISTRICT



COMMUNITY CENTER



ACTIVITY CENTER



WHITNEY, BAILEY, COX AND MAGNANI
PLANNERS • DEVELOPMENT CONSULTANTS • BALTIMORE, MD

8 JULY 1997

Land Use Management Plan

Growth in the *Development Service District* can be more effectively managed in the areas that have the provision of central sewer and water facilities. The challenge is to ensure that public services and facilities, as well as the highway systems, keep pace with the conversion of land in these areas from rural to urban. Likewise, the Plan is intended to provide protection for natural resources and elements of rural character that are pervasive as well as desirable in these areas. The Land Use Management Plan recognizes that the overall character of this area will be that of a *Development Service District*, in contrast to other areas of the County where a rural character will be maintained. This *Development Service District* will be those areas where urbanization will occur if the County accumulates its share of the regional growth. To generate this growth, the County should be proactive with respect to planning and providing adequate infrastructure. In providing opportunities for development in this area, the County can better achieve its resource protection and its agricultural conservation objectives by reducing pressure for development in other areas of the County dominated by farming activity or sensitive natural resources.

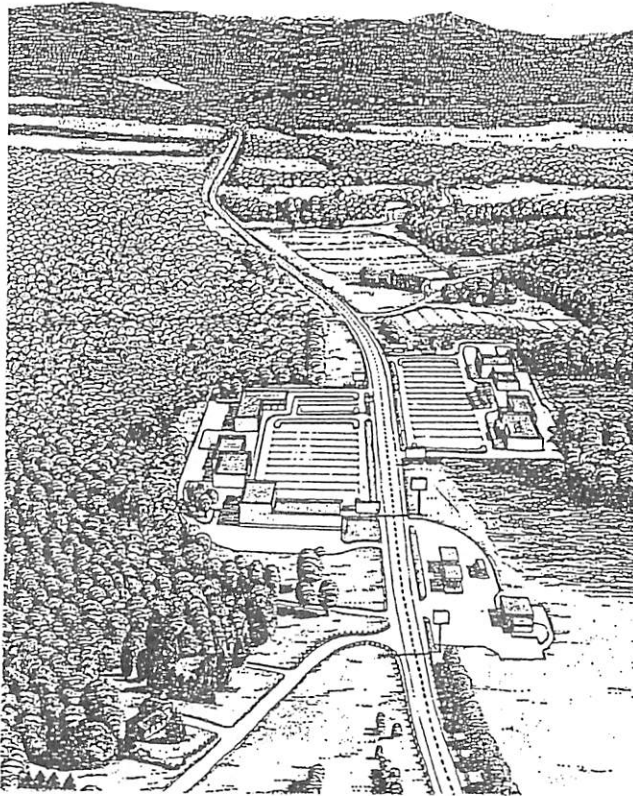
b. *Planning for the Development Service District*

Ensuring high quality of new development within the *Development Service District* is a major objective of the Land Use Management Plan. Meeting this objective is critical since the majority of future County growth can be expected to occur in this area. To improve the visual and functional qualities of development within the *Development Service District*, the County will need to develop land use management ordinances to establish performance standards for landscaping, control of access, lot coverage, and buffering from adjacent transportation corridors and incompatible uses. Future commercial and industrial forms of development, within the *Development Service District*, should be carefully evaluated to ensure compatibility with existing and planned residential areas.

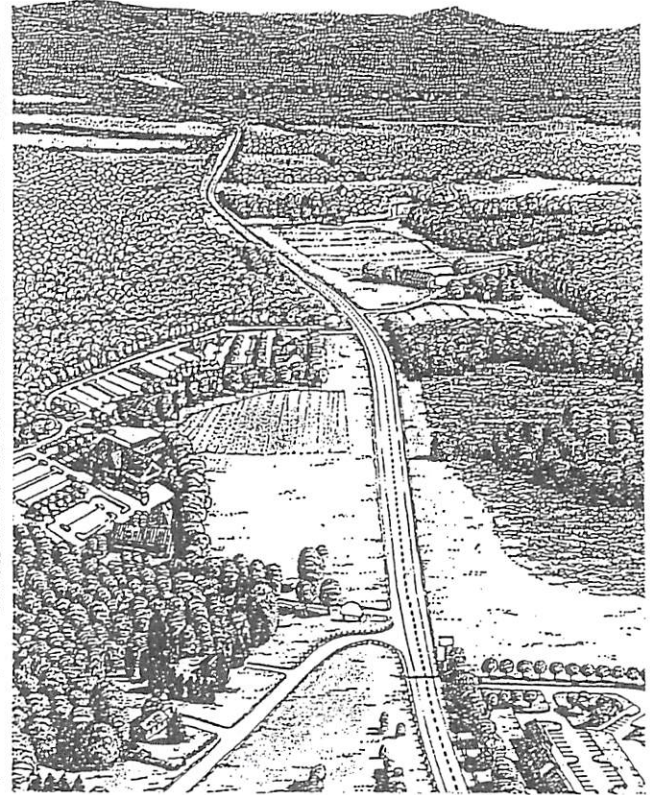
Strip forms of commercial development, along major County roads, have not always enhanced the visual quality of development. Furthermore, these developments have impaired the ability of roads to serve through-traffic. Areas designated for commercial development should be large in size (ten to fifteen acres) and should be located at intersections providing space for well-planned service roads. Such sites should use access provided by service roads and should be adequate in size to accommodate several uses with shared access, thereby minimizing multiple outlets to the major road system. Larger commercial lots should provide space to accommodate landscaping between buildings, parking areas, and roads. Reverse lot frontage development, which places parking areas behind commercial and office buildings, would also improve the appearance of development. Clustering of residential development should be encouraged within the *Development Service District* to maintain open space and preserve environmentally sensitive areas. Such development, even when exclusively residential in nature, should be buffered and separated by landscaping from major routes or adjacent incompatible land uses.

Permitted development density and intensity should not be uniform throughout the *Development Service District*. Existing single family neighborhoods should be buffered from non-residential and high-density residential developments. The *Activity Centers*, identified on the Corridor Management Plan, are intended to accommodate higher land use intensities and serve as focal points in the development centers within the *Development Service District*. This designation assures variety in development form and identifiable commercial and residential centers of activity within the overall Development Service District.





Aerial view of site after conventional development.



Aerial view of site after creative development

Source: Dealing with Change in the Connecticut River Valley: A Design Manual for Conservation and Development.

Since the highest residential densities will be encouraged in the areas designated as *Activity Centers*, lower densities should be prescribed in other portions of the *Development Service District*. Finally, it is important to note that residential density designations, within the *Development Service District*, will be influenced by the existing development pattern already established. Creation of zoning districts and standards for development will require focus on a site-by-site level to frame districts and standards that respect existing neighborhood patterns, densities, and soil conditions in the absence of central sewer systems.

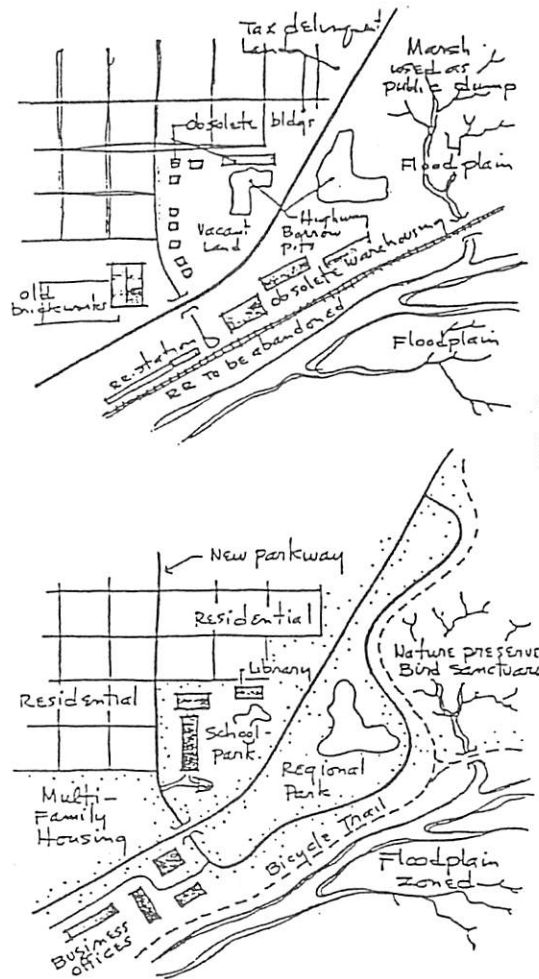
2. Activity Centers

a. Designation of Activity Centers

The *Development Service District* should accommodate the majority of the projected future County growth. This leads to the need to further refine the degree to which the location and form of development is managed within this area. Historic settlement patterns in certain locations, or proximity to the intersection of major County roads, suggests several areas that may serve as regional development centers within the *Development Service District*. The designated *Activity Centers* in this Plan are: 1) Mount Hope; 2) Oak Hill; and 3) Fayetteville.

3. Community Centers

a Designation of Community Centers



Reassemble unused and vacant parcels and buildings and convert them into community assets.

Source: Earthscape, A Manual of Environmental Planning and Design

located, to a rapidly expanding community that is beginning to emerge as a service center of regional scope. Many have historic qualities which suggests future development should be limited in scale and be compatible in character. The location of the *Community Center* (Hico), within the U.S Route 19 Corridor, is shown on the Corridor Management Plan. In spite of its unique individual qualities, this settlement plays an important role in Fayette County.

In general, *Community Centers* are residential in character. However, they often offer some employment through limited commercial services as well as a public function as a rural service

Within the *Development Service District*, there are existing villages and crossroad settlements which perform a number of important community functions. These settlements serve as centers for rural residential development and provide for commercial services for surrounding rural areas. The ability of these *Community Centers* to accommodate some portion of the future growth of the County is a function of their location and the existing scale of development and range of services provided to surrounding rural areas. Characteristics common to most of these rural *Community Centers* are the existence of homes, post offices, country stores, agricultural supply operations, home occupations, and structures which house public facilities or civic organizations (such as fire stations, and churches). Each *Community Center* is very different in size, character, and function and plays an important role in serving its surrounding area.

The concept of the *Community Center* is included in the Corridor Management Plan in order to recognize and provide for the special needs of these rural areas. These rural service centers serve a multitude of functions. They range in scale from a fork in the road where a general store and beauty parlor are

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employment through limited commercial services as well as a public function as a rural service center or visitor centers, where appropriate. The County should preserve and enhance the present character of the *Community Center* in order that it may continue to serve traditional roles in County life.

In the future, it is possible that additional *Community Centers* might be identified. However, their future designation should be a function of their need to serve as service centers in the context of their existing location in the County. These new *Community Centers* should be limited to providing the most basic commercial services for the convenience of the rural population.

Generally, the areas shown as *Community Centers* should:

- Remain small in population size;
- Remain small in physical area;
- Continue to provide limited, highly localized commercial services (such as a gas station, general store, or visitors center);
- Continue to provide limited employment opportunity;
- Consist of a population density which is greater than the surrounding rural areas; and
- Maintain a unique "sense of place" as identified by their existing character, scale, density, and architectural style.

The need for central water and sewer is not anticipated in the *Community Centers*. However, in the *Community Centers*, where technology permits the feasible treatment of waste water (i.e. where soils are potentially suitable), these systems can allow greater clustering of residences and opportunities for commercial use. In order to assure the continued small size of the *Community Centers*, any central water sewer system, which is eventually provided, should be built to serve land areas and development only within the immediate proximity of the *Community Center* itself and not extend into adjacent rural areas.

b. *Hico Community Center*

Hico is located at the crossroads of U.S. Route 19 and the Midland Trail Scenic Highway (Rt. 60) and was once predicted to become Fayette County's eleventh municipality. Failure to extend key infrastructure to the community halted those predictions from becoming a reality. Now with the availability of potable water on the way, in the form of a \$44 million regional project, growth in the area once again seems certain. Two of the area's largest whitewater outfitters are located in Hico and both have plans to expand once the water system has been constructed.

4. *Highway Corridor Districts*

a. *Designation of a Highway Corridor District*

The *Highway Corridor District* is designed to address architectural and aesthetic controls as well as special access and buffering requirements along the County's major highways. Designated *Highway Corridor Districts* are shown on the Corridor Management Plan. The corridors along the following routes, for a distance of 1,000 feet from the right-of-way, or anything within view of U.S. Route 19 (whichever is greater) are designated as *Highway Corridor Districts*:



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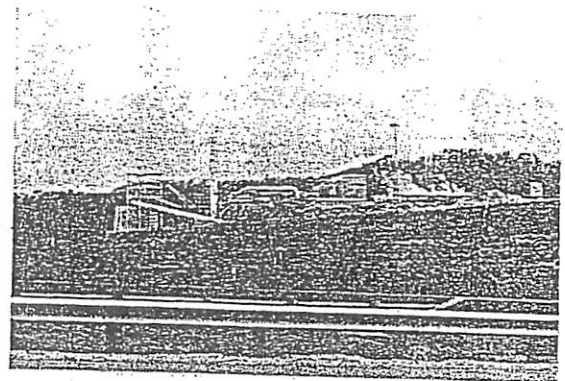
- U.S. Route 19 within Fayette County
- U.S. Route 60 within Fayette County

The *Highway Corridor District* is an area within which certain specific public objectives relating to aesthetics and architectural plan review should be administered by the County through overlay zone regulations. Views afforded to drivers and passengers, in the major transportation routes in Fayette County, provide a lasting visual and therefore mental impression of the County's character. Although the visual experience forms only a small part of a person's overall experience in the County it, nevertheless, is of special public concern and requires public attention if the County's image is to be positive now and in the future.

Not all development in Fayette County requires the same level of public scrutiny. The most critical visual areas lie along the major transportation routes since they are shared by all citizens and tourists. Hence, areas within view from the major transportation route right-of way or within 1,000 feet from the right-of-way are identified and recommended for application of special landscaping and design standards.



With careful planning and strict design controls, corridors like U.S. Route 19 could be made visually compatible with the landscape.



Although new industries have been major contributors to the local economy, they have failed miserably at protecting the public viewshed.

The visual character along these highway corridors is diverse. The character ranges from areas that are primarily rural, natural, and scenic to areas with disorganized and cluttered roadside development. The objectives for the *Highway Corridor District* are not to preclude the diversity that already exists; rather, they are to encourage and articulate the variety of visual experiences along the current highways as well as along the corridor of the proposed future routes of the County's major roads.

The purpose of the *Highway Corridor District* is to protect and improve the quality of visual appearances along these linear corridors and to provide guidelines to ensure that buffering, landscaping, lighting, signs, and proposed structures are internally consistent and of a quality that contributes to the County's character.

Future development of lands, within the *Highway Corridor District*, should be subject to the standards of the particular base zoning district (when adopted) in which they occur as well as the following standards that are specific to the *Highway Corridor District*. These standards are not

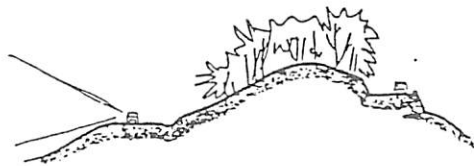
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intended to restrict or prevent the construction of buildings within each corridor nor to require the removal of existing structures. The *Highway Corridor District* standards are not setback requirements, although certain minimum setbacks will be required to protect highway rights-of-way and maintain sight clearances for traffic safety.

Standards specific to the highway corridors should provide for:

- Increased buffering requirements, which provide for a mix of canopy, understory tree, and shrub level plantings, to partially screen buildings and parking areas from view;

Where the external scenery is attractive, expose it to the highway viewer.



Where the outward views are unpleasant - as across spoil areas - either reclaim the landscape or create earth forms to provide visual containment.

Shape the roadway section to modulate the views.

Source: Earthscape, A Manual of Environmental Planning and Design

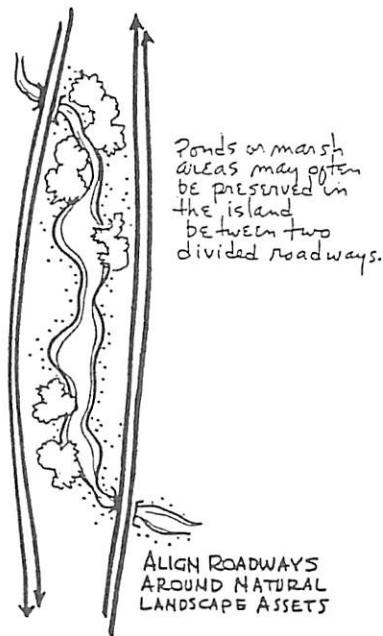
- Special standards for sign height, design, size, materials, and lights to maintain and enhance visual qualities;
- Special consideration of new development within this district, including assessment of visual impact of development, assessing pre-development visual conditions, and how the proposed development will affect them;
- The acknowledgment that the existing villages are integral to the unique visual character of the corridor;
- Landscaping to soften lighting and groupings of signs to identify entrances to the site;

- Use of service roads as a tool to achieve access control within the *Highway Corridor District*;
- Use of reverse lot frontage concepts to shield off-street parking areas behind buildings and landscaping; and
- Designation of scenic easements along highway corridors within significant natural views or vistas.

C. SUMMARY

The Land Use Management Plan represents the cumulative application of the districts described earlier in this section. Whenever conflicts develop as to which category of use should apply, the more specific or highly restrictive category should govern policy.

To reiterate, the basic intent of the land development concept is that the County channel most of its future residential, commercial, and industrial development into and around the Development Service District, Activity Centers, and Community Centers. The aesthetic and functional characteristics of major County roads should be preserved within the Highway Corridor Districts. The location of the districts will serve as the basis for County structuring of zoning classifications with the intent and purpose to frame land use controls and performance standards for development consistent with the overall Development Service District.

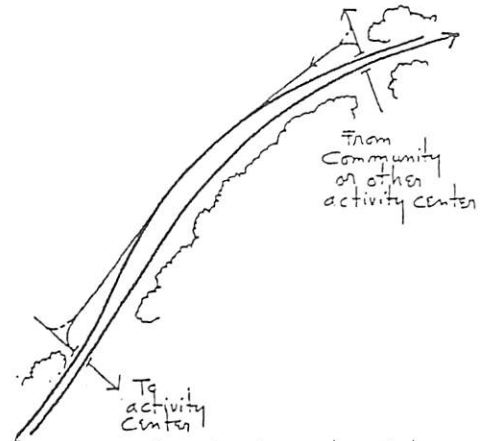


Align roadways around natural landscape assets.

Source: Earthscape, A Manual of Environmental Planning and Design

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The Land Use Management Plan proposes to guide development to those undeveloped areas where major public facilities are in place or planned, while reducing development pressures in those areas where facilities cannot be provided as efficiently. The Plan manages anticipated growth in a more harmonious and efficient pattern that is consistent with community goals and objectives.

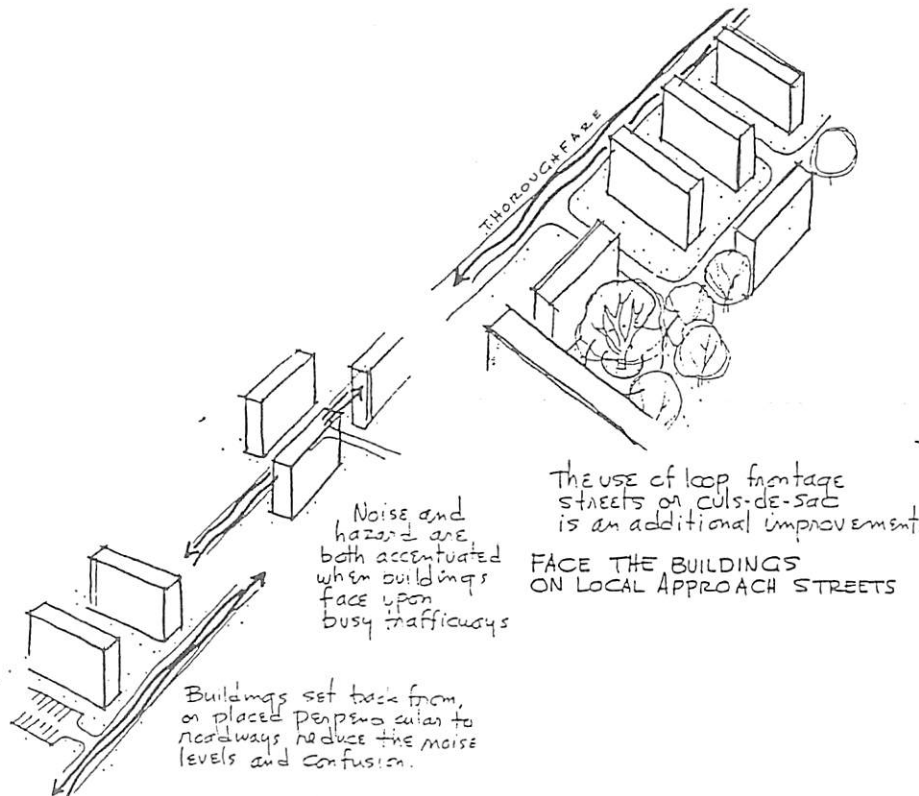


All arterial roads will be planned as controlled-access parkways. No building frontage will be permitted. The design of the ramps and interchanges will vary with the needs for access and capacity.

THE FUTURE ARTERIAL HIGHWAY

Keep building entranceways off arterials.

Source: Earthscape, A Manual of Environmental Planning and Design



Plan off-street frontage to reduce sound levels.

Source: Earthscape, A Manual of Environmental Planning and Design

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Chapter 5 **Managing Growth Within The Development Service District**

A. OVERVIEW

The role of a rural highway changes as the role of its adjacent land evolves from agricultural to non-agricultural uses. This evolution, if unsupervised, can pose disastrous impacts on the County and municipal governments. A rural highway that is experiencing changing land uses requires careful planning and continuous scrutiny in order to prevent roadside sprawl.

B. PROTECTING ENVIRONMENTAL, CULTURAL, AND VISUAL RESOURCES IN THE ROUTE 19 CORRIDOR

Environmental, cultural, and visual resources should be protected if the integrity of the landscape of the U.S. Route 19 Corridor is to be preserved. Fayette County is blessed with rich environmental, cultural, and visual resources. Simply stated, environmental resources are the natural systems and features in the landscape (rivers, streams, hills, valleys, and forests). Cultural resources embrace what people have done with and on the land (agriculture, buildings, settlements and villages, roads and highways, and power lines). Visual (scenic) resources are a combination of natural and cultural features. These resources, by-and-large, create the rural ambience that most people consider special about Fayette County.

Since the middle of the century, patterns of growth and development have changed, seriously eroding the integrity of these resources. This erosion has been incremental and is caused by numerous forces. The general phenomenon is explained by Virginia Delegate Tayloe Murphy in his explanation of the principle of "the commons."

"Simply stated, the law of the commons decrees that if each user of a finite resource follows his natural tendency to maximize his benefit from the resource, the combined effect of these individual and seemingly rational actions will destroy the resource. With this law at work, the public has no choice but to demand a rational system that regulates use to protect and perpetuate the commons that is theirs."

An analysis of Fayette County's environmental, cultural, and visual resources, as they pertain to the U.S. Route 19 Corridor, follows.

1. Environmental Resources

The starting point for developing a set of policies for protecting the open areas of Fayette County is understanding their major characteristics and the various natural systems that should be conserved, individually, in order to make possible the conservation of the countryside as a whole. Among the characteristics and systems that should be examined, topography is the only environmental resource studied in this plan.

Topography is a combination of slope, elevation, ridges, valleys, land forms, and individual topographic features. Certain topographic characteristics impose well-known and widely accepted limitations on land use and land development. For example, steep slopes, if disturbed,

Managing Growth Within The Development Service District

have a high potential for erosion and sediment pollution and should be protected against land-disturbing activities. Elevation is another topographic element important in planning; particularly as it relates to what can be seen in the landscape.

