



## **RESOLUTION #17-01-2024**

AT A REGULAR MEETING OF THE BOARD OF SUPERVISORS OF FRANKLIN COUNTY, VIRGINIA, HELD AT THE FRANKLIN COUNTY GOVERNMENT CENTER ON TUESDAY, JANUARY 16, 2024

### **A RESOLUTION AMENDING THE FRANKLIN COUNTY 2025 COMPREHENSIVE PLAN AND UNION HALL VILLAGE PLAN BY UPDATING, ADOPTING, AND INCORPORATING INTO THE COMPREHENSIVE PLAN THE AMENDED UNION HALL VILLAGE PLAN.**

**WHEREAS**, on May 22, 2007, the Board of Supervisors adopted the Franklin County 2025 Comprehensive Plan that identified seven (7) villages and two (2) unincorporated towns as developed areas in Franklin County and calls for the creation of a more detailed village or area plan for each of the designated villages and towns; and

**WHEREAS**, on March 18, 2014, the Board of Supervisors adopted the first Union Hall Village Plan; and

**WHEREAS**, the Union Hall Village Plan required update to address current and modern concerns and opportunities within the Village of Union Hall; and

**WHEREAS**, the Board of Supervisors has determined that the Union Hall area continues to be an important growth area for the County for continued economic growth and the Board desires to designate this planning area as a Designated Growth Area (DGA) consistent with Section 15.2-2223.1 of the Code of Virginia, as amended; and

**WHEREAS**, after due legal notice as required by Section 15.2-2204/2205 of the Code of Virginia, as amended, the Planning Commission did hold a public hearing on December 12, 2023, and voted to recommend approval of the amended Union Hall Village Plan, and the Board of Supervisors held a public hearing on the amended Union Hall Village Plan on January 16, 2024, at which time all parties in interest were given an opportunity to be heard.

**NOW THEREFORE BE IT RESOLVED**, by the Board of Supervisors of Franklin County, Virginia, that the Board of Supervisors hereby adopts the amended Union Hall Village Plan dated January 16, 2024, and designates the entire planning area as a Designated Growth Area (DGA) in accordance with Section 15.2-2223.1 of the Code of Virginia, as amended; and

**BE IT FURTHER RESOLVED**, the Board of Supervisors hereby amends the Franklin County 2025 Comprehensive Plan by incorporating the amended Union Hall Village Plan, for public necessity, convenience, general welfare, and good zoning practice.

**ADOPTED** on motion of Supervisor Dan Quinn, representative of the Union Hall District of Franklin County; seconded by Supervisor Tim Tatum, representative of the Blue Ridge, District of Franklin County, upon the following recorded vote:

AYES: Carter, Jamison, Quinn, Smith, Tatum, Thompson  
NAYS: Mitchell

\*Roll call vote was taken\*



Attest:

Madherleyn Torres, Clerk  
Board of Supervisors

January 26, 2024 DATE



Franklin County, Virginia

# Union Hall Village Plan

Adopted January 16, 2024



# Acknowledgments

Franklin County thanks the following people for their efforts in the development of the Union Hall Village Plan.

## Board of Supervisors

Ronnie Thompson, Chairperson – *Boone District*

Tim Tatum, Vice-chairperson – *Blue Ridge District*

Mike Carter – *Rocky Mount District*

Tommy Cundiff (Former) – *Union Hall District*

Marshall Jamison – *Blackwater District*

Nick Mitchell – *Snow Creek District*

Ronald Mitchell (Former) – *Blackwater District*

Dan Quinn – *Union Hall District*

Lorie Smith – *Gills Creek District*

## Union Hall residents and stakeholders

## Franklin County Staff

Steve Sandy – Assistant County Administrator

Lisa Cooper – Director of Planning

Stephanie Mathena – Principal Planner

Eric Schmidt – GIS Coordinator

## Planning Commission

Sherrie Mitchell, Chairperson – *Snow Creek District*

Deborah Crawford, Vice-chairperson – *Union Hall District*

David Clements – *Rocky Mount District*

C.W. Doss, Jr. – *Blue Ridge District*

Cheryl Ege – *Gills Creek District*

Angie McGhee – *Boone District*

David Pendleton – *Blackwater District*

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A scenic landscape featuring a clear blue sky with scattered white clouds. In the foreground, there is a mix of green and yellow grass. A dense line of green trees runs across the middle ground. In the far distance, a range of mountains is visible under the sky.