2. Cultural Resources

Cultural resources are the patterns of use, alteration, and development of the natural landscape, by people. Fayette County's landscape has gone through an evolution. Today's cultural resource is the land-use pattern of fields, wooded areas, settlements, villages, and towns connected with rural woods overlying the natural topography. This results from centuries of human activity. Cultural resources may be categorized as follows:

a. Fields/Forests Land Use Pattern

The pattern of open fields carved out of the forests by farming is perhaps the most important cultural resource component of the rural landscape.

b. Historic and Cultural Heritage Resources

Fayette County has an abundance of historic sites, structures, and cultural heritage areas which contribute to the fabric of the rural landscape and which need protection. West Virginians are proud of their heritage. By linking historic, scenic, and natural resources, the County can help insure the overall protection of its rural areas.

3. Visual Resources

a. Introduction

The visual landscape of Fayette County is a patchwork of forests and fields, buildings, settlements, villages, and towns overlaying a topographic base that ranges from gently rolling hills to steep, mountainous terrain. This patchwork is knotted together by rivers and streams, hedgerows, stone fences, rural roads, and other linear landscape elements.

As a new pattern of development supplants the old, new and different elements are introduced, and older elements are removed. The result is often an incompatible, discordant picture. This happens when anything new and different is introduced into the view. The two key concepts here are "different" and "in view;" obviously something new in the landscape which is not different or not seen (in view), will not be discordant. The practical application of this is that if something is built into the landscape where it is not very noticeable (in the woods or behind hills) there will be no visual impact. If it is in view, the degree to which it is different from the surrounding landscape and how far away it is from the view controls how discordant or compatible it is.



Managing Growth Within The Development Service District

b. Discordant Elements

Over the past years, visual degradation of the landscape has taken place and continues today in the U.S. Route 19 Corridor. The following are among the major discordant elements and practices that contribute to this degradation process:

- Changes in pattern;
- Incompatible architectural style;
- Land disturbance;
- Incremental roadfront development;
- Removal of traditional landscape elements;
- Out-of-character signs and entrance features;
- Strip commercial development; and
- Light pollution by high-level landscape lighting;

An example of a building that is out of scale and character with neighboring buildings.

Source: Dealing with Change in the Connecticut River Valley: A Design Manual for Conservation and Development

c. Planning Tools to Protect Visual Resources

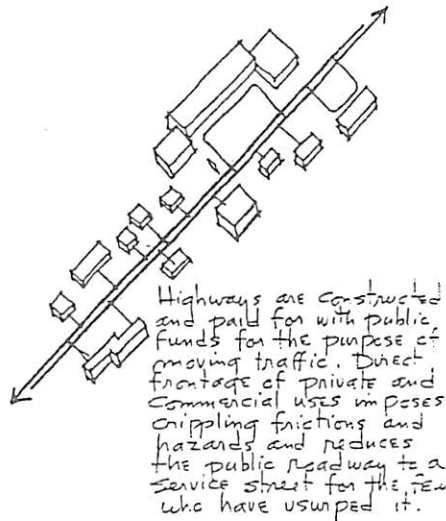
Fayette County has several tools which can help protect scenic resources. Expanded and combined with new tools, the County could gain control over visually discordant development and other elements which will incrementally destroy the visual integrity of the landscape. The expanded and new tools are as follows:

- **Subdivision/special use/other County review processes**

The visual impact assessment of any new development or structure could be added to any or all existing County review and permitting processes.



Managing Growth Within The Development Service District



Discourage strip development along highways.

Source: Earthscape, A Manual of Environmental Planning and Design

- **Sign Control**

Sign control should be expanded to require design guidelines.

- **Agricultural Districts**

Visual resource management requirements could be added as requirements within this district.

- **Illustrated Manuals, Codes, and Ordinances**

Given the difficulty in understanding the Fayette County Zoning Ordinance and other development-related ordinances, the usefulness of these tools cannot be overemphasized.

C. MANAGING COMMERCIAL GROWTH IN THE U.S. ROUTE 19 CORRIDOR

In the towns within the U.S. Route 19 Corridor, commercial development first occurred at principal intersections, creating identifiable town centers. With the advent of the automobile, it slowly began to form in linear patterns alongside well-traveled roadways. This trend has continued over the recent past, producing countless miles of what is commonly called strip development. This is a blight that seems to plague almost every heavily-traveled main road and highway in the region.

The effect of such development on Fayette County's towns and villages has been dramatic. Commercial roadside development has sapped the strength of the downtown business districts in the County. In addition, commercial strip developments tend to look much alike, and in this uniformity, the original beauty and individual character of rural communities are being lost. This has created serious traffic congestion, reduced the capacity of arterial routes to move through-traffic safely and efficiently, and spawned some of the least pleasing visual environments in the County.

Managing Growth Within The Development Service District

The question arises as to what these areas can do to help retain their visual quality in the face of continued commercial development. Obviously, Fayette County needs the local property and B&O tax revenue generated by new commercial uses, in order to support the services required by inevitable residential growth. Commercial development is necessary to meet the demands for goods and services, but it need not be a necessary evil. There is no simple or easy solution, but with innovative zoning along main roads and state highways, commercial expansion can become a visual, as well as an economic, asset to the community.

In assuming the task of regulating new commercial development along roadways, one should evaluate the various characteristics of the Corridor in which this form of land-use occurs. Highway corridors are typically characterized by high-speed, multi-lane traffic. These may be limited-access and/or divided highways which offer fewer opportunities for commercial roadside development (except for those areas of concentrated activity surrounding on/off ramps and parallel collector roads). The most common type of highway corridor development is found beside single- or double-lane highways with unlimited access where commercial zoning exists along the road's entire length.

Highway corridors have the potential to offer valuable amenities to shoppers beyond simply shopping. If these amenities, whether natural features, scenic views, or historic structures, are preserved within a commercial district (where they become the focus of sensitively-designed new development), they could reinforce the character which makes each community special.

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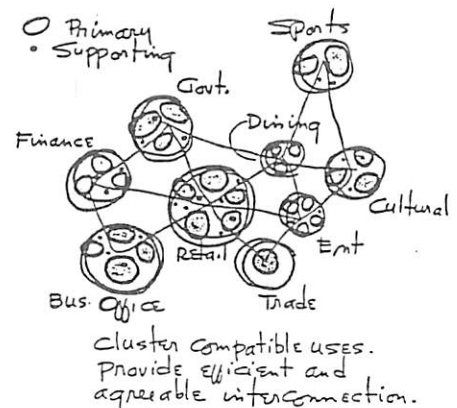
A. THE CRITICAL IMPORTANCE OF THE COUNTY'S POLICY OF CHANNELING GROWTH INTO ACTIVITY CENTERS

Although the study of Activity Centers is beyond the scope of this Plan, the extreme importance of what happens in Activity Centers to attract the vast majority of future development cannot be overemphasized. The success of Fayette County's efforts to protect and conserve its scenic vistas, recreational areas, agricultural lands, and other rural resource bases is closely linked to the perceived desirability of its non-rural areas as places in which to live.

One of the cornerstone policies of the Land Use Management Plan is to guide the bulk of Fayette County's new development to its designated Activity Centers where there is a public commitment to invest in water and sewerage facilities to serve projected needs. The County should therefore take all necessary steps to ensure that the kind of higher-density development proposed in these Activity Centers will become attractive and provide the kind of living environment that homebuyers are looking for.

There is growing evidence that a significant proportion of the buying public is yearning to live in places that offer a greater sense of community. These places resemble, in their physical and social characteristics, the qualities that equate with small town living. Since the densities needed to cover infrastructure costs in Activity Centers are relatively high, it is not possible to attract buyers by providing large lots. However, by designing new residential developments along the lines of the historic small towns, attractive neighborhood settings can easily be created for new homes.

Considerations of scale are of the utmost importance (regarding lot width, front setback, and street proportions) if the ultimate product is to bear a close visual resemblance to the traditional models that evolved largely during the 18th and 19th Centuries. Part of the secret to producing attractive residential areas is to intersperse them with public greens, squares, and commons (which can be relatively small: as little as $\frac{1}{4}$ to $\frac{1}{2}$ acre). These spaces are in addition to neighborhood playing fields and informal footpaths through adjacent woodlands or along stream corridors. The design considerations outlined in this plan would also be relevant in the context of enhanced design standards for new construction in Activity Centers.



Group like activities

Source: Earthscape, A Manual for
Environmental Planning and Design

B. ISSUES AND OPPORTUNITIES WITHIN ACTIVITY CENTERS

The most important steps in undertaking a preservation effort within the U.S. Route 19 Corridor and revitalization effort of the Activity Centers of Oak Hill, Mount Hope, and Fayetteville are to: (1) clearly identify the critical issues that influence the well-being of each community; and (2) pinpoint specific opportunities where energies and resources can be brought to bear with the greatest possible pay-off.

The following issues and opportunities, related to the downtowns of the three Activity Centers, have been defined through discussions with members of each of the Town Councils, the Joint Committee, leaders at the local and state levels, and citizen input through workshops, public presentations, surveys, and questionnaires.

Each of these issues and opportunities has been subsequently translated to an action-oriented program which spells out the kind of public and private participation that will be necessary to transform these actions into vital and effective results.

1. Future Growth Options

The U.S. Route 19 Corridor will be under increasing pressure to change in the near future. Critical questions will need to be answered as the three incorporated towns, along the Corridor, evaluate their downtown growth options. The town must decide what realistic development choices are available for the downtowns and which one of these choices is the most desirable and achievable. The choice must be a community-accepted balance between preservation and revitalization goals.

2. Local Pride and Community Identity

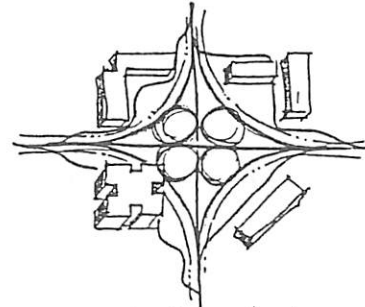
With respect to the attributes of the three downtowns, the way citizens: (a) feel about their community; (b) perceive the degree to which they participate in community affairs; and/or (c) choose to shop and do business there, is directly related to the needed services and activities offered as well as the appearance and image presented by the community. The manner in which the downtowns communicate through advertising and promotions is related directly to successful revitalization. It is clear from the results of surveys and discussions that there is a reservoir of pride and allegiance to the respective downtowns. This is tempered by a concern for the present degree of stagnation and dissatisfaction with available goods and services.

Managing Growth in Activity Centers

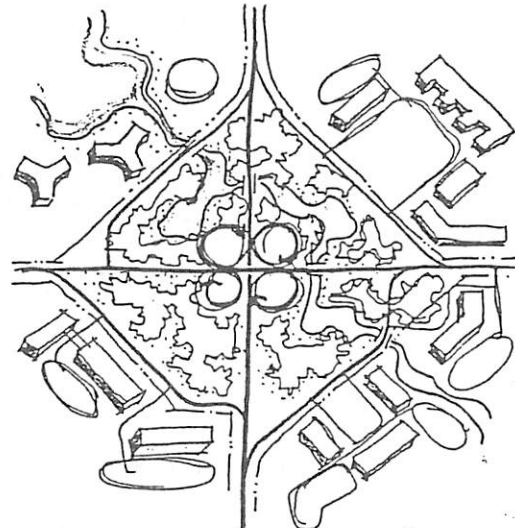
There is substantial evidence to suggest that a successful revitalization effort will transform this latent support of the downtowns into increased interest and participation at all levels. Much of the image and perception of downtown, in general, is related to its surrounding rural setting, its economic base founded on the mining and agriculture industries, and its historic continuity (as a "rural center"). During the ongoing revitalization process, serious efforts should be made to understand these forces and communicate them to the general public. This would serve the purpose of bolstering community pride. It would also foster a more informed and competitive attitude towards the fear of peripheral shopping center encroachment.

3. The Need for a Stronger Business Climate

The present need for stronger business climate in the downtowns of Mount Hope, Oak Hill, and Fayetteville are reflected in discussions with local merchants and leaders and are typical of many small communities. Typically, these downtowns have not received the care and attention which reflect a properly maintained community. Care and attention include continually upgrading public facilities or updating retail and service business practices. These downtowns have, as a result of not getting the care and attention required, suffered a leakage of retail sales to other areas.



Constricted interchange (traditional) with tight ramps and limited commercial frontage



Regional parkway mode with expanded interchange right-of-way and low-speed frontage roads. The result: increased land values and a handsome community portal.

Design the interchanges as attractive gateways into towns.

Source: Earthscape, A Manual for Environmental Planning and Design

The critical mass of downtown retail and service related businesses has declined over the years. Within the available retail and service space, there are numerous vacant sites and buildings which, therefore, have great potential for redevelopment. However, it must be noted that not all occupied establishments are necessarily fully viable. Thus, the major revitalization goal should be to address these problems with a program to increase the viability of existing establishments, fill vacant buildings, and infill vacant sites.

4. Deterioration of the Appearance of Downtowns

The quality and appearance of the three downtowns along the U.S. Route 19 Corridor are directly tied to their perceived desirability by citizens, shoppers, and visitors alike. Therefore this image, or lack thereof, directly affects the quality of life within the respective communities as well as their economic well-being. Similar to many other communities across the country, Mount Hope, Oak Hill, and Fayetteville suffer from a long process of slow deterioration which must be reversed. This deterioration takes the form of poorly maintained facades, unsightly signs and overhead utilities, vacant lots, unkempt open spaces, and broken sidewalks.

The responsibility for correcting this problem lies within the private and public sectors. The Town governments have the obligation to improve the public streets, sidewalks, public parking lots, open spaces, and public buildings. The owners and occupants of private properties are responsible for private buildings and businesses including open space, parking lots, facades, signs, and window displays. Obviously for the three municipalities, the development of an effective strategy to improve downtown appearances from both the public and private side is a high-priority.

5. Impact of Truck Traffic

The presence of a high level of through truck traffic along the U.S. Route 19 Corridor disrupts the atmosphere of the downtowns by further congesting existing traffic and creating unpleasant noise. Efforts should be made to identify possible alternative routes for truck traffic as well as to improve or establish a well-marked truck route and an enforceable truck route ordinance.

6. The Need for Strong Downtown Organizations

One key factor of a successful preservation and revitalization strategy is the existence of a permanent, broad-based, and action-oriented organization. This organization would be responsible for broadening community support and overseeing implementation of the Plan. Many of the ingredients of such an organization currently exist in the County such as the Joint Committee and the Transition Team. These groups should show strong leadership, be broadly representative, and have capable and committed members. It is recommended that these groups continue to expand their roles in the implementation of revitalization plans for the downtowns of Fayetteville, Mount Hope, and Oak Hill.

Managing Growth in Activity Centers

C. DOWNTOWN PLANNING ALTERNATIVES WITHIN ACTIVITY CENTERS

One of the best ways to outline both a sensitive and practical plan for the preservation and revitalization of the downtowns of Mount Hope, Oak Hill, and Fayetteville is to define, explore, and refine the mix of land uses in the various communities. By assessing the possibilities, constraints, arrangements, and intensities of use for each alternative, a preferred strategy can be achieved which is fully within the context of the overall Land Use Management Plan for the U.S. Route 19 Corridor. The principal purposes of exploring these alternatives are:

- To assess the potential for change and the impacts of redevelopment for each alternative;
- To determine the present and projected market demand for growth as it applies to the respective downtowns in the areas of retail, office, and residential use and determine whether or not downtowns can absorb the projected retail and service use over time without the serious deterioration of their historic and small town qualities;
- To determine the current economic health of the downtowns and evaluate the impacts and effects of alternative strategies; and
- To choose the best alternative and refine an effective urban design and development plan which addresses public/private efforts, priorities, and schedules.

The downtowns can be divided into two distinct districts for ease of comparison: (1) the Central Core - the traditional town center; and (2) the Peripheral Area - the continuation of a Main Street.

To establish a beginning point in undertaking the necessary land use studies for these areas, the approximate square footage of existing businesses should be calculated and summarized by use for each of the districts. This includes all business-related uses, residences, and vacancies. It excludes government offices.

The following four alternatives outline areas for commercial development within the three municipalities along the U.S. Route 19 Corridor.

1. Alternative One: External Commercial Growth

The first alternative assumes that much of the future commercial and office growth will occur within the three Activity Centers but will be concentrated outside the respective downtowns in commercial districts that are conveniently located. This development pattern is typical of most suburban development and can occur in designated general and neighborhood commercial districts, commercial strips, and shopping centers.

The laissez-faire approach employed in this alternative is only worth considering in order to illustrate the impacts from the typical unguided approach toward downtown revitalization. This option is not desirable as the results are quite predictable. The economic viability of the downtowns would probably not increase. In fact, the economic viability of the downtowns would decline resulting in the loss of vital business uses to outlying areas. There would also be less incentive and greater competition for capital investment vital to the continued health of the downtowns.

Managing Growth in Activity Centers

2. Alternative Two: Internal Downtown Expansion

This second revitalization alternative encourages most or all commercial development to occur in the downtowns. The growth would be partially absorbed in the central cores, but would primarily encourage future expansion in the peripheral areas in the downtowns of the three municipalities.

This option illustrates an approach which expands the boundaries of the downtowns yet provides for growth in close proximity to the present center. Full advantage can be taken to utilize some of the undeveloped parcels within the downtowns for commercial and office use, perhaps providing for an in-town shopping center. In this option, a recommended approach would be to convert the existing buildings on Main Street to commercial and office use through additions and adaptive use.

The residences along the Main Street should remain and retain the character of the respective towns. One disadvantage of this alternative may be the increase in traffic on Main Street, which could be mitigated by carefully controlling access points.

3. Alternative Three: Concentrated Downtown Core

This alternative directs most or all of the new commercial development to the respective central downtown cores. It retains strong boundaries between neighborhoods and discourages commercial development in the peripheral areas along Main Street. This option stresses more intensive use of existing buildings, infill, and concentrated redevelopment to retain and strengthen the respective downtowns. Parking would be increased and located in the interiors of existing blocks. Publicly-managed parking would provide greater efficiency.

Of the three alternatives outlined, this one does the most to retain and enhance the existing quality and character of the respective downtowns. However, sole dependency of this option might not ultimately provide the necessary space to accommodate future demands.

4. Alternative Four: Alternatives 2 and 3 Combined

This alternative is a combination of the two previous alternatives and is the one that is strongly recommended. Each has its advantages and, when combined, provide the greatest latitude and choice in accommodating additional growth with a minimum of disruption to the existing character and scale of the three municipalities.

D. GOALS FOR ACTIVITY CENTERS

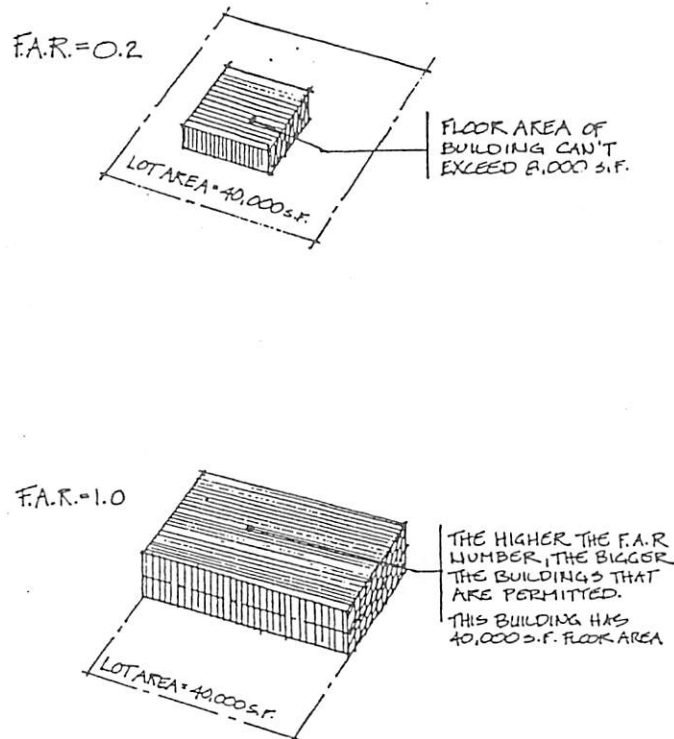
Alternative Four provides ample opportunities to absorb a considerable amount of growth and change over time without deteriorating the quality and character of the existing downtowns. The key to successful revitalization is to emphasize quality design and planning and to carefully phase the revitalization to maximize positive results involving both the private and public sectors. Strong leadership would direct the revitalization and preservation process towards the following goals:



Managing Growth in Activity Centers

- **Strengthen Existing Vitality**

The revitalization strategy should evolve around the concept of concentration while creating a viable critical mass of activity. The retention and adaptive use of existing buildings and the development of currently vacant infill sites should be a priority.



FLOOR AREA RATIO (F.A.R.)

$$\text{F.A.R.} = \frac{\text{TOTAL FLOOR AREA OF BUILDING}}{\text{TOTAL AREA OF LOT}}$$

Floor Area Ratio (F.A.R.) is a formula by which to measure the intensity of development on a site. F.A.R. equals the total floor area of buildings on the site divided by the total area of the site. The higher the F.A.R. the more the intense the development. F.A.R. limits, therefore, are a precise way to control the intensity of developments.

Source: Howard County Comprehensive Plan

- **Improve Vehicular Circulation and Parking**

Improve existing parking and provide additional parking spaces where necessary. Consider the establishment of a parking district and provision for more efficient public parking. Eliminate through-truck traffic in the downtown areas by establishing truck routes where possible. Encourage the development of bike trails to reduce traffic congestion.

- **Retain the Historic and Architectural Character**

Carefully determine the image and character that the downtowns should project. The powers provided under the present historic district designation in Fayetteville allows for the establishment of design standards and the creation of a design review process to protect the historic, architectural, and landscape architectural qualities of the district. This process should address appropriate review standards for the rehabilitation of existing buildings, new construction, signs, demolition, open space, and landscaping. The Towns of Oak Hill and Mount Hope should consider adopting such ordinances.

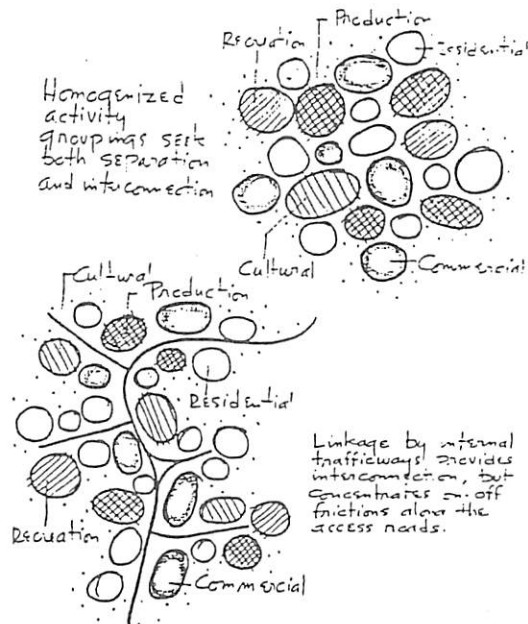
Proposed land use and zoning categories should follow the existing patterns with necessary modifications. Urban core density standards should range from a 0.30 to 2.0 floor area ratio (FAR) in the commercial areas, depending on specific circumstances. Any new development and rehabilitation should be subject to careful review based upon developed design standards. This would require the implementation of a strong architectural review board and the preparation of detailed historic/architectural design standards.

The downtown revitalization process can be seen as a related and coordinated set of public and private strategies which should be encouraged over time. Priorities for implementation and target areas for preservation and revitalization should be outlined and discussed in more depth. An illustrative plan should be prepared which depicts, in an idealized and conceptual form, how the downtown could ultimately evolve.