# Chapter 1 Introduction

# The Village Plan

Village Plans are neighborhood-level visions intended to provide the County with policy and development guidance for each of the Designated Growth Areas (DGA) within Franklin County. As in prior village plans such as Westlake-Hales Ford and Ferrum, the Village Plan for Union Hall acts as an appendix to the County Comprehensive Plan and designates the Village of Union Hall as a Designated Growth Area (DGA), see [page 37](#) for a map of the DGA.

While the Comprehensive Plan advises overall County-wide development at a high level, Village Plans provide unique, tailored guidance that is specific to the conditions and needs of each Village – including appropriate land uses, public services and utilities, transportation, and the economy. As with the Comprehensive Plan, the policies provided in this Village Plan are not regulation; they are policy and are intended to be conceptual in nature and should be applied with some flexibility as public and private development proceeds.

Over time, Union Hall has become an important crossroads of the County for both residents and visitors. As Union Hall is the midway point between Glade Hill and Penhook, it not only has opportunity to conveniently serve as a Village for those three communities, but County-wide residents and visitors as well – particularly those visiting Smith Mountain Lake's southern portion. This Village Plan was developed through a culmination of insight gathered from community meetings and surveying, and consultations with County staff, the Board of Supervisors and Planning Commission, property owners, and nearby residents. **The result is a vision for the Village of Union Hall that aims to foster a balanced, small-scale rural village, anchored by the community's bucolic and rural lands.**

## ***What is a Designated Growth Area (DGA)?***

Localities are authorized by *Code of Virginia § 15.2-2223.1* to designate Urban Development Areas (UDA), or similarly defined growth areas; Franklin County uses the term Designated Growth Areas (DGA). These designations have several benefits – including the promotion of transportation-efficient land use and land development patterns to help reduce the impact of growth on the transportation networks and to encourage pedestrian-friendly mixed-use communities that attract development and encourage local economic growth. Additionally, the designation of a DGA creates an avenue to pursue opportunities for state planning assistance and project funding, including Growth & Accessibility Planning (GAP) Technical Assistance and Smart Scale funding.

The Code of Virginia requires that designated DGAs incorporate principles of traditional neighborhood design, which may include but need not be limited to:

- Pedestrian-friendly road design
- Interconnection of new local streets with existing local streets and roads
- Connectivity of road and pedestrian networks
- Preservation of natural areas
- Mixed-use neighborhoods, including mixed housing types, with affordable housing to meet the projected family income distributions of future residential growth
- Reduction of front and side yard building setbacks, and
- Reduction of subdivision street widths and turning radii at subdivision street intersections to calm traffic on local streets, as permissible by VDOT standards.

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# Planning Context and Previous Planning Efforts

The analysis for the Village Plan included a review of previous plans and studies that addressed the Union Hall area. This review identified many policies and prior findings that are relevant to future planning for the Village. As part of this analysis, relevant and consistent policy themes were identified from these prior studies that could serve to guide and inform the recommendations that were developed as part of this planning process.

## Franklin County Plans

- The Franklin County Board of Supervisors adopted their **first Comprehensive Land Use Plan** on April 19, 1976; this adopted Plan focused on growth areas surrounding Smith Mountain Lake, as well as the county seat, Rocky Mount. The Generalized Future Land Use Map of 1975-1985 shows the Union Hall area (not a defined boundary) as predominately agricultural and forestal, with small areas of commercial development.
- The Franklin County Board of Supervisors adopted their **second Comprehensive Plan** on December 16, 1985; this adopted Plan introduced the concept of the Union Hall-Gills Creek Planning Area. The Plan suggested that the Union Hall-Gills Creek Planning Area would see a variety of residential uses – predominately low-density – in addition to strategically placed multi-family developments and planned unit developments along the lake shore. The Plan also called for the careful preservation of existing farmland. The Plan also stated that the commercial development was neighborhood-oriented and rural in nature – and that many of the businesses included those which served the residents and tourists, such as marinas, restaurants, food stores, and convenience stores.
- The Franklin County Board of Supervisors adopted their **third Comprehensive Plan** titled: Inventing Franklin County's Future – 1995 Comprehensive Plan on April 4, 1995. This adopted Plan identified Union Hall separately from the Gills Creek District and named Union Hall a “Crossroads Commercial.”; specific conditions and policy were not provided.
- The Franklin County Board of Supervisors adopted the **fourth and most recent Comprehensive Plan** on May 22, 2007. This Plan introduced Villages as a future land use designation. It states that Villages are to be a primary focus for local services, social activity, employment, and community; further, they provide many of the daily needs of area residents without traveling more than a few miles. Villages are also intended to maintain a pedestrian-radius of one-quarter to one-half mile from the Village center - to maintain and promote walkability.

This Plan designated Union Hall as a “Village” and provided land use policies for future growth and development. However, the policies provided were not specific to Union Hall, but were intended for all designated Villages within the County. This Plan calls for the creation of adopted community plans for each of the designated Villages. As of 2023, the Villages of Westlake-Hales Ford, Ferrum, and Union Hall have adopted Village Plans.

- The Franklin County Board of Supervisor adopted the **first Village Plan for Union Hall** on March 18, 2014, which was the first of the Village Plans to be adopted. This Village Plan introduced a planning boundary, which was an approximate  $\frac{1}{2}$  mile radius around the center of the Village – the intersection of Route 40 and Kemp Ford Road. The boundary was chosen in order to incorporate intersections and nodes of activity that were relevant at the time. The 2014 Plan defined five basic land use policy concepts.

## Other Plans

- In March 2010, [\*\*the Smith Mountain Lake Corridor Study\*\*](#) was prepared by Michael Baker Jr., Inc. with assistance from the Virginia Department of Transportation (VDOT), Hayes, Seay, Mattern and Mattern (HSMM)/AECOM, Renaissance Planning Group, and Peggy Malone & Associates, Inc. This Corridor Study provided a comprehensive analysis focusing on the primary and secondary public roadways that provide access to, and circulation around, Smith Mountain Lake. The key roadways were the primary routes of 122, 24, 116, and 40; and secondary routes of 634, 626, 834, 608, and 616. The Study included a community profile, existing conditions, public stakeholder input, projected future conditions, recommendations, and context sensitive design solutions and guidelines.
- [\*\*The West Piedmont Planning District 2045 Rural Long-Range Transportation Plan\*\*](#), adopted May 28, 2020, provides transportation priorities articulated within Virginia's Multimodal Transportation Plan (VTrans), Smart Scale, and local needs and priorities.
- In 1998, [\*\*Charting a Course for Smith Mountain Lake\*\*](#), a visioning plan, was created through a cooperative planning program between Franklin, Bedford, and Pittsylvania Counties. This plan was a response to the growth surrounding the Smith Mountain Lake area and existing communities. While this plan does not name them specifically, “village centers” were discussed. This plan states that the “village centers” around Smith Mountain Lake should have certain elements, including commercial and employment opportunities, public services and recreation, and a variety of residential development. The Village of Union Hall in its current state, and the vision of Union Hall described in this plan, would certainly align with the “village centers” described in *Charting a Course for Smith Mountain Lake*.

# Process and Public Engagement

The process to update the Union Hall Village Plan began in 2021, when Franklin County received technical assistance through the Growth and Accessibility Planning Technical (GAP) Assistance Program, a program of The Virginia Office of Intermodal Planning and Investment (OIPI). The GAP program provides technical assistance, in the form of a grant, to local governments for projects that conduct multimodal planning within existing or planned Urban Development Areas and Designated Growth Areas (DGA); the program also seeks to align infrastructure development with designated and emerging growth areas to improve efficiency and effectiveness.

The County pursued the grant program to gain technical assistance and necessary analysis to update and expand on the adopted 2014 Village of Union Hall Plan. A draft Village Plan was created in early-2022, and the County has since been refining and finalizing the Plan to be an accurate representation of the residents' desires, and the community's needs.

A public meeting was held on October 5th, 2021 at Franklin Heights Church in Union Hall. This meeting was an opportunity for Union Hall residents to give input into this process; 111 people attended the meeting. Additionally, a survey was launched at the same time and ran through November 1st, 2021; 54 respondents filled out the survey during the meeting and many more responded to the same survey posted on the County website. The input received from these sources proved to be indispensable to the development of the Union Hall Village Plan.