E. REVITALIZATION AND PRESERVATION STRATEGIES IN ACTIVITY CENTERS

From the experiences of many communities across the nation which have undertaken similar preservation and revitalization efforts, a set of factors have emerged which are critical to the success of this Plan. Each community along the Corridor should learn from these common experiences and tailor this knowledge to its own circumstances. It must be emphasized that successful preservation and revitalization does not occur overnight. Only through a sustained commitment can a healthy and prosperous downtown be achieved. The following strategies and objectives are based on the precedent of other communities and should be studied closely in relation to the municipalities in the U.S. Route 19 Corridor:

1. Establish a community-wide, commonly-held vision for the future. This vision should be positive, action-oriented, and begin from a position of strength.
2. Develop a cooperative effort based upon a full public-private partnership that emphasizes responsible leadership, coordinated planning, and centralized management.
3. Promote a broad-based public awareness effort and the inclusion of extensive citizen participation throughout the process.
4. Organize an incremental and action-oriented series of achievable efforts designed to realize the greater vision – not a single grand project, but a multiple strategy of private and public actions which may be long- or short-range policies, programs, or projects, in scale with the community's ability to act.
5. Develop a strategy to capitalize on the natural strengths of downtown. These strengths include:



THE DYNAMICS OF LAND USE STRUCTURING

Locations and appropriate land areas can be established for all projected centers of regional activity.

Source: Earthscape, A Manual for Environmental Planning and Design

- Mix of commercial, governmental, cultural, residential, and recreational uses;
 - Variety and diversity of merchandise and activities;
 - Central location in terms of neighborhoods and employment;
 - Traditional community support; and
 - Diversity of character and image which reflect a community that has evolved naturally over time.
6. Create a recognition of, and sympathetic response to, the distinctive qualities and characteristics of the community including the historical, architectural, and natural assets.
 7. Provide for the incorporation of meaningful environmental art, performing arts, and cultural activities as a vital part of community life.
 8. Recognize a commitment to quality and design excellence as an integral part of the process, stressing not only an appreciation for historic qualities, but also a sensitive contemporary expression of our time.
 9. Promote a renewed emphasis on pedestrian needs and scale while managing vehicular circulation and providing adequate parking.
 10. Establish a mix of innovative and creative incentives and regulations to protect individual investments and the quality of the public environment.
 11. Lobby for the full participation of local financial institutions as well as the development of innovative financing and taxing mechanisms to meet revitalization needs.

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A. OVERVIEW

When the Comprehensive Plan for a County has been adopted, zoning becomes the principle means for making it effective from a legal standpoint. The functions of zoning are to control the use of land and buildings as well as regulate the density of development in order to guide future land use development in the manner which achieves the goals outlined in the County Comprehensive Plan.

Zoning has proved to be an extremely important public law. Zoning is capable of shaping the environment of the communities which use it. Its application may be apparent only in small ways even after years of use. But the shaping will occur and will produce a prosperous and livable environment if the law is based on the same wisdom and foresight applied in the preparation of the Comprehensive Plan.

B. IMPLEMENTATION AUTHORITY

Planning is a recognized governmental process. It operates under the general objectives established by the West Virginia code and is regulated by the citizens by their elected representatives. The County's Planning and Zoning Commission, as an advisory agency to the County Commission, is charged with the duties of developing and updating the Comprehensive Plan, administering the legal tools at its disposal for implementing the plan, and carrying on other activities that relate to development and improvement.

In order to give public sanction to the Comprehensive Plan, the Planning and Zoning Commission can avail itself of several regulatory tools or ordinances, including zoning and land subdivision regulations, and building and housing codes. Programs concerned with specific projects may also be put into effect, such as public works projects needed for improvement to the water distribution system. Less routine programs would include appearance codes for the U.S. Route 19 Corridor in Fayette County. Some of the aforementioned programs are already being carried out by the County and are mentioned here only to inform those citizens unfamiliar with the present County activities. A County Comprehensive Plan is in effect but needs to be updated. The basic ordinances on zoning and land subdivision regulations are also in effect, but are in need of major revision as well. In other cases, such as with the appearance codes, the programs are new to the County and recognition of their necessity has resulted from the preparation of this Land Use Management Plan.

C. HISTORY OF PLANNING AND ZONING IN FAYETTE COUNTY

Zoning in Fayette County has been based on the Comprehensive Plan from its inception in 1966. The Zoning Ordinance and map were drafted with sufficient knowledge of County conditions and growth trends and has proven to be a workable tool. As indicated in the preceding sections, growth management, in order to be effective, should be structured around both the Comprehensive Plan and the Zoning Ordinance. In the pursuit of the closer linkages between the 1980 Comprehensive Plan and the 1971 Zoning Ordinance (last updated in 1980), an analysis of the zoning ordinance was undertaken during the planning process. Every attempt has been made to more closely structure the goals and strategies of the Plan with realistic implementation measures and contemporary development techniques.



D. ANALYSIS OF THE FAYETTE COUNTY COMPREHENSIVE PLAN

Conventionally practiced zoning laws are not always tailored to the needs of rural and semi-rural communities. This holds true in Fayette County. Fayette County's Comprehensive Plan is an advisory document that does not have the force of law. Furthermore, the Comprehensive Plan contradicts the Zoning Ordinance.

The County's Comprehensive Plan attempts to limit growth in existing population centers; channel commercial growth in the downtowns of Fayetteville, Oak Hill, and Mt. Hope; while maintaining the rural undeveloped character of the countryside. However, the text of the Comprehensive Plan does little to convey this. There are a number of excerpts from the Comprehensive Plan that contradict even the fundamental goal of the Plan. The Zoning Ordinance, on the other hand, is binding on developers and the Planning Commission. This Ordinance mandates the wholesale conversion of the countryside to residential subdivisions and prescribes strip commercial development along the major roadways outside Fayetteville, Oak Hill, and Mount Hope.

This contradiction between the County's Comprehensive Plan and Zoning Ordinance seems to go almost entirely unnoticed. This may be because people don't read the Comprehensive Plan (because it is written in planning jargon) or the Zoning Ordinance (because it has been attempted to be written in indecipherable legal jargon). Another explanation is that neither document can be interpreted properly due to the vast number of contradictions between the two respective documents. Perhaps the Planning Commission fears litigation from developers if they explicitly limit development in the countryside, as the Fayette County Comprehensive Plan recommends.

Fayette County's Comprehensive Plan articulates the County's goals. Fayette County's Zoning Ordinance applies these goals to the sometimes conflicting claims of private property rights. This explains why the Comprehensive Plan recommends that the countryside be preserved while the Zoning Ordinance prescribes cookie-cutter development.

E. ANALYSIS OF THE FAYETTE COUNTY ZONING ORDINANCE

Based on a review of the County's Comprehensive Plan and Zoning Ordinance, as well as in-depth aerial and ground reconnaissance, it is evident that Fayette County has failed to regulate land use effectively. The local zoning laws have given the developers the right, if not mandate, to turn the countryside into a sprawling suburb. Since the Planning Commission must apply its current regulations when reviewing development proposals, legally, regulations cannot be ignored and projects rejected simply because they are inappropriate for the County. A developer who complies with the letter and spirit of the zoning law and other applicable regulations has a right to develop.

Fayette County's Zoning Ordinance prescribes wall-to-wall suburban development. The Ordinance has produced, and will continue to produce, large-scale, residential subdivisions that obliterate the rural landscape, are punctuated with sterile shopping centers and office parks, and connected through a massive network of pavement with immense parking lots.

The adopted Zoning Ordinance mandates a standardized form of development. It encourages land development to occur as quickly and efficiently as possible. The Ordinance treats all land

types in an identical manner. In cases of unusual topography, vegetation, or wetlands, a bulldozer (or blasting) is intended to solve the problem.

Fayette County's Zoning Ordinance mandates urban densities in rural areas. When developers opt for larger lots of one acre or more, the result remains the same... a uniform cookie-cutter pattern of development. Little attempt has been made to preserve the rural character. Consequently, more land gets developed and more roads need to be constructed. The development that has occurred, has done so in the conventional zoning context--uniform development of the entire landscape, preserving almost nothing.

F. DISTRICT AMENDMENTS

The following modifications should be made to Fayette County's Development Regulations. The recommended modifications do not necessarily follow the sequence of the Comprehensive Plan or Zoning Ordinance themselves.

1. Planned Unit Developments

a. Analysis

The current planned development regulations, as outlined within the Zoning Ordinance, are not adequate to address the conditions presented in major development proposals. An appropriate relationship of design and mix of elements needs to be created to guide major projects. Revised *Planned Unit Development* (PUD) legislation needs to establish an appropriate pattern of site design and formulate an appropriate mix of elements such as use, density bonuses, open space, parking, streets, recreational areas, signs, landscaping, public services, and affordable housing.

b. Approach

Planned Unit Development Districts (PUD), although not shown on the Corridor Management Plan, are established to provide for areas within the Development Service District where more intense residential and mixed-use development can be accommodated outside designated Activity Centers.

Rather than mapping each of their future locations in advance, *Planned Unit Development* Districts will be designated in accordance with performance standards to be structured in the County Zoning Ordinance. These designations will be limited to locations within the Development Service District where public benefits, in the form of highway improvements, provision of affordable housing, provision of parks, provision of sites appropriate for construction of schools or other needed community facilities, are provided as a part of the development approval process in exchange for higher densities. Threshold size and location requirements for their designation would also be framed in County ordinances to guide decisions concerning their location. Designation of sites as *Planned Unit Development* Districts should be determined on the basis of zoning action whenever projects are evaluated. An approval should be granted to those development proposals that offer specific County or neighborhood benefits and/or demonstrated capability to implement the objectives of the County Comprehensive Plan. Examples of objectives for which approvals might be granted include:

<u>Type of Objective</u>	<u>Potential Methods of Achieving Objective</u>
Community Facilities	<i>Approvals may be awarded for proximity to existing or developer-provided facilities (i.e., sewer lines, schools, fire departments, and recreation facilities).</i>
Transportation	<i>The receiving road network must meet minimum standards for level of service or the facility must be upgraded to accept development. Approvals may be awarded for making improvements that are consistent with the adopted Transportation element of the County's Comprehensive Plan.</i>
Affordable Housing	<i>Approvals may be granted for including affordable housing as a component of the Planned Unit Development.</i>
Economic Development	<i>Approvals may be granted for development proposals that provide jobs that strengthen the economic base of the County. Evaluation would be based on the number and type of permanent jobs created.</i>
Historic Preservation	<i>Approvals may be awarded if identified historic sites are preserved through easements or restored by the developer.</i>
Open Space & Parks	<i>Approvals may be awarded if development is clustered and open space, parks, and recreation facilities are provided.</i>

Planned Unit Developments adjacent or near established neighborhoods should be required to buffer the edges to minimize impacts to established neighborhoods. This approach acknowledges existing development patterns and recognizes historic development conditions.

In short, higher residential densities or mixed-use development will be permitted only in such areas of the Development Service District where infrastructure, in the form of sewer, water, and transportation systems, would not be adversely impacted or could be accommodated within a defined geographic area. It is recognized that to permit higher densities in many portions of the Development Service District would be disruptive to community character and the expectations of existing residents.

c. *Actions*

- i. Revise the current legislation to provide a minimum site area for PUDs.
- ii. Develop performance standards and design guidelines for these planned developments.
- iii. Establish a simplified review and approval process for planned unit developments.
- iv. Require that planned unit developments contribute to the public good by providing affordable housing, community services or facilities, and contributions to agricultural preservation.

2. Agricultural and Rural Residence Districts

a. Analysis

Fayette County's zoning regulations foster development that is not compatible with rural surroundings, conflicts with agricultural uses, and threatens environmental quality.

The *Agricultural and Rural Residence District* is not working and is not accomplishing the purposes for which it was created. The district needs to be scrapped and other complementary means to preserve agricultural land and open space must be developed. This district must ensure equity.

The *Agricultural and Rural Residence District* is intended to maintain and conserve the rural character and farmlands in the County. District and land areas are intended to provide for a full range of agricultural and farming activities and related uses along with some low density residential development.

The conflicts between farming and rural non-farm development (residential) should be minimized. As the needs of farming are acknowledged and non-agricultural land uses extend into agricultural areas, farms often become the subject of nuisance law suits. As a result, farmers are sometimes forced to cease operations. Many others are discouraged from making investments in farm improvements. In recognition of the farmer's right-to-farm without being restricted by neighboring residential areas, hours of operation of farm equipment, restrictions on odor-producing fertilizers, and other restrictions designed to limit the perceived negative impacts associated with reasonable farming practices, should be imposed on farming activities within the *Agricultural and Rural Residence District*. The general intent of the *Agricultural and Rural Residence District* is to encourage farming and maintain rural qualities in areas so designated in the County.

b. Approach

Agricultural Preservation, is not limited to traditional farming but extends to all aspects of the County's rural character. Agricultural land refers not only to tilled fields, but also to open fields, pastures, and woodlands which are either prospects for additional farm acreage or are valuable as they are for their contributions to the environment and to the rural appearance of the County. Agriculturally related or support industries (farm implement dealers, supply services, storage, and processing facilities) should be permitted within this District in recognition of their important support of the farming community.

c. Residential Density

Residential development and density in the *Agricultural and Rural Residence District* should be minimized to avoid future conflicts between farming activities and rural homes. Two options are recommended for residential density in the *Agricultural and Rural Residence District*. A property owner or developer should be able to choose the option which best suits his needs and objectives. The first density option is based on a sliding scale approach. Using this option, density is determined by the size of the parcel. The second option provides property owners the

incentive of higher possible densities if certain standards of rural residential development are met. These density bonus incentive standards include such conditions as: 1) development clustering; 2) visual enhancement to reinforce rural character; 3) rural highway access controls; and 4) restricting sensitive lands or agricultural lands with conservation easements.

i. Sliding-Scale Approach

Under this option, the base density for lots of twenty acres or less should automatically be one dwelling unit per five acres. One additional lot should then be allowed for every additional twenty acres. A one hundred acre parcel, for example, would yield eight lots. This provision is based on the assumption that parcels of twenty acres or less do not typically constitute adequate land area for productive farming operations. The disadvantage of this approach is that it will most likely cause the creation of large lot subdivisions which are land consumptive and do not promote conservation of agricultural lands. To off-set this condition, property owners using the sliding-scale approach should be allowed to reduce lot sizes through limited clustering provisions. Under this option, small lots would be encouraged, but larger ones would also be permitted.

ii. Density Bonus Approach

As an alternative to the sliding scale approach, property owners can opt for higher densities in return for residential subdivision design which better achieves rural character and agricultural conservation objectives. Under this approach, the base residential density in the *Agricultural and Rural Residence District* should be one dwelling unit per ten acres, but may be increased to one dwelling unit per eight acres, or one dwelling unit per five acres if certain development standards are met as a condition of density increase.

Under the Density Bonus Approach, residential density in the *Agricultural and Rural Residence District* should be determined as follows:

Base residential density of one dwelling unit per ten acres may be permitted, provided:

- Clustering of development on the site provides for all dwelling units and lots be located within fifty percent of the total site area of the parcel.
- The remaining fifty percent of the site is permanently established as open space, either in farm or forest use, and restricted from further development through covenants or easements.
- All residential lots created through the act of subdivision are served by one point of access to County roads.
- Residential structures in the subdivision are located at an adequate distance from the existing County road right-of-way and screened from the right-of-way by an existing or landscaped buffer.
- All residential structures are setback at an adequate distance from all active farm operations.
- A central water supply system is developed.
- Lots can be any size desired by the owner, typically ranging from one acre to five acres in size, provided the Health Department standards for septic systems are satisfied.

Implementation

Base residential density may be increased to one dwelling unit per eight acres if the following conditions are met:

- Clustering of development on the site provides for all dwelling units and lots to be located within forty percent of the total site area of the parcel.
- The remaining sixty percent of the site should be permanently established as open space, either in farm or forest use, and restricted from further development through covenants or easements.
- All residential lots should be served by one point of access to County roads.
- Residential structures in the subdivision should be located at an adequate distance from the existing County road right-of-way and screened from the right-of-way by an existing or landscaped buffer.
- All residential structures should be setback at an adequate distance from active farm operations.
- A central water supply system should be developed.
- Lots can be any size desired by the owner, typically ranging from one acre to three and a half acres in size, provided the Health Department standards for septic systems are satisfied.

Base density may be increased to one dwelling unit per five acres if the following conditions are met:

- Clustering of development on the site provides for all dwelling units and lots to be located within thirty percent of the total site area of the parcel.
- The remaining seventy percent of the site should be permanently established as open space, either in farm or forest use, and restricted from further development through covenants or easements.
- All residential lots created through the act of subdivision should be served by one point of access to County roads.
- Residential structures in the subdivision should be located at an adequate distance from the existing County right-of-way and screened from the right-of-way by an existing or planted landscaped buffer.
- All residential structures should be setback at an adequate distance from active farm operations.
- A central water supply system should be developed.
- Lots can be any size desired by the owner, typically ranging from one acre to one and one-half acres in size, provided the Health Department standards for septic systems are satisfied.

Through the clustering approach, the developer is able to decrease lot sizes in return for setting aside permanent open space. This provides many benefits including lower land costs for the lot purchaser and decreased road construction costs since lots are grouped together as opposed to being scattered throughout the site. The community benefits through provision of open space, farmlands, and rural character. Despite the smaller lot size, the overall density of the subdivision remains unchanged.

Using this approach, a property owner with a one hundred acre farm can create up to twenty lots (one dwelling unit per five acres) provided they are clustered onto thirty acres of the farm and the



remaining seventy acres would be left for farming or open space. The homes would also have to be adequately setback from the County road and located on a single access road with driveways. Numerous individual driveways onto County roads would not be allowed. The homes would have to be screened from County roadway views, thereby protecting the rural character. Homes would also have to be setback from active agricultural operations in order to minimize farming impacts on home sites.

The same scenario on a forty acre site would yield eight lots on twelve acres and would leave twenty-eight acres in open space or farming. The average lot size on both the one-hundred and forty acre parcels would be one and one-half acres.

The open space land could be left in its natural state or maintained for farming or forestry purposes. Control of the open space land can be left with the original property owner or dedicated to a homeowners association. Regardless of which density option is used, the base density of a parcel or tract should be calculated on the amount of gross area of land present. Land areas encumbered by natural development constraints such as wetlands or steep slopes can be included in the base density calculation of a tract, provided the environmentally sensitive area is protected. Minimum lot sizes for clustered development in the *Agricultural and Rural Residence District* should be a function of soil suitability for septic tank systems.

d. *Summary of Residential Density Provisions*

The above described residential density provisions recognize that while rural character and agricultural conservation are important objectives, there remains a need to allow farmers and rural property owners to subdivide and sell single family home lots as the need arises. The Plan recommends that rural residential subdivisions be directed to areas of the *Agricultural and Rural Residence District* which have good proximity to existing residential areas and commercial and public services. Rural residential subdivisions should not be encouraged in remote areas where County roads are not adequate for increased traffic or in areas where existing agricultural activities predominate.

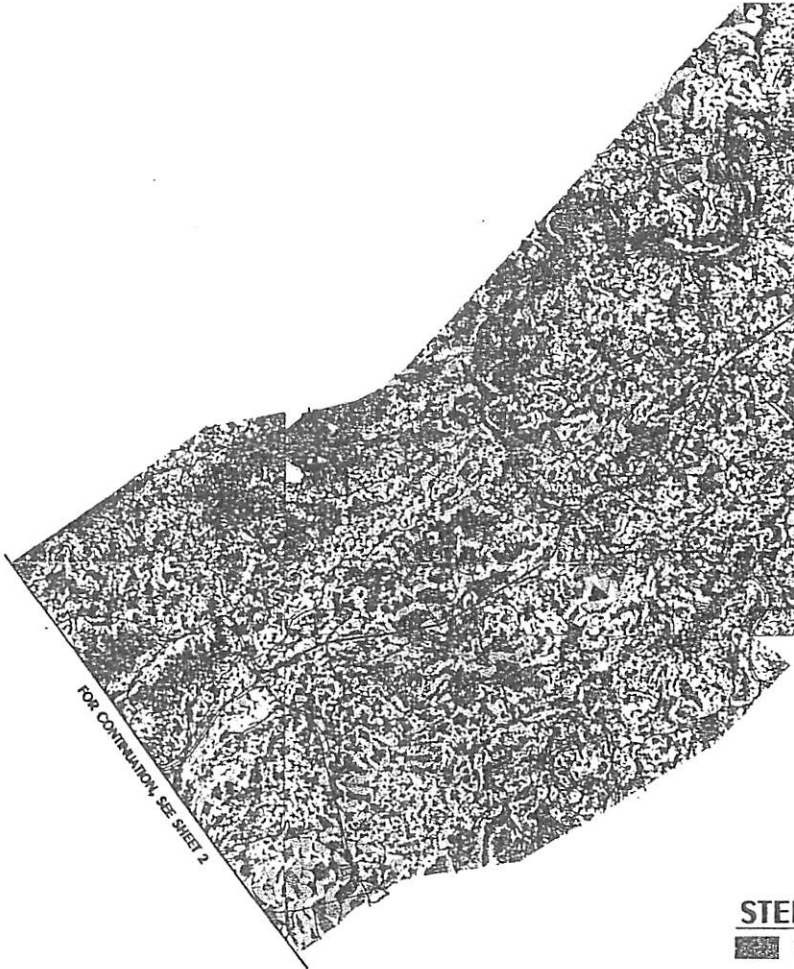
The *Agricultural and Rural Residence District* is, therefore, provided to preserve rural character and open space, to foster agricultural activities and opportunities, and to protect valuable natural resources. It is further intended to prevent premature urbanization in areas where public utilities, roads, and other public facilities are planned to meet rural needs only and where present public programs do not propose infrastructure suitable for development at higher densities.

e. *Actions*

- i. Some rural residents, especially newcomers, expect services and facilities associated with urban development. Expanding and extending nonessential services to rural areas would be prohibitive and possibly detrimental to older urban communities.
- ii. It is not the intent of the *Agricultural and Rural Residence District* to allow every single acre to be used for agricultural purposes. It is also not assumed that the entire *Agricultural and Rural Residence District* is considered prime and productive. The *Agricultural and Rural Residence District* should permit other non-agricultural uses; however, the intent is that they be located on soils that are less productive.