The survey was comprised of seven (7) questions with multiple choice response options for each question. The survey was conducted from October 8th, 2021, to November 1st, 2021, and it received responses from 327 participants. Many participants expressed a desire for more grocery stores, convenience stores, restaurants, and other shopping opportunities to come to the area in the future. They also requested improvements to broadband internet connectivity, more parks, trails, and recreational facilities, and greater investment in community facilities such as libraries and schools. Most participants supported future residential development in the form of large rural lots where houses are not visible from the road, but many also supported a variety of housing options ranging from single-family homes to multi- family apartments. Some residents were concerned about increased traffic and the loss of scenic beauty resulting from future growth and development – both commercial and residential. Preservation of farmland was also an important issue for many residents who responded to the survey.

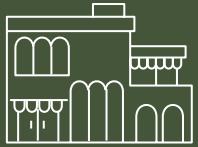
Participants were also provided with an opportunity for open-ended written responses. Most written responses echoed the multiple-choice options included in the survey, with many participants emphasizing the need for more amenities and shopping opportunities. Other themes included a desire for:

- Greater access to healthcare facilities and pharmacies
- Increased investment in emergency and rescue services
- Enhancements to utility infrastructure to prepare for future growth
- Investment in bike lanes, particularly on Dillard's Hill Road and Kemp Ford Road
- Enhanced walkability
- Lower speed limits
- Widening of existing roads

111  
public  
meeting  
attendees

327  
survey  
respondents

# Key Takeaways



Desire for a **small-scale village**, in contrast to the scale and design of the Westlake-Hales Ford Village



Desire for **increased shopping** opportunities and services



Desire for **trails, recreation, and village amenities** – such as a library



Preference for **large lots** over small-lot residential development



Desire to **maintain rural and scenic character**



Concern about **traffic impacts** as a result of growth



Queen Bee Consignments  
furniture & home decor

UNION HALL PLAZA  
U-HAUL



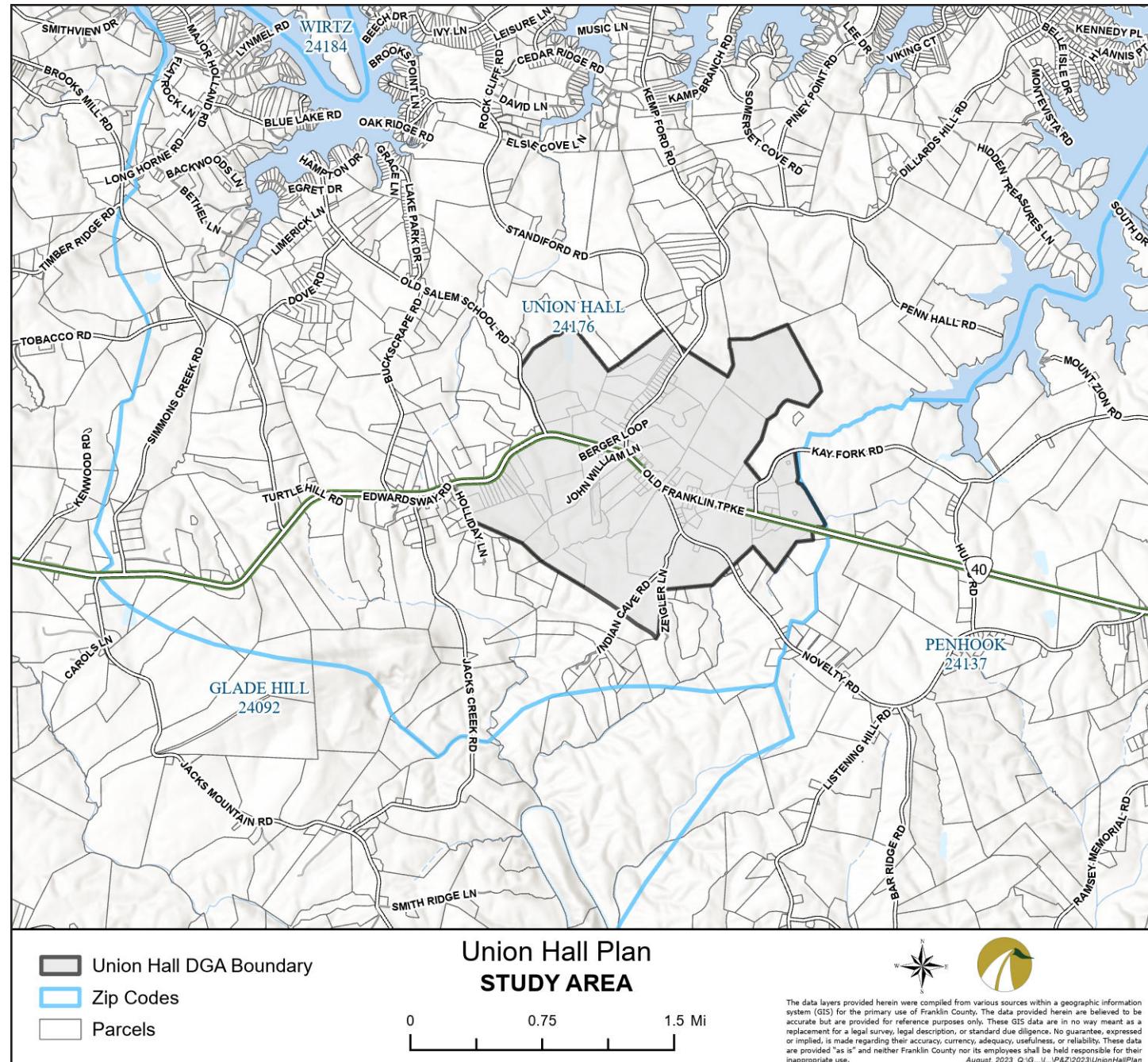
# Chapter 2 Community Context Existing Conditions