U.S. ROUTE 19 CORRIDOR MANAGEMENT PLAN
FAYETTE COUNTY WEST VIRGINIA

SLOPE ANALYSIS
SECTOR I
MEADOW RIVER - HICO



STEEP SLOPES

0 - 10%

10 - 20%

20 - 30%

30% AND ABOVE

GRAPHIC SCALE



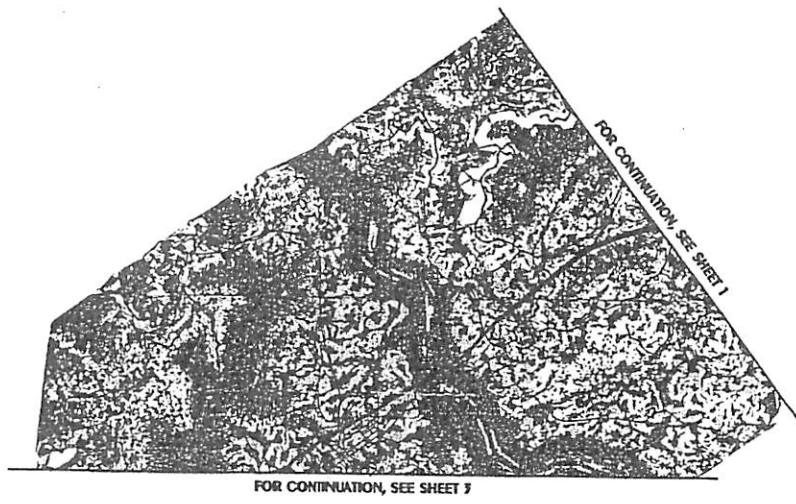
SCALE 1"=3000'

WHITNEY, BAILEY, COX AND MAGNANI
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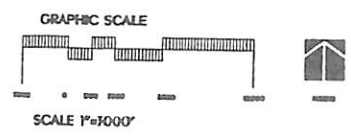
3. ROUTE 19 CORRIDOR MANAGEMENT PLAN
FAYETTE COUNTY
WEST VIRGINIA

SLOPE ANALYSIS
SECTOR 2
HICO - FAYETTEVILLE



STEEP SLOPES

-  0 - 10%
-  10 - 20%
-  20 - 30%
-  30% AND ABOVE



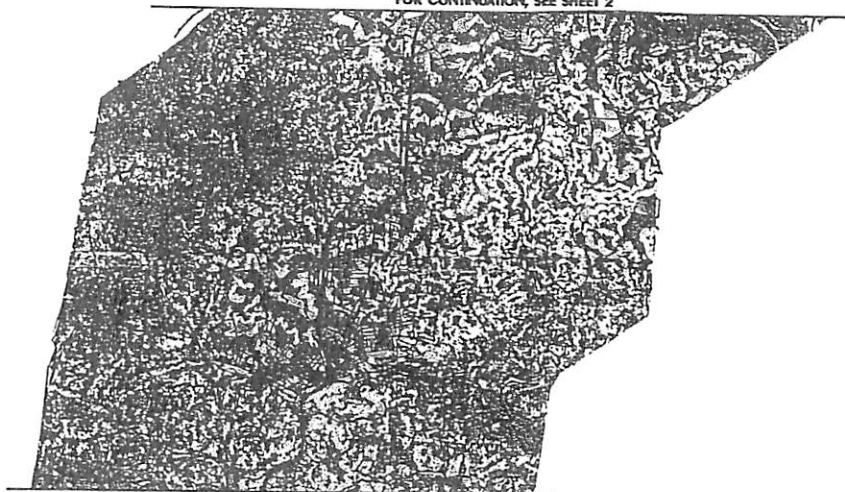
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4 JUNE 1997

S. ROUTE 19 CORRIDOR MANAGEMENT PLAN
FAYETTE COUNTY
WEST VIRGINIA

SLOPE ANALYSIS
SECTOR 3
FAYETTEVILLE - OAK HILL

FOR CONTINUATION, SEE SHEET 2



FOR CONTINUATION, SEE SHEET 4

STEEP SLOPES

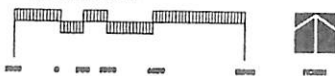
0 - 10%

10 - 20%

20 - 30%

30% AND ABOVE

GRAPHIC SCALE



SCALE 1"=3000'

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4 JUNE 1997

U.S. ROUTE 19 CORRIDOR MANAGEMENT PLAN
FAYETTE COUNTY WEST VIRGINIA

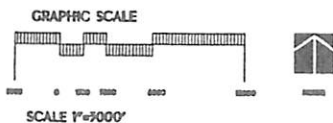
SLOPE ANALYSIS
SECTOR 4
OAK HILL - MOUNT HOPE

FOR CONTINUATION, SEE SHEET J



STEEP SLOPES

- 0 - 10%
- 10 - 20%
- 20 - 30%
- 30% AND ABOVE



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4. Resource Conservation Districts

a. Analysis

This County's land development objectives indicate that special emphasis should be placed on the preservation of natural resources, sensitive natural areas, and waterfront areas. Given the development pressures from the north and south areas, there will likely exist demand for homesites in the County. Without a firm commitment to preserve the natural beauty and environmental resources in these areas, the County could find these important natural assets exploited.

b. Approach

The Land Use Management Plan, therefore, recommends that all land areas along all tributary streams of the County are eligible for designation as a *Resource Conservation District*. These areas include wetlands (adjacent to tributary streams), floodplains, stream valleys, steep slopes (slopes exceeding 20 percent), and soils with development constraints.

In most cases, only passive recreation use and low density residential development is appropriate in the *Resource Conservation District*, provided the development design is protective of environmentally sensitive features.

The qualities of Fayette County's natural resources are an important component of the County's heritage and a major factor influencing the County's continued economic and environmental well being.

c. Actions

Performance standards for development within areas designated *Resource Conservation Districts* should be framed to implement protection policies. Such policies or standards should provide that:

- Development on slopes exceeding 20 percent should be limited and responsibly managed;
- Development in floodplains should be limited and responsibly managed;
- Clearing of woodlands and forests should be minimized;
- In general, only very limited low density residential development should be permitted in those areas of the *Resource Conservation District* which are developable; and
- State and private conservation organizations should actively pursue programs to purchase and/or acquire easements for privately owned lands in the *Resource Conservation District* so they can be preserved.

G. MODIFICATIONS TO THE PROCESS OF ISSUING SPECIAL USE EXCEPTIONS

1. Application and Review

a. Analysis



- iii. Rural residential and public uses are examples that do not have the derivative effects of commercial uses (i.e., increases in property values, traffic, run-off, noise, lights, pollution, and demands on facilities and ground water).
- iv. There are uses that support the farming community. They include schools and churches.
- v. Choose a residential density option.

3. Neighborhood Conservation Districts

a. *Analysis*

Neighborhood Conservation Districts, which are not pre-mapped on the Land Use Management Plan map, are established for residential subdivisions that already have been developed in the County. It is here that established densities may be inconsistent with those recommended for future development patterns. The Plan proposes *Neighborhood Conservation Districts* to provide special treatment of these existing development conditions.

b. *Approach*

Creation of the *Neighborhood Conservation District* component of the Plan minimizes the concerns of existing property owners regarding the impact of new plans and ordinances that will shift the future direction and location of development in accordance with objectives contained herein. It should help to allay concerns about future development standards applying to existing residential areas. Future infill development in the *Neighborhood Conservation Districts* should be permitted to continue in the density and pattern for which respective subdivisions were designed at the time they were approved. This approach acknowledges existing development patterns and respects historic development conditions.

Implementation of the *Neighborhood Conservation District* concept should be accomplished through mapping of existing, larger County subdivisions and incorporation into the overall County zoning structure. The text of any future County Zoning Ordinance should permit their continued development and prescribe standards for protection of these existing residential neighborhoods.

c. *Actions*

- i. Determine which neighborhoods are appropriate for conservation zoning.
- ii. Determine what criteria should be used to designate a district.
- iii. Determine what group or individual is responsible for administering the conservation district ordinance.

applicant at the hearing in what way the application is incomplete and offers the applicant an opportunity to complete the application (either at that meeting or at a continuation hearing), the application would be presumed to be complete.

Once a completed application has been submitted, the burden of presenting evidence to the Planning and Zoning Commission, sufficient to lead it to conclude that the application should be denied for any reasons stated in the ordinance, should be upon the party or parties urging this position. This burden of presenting evidence should always apply unless the information presented by the applicant in his application at the public hearing is sufficient to justify a reasonable conclusion that a reason exists to deny the application.

c. Actions

The burden of persuasion on the issue of whether the development, if completed as proposed, will comply with the requirements of this chapter remains at all times on the applicant. The burden of persuasion on the issue of whether the application should be turned down for any of the reasons set forth in the ordinance rests on the party or parties urging that the requested permit should be denied.

3. Recommendations on special-use exceptions applications

a. Approach

It is recommended that special exceptions be referred to the Planning and Zoning Commission for a recommendation. The theory behind this distinction is that the County Commission has so many other responsibilities that it may not be able to give a development all the consideration it warrants, and therefore the input of the Planning Commission is of particular help.

b. Actions

When presented to the County Commission at a hearing, the application for a special exception should be accompanied by a report setting forth the Planning and Zoning Commission's and planning staff's proposed finding concerning the application's compliance with zoning ordinance and the other requirements of this chapter as well as any staff recommendations for additional requirements to be imposed by the County Commission.

If the staff proposes a finding or conclusion that the application fails to comply with the ordinance or any other requirement, it should identify the requirement in question and specifically state supporting reasons for the proposed findings or conclusions.

4. Additional requirements on special-use exceptions

a. Analysis

The current Zoning Ordinance authorizes the issuance of a special exception permit for a number of buildings and uses. There are a limited number of conditions which apply to the submission.

Implementation

The current provisions in the Zoning Ordinance, pertaining to uses permitted as special exceptions, are not adequate to provide any framework within which an application can be reviewed. Furthermore, the provision in the Zoning Ordinance does not list any conditions that should be met prior to a permit being issued.

b. Approach

Fayette County should require that applications for a special exception should be submitted to the Planning and Zoning Commission by filing a copy of the application with the County's planning department.

c. Actions

The County Commission should issue the requested permit unless it concludes, based upon the information submitted at the hearing, that:

- The requested permit is not within its jurisdiction according to the Table of Permissible Uses;
- The application is incomplete; or
- If completed as proposed in the application, the development will not comply with one or more requirements of the zoning ordinance;

Even if the permit-issuing body finds that the application complies with all other provisions of the zoning ordinance, it may still deny the permit if it concludes, based upon the information submitted at the hearing, that if completed as proposed, the development, more probably than not:

- Will materially endanger the public health or safety;
- Will substantially injure the value of adjoining or abutting property;
- Will not be in harmony with the area in which it is to be located; or
- Will not be in general conformity with the land-use plan, transportation plan, or other plans officially adopted by the Fayette County Commission.

2. Burden of presenting evidence; Burden of persuasion

a. Analysis

It is important that all parties understand who has the burden of bringing information to the Planning and Zoning Commission and who has the burden of persuasion. For example, this section makes clear that, if a development meeting the requirements of this Ordinance is proposed and the neighbors object on the basis that the development would overburden an already heavily traveled road, the burden of producing evidence on the traffic impact lies with the neighbors, not the developer.

b. Approach

The burden of presenting a complete application to the Planning and Zoning Commission should be upon the applicant. However, unless the Planning and Zoning Commission informs the



require the permit recipient to comply with all of the requirements before commencing the intended use of the property or occupying any buildings or selling lots in a subdivision, the permit-issuing body may authorize the commencement of the intended use or the occupancy of buildings or the sale of subdivision lots if the permit recipient provides a performance bond or other security satisfactory to the Commission to ensure that all the requirements will be fulfilled within a reasonable period (not to exceed twelve months).

When the Commission imposes additional requirements upon the permit recipient or when the development proposes in the plans submitted to install amenities, the Commission may authorize the permittee to commence the intended use of the property or to occupy any building or to sell any subdivision lots before the additional requirements are fulfilled or the amenities installed if it specifies a date by which or a schedule according to which such requirements must be met or each amenity installed and if it concludes that compliance will be ensured as the result of any one or more of the following:

- i. A performance bond or other security satisfactory to the Commission is furnished.
- ii. A condition is imposed establishing an automatic expiration date on the permit; thereby ensuring that the permit recipient's compliance will be reviewed when application for renewal is made.

With respect to subdivision in which the development is selling only undeveloped lots, the County Commission may authorize final plat approval and the sale of lots before all the requirements if the subdivider provides a performance bond or other security satisfactory to the County Commission to ensure that all of these requirements will be fulfilled within not more than twelve months after final plat approval.

H. MODIFICATIONS TO THE PROCESS OF PETITIONING FOR A REZONING

1. Report on Petitions by Office of Zoning

The Office of Zoning shall review the petitions transmitted to him and shall submit to the Planning and Zoning Commission and publish a report thereon containing at least the following information:

- a. Maps showing properties under petition and the rezoning. Maps may also identify groups of such properties located close to each other and show other indications of the interrelation of petition with respect to planning considerations.
- b. Recommendations on the petition.
- c. Supporting data for the recommendations, including any pertinent data and recommendations submitted by other County agencies.
- d. Recommendations for scheduling of all hearings prepared in consultation with the County Commission.

2. Planning and Zoning Commission Duties

Publish and submit to the County Commission a report on all the rezoning petitions submitted.

b. Actions

In granting a special exception, the County Commission should attach to the permit some reasonable requirements to ensure that the development in its proposed location:

- i. Will not endanger the public health or safety;
- ii. Will not injure the value of adjoining or abutting property;
- iii. Will be in harmony with the area in which it is located; and
- iv. Will be in conformity with the land-use plan, transportation plan, or other plans officially adopted by the County Commission.

Additional requirements the County Commission should consider to ensure that development will occur which is compatible with the zoning ordinance and Comprehensive Plan includes the following:

- i. The permit-issuing board may not attach additional conditions that modify or alter the specific requirements set forth in the ordinance unless the development in question presents extraordinary circumstances that justify the variation from the specified requirements.
- ii. Without limiting the foregoing, the permit-issuing body may attach to a permit a condition limiting the permit to a specified duration.
- iii. All additional conditions or requirements shall be entered on the permit.
- iv. All additional conditions or requirements authorized by this section are enforceable in the same manner and to the same extent as any other application requirement of this chapter.
- v. A vote may be taken on application conditions or requirements before consideration of whether the permit should be denied for any of the reasons set forth in the ordinance.

5. Authorizing use, occupancy, or sale before completion of development under special exception permits

a. Analysis

There is currently no procedure in the Zoning Ordinance which advises the permit-issuing body or the applicant when the applicant can use, occupy, or sell before completion of the development.

b. Actions

In cases when, because of weather conditions or other factors beyond the control of the special-use exception permit recipient (exclusive of financial hardship), it would be unreasonable to



3. Findings prior to rezoning

Before any property is rezoned pursuant to this section, the County Commission must find:

- a. That there has occurred a substantial change in the character of the neighborhood in which the property is located since the property was last zoned or that the last zoning of the property was established in error.
- b. That the prospective rezoning of the property is warranted by that change or error. Any finding of such a change or error that the prospective rezoning is warranted may be made only upon consideration of factors relating to the purposes of the zoning regulations and maps, including but not limited to all of the following: population trends; availability and adequacy of present and proposed transportation facilities; water supply facilities; sewerage; solid waste disposal facilities; schools; recreational facilities; and other public facilities; compatibility of uses generally allowable under the prospective zoning with the present and projected development or character of the surrounding area; any pertinent recommendation of the Planning and Zoning Commission or Zoning Office; and consistency of the current and prospective zonings with the Comprehensive Plan.

4. Limitations on granting reclassification

No rezoning of property shall, for a period of one year after a previous rezoning by the County Commission, be granted on the ground that the character of the neighborhood has changed.

5. Documentation

A rezoning petition must include documentation relating to the proposed use of the property under petition. That documentation must include elevation drawings and a plan showing locations, coverage, floor areas, heights, character, and exterior materials of all proposed structures and all existing structures to be retained; and all existing structures to be removed; signs visible outdoors; all principal uses; hours of operation, maximum number of employees, and maximum levels of emanations (including sound and other vibrations, dust odors, gases, light, and heat); parking and loading facilities; existing and proposed public and quasipublic facilities on and adjacent to the site, including storm-drain systems, waterlines, sewerage, streets and drives, and railroad sidings; existing ponds and other bodies of water, watercourses, one-hundred-year floodplains, major vegetations, and unusual natural formations and proposed changes with respect to any of those; screening and landscaping; and existing topography and proposed major changes in grade.

A plan submitted pursuant to this subsection shall show the location of a precise building envelope (a clearly delineated area within which a building is to be entirely located but which is larger than the area covered by the building itself) in lieu of the precise location of a building; shall show precise maximum and minimum in lieu of fixed values; shall set forth lists of precisely described possible uses of a given space, in lieu of specifying a single use; and shall otherwise reasonably allow for flexibility or alternatives, provided that appropriate precise limits are set forth.

6. Use of Property

Property may be rezoned under this section only upon making the findings required under this section. Property may not be rezoned solely on the basis of documentation relating to the property's proposed use.

7. Considerations in making determination

In its hearing on any rezoning petition, the County Commission should consider in evidence without testimony thereto, absent objection by any party to the case, any report of the Planning and Zoning Commission and comments from the Zoning Office relating to the petition or any duly submitted relevant report or comments from any other County agency. If an objection is made by any party to the case, the item should be entered by testimony of a proper witness, who should be notified by the County Commission.

I. APPEARANCE CODES

1. Cautions and Comments

a. Analysis

Several communities that have adopted appearance codes have been gathering experience in successful administration and enforcement of aesthetic legislation. The following is a guide to good appearance code regulations.

b. Actions

- i. Develop and adopt a code of standards for appearance review. A code of standards gives guidance to applicants and avoids the charge that the community is totally arbitrary in appearance and design review.
- ii. Develop clear procedural guidelines to issue to every applicant. Step-by-step instructions help developers and business people understand procedures, time lines, and the necessary submittals. The whole process is much smoother if there is clear communication from the beginning.
- iii. Ensure that the Fayette County Planning and Zoning Commission (or design review body) includes persons who have expertise in making aesthetic judgments; architects are particularly valuable. This is not an area in which the lay person can operate as effectively as the expert. There are judgments involved that call for education and background in the principles of design. If no experts are available within the Planning and Zoning Commission, an expert staff member or consultant should be involved.
- iv. Provide some procedure for conferring with the Planning and Zoning Commission before final design. A pre-application conference with staff and/or a preliminary hearing before the Planning and Zoning Commission will give the applicant an opportunity to discuss plans before a great deal of time or money is expended. If a certain design is inappropriate, the applicant will know in advance.

- v. Keep time delays to a minimum. One of the biggest objections by developers and business people to appearance review is the extra time required to get a building permit. In addition, the Planning and Zoning Commission should be prepared to hold extra meetings if necessary to speed up an approval.
- vi. Be careful not to restrict creativity. It would be unfortunate if plans were denied simply because they are unusual. Uniformity in design review should mean application of basic design principles, not conformity in design.
- vii. Efforts should be made to publicize the appearance review codes and procedures. Two benefits should derive from this: (1) developers will be aware of the requirements; and (2) the community will benefit from an awareness of the built environment. Both the developer and community should be able to take pride in their product. A practical suggestion for publicizing the process is to give annual awards for the best design effort.

2. Purpose of Design Guidelines

The purpose of these criteria is to establish a checklist of those items that affect the physical aspect of the U.S. Route 19 Corridor's environment. Pertinent to appearance is the design of the site, building and structures, planting, signs, street hardware, and miscellaneous other objects that are observed by the public.

The following criteria are not intended to restrict imagination, innovation, or variety, but rather to assist in focusing on design principles, which can result in creative solutions that will develop a satisfactory visual appearance within the Corridor, preserve taxable values, and promote the public health, safety, and welfare of the County.

3. Design Guidelines for Development Service Districts

Each type of commercial area possess its own specific challenges. The issues raised by these challenges are as follows: a) landscape and open space; b) relationship of building site; c) relationship of buildings and site to adjoining area; d) landscape and site treatment; e) harmony and facade design; f) signs; g) access and circulation; h) health; and i) glare.

a. *Landscape and Open Space*

- i. Issue:
The large-scale and permanent loss of scenic views, characteristic landscapes, and open space is the most devastating visual result of conventionally-regulated commercial highway development in rural areas. The practice in Fayette County has been to permit new development to line both sides of Route 19, eventually obscuring open fields, pastures, or woodlands behind commercial frontage lots. This kind of homogeneous development contributed greatly to the loss of the character along the Corridor.

- ii. Recommended Approach:

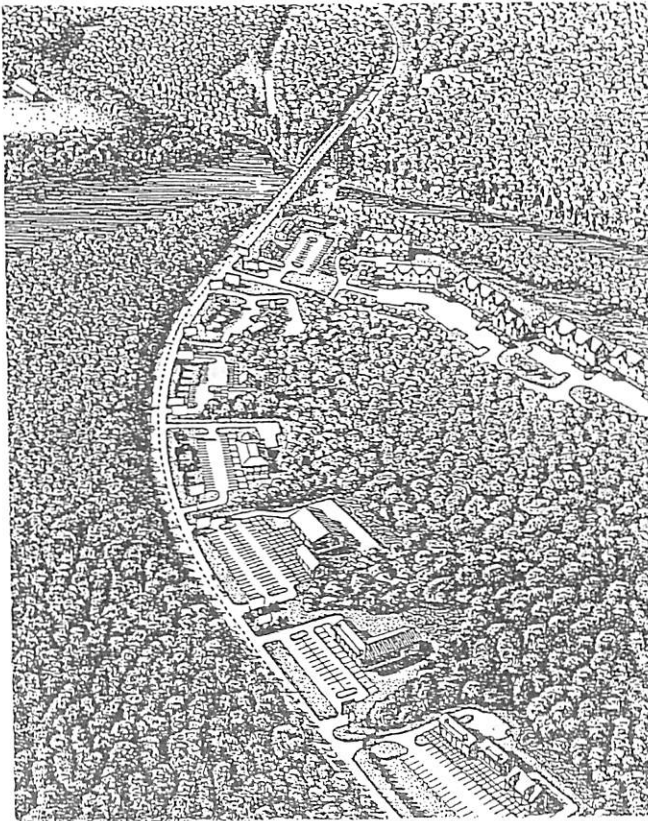
When zoning commercial areas, the County should not succumb to the broad brush approach of designating all roadside areas for new commercial development. The County should examine the rural landscape to identify the amenities and visual resources which are present. Rather than allowing linear developments, commercial zoning must be drafted which can break the standard pattern of development. This may be accomplished by designating commercial nodes in compact, centralized areas (located at major road junctions), with visually important rural landscapes protected in-between. In addition, new commercial development should be required to be grouped in such a manner that open space and scenic views are retained.

iii. Design Guidelines:

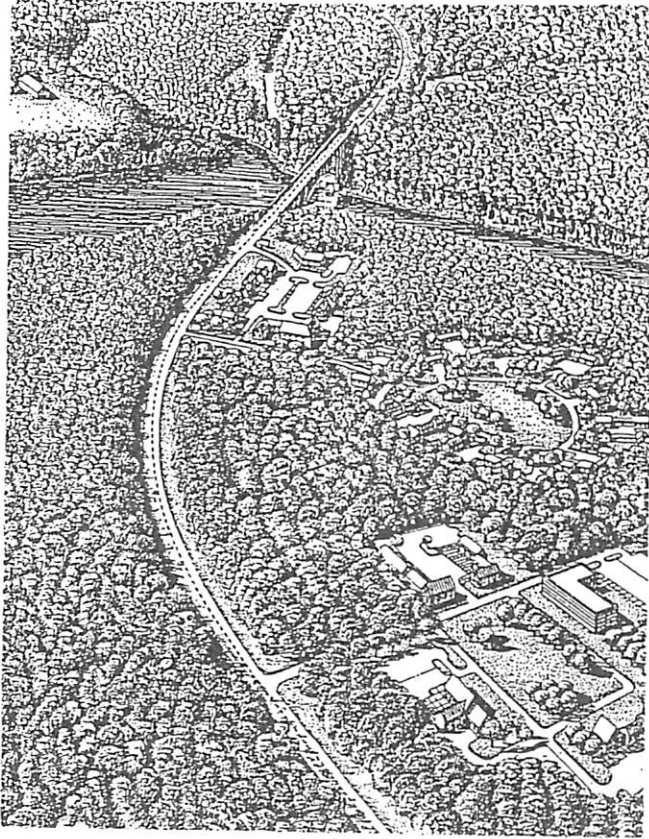
- Excellent alternatives exist to commercial strip zoning along roadway frontage in the U.S. Route 19 Corridor. These alternatives employ some basic modifications to traditional zoning approaches. Each of the following recommended approaches offers a real opportunity to protect the unique characteristics of the U.S. Route 19 Corridor.
- Commercial Cluster Development:

Instead of allowing commercial developments to be located uniformly along frontage lots, commercial cluster development requires new buildings to be sited in groups, with varying setbacks and well-landscaped areas between the structures

and the roadway. This approach maximizes open space around each cluster and helps to preserve scenic views of the surrounding rural landscape. Clustering can be accomplished on a large scale with the development of shopping plazas or office parks. Clustering can also be accomplished at a lesser scale through the sensitive placement of mini-malls or detached, multiple-tenant buildings which respect traditional architectural values.



View of Site after Conventional Development



View of Site after Creative Development

Source: Dealing with Change in the Connecticut River Valley:
A Design Manual for Conservation and Development.

- **Nodal Commercial Development:**

Nodal development requires new businesses to be grouped at major intersections, rather than being lined up along the entire length of a highway. This development type could be implemented by designating business zones only at such intersections. The land between business zones would be maintained in a less intensive use such as residential or agricultural use.

- **Multi-Intensity Zoning:**

Another way to help control commercial sprawl, traffic congestion, and mixing of conflicting land uses is to designate separate lengths of highway frontage for different intensities of land use. Rather than zoning the entire corridor for all types of business activity, the roadway could be divided into several distinct sections. Each section would have an appropriate level or intensity of permitted land use adjacent to the property. Factors for determining appropriate intensities could include road width, number of travel lanes, maximum speed limit, existing development patterns, sight-distances, and special accessibility constraints.

A typical highway could, for instance, be classified into three different types of commercial zones: General Business, Large Business, or Limited Business/Residential.

* The **General Business** zone would normally be designed to provide a wide range of goods, services, and attractions to meet the everyday needs of County residents. This district should be located with convenient access to residential areas. This district is often designated around a pre-existing grouping of convenience stores and retail shops.

* **Large Business** districts are designated at special locations reserved for major new employers. These districts should be established where adequate utilities are available and preferably at or near the intersection of two arterial roads. This zone should be structured to allow only buildings over a certain size. This zone should be regulated to permit only particular types of uses (such as offices, hotels, and light industries). If this is not done, this valuable land could be divided and sold off to a variety of lower-value businesses (such as gasoline stations, burger stands, factory outlets, and car dealerships), reducing opportunities to boost local employment and property tax revenues.

* The **Limited Business/Residential** zone should be designed to help provide for a variety of rural, residential, and tourist-related commercial uses in areas which are presently not heavily developed. Typical uses allowed in such a district would be residential, home occupations, medical/professional offices, veterinary clinics, real estate offices, antique shops, tourist homes, farm stands, and "sit-down" restaurants (not fast-food restaurants). By excluding most types of retail operations (which are permitted in the General Business zone), this district can retain its traditional rural character for a longer period of time.

b. Relationship of Building Site

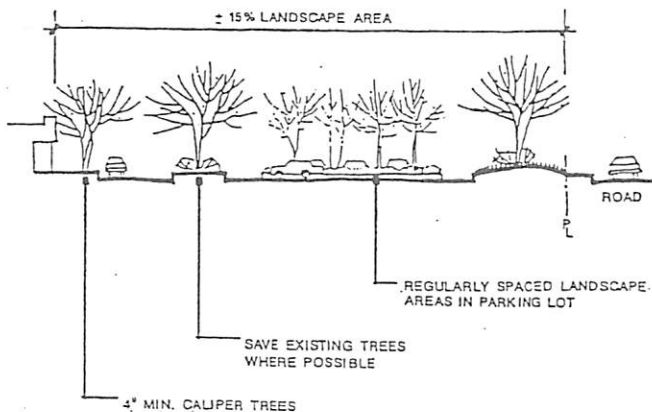
i. Issue:

Buildings have been constructed in the Corridor in a manner which obstructs views from the public rights-of-way.

ii. Recommended Approach

The siting of a building is influenced by many concerns such as site access, topography, the building's function, desired image, and need for parking. Yet, unless the building or development is totally screened from the roadway, it should also be sited and oriented in such a way as to have a positive visual presence on the Corridor.

Design guidelines must provide suggestions for creating a strong building identity through siting, orientation, and ground-floor-level pedestrian features.



iii. Design Guidelines

- The site should be planned to accomplish a desirable transition with the Corridor and to provide for adequate planting, safe pedestrian movement, and parking areas.

Avoid large expanses of asphalt by providing adequate landscaping in parking areas.

Source: Design Guidelines, City of Plano

- Site planning, in which setbacks and yards are in excess of zoning restrictions, is encouraged to provide an interesting relationship between buildings.
- Parking areas should be treated with decorative elements, building wall extensions, plantings, berms, or other innovative means to screen parking areas from view from public ways.
- Without restricting the permissible limits of the applicable zoning district, the height and scale of each building should be compatible with its site and existing (or anticipated) adjoining buildings.
- Newly installed utility services, and service revisions necessitated by exterior alterations, should be underground.

c. *Relationship of Buildings and Site to Adjoining Area*

i. Issue:

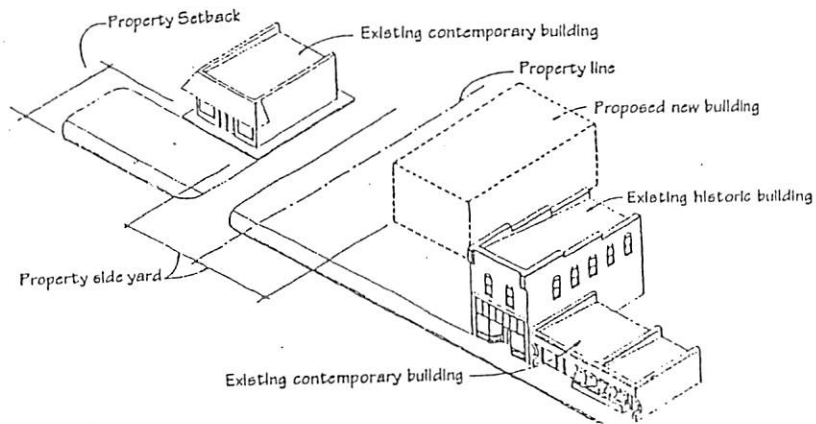
No attempt has been made to halt the visible degradation of the landscape in the Corridor. The architectural style of adjacent buildings are incompatible, landscaping is practically non-existent, and there is no harmony in the U.S. Route 19 Corridor.

ii. Recommended Approach:

Buildings should be properly arranged on a site so that they are in harmony with adjoining areas and provide for an efficient and viable long-term use. Landscaping should also be used, visually, to unify a diverse building environment.

iii. Design Guidelines:

- Adjacent buildings of different architectural styles should be made compatible by such means as screens, sight breaks, and materials.
- Attractive landscape transition to adjoining properties should be provided.
- Harmony in texture, lines, and masses is required. Monotony should be avoided.



Ensure setbacks and sideyards meet minimum requirements and the building's location responds to the placement of adjacent buildings.

Source: Northside Appleton Commercial Corridor Design Guidelines

d. *Landscape and Site Treatment*

i. Issue:

The absence of landscaping and site treatment in the Corridor has contributed to weakly defined edges, lack of overall character and quality, poorly defined entry points, and of large expanses of uninterrupted parking and development.

ii. Recommended Approach:

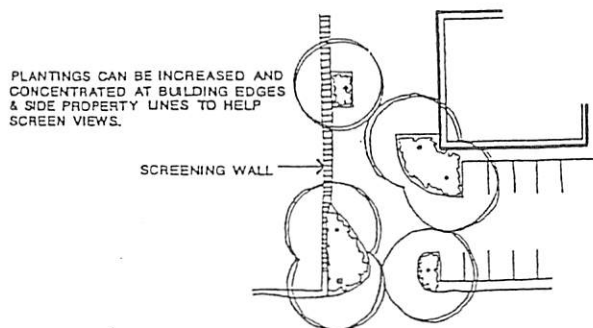
Landscaping and site treatment should be used to unify development image and character, define edges (parkways), identify entrances, soften parking lots, provide shade, reduce urban heat build-up, filter pollutants, maintain human scale, and introduce visual interest with seasonal changes.

iii. Design Guidelines:

- Where natural or existing topographic patterns contribute to beauty and utility of a development, they should be preserved and developed. Modification to topography will be permitted where it contributes to good appearance.
- Grades of walks, parking spaces, terraces, and other paved areas should provide an inviting and stable appearance for walking and, if seating is provided, for sitting.

Implementation

- Landscape treatment should be provided to enhance architectural features, strengthen vistas and important axes, and provide shade. Spectacular effects should be reserved for special locations only.
- Unity of design should be achieved by repetition of certain plant varieties and other materials as well as by correlation with adjacent developments.
- Plant material should be selected for interest in its structure, texture, and color, and for its ultimate growth. Plants that are indigenous to the area and others that will be hardy, harmonious to the design, and of good appearance should be used.
- In locations where plants will be susceptible to injury by pedestrian or motor traffic, they should be protected by appropriate curbs, tree guards, or other devices.
- Parking areas and traffic ways should be enhanced with landscaped spaces containing trees or tree groupings.
- Where building sites limit planting, the placement of trees in parkways or paved areas is encouraged.



Screening can be accomplished through the use of walls, fences, trees, or a combination of these.

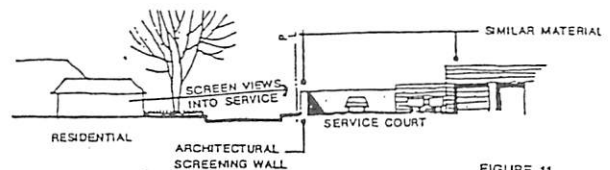
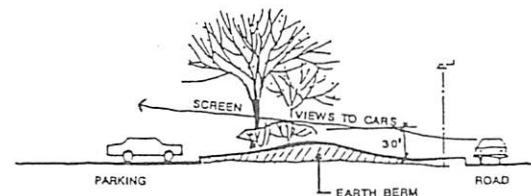


FIGURE 11



Screens must be compatible with facades of adjacent buildings.

Source: Design Guidelines, City of Plano

- Screening of service yards, and other places that tend to be unsightly, should be accomplished by use of walls, fencing, planting, or combinations of these measures. Screening should be equally effective in winter and summer.
- In areas where general planting will not prosper, other materials such as fences; walls; and pavings of wood, brick, stone, gravel, and cobbles should be used. Carefully selected plants should be combined with such materials where possible.
- Exterior lighting, when used, should enhance the building design and the adjoining landscape. Lighting standards and building fixtures should be of a design and size

compatible with the building and adjacent areas. Lighting should be restrained in design and excessive brightness avoided.

e. *Harmony and Facade Design:*

i. Issue:

In most cases, the scale of new commercial structures along the Route 19 Corridor is inharmonious with pre-existing traditional buildings and their rural surroundings in the towns along the Corridor. For example, a 10,000 square foot, rectangular, one-story building is altogether incongruous in a farming district where homes and traditional structures are much smaller and where the overall architectural massing includes vernacular additions.



New construction should respect the scale of adjacent buildings in height and width.

Source: Northside Appleton Commercial Corridor Design Guidelines.

ii. Recommended Approach:

Within zoning districts, lot sizes which are kept consistent with the surrounding pre-existing lot dimensions help to provide for harmony in scale and help to retain the general development of the community. This solution may not apply when commercial or industrial uses are moving into areas of open farmland or where new lot sizes will likely differ from traditional parcel sizes. Also, within the zoning ordinance, restrictions placed upon the bulk, height, and total floor space allowed within any given commercial or industrial structure can do much to protect current building scale. Future floor space could be provided through later additions to the main structure. These would not necessarily be physically separate; but requiring breaks in roof lines and in exterior walls. This design measure would help these additions to express the basic design principles governing the respective towns' older, surrounding architecture.

Proposed commercial development should be harmonious with traditional facades in the Corridor if the County's character is to be respected and reinforced. This is not to say that all buildings should be of the same architectural style. However, some

Implementation

minimum design guidelines must be applied to new commercial development if it is to fit comfortably and graciously within the existing surroundings.



When rehabilitating buildings, the characteristics of the existing structure should be respected and the removal of original features should be avoided.

Source: Northside Appleton Commercial Corridor Design Guidelines

Local zoning may include a Historic District Ordinance in Mount Hope and Oak Hill, similar to Fayetteville, or Neighborhood Conservation Districts. These districts would give the County or municipalities the ability to regulate improvements and changes in building facades, appearance of signs, landscaping, and site planning. These types of zoning are most appropriate where historic buildings are geographically concentrated, as is often the case in downtown districts, or in urban, town, or village fringe areas where the traditional housing stock is being demolished or converted to commercial uses.

In other areas along the U.S. Route 19 Corridor, where preservation and/or conservation district zoning may not be appropriate or where there is property owner resistance to these types of regulations, other means may be employed to help protect the Corridor's character. One example is a site plan review process, which shall include certain minimum requirements for the exterior appearance of any new or altered buildings. This approach is typically applied to non-residential and multi-family uses. The Site Plan may require scale drawings of proposed building facades, showing locations and types of all windows, doors, and exterior materials. The process normally evaluates whether the proposal meets minimum requirements for fitting in with the other uses in the Corridor. These provisions may include a requirement for facing a masonry block building in brick of an appropriate color; a requirement for pitched roofs; and a requirement that window size and spacing conform to the general window proportions and rhythms characteristic of traditional buildings in the area.

iii. Design Guidelines:

- Architectural style is not restricted. Evaluation of the appearance of a project should be based on the quality of its design and relationship to surroundings.

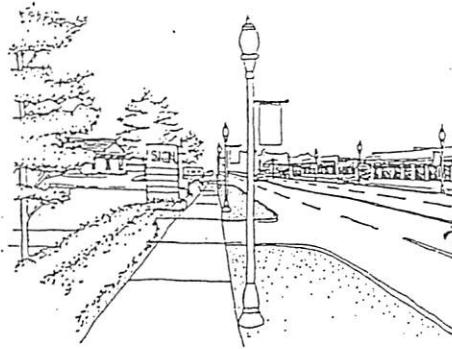
- Buildings should have good scale and be harmonious with permanent neighboring development.
 - * Materials should have good architectural character and should be selected for harmony of the building with adjoining buildings.
 - * Materials should be selected for suitability to the type of buildings and the design in which they are used. Buildings should have the same materials or those that are architecturally harmonious. The same materials should be used for all building walls and other exterior building components wholly or partly visible from public ways.
 - * Materials should be of durable quality.
 - * In any design in which the structural frame is exposed to view, the structural materials should be compatible within themselves and harmonious with their surroundings.
- Building components, such as windows, doors, eaves, and parapets, should have good proportions and relationships to one another.



The new building (in the center) does not respect the existing ratio of openings to solid walls among its neighbors

Source: Design Guidelines for Commercial & Industrial Corridors, The City of Mentor, Ohio

- Colors should be harmonious and should use only compatible accents.
- Mechanical equipment or other utility hardware on roof, ground, or buildings should be screened from public view with materials harmonious with the building or they should be so located as not to be visible from any public ways.
- Exterior lighting should be part of the architectural concept. Fixtures, standards, and all exposed accessories should be harmonious with building design.



The appearance of the street can be enhanced by locating utilities underground and installing pedestrian-oriented lighting.

Source: Design Guidelines for Commercial & Industrial Corridors, The City of Mentor, Ohio

- Refuse and waste removal areas, service yards, storage yards, and exterior work areas should be screened from view from public ways, using materials as stated in criteria for equipment screening.
- Monotony of design in single or multiple building projects should be avoided. Variation of detail, form, and siting should be used to provide visual interest. In multiple building projects, variable siting or individual buildings may be used to prevent a monotonous appearance.

f. Signs

i. Issue:

Signs are essential in drawing customers to businesses in the U.S. Route 19 Corridor. Signs perform the dual function of attracting attention to a particular business, while also directing motorists in the proper direction to find the business. However, signs can be detrimental to any commercial area when they overwhelm either the motorist or the surrounding landscape. Excessive size and number of competing signs is one of the largest causes for visual pollution in the U.S. Route 19 Corridor.

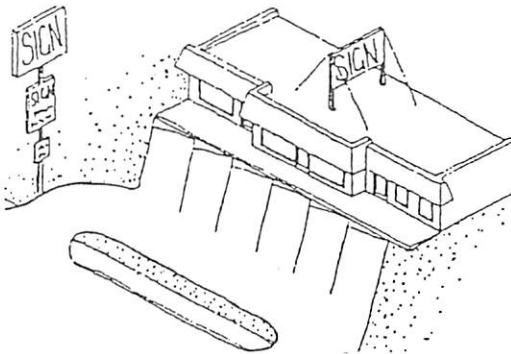
ii. Recommended Approach:

A comprehensive sign ordinance for the U.S. Route 19 Corridor can effectively regulate the proliferation of signs, through a combination of well-reasoned standards governing new signs and an equitable amortization provision to bring existing non-conformities into line with the Corridor's official sign policy. An equitable amortization period would strike a reasonable balance between the owner's property interest in the non-conforming use and the interest of the municipality in the integrity of its zoning ordinance.

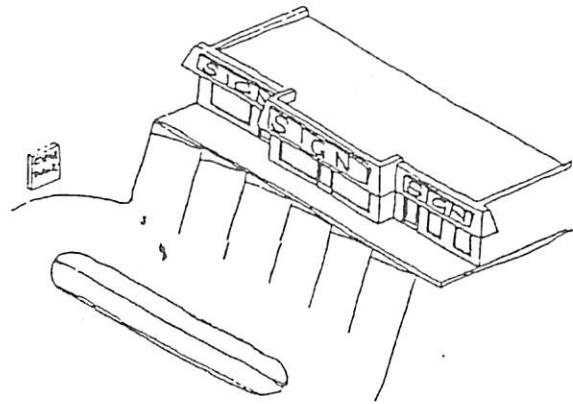
iii. Design Guidelines:

- Every sign should have good scale and proportion in its design and in its visual relationship to buildings and surroundings.
- Every sign should be designed as an integral architectural element of the building and site to which it principally relates.
- The colors, materials, and lighting of every sign should be restrained and harmonious with the building and site to which it principally relates.

- The number of graphic elements on a sign should be held to the minimum needed to convey the sign's major message and should be composed in proportion to the area of the sign face.



Pole mounted signs and large rooftop signs, although visible from a distance, can give a commercial corridor a cluttered appearance and should be avoided.



Monument signs located down & close to the street, provide good visibility to motorists and reduce clutter. Appropriate window signs and signs mounted on the front of buildings are also effective.

Source: Design Guidelines for Commercial and Industrial Corridors, The City of Mentor, Ohio

- Each sign should be compatible with signs on adjoining premises and should not compete for attention.
- Identification signs of a prototype design and corporation logos should conform to the criteria for all other signs.

g. *Access and Circulation*

i. *Issue*

As commercial areas in the Corridor become more densely developed and as traffic volumes rise, congestion and traffic accidents increase. Many of these accidents are in large part due to poorly controlled vehicular circulation and poorly designed road access points.

ii. *Recommended Approach:*

Solutions to traffic problems should be specific to particular situations in each zoning district. However, some guiding principles can be incorporated into the Comprehensive Plan for commercial district development. Some of these solutions also require the involvement of the West Virginia Department of Transportation (such as signal installation, synchronized timing of lights, and additional new traffic lanes). Other types of traffic management and access design solutions can be implemented by Fayette County or the municipalities.

In preparing commercial district zoning, the two most important issues are: (1) how much additional traffic can the roadway accommodate safely and efficiently; and (2) by how much would this spare capacity be reduced if all vacant roadside parcels were permitted to be developed with land uses generating a large number of turning movements by vehicles entering and leaving the various new commercial premises. Once these questions have been answered, appropriate types and intensities of adjacent land-use can be determined for the district.

Within any particular development, it is also important that separate access points be provided. This will reduce the number of circulation snarls caused by traffic trying to enter and exit any particular development at the same location simultaneously.

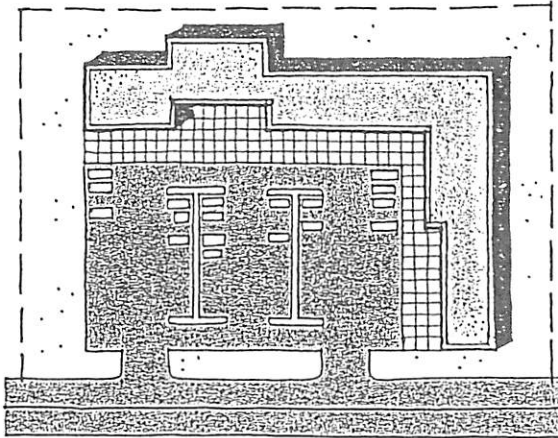
Wherever possible, access should be provided from existing side-streets where they abut the premises on a second road frontage. Where this solution is not available, the County can require that existing undeveloped parcels along the roadway be limited to a single access point (or curb-cut). Such a regulation would prevent a succession of entrances and exits being created by a land owner or developer who divides the parcel into a number of separate frontage lots. If such a lot pattern is created, all lots from the same original parcel should be accessed from a central point (much in the same way that traffic enters and exits from shopping plazas).

iii. Design Guidelines:

- More than one vehicular access point is discouraged. An exception may be made in the case of larger multi-tenant retail centers.
- Service for buildings should be provided in the rear.
- Service trucks are permitted to access from the main street corridor provided such trucks have direct access to the rear of the building.
- An entranceway, whether to a parking area or interior roadway, should be accentuated by street trees as long as site lines for traffic are maintained. All entryways should be bordered by landscaping. After cars enter parking areas, landscaping should be reduced so that motorist can determine where different functional areas—visitor parking, pick-up or drop-off points, and building entrances—are located. The relationship between parking areas and the building's entrance should be direct and clear.

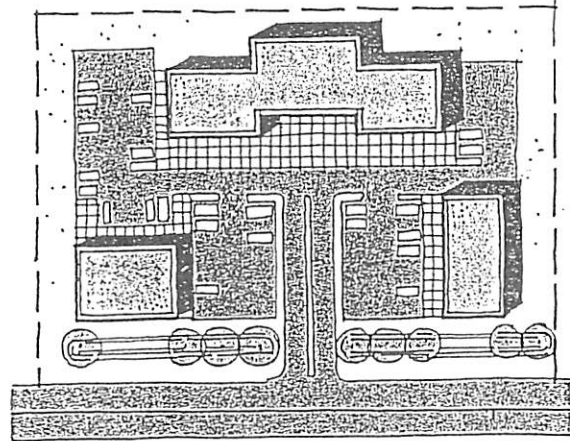
AVOID the use of

- Single, large parking lot
- One large building mass
- Lack of landscaping



USE instead

- Decentralized parking
- Several building masses
- Perimeter and interior landscaping



Source: H-2 Corridor Design Guidelines, The Town of Leesburg, Virginia

- Vehicular entrances/exits to a site should be consolidated at a single location a sufficient distance away from the intersections.
- If two or more lanes are provided in one direction of a two-way entrance, a planted median strip of at least six feet in width, between incoming and outgoing traffic, should be provided.
- Aisles intersecting with entrance drives should be spaced a minimum of twenty feet from the property line to allow for smooth turning movements.

h. Air Quality:

i. Issue:

Some commercial uses in the Corridor may generate dust, dirt, fly ash, smoke, fumes, vapors, gases, odors, scents, and aromas which could damage the property of neighbors, reduce their property values, and/or cause them personal discomfort. None of these conditions is conducive to a healthy and pleasant commercial area.

ii. Recommended Approach:

Effective solutions can be implemented by zoning ordinance amendments which exclude types of premises likely to produce these unneighborly impacts. However, many of the businesses that one may not want to prohibit (such as restaurants, gasoline stations, and veterinary clinics), which could very conceivably produce unwanted

sounds or scents, can also be controlled through use of the Special Permit procedure, in which specific conditions of approval are attached to the permit.

iii. Design Guidelines:

Any activity, operation, or device which causes or tends to cause the release of air contamination into the atmosphere shall comply with the rules and regulations of the state.

i. *Glare*

i. Issue:

Overspill from tall, unshielded, or unfocused floodlights; parking lot luminaires; and security lighting can cause glare and unwelcome illumination on neighboring properties. This is particularly bothersome with regard to windows in bedrooms or motel units, but can also cause traffic safety problems if intense, direct rays from such fixtures are cast into the line of vision of drivers traveling along the public roads.

ii. Recommended Approach:

Fayette County should require that outdoor lighting fixtures be shielded and directed to prevent illumination from falling onto adjacent lots and streets. Levels of illumination should also be required to be within a reasonable range of intensity to avoid creating an urban appearance. Generally, a greater number of shorter poles with less intensely-lit lanterns are preferable to a smaller number of very tall fixtures with extremely bright luminaires.

iii. Design Guidelines:

- Required Performance Level:

All uses, operations, and activities shall be conducted so as to comply with the performance standards governing glare prescribed in this section.