# Existing Conditions Study Area

Map 1: Study Area

Understanding an area's existing conditions help highlight areas of both opportunity and constraint when planning for the Village of Union Hall's future. Existing conditions include topics such as land use and occupancy, environmental resources, and the transportation network. Demographics include the characteristics of the population, such as race, age, income, etc.

To better inform the policy and strategies of this Village Plan, a study area boundary was determined that includes the Village of Union Hall Designated Growth Area (DGA), as well as the surrounding area. By including a larger study area to investigate existing conditions, the Village Plan is better equipped to highlight and analyze those factors outside of the DGA boundary, which still influence the Village of Union Hall. As the Village of Union Hall is but a small area of the greater "Union Hall" community, the conditions and residents of the greater community have a direct impact on planning for future needs – utility, transportation, public service, etc.

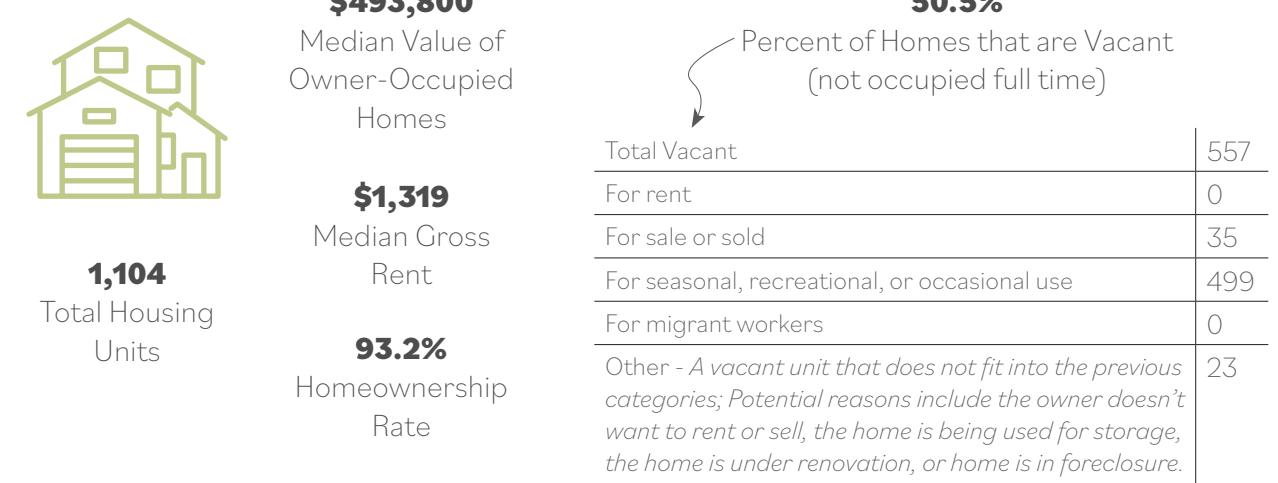