- Method of Measurement:

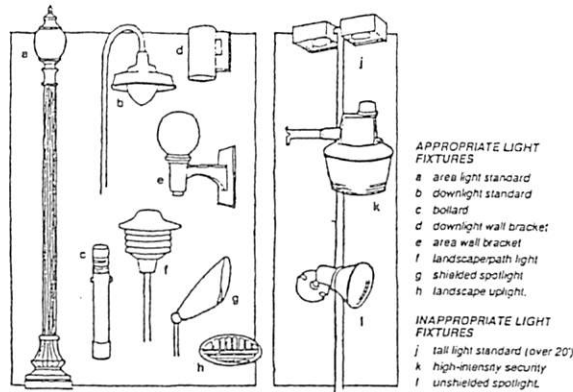
Illumination levels shall be measured with a photoelectric photometer having a spectral response similar to that of the human eye, following the standard spectral luminous efficiency curve adopted by the International Commission on Illumination.

- General Requirements:

Uses subject to Group I and Group II standards shall not produce glare so as to cause illumination in residential districts in excess of 0.5 foot candles. Flickering or bright sources of illumination shall be controlled so as not to be a nuisance in residential districts.

- Group I and Group II Standards:

Uses subject to Group I and Group II standards shall limit the use of light sources and illuminated surfaces which are located in or are within 500 feet of and visible within any residential district so as to comply with the light intensities indicated in Table 7.1.



Lighting should be controlled in both quality and intensity. Light fixtures should be placed to provide maximum effective illumination and avoid conflict with trees & shrubs.

Source: H-2 Corridor Design Guidelines, Town of Leesburg, Virginia

TABLE 7.1
MAXIMUM INTENSITY OF LIGHT SOURCES

Source	Group I	Group II
Bare incandescent bulbs	15 watts	40 watts
Illuminated buildings	15 foot candles	30 foot candles
Back lighted or luminous background signs	150 foot lamberts	250 foot lamberts
Outdoor illuminated signs and poster panels	25 foot candles	50 foot candles

Definitions:

Foot candles: A unit of luminous intensity.

Lambert: A unit of luminance, equal to the emission or reflection of one lumen per square foot.

TABLE 7.2
REQUIRED PERFORMANCE STANDARDS
(GROUP I OR GROUP II)

TOPIC	ZONING DISTRICT				
	All Residential Districts	B-1 through B-2	B-3	I-1	I-2
Glare	I	I	II	I	II

With the implementation of comprehensive design controls, new commercial uses in all three of the above districts can be harmoniously integrated with the surrounding natural and agricultural landscape and with vernacular building styles.

4. Design Guidelines For Activity Centers

The following recommendations can guide and support the process of downtown preservation and revitalization in the three municipalities:

a. Historic Districts and Design Review

A historic preservation and design review program for the downtowns should be implemented. This program should apply to any existing or proposed historic districts. A Corridor Protection District should be introduced to recognize the collective value of historic areas and corridors and to create additional measures of protection from outside intrusion. A Design Review District and a Design Review Board should also be established. The intent of these districts and boards would be to preserve, protect, enhance, and maintain the existing architectural values, historic character, and cohesive image of the downtowns. The review and approval process is intended to create an atmosphere for compatible growth and to assure that new structures, rehabilitated existing structures, and related landscape improvements are in harmony with the character of the area.

In order to make such a program a reality, several steps should be carried out. First, an ordinance should be adopted, based upon the existing historic district designation and the proposed Corridor Protection District. This ordinance should incorporate the necessary administrative requirements in accordance with the West Virginia Code. It should also address such concerns as the definition of boundaries, the make-up of the Design Review Board and its powers and duties, application requirements, jurisdiction, and the appeal process.

Second, an inventory and assessment of the architectural, historic, and visual characteristics of the areas within the districts should be carried out to guide the Board in making fair decisions and to assist in the development of sensitive guidelines. These guidelines should be constructed in a generic framework in order that they may be applied uniformly to subsequent redevelopment efforts. However, within the downtown, detailed site-by-site assessment of existing conditions should be a mandatory requirement of all development applications. With these assessments, specific design recommendations can be addressed and applied to suit the site-specific needs.

Third, design review guidelines should be developed and adopted for use by the Board as a tool to make fair decisions and to encourage appropriate development. These guidelines should differentiate areas of different character including urban, suburban, and open space densities.

The scope and boundaries subject to design review should include all areas designated within the historic district of the towns and extend to include any existing or proposed zoned areas that are subject to commercial development. The final boundaries should be coordinated with the land use plan and zoning districts.

b. *Downtown Design Review Guidelines*

The Design Review Board should base its conclusions upon a set of design standards which are applied uniformly and fairly. The standards must be specific enough to clearly state that decisions are made on an objective basis (not just personal opinion or taste) and yet be general enough so that the Board has enough latitude in responding to a variety of cases. The purpose of the following Design Review Guidelines for downtowns is to establish such a balance. The Board should review, revise, and adopt a set of formal design review standards based upon the following factors:

i. **General Guidelines**

The following recommendations address broader observations of general policy leading to the proposed guidelines. There are important concerns that should be considered with regard to the image and character of the downtowns as they continue to evolve and change over time. These recommendations can guide decision-making in the future. The recommendations are based upon the premise that maintaining a sense of history through the retention of historically significant buildings makes the community more viable from an economic standpoint.

- Historic Buildings and New Construction

There should be a balance of existing structures and good quality new construction in the downtowns in order to retain a sense of historic continuity and increased vitality.

Recommended:

The construction of new buildings and the demolition of older ones can erode the character of the Main Street corridor. Every effort should be made to identify and retain older buildings including modest residences along Main Street. The retention of older buildings should be encouraged through adaptive use. Property acquisition, tax credits, and/or special funding are methods which could encourage compliance.

Not Recommended:

Demolition and new construction where important buildings are removed or where the visual continuity of the area is disrupted.

- Continuity of Streetfront Activity

Uninterrupted continuity of pedestrian-related uses and activities should be encouraged in the downtowns, particularly in areas of present activity.

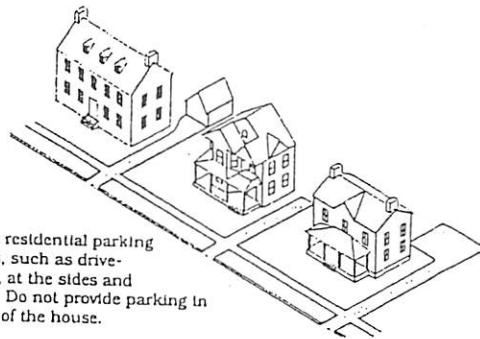
Implementation

Recommended:

Pedestrian-related uses should be strengthened through the adaptive use of existing buildings and the incorporation of new uses. Storefronts, entrances, and windows which relate to the street, rather than those with an inward focus, should be emphasized in new buildings.

Not Recommended:

Street-oriented parking lots or decks, blank building faces, and non-pedestrian related uses (such as warehouses) along major pedestrian-oriented streets.



Source: Smithfield, Virginia Historic District Design Guidelines

- Lighting

Recommended:

Adequate light levels, together with a coordinated street and pedestrian lighting system with fixtures that are visually in keeping with the downtown character, should be encouraged. Lighting in public areas, as well as private open spaces and parking areas, should be compatible in design and coordinated with placement. For example, incandescent or metal halide lighting should be used where appropriate. This type of lighting provides warmer illumination which is more in keeping with the historical setting.

Not Recommended:

Over-illumination or inadequate lighting and poorly coordinated selection of fixtures which are not in character with the downtowns. For example, the use of low pressure sodium, which emits a harsh orange colored light that is inconsistent with the surroundings, should be discouraged.

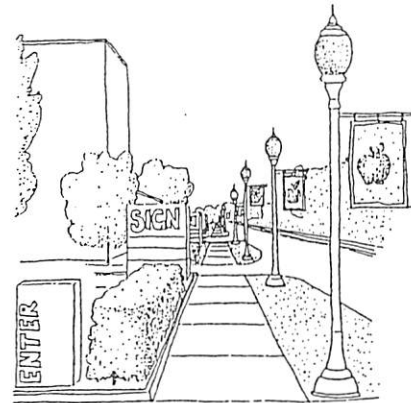
- Signs

Recommended:

The visual impact of all signs, both public and private, should be minimized yet fulfill their function. There should be an effort to coordinate the location and appearance of signs via the use of design standards. The keys to good sign design are shape, consistency of color, form, and placement of message. Grouped signs that are close to, or mounted on, buildings are preferred to scattered or free standing signs. Provision of design assistance to businesses as well as the development of a manual on good design practices, are excellent ways to gain private sector cooperation.



In a typical commercial strip, the abundance of competing pole signs, lack of plantings, utility poles, and overhead wires can combine to create an unattractive streetscape.



By eliminating competing pole signs, installing more attractive street lighting and uniform signs, relocating utilities underground, and coordinating landscaping, a more attractive streetscape can be created.

Source: Northside Appleton Commercial Corridor Design Guidelines

Not Recommended:

Signs that collectively contribute to visual clutter and are poorly coordinated.

- Open Space and Parking

Recommended:

All private and public open space should carefully relate to the street in terms of design, visibility, and access. Parking decks or surface parking lots should be adequately screened. These areas should be designed to blend in with the character of the downtowns, be of high quality, and be well-maintained.

Not Recommended:

Open spaces which are in contrast with the character of the downtowns are strongly discouraged. These contrasts may include excessive size, improper screening, poor materials, and weak or inadequate pedestrian amenity.

- ii. Guidelines for New Construction

New construction or new buildings that are to be constructed in the holes of the existing fabric of the downtowns, should relate to and respect the continuity and character of existing blockfronts and groupings of buildings. Existing blockfronts and grouped buildings are a strong determinant of the character of downtown. The goal is to maintain quality, character, and visual continuity. The following guidelines address

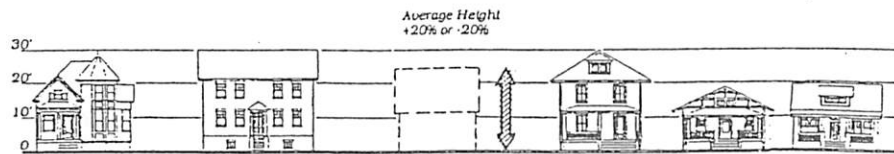
Implementation

these concerns. All structures used as precedents must undergo strict design review to ensure compatibility with the character of the downtown.

- Height

Recommended:

New buildings should be constructed to a height compatible with existing surrounding buildings. New buildings should have the same number of stories and be within 10 percent of the average height of existing buildings as seen from the street.



The height of new construction should relate to the prevailing height of the entire block estimated in feet not numbers of stories. New construction should be eighty to 100 percent of the existing average of the block.

Source: Herndon Heritage Preservation Handbook

Not Recommended:

New buildings that vary significantly in actual height and number of stories so as to contrast with the characteristics of surrounding buildings.

- Width and Proportion

Recommended:

The width and proportion of new buildings (the relationship of a building's width to its height) should be similar to, and compatible with, existing buildings along the same street. When larger buildings are proposed, they should be designed so that the major elements of the facade reflect the width and proportion of the surrounding buildings.

Not Recommended:

New buildings that vary significantly in width and in relation of height to width from that of surrounding buildings. It is recognized that the nature and space needs of some uses may not necessarily allow the adherence to this guideline.

- Relationship to Street

Recommended:

New buildings should have setback relationships to the street consistent with their neighbors. Variations in the setbacks of new buildings should not exceed 10 percent of the average of that of the surrounding buildings.

- Planting

Recommended:

Private landscaping plays a major role in determining the overall character of the corridors and provides continuity. Efforts should be made to relate what is done on one site with that of its neighboring sites. In many instances, large trees on private property along the streets and sidewalks contribute to an avenue effect in a downtown area. The continuation of this precedent should be encouraged. Periodic maintenance should be carried out to ensure the proper health and appearance of landscaping.

Not Recommended:

The use of planting that varies significantly from surrounding conditions, does not reinforce continuity, or detracts from the character of the building. For example, the intensive use of mixed shrubbery and small ornamental trees in an area where large lawn or ground cover areas with large shade trees prevail is inappropriate. The removal of existing shade trees or not providing them where they might contribute to the continuity of street trees along the street should be avoided.

- Lighting

Recommended:

The character of lighting fixtures should be indirect, understated, and compatible with the character of the surrounding area and the building. Light levels should provide for adequate safety, yet not detract from or overly emphasize the site or building. Incandescent lighting or metal halide is recommended where appropriate.

Not Recommended:

Light fixtures and levels of light should not detract from or over-emphasize the site, the building, and their surroundings. For example, numerous ornate fixtures with a bright, highly visible light source or bright floodlights illuminating a building or site should be discouraged, particularly where surrounding lighting is subdued or understated. Low pressure sodium is strongly recommended.

- Utilities

Recommended:

All necessary utilities and other site appurtenances such as overhead wires, utility poles, antennas, and exterior heat exchangers should be placed where they are least likely to attract attention or should be screened with landscaping. Placing utility services underground is encouraged where it can be accomplished.

Not Recommended:

Utilities and other site appurtenances which are located where they detract from the site as seen from the street and other visible areas. For example, highly visible overhead utilities connecting to the front facade should be relocated to less visible areas or placed underground.

v. Guidelines For Rehabilitation

Reference is made here to The Secretary of the Interior's *Standards for Rehabilitation* prepared by the U.S. Department of the Interior as the best review standards for reference and adoption.

5. Other Design Review Possibilities

a. *Design Review Process*

A design review process generally works best when it is perceived as positive and helpful rather than punitive and reactive. Also, the educational and awareness-raising role of design review cannot be over emphasized. In this light, the following suggestions which have worked well in other communities are strongly recommended for consideration by Fayette County and the towns of Mount Hope, Oak Hill, and Fayetteville:

- i. Institute pre-application conferences where the reviewing board and applicant can informally discuss the merits of a project prior to formal submittal.
- ii. Create a fully-illustrated design review manual setting good and bad examples and explaining the intent of the standards.
- iii. Prepare a slide show, video tape, or poster illustrating good and bad examples.
- iv. Develop and offer a Design Assistance Program to assist building owners in design decisions. The towns and County should institute a program that would make landscape architects, architects, and designers knowledgeable about downtown design issues available at little or no cost to eligible owners. This program would apply to facades, storefronts, signs, and landscaping.
- v. Training programs for Review Board members could be conducted by consultants to make Board members more comfortable with design decisions based upon fair and equitable input.
- vi. The use of student interns from local colleges and Universities to help develop and carry out any of the above efforts should be encouraged.

b. *Sign Ordinance*

A well-enforced sign ordinance should be developed for the three downtowns, which includes the elimination of existing non-conforming signs and prevention of new signs that are not in keeping the character of the community.

c. *Sign Evaluation*

Directional, informational, and regulatory signs are necessary for the proper functioning of downtowns. However, if improperly placed, poorly organized, in poor condition, or too many in number, they can contribute to visual clutter.

An evaluation of the existing signs by officials of the towns, county, and state should be conducted to identify opportunities for improvement. Redundant signs can be removed, necessary signs may be clustered, smaller signs may be installed, an improved mounting system may be employed, and the design of individual signs may be improved. If a logo is created for the community, it can often be incorporated in public signs.

d. *Factors for Evaluation*

The following factors and characteristics, which affect the appearance of a development, will govern the Planning and Zoning Commission's evaluation of a design submission:

- i. Conformance to ordinances and the Appearance Code.
- ii. Logic of design.
- iii. Exterior space utilization.
- iv. Architectural character.
- v. Attractiveness.
- vi. Material selection.
- vii. Harmony and compatibility.
- viii. Circulation (vehicular and pedestrian).
- ix. Maintenance aspects.

J. ANNEXATION

1. The Case for Annexation

As the rural areas of Fayette County continue to be preserved, growth pressures will be felt in three population centers of Fayette County: Mount Hope, Oak Hill and Fayetteville. If the towns limit the availability of building lots or do not adequately plan to absorb a share of regional growth, the local governments will, in essence, be reducing the supply of housing. Restricting the supply of housing during times of increasing demand will consequently drive up the cost of housing. Furthermore, if the towns choose to close their borders, and take a no-growth posture, or place excessive restrictions on development, additional pressure will be placed on land in the County which will consequently increase land prices both within the towns and the County.



While the towns plan for an adequate supply of housing to meet existing and future demand, they must also plan and provide for commercial and economic development to broaden the tax base. If the towns do not plan for these non-residential land uses, the towns will pay dearly for the service providers.

The towns should continue their efforts in seeking employment-intensive industry to locate within their corporate limits. This means annexing those properties around the existing corporate limits which would be attractive to such a user. Residential properties which can be adequately serviced by public facilities and utilities must also be annexed.

2. Extending the Corporate Limits of the Towns of Fayetteville, Mount Hope, and Oak Hill

A site without proper zoning or entitlement may have prohibitive carrying costs for the owner/developer. Entitlement means having the full benefit of zoning and being able to obtain permits and develop based on zoning (i.e., no covenants, moratoriums). Since a large development is built over time, the developer needs flexibility to adapt the plan to changing market conditions. The towns should therefore plan for a variety of land uses, throughout the areas planned for annexation, to permit some flexibility in accommodating the market forces.

Today's market seeks more sophisticated, full service environments, rather than single use, automobile-dependent locations. The towns cannot use planning strategies that are no longer relevant to today's culture. Household make-up has changed, the workplace and workforce have been transformed, real wealth has shrunk, and environmental concerns have surfaced. More households are smaller today than twenty years ago. Single parent households, households where both parents work, and households containing elderly individuals opting for independent living, all affect land use patterns. These individuals need to live in close proximity to retail centers, schools, day care, and places of employment or transit centers where mass transit can transport these individuals to the aforementioned destinations. It is no longer practical for these groups of people to reside in large scale automobile-dependent single use developments that are isolated from schools, professional offices, shopping centers, churches, parks, and places of employment. Enough flexibility should be built into areas that are targeted for development in order to allow for adjustments to changing markets.

In addition to being flexible, value should be created and places should be defined which people and investment will be attracted. The large sizes of the parcels located adjacent to the corporate limits of the three towns and the proximity of parcels to existing facilities that can support growth in the early stages of the development process are positive attributes for annexation.

The towns should create value in the areas targeted for annexation in addition to selected parcels in these areas. This may be accomplished by planning for high density residential use in underutilized areas and targeting areas for redevelopment and annexation near commercial centers and places of employment. Not only will this create more value, but this practice will also encourage development, provide more housing near the workplace, reduce future highway needs, and provide a base for a convenient public transportation system.

As the three towns begin cautiously and systematically expanding their borders (via annexation) parcels and phases need to be, and must appear to be, complete in themselves. Their marketability should not depend on other parcels, and the project must avoid the appearance of being continuously under construction for twenty years or so. Enough flexibility must be built into the permitted development pockets to allow adjustments to changing markets and to allow future tenants, architects, and participating developers to leave their own imprint.

Any large scale annexation undertaking should be financially feasible. This means that upfront infrastructure costs should not overwhelm early cash flows. Project density should reflect land values. Uses should be mixed in each phase so the danger of overwhelming the market for any single land use is averted.

The towns of Fayetteville, Mount Hope, and Oak Hill profit from their accessibility to the regional road network. It is for these aforementioned reasons, and the reasons that follow, that the three towns should entertain annexation requests:

- The accessibility of mass transit (air and space) in the nearby communities;
- Land values and abundance of environmentally sensitive areas that require moderately high density development to be economically viable; and
- The market is beginning to seek more sophisticated, full-service environments, rather than single use, auto-dependent locations.

3. Evaluating Annexation Requests

A review process which fully investigates the feasibility of territorial annexation by each of the three towns of certain land areas in Fayette County is recommended. The outline on the following pages addresses, in detail, the potential impacts of annexation on the towns, including impacts on town's finances, land development potentials, municipal services, as well as social and political structures. All applicants seeking annexation should prepare an annexation feasibility study which follows this outline as part of their submission and request for annexation.

The clarity of the impacts evaluation on the persons in the proposed annexation areas and in Fayette County, in general, will establish annexation feasibility. The legal steps and logistical processes required in the study will address, in detail, the information needed to allow the respective Town Councils to make an informed decision as to whether or not annexation should be pursued. In doing so, a detailed action plan to pursue annexation and a critical path of essential events will be performed by the applicant.

In determining the necessity and expediency of annexation, the factors that should be considered include:

- The need for urban services in the proposed area;
- The level of services provided in the towns and the County;
- The ability of the towns and County to provide the same such services in the annexation area; and
- Efforts to comply with State service policies.

Implementation

The need for town-oriented, rather than rural, services in the area proposed for annexation is generally evident, but this need must be established beyond reasonable doubt. The feasibility process should establish that past and present development trends indicate that the annexation area will continue to become more reliant on Town scale land uses and the need for more urban services will continue to increase.

The following table should be used as a guide by all applicants requesting annexation into the towns of Fayetteville, Mount Hope, and Oak Hill and the following annexation concerns and goals should serve as the foundation for any feasibility study to be prepared by applicants requesting annexation into any of the towns.

Municipal Annexation Concerns	Comprehensive Annexation Goals
Visions and Goals	Describe how the annexation proposal contributes to the visions and goals of the town.
Standards and Criteria	Describe how the annexation proposal conforms to evaluation criteria and standards established by the town and the State of West Virginia.
Service Limits	Describe how the existence or absence of public and private facilities limits or denies the provisions of adequate services in the area to be annexed.
Environmental Quality	Describe how the annexation proposal may improve the environmental quality of the town and its neighborhoods as well as the annexed areas communities.
Quality of Life	Describe how the proposal would offer opportunities for improving the quality of life for town residents in terms of personal enrichment and living conditions.
Service Distribution	Describe how the proposal improves the area-wide distribution of related services.
Special Need	Describe how the proposal meets a community obligation to serve a special need of the town's population.
Health, Safety, and General Welfare	Describe how the proposal eliminates or significantly reduces conditions detrimental to health, safety, and general welfare of the town as well as Fayette County.
Economic Development	Describe how the proposal will encourage capital investment, improve the town's tax base, improve job opportunities, attract consumers to the town, or produce public or private revenues.
Cost-Effective	Describe how the proposal may be cost-effective in terms of capital and operating costs.
Commitment	Describe how the proposal is acceptable in terms of possible future commitments to provide similar improvements in other annexation areas.
Coordination	Describe how the proposal appears coordinated with other public or private projects or facilities.
Public Awareness	Describe the efforts made by the applicant to inform town and adjacent County residents about the annexation request and attempts to involve the community in its planning.

To adequately and sufficiently assure that the aforementioned concerns and goals are properly addressed, an annexation feasibility study should be prepared by all applicants requesting annexation. The study should follow the ten point outline presented below:

- Task 1: Analysis of overall impacts of annexation
- Task 2: Analysis of municipal services provided by the town
- Task 3: Analysis of services to be required in proposed annexation area
- Task 4: Analysis of the town's capability to provide services in proposed annexation area
- Task 5: Analysis of fiscal impacts of annexation
- Task 6: Land use inventory and analysis
- Task 7: Preparation of summary "Need to Annex" statement
- Task 8: Outline of procedural, legal, and logistical steps
- Task 9: Review of alternatives to annexation
- Task 10: Strategies for public presentation and review of annexation study

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Demographic Profile

A. OVERVIEW

A demographic profile is a detailed analysis of the population of a community. This particular profile for Fayette County includes demographic indicators such as total population, population by age group, median age, and population projections for the years 2000, 2005, and 2010. For comparison purposes, some of this data has been collected and analyzed for counties that are in proximity to Fayette County; namely, Nicholas, Raleigh, and Summers Counties. In some instances, statistics for the State of West Virginia have also been included to provide insight on how Fayette County compares with the State.

B. TOTAL POPULATION

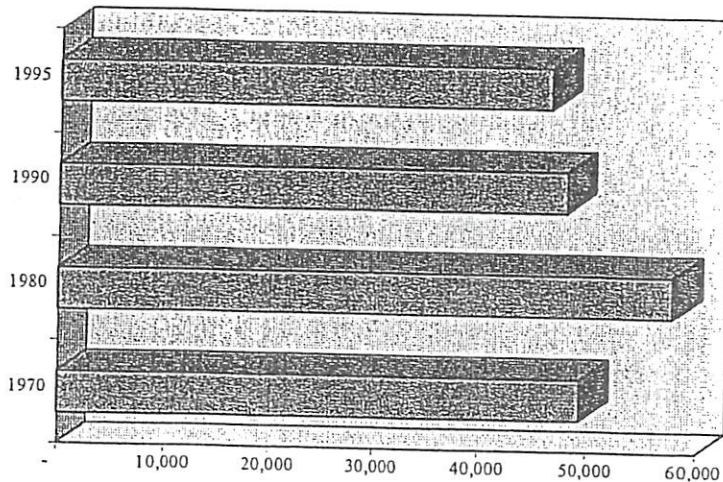
Total Population

Population	1970	1980	1990	1995
Fayette County	49,332	57,863	47,952	46,416
Nicholas County	22,552	28,126	26,775	26,840
Raleigh County	70,080	86,821	76,819	76,206
Summers County	13,213	15,875	14,204	14,365

The population of Fayette County increased by 8,531 persons (17%) between 1970 and 1980.

Between 1980 and 1990 the population decreased by approximately the same percentage. Between 1990 and 1995 the population stabilized and decreased by approximately 3 percent. A similar trend was evident in the three neighboring counties which gained population between 1970 and 1980, lost population between 1980 and 1990, and stabilized between 1990 and 1995. Of those which lost population in the eighties, Nicholas County indicated the smallest loss (4.8%) while Fayette County indicated the greatest loss (17.1%).

Fayette County - Total Population



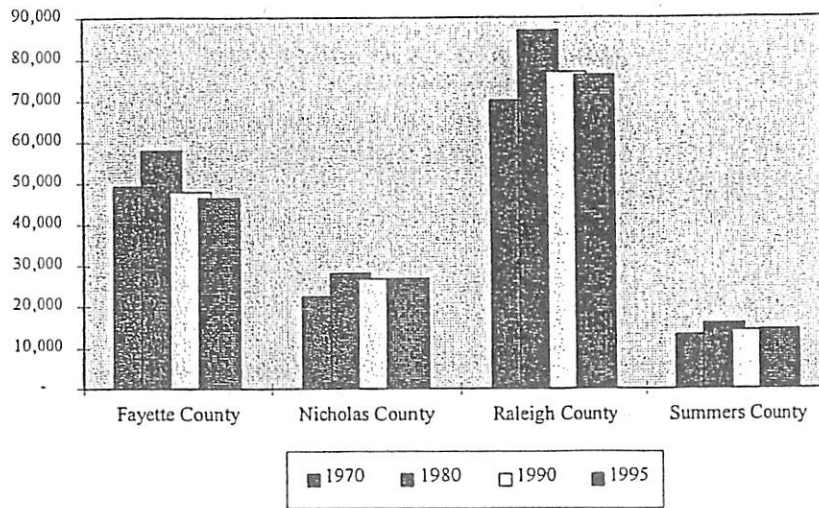
The State of West Virginia was hit hard in the eighties by employment declines in well paying industries such as mining and manufacturing. These changes reduced spending power within the State. These changes also affected other industries and resulted in an increase in out-migration by individuals in search of employment and education opportunities.

Percent Change in Population

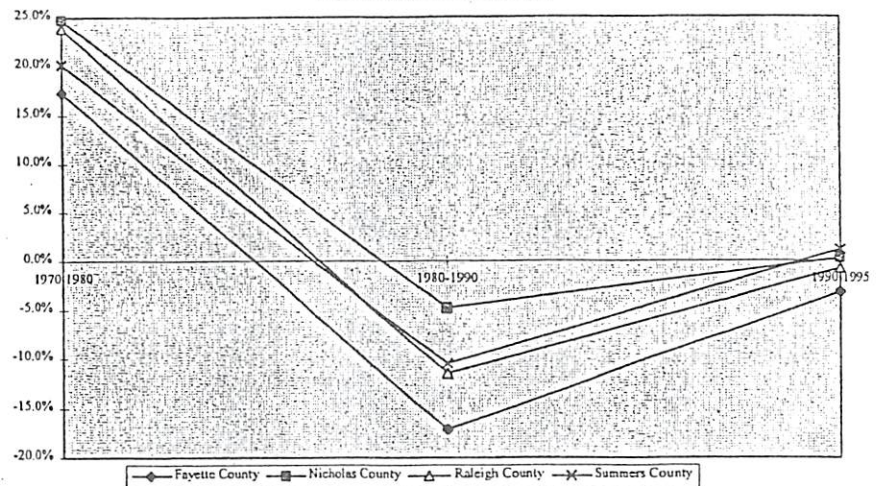
% Change	1970-1980	1980-1990	1990-1995
Fayette County	17.3%	-17.1%	-3.2%
Nicholas County	24.7%	-4.8%	0.2%
Raleigh County	23.9%	-11.5%	-0.8%
Summers County	20.1%	-10.5%	1.1%



Total Population



Population (Percent Change)

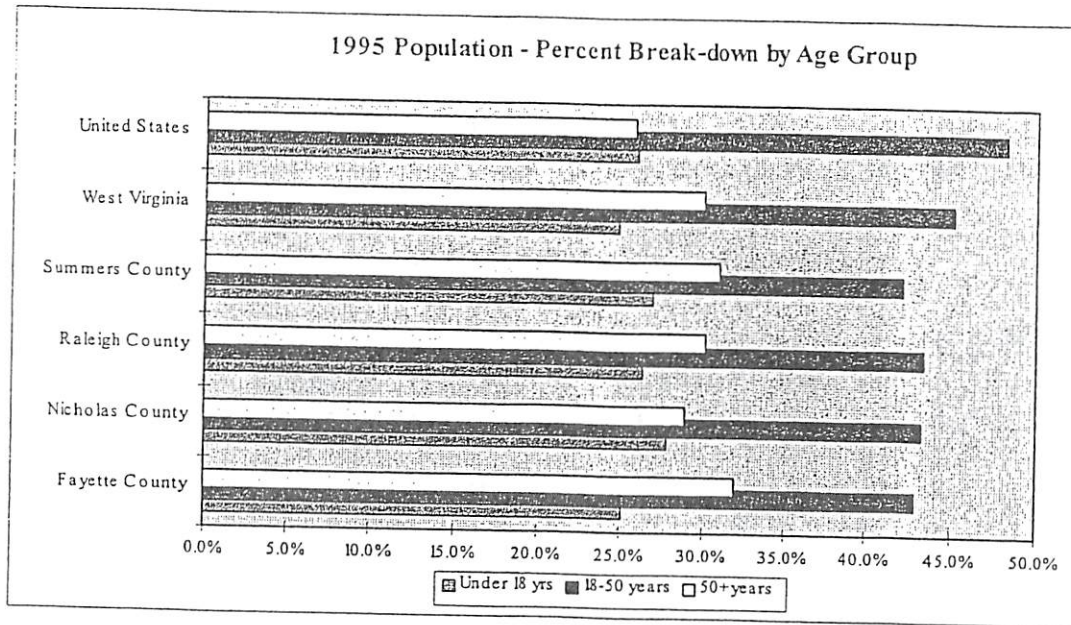


1995 Population - Percent Break-down by Age Group

Population	Under 18 yrs	18-50 years	50+ years
Fayette County	25.1%	42.9%	32.0%
Nicholas County	27.8%	43.3%	28.9%
Raleigh County	26.4%	43.4%	30.2%
Summers County	26.9%	42.1%	31.0%
West Virginia	24.9%	45.1%	30.0%
United States	26.0%	48.2%	25.8%

C. POPULATION BY AGE GROUP

The 1995 estimates indicate that Fayette County contains a higher percentage of elderly population (50 years and older) compared with the three surrounding counties and the State of West Virginia. It is also evident that the State of West Virginia as a whole, houses a larger percentage of this strata of society, compared with the Nation's average.



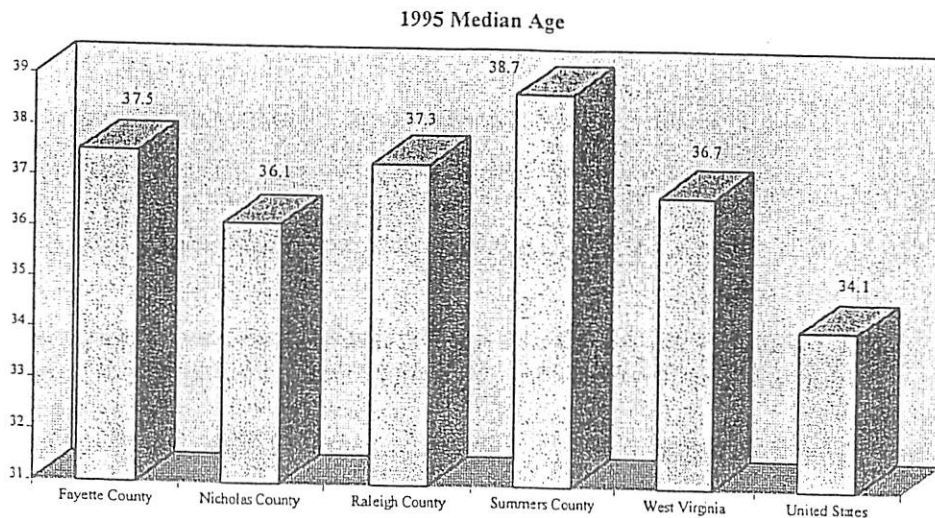
D. MEDIAN AGE

Based on a 1995 estimate, the median age in Fayette County (37.5 years) is comparable to the other neighboring counties but is slightly higher than that of the State (36.7 years). It is evident from the Table that the median age of the State and the four counties are much higher than that of the Nation (34.1 years).

1995 Median Age

	Median Age
Fayette County	37.5
Nicholas County	36.1
Raleigh County	37.3
Summers County	38.7
West Virginia	36.7
United States	34.1

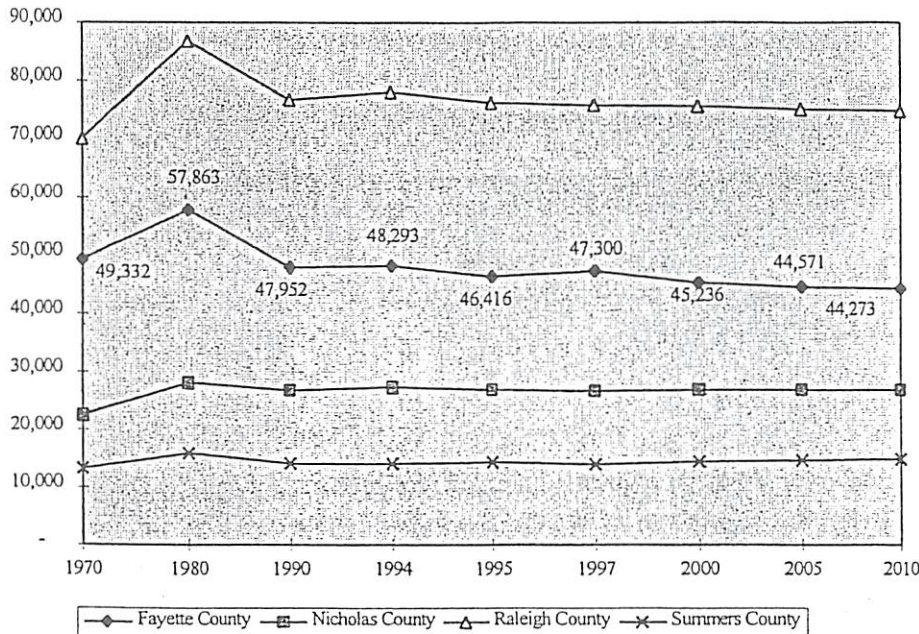
Source: "Sales and Marketing Management
1995 Survey of Buying Power", August 1995



E. POPULATION PROJECTIONS

Projections are used to stimulate thought and action oriented toward creating a more desirable future. The process of making forecasts with local knowledge and participation can lead to better understanding of the present situation, new insight into future possibilities, and more

Population, Estimates, & Projections (1970-2010)



accurate visions of the future. However, projections do not show an inevitable future since trends could change and could reverse themselves. Projections are only an early warning system. Where projections show substantial loss, they call for reflection and action to avert the change to the extent possible. Where the projections show substantial increases, they call for reflection and action to assure that the growth creates a desirable future for the County residents.

Population, Estimates, and Projections (1970-2010)

	1970	1980	1990	1994	1995	1997	2000	2005	2010
Fayette County	49,332	57,863	47,952	48,293	46,416	47,300	45,236	44,571	44,273
Nicholas County	22,552	28,126	26,775	27,369	26,840	26,700	26,839	26,849	26,877
Raleigh County	70,080	86,821	76,819	78,103	76,206	75,800	75,622	75,161	74,827
Summers County	13,213	15,875	14,204	14,126	14,365	14,000	14,507	14,659	14,864

The Tables indicate that Fayette County will lose the largest percentage of people between 1997 and 2000. The figures also indicate that although Fayette County will continue to lose population every few years, up to the year 2010, the percent loss will decrease over each period, resulting in a projected net loss of 3,027 persons between 1997 and 2010. Nicholas County is

Demographic Profile

expected to lose only 187 persons during the thirteen year period. Raleigh and Summers Counties are expected to lose 973 and 864 persons, respectively, during this period.

Population Projections - Percent Change

	1990-1995	1995-1997	1997-2000	2000-2005	2005-2010
Fayette County	-3.2%	1.9%	-4.4%	-1.5%	-0.7%
Nicholas County	0.2%	-0.5%	0.5%	0.0%	0.1%
Raleigh County	-0.8%	-0.5%	-0.2%	-0.6%	-0.4%
Summers County	1.1%	-2.5%	3.6%	1.0%	1.4%



Appendix B --- Economic Development

A. OVERVIEW

Economic Development is the process of creating wealth through the mobilization of human, financial, capital, physical and natural resources to generate marketable goods and services. Fayette County's role in economic development is to influence the process for the benefit of the community through expanding job opportunities and the tax base. Fayette County, in addition to influencing growth, has the responsibility to provide the impetus for economic growth by convening the appropriate and necessary resources. In order to gain maximum benefit from both public and private sector activities, Fayette County's business environment must be well understood. This includes knowledge of broad economic trends, specific industry trends, and specific niches with the economic market. Forecasts for potential areas of market expansion should also be defined. The development potential of the area should be harnessed and existing business retention and new/expanding business development should be coalesced into a thoughtful and integrated economic development program. The following sections identify market niches; determine market forecasts, and identify the potential for economic development within Fayette County.

B. MARKET NICHES

1. Tourism

Travel and tourism in the State of West Virginia play a pivotal role in the State's economy and continue to be one of the State's fastest growing industries. The economic impacts of tourism benefits every county in the State.

The following information presents interesting statistics in regard to the tourism and convention industry:

- West Virginia's tourism industry experienced its sixth consecutive year of growth in 1995 when it contributed nearly \$4 billion to the State's economy, according to a report released in May 1996 by the West Virginia Division of Tourism.
- During a time when the tourism industry, nationwide, experienced a series of ebbs and flows, West Virginia had seen better than 20 percent growth in total sales, payroll, and sales tax receipts since 1989.
- In 1995, West Virginia's tourism industry generated \$3.82 billion towards the State's economy, employed 72,706 residents with a combined payroll of \$1.37 billion, and contributed \$194 million in state tax receipts. This was documented in a report developed by Market Vision Research, Inc./VAL Tec Group, a Cincinnati research company.
- Total tourism sales increased by 26.2 percent since 1989, from \$3.0 billion to \$3.82 billion.
- The industry experienced a 4 percent growth in total sales from 1994 to 1995.
- Tourism-related state tax receipts increased 25 percent since 1989 and increased 3 percent from 1994 to 1995.



- Tourism-related employment increased by 13.6 percent in the past six years and saw a 1.6 percent increase from 1994 to 1995.
- Payroll for these jobs increased by 21.8 percent in six years, from \$1.13 billion to \$1.37 billion.
- Average convention attendees spend approximately \$178 per night.

Fayette County must orient itself to capitalize on the factors that represent its strength such as its breathtaking beauty and the availability of its skilled labor force. Apart from tourism, Fayette County is home to a number of industries such as the rafting, hiking/biking, boating, and golfing industries that should be nurtured in order to make a county a diverse destination.

a. Scenery

Fayette County offers a countless number of scenic delights in the form of hills, deep forests, great ridge mountains, glades, streams, rushing rivers, waterfalls, lakes, and strange sandstone formations. It is rich in Indian history, colonial history, American history, pioneer roads, old bridges, canal history, railroad history, and mining. Fayette County is also blessed with marvelous year-round weather from a resort point of view. Winters are cold with good snow cover. The Spring showcases bubbling brooks, flowering trees, and blooming wild flowers. Summers are highland relief from the heat and ideal weather for swimming, sailing, fishing, and golf. Fall is nature's great outdoors color show, valley harvests, parades, and celebrations of the season. Fayette County is ideal resort country in all seasons.

Fayette County is not making an impact on the national scene. They have the assets to promote the country, but lack the large draw. It isn't enough to just have resort facilities—water sports, ski slopes, and golf courses. Successful resort areas feature major attractions. In Fayette County's case, they have one attraction. The attraction is the river and gorge, and they have to work with this if they want to become a big ticket draw.

Various local, state, and federal agencies should work together to promote multiple attractions to increase the drawing power of the region. This is an accepted business practice. Firms agree to get together and compete. For example, if three automobile dealers, each able to attract a hundred potential customers a week, locate along the same strip of highway, they create an "Automobile Row" which attracts 500 potential customers a week. Large department stores work on the same principle. They serve as anchors in shopping malls because the combined draw gives them, along with the other tenant stores, an increase in customer base.

The principle is simple. The combined drawing power as a group can be greater than the total drawing power of each entity acting alone. This drawing power is applicable only when there is a solid attraction. In the case of Fayette County, it is the old mountain and river. The question then is how to use this combination to the best advantage. This is

where the State should become involved. They will have to invest and build. Attractions will serve as anchors to the same extent as large department stores in a shopping mall. Planning is the key. Special interests in the County have to work together to design facilities that will complement each other. The design and display has to be such that the public, while being pleased with any one facility, can only get the full benefit by visiting all of them. Done right, this will provide a world-class tour which will draw in a number of visitors and result in major financial benefits to the region and the state. This is based on the principle that the benefits will be spread across the whole participating area. Starting with the local resort base, hotels and other businesses would find it to explore a variety of tours. The facilities would be the anchors. Tours would be tailored to suit conventioners and other general or specialty interests. The tours would be of the coal mines or wildflowers or rivers or whatever could be combined with the river sports to attract vacationers.

An important consideration is the quality of the offerings, and this is where the local government plays a role. It would be in the government's best interest to work together and cooperate in setting up area definitions and standards. The payoff will be in the form of an improved understanding of Fayette County's land and history, increased business activity, better living standards for the people of the area, and long-term increases in tax revenue.

b. *Hiking/Biking*

- i. With the number of American hikers and mountain bikers climbing steadily, West Virginia is poised to exploit the magnitude of visiting outdoor enthusiasts as the State marches into the 21st Century. According to projections by the Outdoor Recreation Coalition of America, the number of day hikers will increase 195 percent, the number of backpackers will rise 155 percent, and the number of bikers will go up 120 percent between the years 2000 and 2040.

West Virginia is in the center of one of the world's greatest hardwood forests, with spectacular mountain scenery, all within easy reach of the major population centers of the East Coast. Fayette County can take advantage of this growth potential in outdoor leisure activities, only if they begin planning now. The County needs a trail plan that is achievable, marketable, and takes into account Fayette County's and West Virginia's culture, history, and scenery.

- ii. According to statistics compiled by the State Tourism Commission, requests for hiking information increased from 340 in 1993 to 2,591 in 1994. A study by two researchers of West Virginia University examined the economic potential of the North Bend Trail. The Parkersburg-Clarksburg pathway draws more than 50,000 visitors a year. According to the study, the smallest county along the route—Doddridge—would alone be the beneficiary of more than \$4 million a year in new income.

With a thoughtfully planned network of trails, more hikers and bikers will visit the State, and sightseers can reach these new favorite destinations by trail. Visitors to



small towns can stroll along these West Virginia trails in between afternoon antique shopping and evening dining at a favorite restaurant. Furthermore, world-class mountains and rivers offer a beauty that draws outdoor people and sightseers. Serene towns and friendly people charm visitors into returning time and time again.

c. *Rafting*

According to statistics compiled by the State Tourism Commission and the State Professional Rafting Outfitters, rafting on the New and Gauley Rivers increased 45 percent from 1990 to 1994.

d. *Golfing*

According to statistics compiled by the State Tourism Commission, requests to the division for golf information increased from 716 in 1994 to 1,212 as of 11 September 1995.

e. *Boating*

- i. More than 50,000 power boats are licensed in the State of West Virginia. This does not include canoes, kayaks, small sail boats, and other motorless crafts.
- ii. Summersville has one of the largest lakes in the State and offers a variety of boats ranging from small paddle boats to fishing boats to larger pontoons that are usually twenty feet or longer. Summersville Lake is located off U.S. Route 19.

3. Shopping

Due to the growing presence of regional malls, factory outlet centers, warehouse stores, consumer demand for low prices and vast selection, and urban sprawl, Americans are driving further to shop. The search for selections and bargains has fueled the popularity of superstores and factory outlets. Such stores usually require large chunks of land in outlying suburbs where land is plentiful and cheap.

4. Elderly Housing

Economic development and job creation can be enhanced by promoting the community as a retirement destination. While not every community is suitable for retirees, there are several good reasons why this should be explored as an economic development tool. A recently completed study by West Virginia University's Center for Economic Research on the economic impacts of West Virginia retirees and retirement communities shows that spending by retirees has resulted in several billions of dollars of purchases of goods and services. Some highlights of the study include the following:

- During the 1980's, there was a 13.0 percent increase in persons 65 or older living in West Virginia at the time the State's population dropped by 8.0 percent.

- Counties with the largest senior populations (Kanawha, Cabell, Wood, Harrison, Raleigh, and Mercer) are among the largest in the State; however, counties with the largest percentage of seniors were Ohio, Pocohontas, and Marion.
- Due to in-migration in the period 1985-1990, West Virginia gained a net of 573 households with heads of household over age 50.
- The top states of origin for migration into West Virginia were from Ohio, Maryland, Virginia, Florida, and Pennsylvania.
- The Eastern Panhandle and the North Central Region of West Virginia indicated the largest net gains of migration for seniors 65 and over.
- Seniors appear to have a very strong attachment to West Virginia as their home state. Of the individuals who migrated to the State from 1985-1990, 50.8 percent were returning to their state of birth.
- Total expenditures of all retiree households in the State were over \$3.4 billion in 1990. The top four spending categories were: housing (33%), food (17%), transportation (16%), and health care (12%).

There is a misperception that retirees bring lower incomes and a heavy burden for services to any retirement destination. According to the Community Living Initiatives Corporation, affiliated with West Virginia University, retirees bring healthy incomes and a willingness to contribute to their community. The following facts are indicative of this:

- Seventy percent of the disposable wealth in the United States is controlled by persons aged 65 and older.
- A retired couple has an average asset base of \$250,000.
- Retirees are responsible for the purchase of:
 - 48% of all domestic cars;
 - 33% of all meals eaten outside the home; and
 - 25% of all consumer goods.
- Persons 50 years and over own their own home in 80% of the cases, and 80% of these are mortgage free.
- Only 5% of seniors live in nursing homes.
- Seniors spend 90% of their incomes on local goods and services.

C. MARKET FORECAST

Fayette County's role in strengthening the economic viability and job potential involves maintaining a fully competitive position with the regional market and areas in similar business climates. In addition to the aforementioned industries, Fayette County should take a close look at regional and State-wide trends. The following section provides a glimpse of the future of various industries for West Virginia as a whole.



1. Coal

Production of low sulfur coal in southern West Virginia is expected to grow for the remainder of the decade. Consequently, employment in the coal mining industry should remain relatively stable in southern West Virginia.

2. Chemical Industries

The West Virginia chemical industry continues to: provide high quality jobs; experience rising output; and feature leading edge technologies. These factors point to the continued importance and success of the chemical industry in West Virginia. The strength, however, has not been achieved without a cost. Many firms have had to substantially decrease manpower to increase productivity and specialize in their most profitable product lines. The loss of employment and the decrease in labor force may also represent the inability of West Virginia to attract enough new investment in the chemical industry.

In order to continue to grow, the chemical industry in West Virginia needs to follow its recent trend and focus on specialty chemical rather than bulk chemical products. The State, for example, has become a worldwide center for the production of engineered plastics which can serve as substitutes for light metals in products from airplane engines and automobiles to appliances.

West Virginia also needs to attract more chemical industry investment to the State. West Virginia has several existing facilities and sites available for development for the chemical industry. It also has many leading industry companies already present. This increases opportunities for joint ventures and the attraction of suppliers or customers of existing State firms.

It is important to note that rising output in West Virginia is not just beneficial for the chemical industry. It means more business and employment for suppliers to the chemical industry like trucking, construction, and railroads.

3. Wood Products

The outlook for the wood products industry in the State of West Virginia is one of continued, although slower, growth. Future growth in the wood products industry is likely to come from the assorted wood products sectors. Growth in the wood furniture sector is not expected to pick up significantly, primarily because of the lack of specialized manufacturing and marketing skills in the State.

4. Service Industries

The services industry produces a variety of intangible goods ranging from hotel stays and haircuts to health care. It includes hairstylists, advertising executives, lawyers, software designers, and electrical engineers. In West Virginia, this industry accounts for 25.5 percent of total non-farm employment, which is slightly lower than the national average. Services is the largest single sector of the economy for both the State and the Nation.

While business services make up a smaller part of services employment in West Virginia than the Nation, it has grown much faster in the State. The outlook for services employment in West

Virginia calls for substantial, although somewhat slower, growth rates. The forecast for services, except health and education, calls for growth. Important sources of future growth in other services are likely to be business services and engineering and management services, which are sustained by increases in information technology employment in the State.

Information technology industries such as computer and data processing services and engineering services have a bright future in providing software and advice to other firms, the government, and consumers. In addition, future growth in social services is likely to be sustained by growth in retirement villages in the State, as the West Virginia population ages.

Health services employment is forecast to exceed the U.S. growth rate in this sector. The forecast calls for employment growth in health services for both West Virginia and the Nation to be slower than the last five years. This gradual decrease relative to the recent past is moderate as growth rates drop from about 5 percent per year to around 4 percent per year.

5. High Technology

Growth in West Virginia's high technology industry has proceeded along two paths. The first has been the growth of high technology employment tied to the federal government. This has occurred through the formation and expansion of high technology government facilities and an emerging ability to win government contracts. This has lead to concentrated pockets of high technology growth in several portions of the state. The second path of growth is oriented towards private sector customers and has occurred in hundreds of smaller high technology businesses throughout West Virginia.

Small high technology businesses which service the private sector can be found in nearly every county in West Virginia. This has occurred because businesses everywhere are in need of computer networks, technical consultants, and other high technology services. The emergence of high technology businesses throughout West Virginia means that consumers of these services increasingly can purchase the services from in-State rather than out-of-State firms. Thus West Virginia's high technology businesses keep income in the State. They also have the potential to sell their services to out-of-State customers.

The high technology industry includes information technology services, architectural and engineering services, and research and testing services. Most types of high technology businesses have grown substantially in the State; particularly information technology businesses.

This high technology employment is also well dispersed throughout West Virginia. A substantial number of jobs are found in nearly all areas of the State, although the Charleston area and north central West Virginia offer the maximum number of high technology jobs.

The prospects for growth in these private high technology firms is quite high. These industries can count on growing private sector demand to sustain industry growth for years to come.



High technology job growth at federal facilities is notable for the substantial impact it has on affected communities. Growth related to the federal government has not been limited to growth in federal facilities. It has also occurred through the capture of government contracts. High technology companies in West Virginia have become increasingly successful in capturing federal government contracts.

6. Retirement

Despite the colder winters experienced in West Virginia, there is reason to believe that West Virginia can, and has done well in attracting retirees. Data shows that 9,502 persons above age sixty-four migrated out of West Virginia from 1985 to 1990. The data also reveals that 9,095 persons in-migrated to the State. West Virginia had only about 400 less older in-migrants than out-migrants.

Many in-migrants and return in-migrants, or persons who were born in West Virginia but left the State to pursue jobs elsewhere have now moved back to retire. Other in-migrants are persons who have already had vacation homes in the State.

Areas with recreation, health, and shopping amenities that are attractive to retirees will capture a larger share of in-migrant retirees. The eight northeastern counties of the State had more in-migrants than any region of the state. This area of the State has a substantial number of amenities for vacationers as well as retirees. These features, and its proximity to the Washington, D.C. region, has made this the fastest growing part of the State not just for retirees but for persons of all ages. North Central West Virginia had the next largest number of retirees.

Research also shows that retirees can have a substantial impact on many sectors of an areas' economy. Retirees spent about one-third of their 1990 income on housing and utilities. Retail-related spending, such as food and beverages, transportation, apparel, and entertainment, accounted for 42 percent of spending. Health care spending accounted for 11 percent of total spending.

D. SIGNIFICANT ISSUES THAT AFFECT DEVELOPMENT POTENTIAL

An important aspect of any planning effort is to understand past development trends and to identify significant issues that affect development potential. The following analysis (by Planning and Development Region IV) is based on a review of eight elements which incorporate both the traditional location factors and considerations deemed critical in site selection decisions over the next decade.

The strengths and weaknesses of Planning and Development Region IV ultimately influences the type of businesses that can be recommended as target industries for Fayette County. Planning and Development Region IV is situated in the east south-central portion of the State and consists of five counties: Fayette, Greenbrier, Nicholas, Pocahontas, and Webster. The total 1997 population is estimated at 128,700. Principal population centers include Lewisburg, Montgomery, Oak Hill, Richwood, Summersville, and White Sulphur Springs.

I. Location Factors

a. Human Resources

- An ample supply of labor is available to support additional development.

Between 1980 and 1992, the population of the region declined by 11.9 percent, and is estimated for a net gain of only 200 persons by 1997. With a labor force participation rate of only 48.5 percent and an unemployment rate slightly over 12 percent, however, these counties have the potential for considerable job growth.

- Wage patterns should be quite attractive to labor intensive industries.

Average earnings of employees in Region IV equate to 85 percent of the statewide mean. Wages in the limited manufacturing sector are 32 percent below the State average.

- Extensive remedial and job training will be needed.

Among the region's adult population, the percentage completing high school and those who have attained at least a bachelors degree fall below the statewide average by eleven percent and twenty-five percent, respectively. Skill development is concentrated in the service, agricultural, and production occupations, where the region ranks first, third, and fourth, respectively. General weakness is observed in white collar occupations.

b. Infrastructure

- Utility services will be satisfactory for small, rural-based industries.

Region IV is served by three power companies: Appalachian Power, Monongahela Power, and West Virginia Power. At a limited number of locations, gas and treated water are available. Digital telecommunication services are provided through the entire region.

- The transportation infrastructure is minimal.

Greenbrier Airport offers infrequent service through Charlotte, Roanoke, and Washington D.C. The major truck routes are I-64, I-77, and U.S. highways 19, 60, and 219. Truck terminals are concentrated at Craigsville, Fayetteville, and Oak Hill. Rail service is available but there is no navigable waterway.

- Transportation services are driven by the demand of business and industry. However, the County should be aggressive in anticipating transportation needs by assuming the responsibility of ensuring that adequate transportation infrastructure (including primary and secondary roads, bridges, and commercial airports) is in place to accommodate future growth along the U.S. Route 19 Corridor.

c. *Material Resources*

- The region produces low volatile coal.

In 1991, Region IV produced 15.6 million tons of high quality coal.

- Agricultural resources are dominant in Greenbrier and Pocahontas Counties.

Greenbrier County ranks high in hay, wheat, and oats, and it is the leading cattle raising area of the State with additional strong representation in dairy cows, hogs, sheep, and chickens. Pocahontas County ranks high in corn and oats and is also a leader in cattle production as well as sheep. Nicholas County ranks high in poultry production.

- Raw materials should be purchased outside the region.

With the exception of dimension lumber, the region produces few industrial raw materials.

d. *Industrial Resources*

- Lumber and wood products are the dominant industry in the region.

Producers of lumber and wood products account for 22 percent of total employment in the region, followed by the apparel industry with 16 percent. Other key industries are primary metals, rubber and miscellaneous plastics, and fabricated metals.

- Present manufacturers can provide only limited support for other manufacturing industries.

Industrial establishments in the region are generally small, but some of the materials they produce include machinery, fabricated rubber products, commercial printing, and hardwood veneers.

e. *Technology Resources*

- Technology training capacity appears limited.

West Virginia Institute of Technology offers fifteen of the forty-three technical degree programs of utmost importance to industry. The West Virginia School of Osteopathic Medicine is located at Lewisburg. There is also one junior college which offers one technical degree program and two vocational training centers.

- Technological development is low.

Professional, para-professional, and technical occupations in the region represent only 14.2 percent of total employment in the region – substantially below the national norm.

f. *Water Quality*

- The quality of the drinking water is poor.

According to Bobby Lewis, State Director for Rural Economic and Community Development, Clay, Barbour, Boone, Lincoln, and Fayette Counties have the worst drinking water problems in the State. According to Mr. Lewis, most of the problems stem from untreated water or people using wells that are semi-contaminated or non-treatable. The study that determined the condition of Fayette County's drinking water was conducted by the U.S. Department of Agriculture.

g. *Development Sites*

- Sites suitable for development are limited.

The paucity of suitable sites for land development in the U.S. Route 19 Corridor is limiting the County's ability to attract new businesses and industries as well as accommodating the physical expansion needs of existing businesses and industries. This adverse site situation, which reflects the difficult terrain conditions throughout most of the State, is one of the major impediments to economic development and the future success of the local economy.

- Development needed near population centers.

Industrial and commercial sites should be developed in or near population centers. However, due to the rural nature of Fayette County, it is the opinion of State officials and economic development consultants that rural counties, like Fayette, should expect to continue suffering diseconomies of scale. These include: inadequate local resources to support technological advancement and inadequate demand to support the development of more cosmopolitan amenities. By this nature, operations suited for dispersed rural areas tend to be quite small and difficult to attract.

h. *Population Dispersion*

- Dispersed development has limited ability for the County to provide services in a cost-effective manner.

West Virginia's distribution of population is almost 64 percent rural as compared to the surrounding states' average of under 35 percent. This situation has serious implications for the State's economic development since its infrastructure needs are highly dispersed and many communities are too small to provide the critical mass needed to support major industries, transportation services, and cultural amenities.



2. Key Competitiveness Factors

The nature of business and industry will be changing at break-neck speed in response to the development of new technology and competitive pressures of a global economy in the next ten years. Successful private enterprises will be characterized by three dominant features:

- Continuous change
- Rapid response
- Quality standards

These new requirements are already impacting site locations for modern “flexible” manufacturing plants and highly “automated” office operations, and they are being translated into a new set of competitiveness factors.

If West Virginia in general, and Fayette County in particular, want to take a leadership position in economic development over the next five to ten years, they must adopt proactive programs to capitalize on the changing needs of business and industry. These basic requirements follow (along with their ranking in terms of relative importance).

a. Labor quality

In future plants and office, personnel should be capable of rapid learning (and re-learning) since processes and procedures will be continuously changing to meet new global competitive conditions.

b. Access to present and new markets

Geographic positioning, in combination with the availability and cost of transportation services, will determine the extent of areas that can be reached economically. Future plants and offices will serve both domestic and foreign markets, which can be expected to change quickly in their relative demands, along with substantial shifts in products, services, and global competitive relationships.

c. Quality of telecommunications

Similar to economic development which occurred along the Nation’s interstate highways, future development will be concentrated along the “highways” of telecommunications. These facilities will be critical to plant and office networks and will support the new less-formalized structure of the modern corporation and its frequent forming (and disbanding) of joint ventures and cooperative marketing activities with other companies.

d. Government-business climate

Business is shifting away from its former emphasis on “low taxes” toward reasonable levels of state and local taxation needed to support efficient services. A key consideration in the future will be “stability” of state and local policy toward business and industry and the adoption of clear-cut plans to coordinate legislative actions to be fully consistent with economic progress.



e. *Continuous training*

In recognition of the need for continuous change, free customized training should provide more than the traditional short-term development of entry qualifications. It should include on-the-job training as well as re-training and "cross-functional" training of present employees (preferably as an on-site, job-oriented educational effort). Such training should be made available to any new or existing industry which is classified as a trading sector or partially-traded sector activity. Moreover, training should not be limited to new jobs, but used also to maintain employment stability.

f. *Financing programs*

The outlook is for profits of U.S. industry to grow at a slower rate than the internal cost of capital (typically in the range of 10 percent to 12 percent). Accordingly, emphasis will be placed on incentive financing programs using the lower rates of government borrowing as a competitive advantage.

g. *Incentives*

Cash incentives and tax credits will be sought as a means to offset the high one-time costs of relocation and start-up expenses. Their availability will represent a key factor in determining the economic feasibility of a move for both plants and offices. In the coming era of shorter life cycles for new processes and services, such contributions to payback will become increasingly important.

h. *Labor-management relations*

Cooperative efforts of labor and management will be needed to handle the issues relating to flexibility in work assignments and the increasing use of temporary workers to meet production surges (as well as curtailments). The major need will be for active local labor-management councils who are tuned into the new global competition. These local labor management councils should also be able to provide candid information on the rapidly changing needs of employers in their area.

i. *Access to supply sources*

In the next five to ten years, manufacturers should plan for rapid changes in supply sources for both raw materials and components in parallel with rapid changes in product lines and technology. Flexibility of regional suppliers and vendors will be a key consideration in the siting of new plants and offices.

j. *Quality of air service*

More than any other form of transportation, future plants and offices will be dependent upon domestic and international air service for liaison as well as just-in-time replenishment of supplies and deliveries to customers. Efforts should be made to provide the highest quality of service possible, consistent with the volume of demand to support carriers of passengers and air cargo.



k. *One-stop permit process*

Turf issues in the permit process can represent a serious deterrent to economic development. Delay has cost consequences to the prospect. Experienced site selection officials seek out locations where zoning, construction, and environmental control permits are expedited.

l. *Educational proficiency*

The basic resource of the State of West Virginia is its labor force. Employable persons for plants and offices of the future will need at least twelve (preferably longer) years of thorough and efficient education. Any shortcoming of rural or urban education should be corrected if all the planning regions are to participate equally in the future growth of the State's GSP.

m. *Quality of life*

As the general economy improves, willingness of personnel to accept transfer can be expected to decline. Accordingly, the future need will be to keep pace with the demand for recreational and cultural amenities.

n. *Quality of vendor support*

The rapid changes in product lines, technologies, and material substitutions will require increasingly close liaison with a broad range of vendors for supplies and support services.

o. *Capacity for technology transfer*

Future plants and offices will be characterized by rapid changes in technology. Emphasis will be on research and development. A critical consideration in siting of high-tech facilities will be the capabilities of the university system to provide research and technology transfer opportunities.

A. OVERVIEW

Fayette County is presently in an era of rapid and often unpredictable change. The continued growth of the region is increasingly taking its toll on the County's traditionally high quality of life, precious natural resources, and transportation system. Fayette County's sense of community, economic health, and mobility are at stake, as roadways become more congested and available travel options continue to be limited. The approach of the new millennium presents the region with challenges and choices that will determine its long-range livability and economic health of the region.

Fayette County's Joint Committee, in its unique and strategic role as a facilitator among the many stakeholders in the region, has been presented with the opportunity to look toward the future and break the cycle of "business as usual" by redefining the way the County builds and manages the transportation system. The following wide-range effects of transportation investment decisions should be considered to ensure coordinated development:

- Mobility and access for people and goods;
- Transportation system performance and preservation;
- The environment; and
- Quality of life.

Citizens, local governments, neighborhoods, businesses and interest groups should be involved in developing a wish-list of projects for future transportation projects. The most challenging part of this undertaking is to work with the community and region in defining specific actions consistent with the plan and realization of a proud legacy for future generations.

B. Goals

The following six goals form the basis of Fayette County's vision for the future related to transportation.

1. Better regional planning, linking land use and transportation.

Continued growth without careful consideration of its purposes, consequences, and inter-relationships will place increasingly unmanageable constraints on Fayette County's transportation system in light of diminishing natural and financial resources. Land use and transportation planning must work together to achieve the vision for the future.

2. A healthy and growing economy that is built on Fayette County's geographic advantage and the skills of the population.

Fayette County is strategically located in the south-central portion of West Virginia and should build on this location in shaping the community, economy, and the transportation system that serves it.



3. Improved quality of life emphasizing a sound environment, less congestion, better use of land, instilling a sense of security, and providing opportunities for better education.

Fayette County must manage its transportation system better by improving and expanding its transportation network to improve the overall quality of life.

4. Enhancement and re-emergence of traditional communities and activity centers as commercial and cultural centers for the area.

There is a strong need to focus future growth in places where the existing transportation infrastructure is already in place and where the extensive community infrastructure can be expanded.

5. Improved mobility and transportation alternatives to provide for efficient people and goods movement.

The health of the regional economy and the achievement of its citizens' demands require that better travel options be part of a transportation system that has intermodal connections and expand services.

6. More effective intergovernmental relations, particularly at the State and local levels, and better public/private communication on issues of development and transportation.

With diminishing financial resources available for transportation improvements, a high level of community support and pursuit is required for the successful completion of transportation projects.

C. Strategies

1. Strategies to Link Transportation & Land Use

Many of the Fayette County region's transportation problems can be traced to poor coordination between land use and transportation planning, such as incremental decision-making on individual projects, rather than a comprehensive and coordinated plan. A growing appreciation for these problems has emerged when attempting to shape and nurture this community. Two major initiatives should be undertaken to better link transportation with land use:

- **Transportation Investment Areas** - The location, type, density, and design of land uses is determined by a combination of public policy, market forces, and private investor decisions. Transportation investment is one of these public policy decisions. By targeting future investments in transportation facilities and services, property owners and local land use planners can be educated to make informed decisions. This can be achieved by identifying Transportation Investment Areas. These areas identify where the transportation system will be preserved, managed, and expanded. This can affect the amount and type of travel, reduce congestion and encourage efficient transportation by coordinating infrastructure investments, redeveloping and filling in already developed areas, and reducing incentives for development outside designated growth areas. Further and perhaps most importantly, by doing so, the

focus can lie with the limited financial resources in areas recognized for growth and support the redevelopment of existing communities.

Having identified this broad strategy to better link transportation and land use, specific actions by both State and local governments need to be taken to support it.

- **Community Design Criteria** - A community's physical design profoundly influences its desirability as a place to live and work, its aesthetic appeal, and its use. The adoption of improved design criteria for the transportation system can help reinforce its character, identity, and relationship to the larger region. Design criteria can aid in establishing themes or identities for communities as gateways or destination points along transportation corridors.

With the proper design, the undesirable physical effects of transportation can be reduced and the convenience and safety can be promoted by:

- * reducing conflicts between highways and adjacent land uses;
- * adopting zoning that is pedestrian-friendly;
- * creating intermodal centers that encourage public transit, walking and biking; and
- * defining circulation patterns for all travel modes and trip purposes.

This allows the most efficient use of transportation facilities and protects cultural and natural resources, community character, and visual quality.

2. Strategies to Protect Fayette County's Natural Resources

This strategy reflects the need to direct growth in an orderly fashion and make better use of land and natural resources. This strategy will help to support a more efficient transportation system and focus the limited financial resources in areas where the best results may be achieved. In doing so, sustainable economic development will be achieved and the quality of life that attracts people and businesses to the Fayette County region will be preserved.

- **"Country Road" Classification** - To preserve the diminishing open space, farmland, and other natural resources, the concept of country road classification should be developed. Country roads are roadways identified to maintain their rural and scenic character by restricting expansion. Traffic controls (e.g., traffic calming techniques and truck restrictions) should be introduced on these roadways to reduce travel speeds, promote safety, and discourage through travel.

From a land use perspective, keeping country roads available for relaxed and safe travel, and preserving natural resources and farmland protection corridors, would be supported by limiting future development along these roads and corridors. To this end, development along these roads should be discouraged in favor of more compact clusters of development at crossroads that would offer alternative travel.

- **Greenways/Bikeways** - Similar to the country road concept, funding of improvements would be limited to preserving the unique character of these corridors. Complementary land use strategies might include zoning to preserve natural resource and conservation areas, and restricting roadway access rights.

3. Strategies to Improve Mobility

Some elements such as biking and walking play a more meaningful and significant role in transportation mobility as a whole.

- **Biking or Walking** - Pedestrian and bicycle options are often referred to as non-traditional transportation modes. Improving walk and bike accessibility to and from residential, commercial, and business locations by adding sidewalks, crosswalks, bike lockers, and bike routes/paths will encourage bikers and walkers.

4. Strategies to Manage the Transportation System

There is a need to manage and preserve the existing transportation resources to enhance mobility and reduce traffic congestion. This can be accomplished by focusing on the supply or demand of facilities and services.

Our goal is to make the best use of the existing transportation system by providing minor improvements that reduce congestion and increase efficiency. For example, providing exclusive turning lanes at intersections or prohibiting turns at others is a means of improving traffic flow.

Specific transportation management initiatives include:

- **Existing Transportation System Maintenance** - A "maintenance first" approach, with a focus on the preservation, repair, and restoration of the existing transportation system will keep it safe, convenient, and economical. Facilities include: bridges and buildings; roadways, shoulders and sidewalks; communications, surveillance and control equipment; and service vehicles and equipment including buses and emergency vehicles.

5. Strategies to Improve Commerce in the Region

The timely, efficient, and cost-effective transporting of people and goods maintains the region's competitiveness for new business and enhances its ability to expand its existing commercial and industrial base. Improving the regional and interstate mobility benefits such key elements as regional tourism, manufacturing, and agriculture, and is extremely important to the economy. Critical aspects of the future transportation system include:

- **Tourism** - A well managed transportation system will have a positive effect on the regional tourism industry. General improvements resulting in improvements to the overall quality of life will support and boost the tourism industry.

Tourist-oriented information technologies such as personal portable information devices or kiosk type information centers can provide helpful information either en-route or pre-trip.

Transportation

These communication improvements could also carry advertising from local "tourism dependent" businesses, enabling them to reach a wider audience, and target information more accurately by customer type.

- **Business Travel** - Companies will be attracted to the region based on a positive business environment, advantageous location, affordable housing, and quality of life. Better access to and from major cities via rail and road will make the region more attractive to large companies, thereby creating more jobs for the people of the Fayette County region.

D. Conclusion: Achieving Goals

With the help of the Joint Committee, a comprehensive long-range transportation plan could become a reality. Together, the mobility of the citizens could be increased while maintaining the integrity of the environment and making the Fayette County region a more pleasant place to live and work in the 21st century. Whether or not the goals of this plan are realized depends upon the actions that are taken today. In particular, continued involvement and guidance is needed as the elected officials go about making transportation investment decisions which will shape the future. The West Virginia Department of Transportation and the Federal Highway and Transit Administrations should develop a budget of projects to be funded over the next three years. Active community participation in this budgeting process which is critical to achieving the goals of this plan.

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