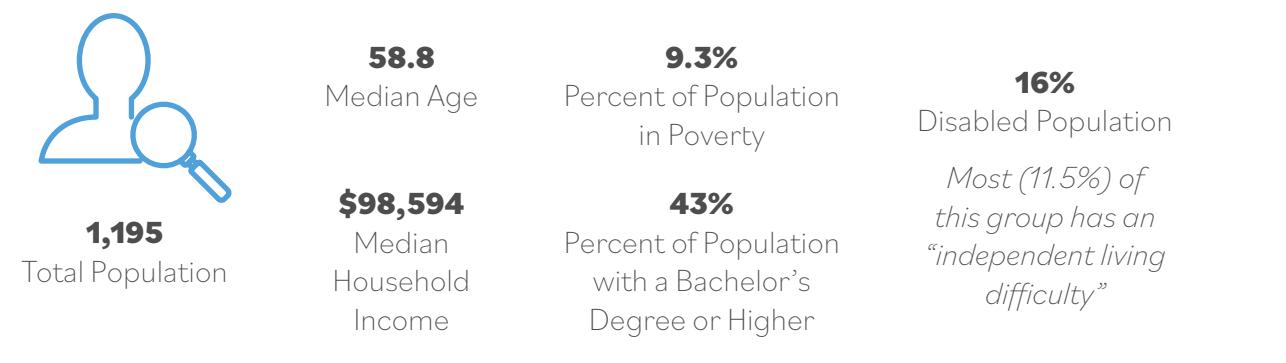
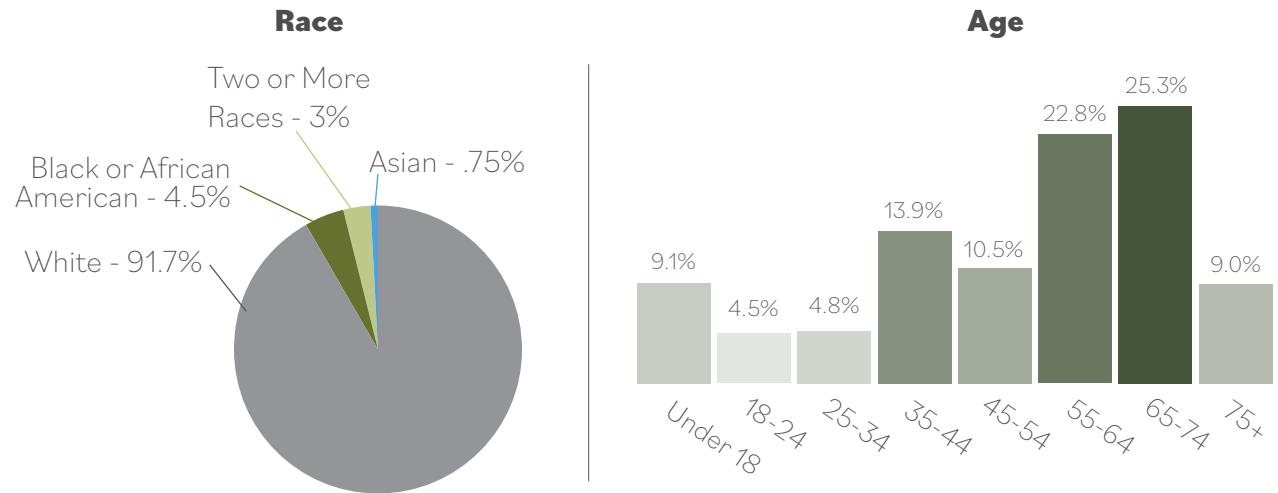


## Why Do Demographics Matter?

Planning efforts utilize United States Census data to understand the social, economic, and demographic conditions within communities. This data informs County-wide, as well as Village-specific, planning policy. Census data is collected by various boundaries – including State, County, Town, and City boundaries, census tracts, zip codes, among others!

Often, planning efforts utilize these existing Census boundaries to conveniently define an area. As the Union Hall Village, or Designated Growth Area, has a uniquely crafted boundary based on community feedback, there is no Census designated boundary to be used in the context of the Village of Union Hall. As a result, to get a glimpse into Union Hall's social, economic, and demographic conditions, **this Village Plan utilizes Census' data for the 24176 Zip Code, which encompasses the Village of Union Hall and surrounding area.**

Unless otherwise noted throughout this Plan, all demographic data was provided by the *U.S. Census 2021 American Community Survey 5-Year Estimates*.



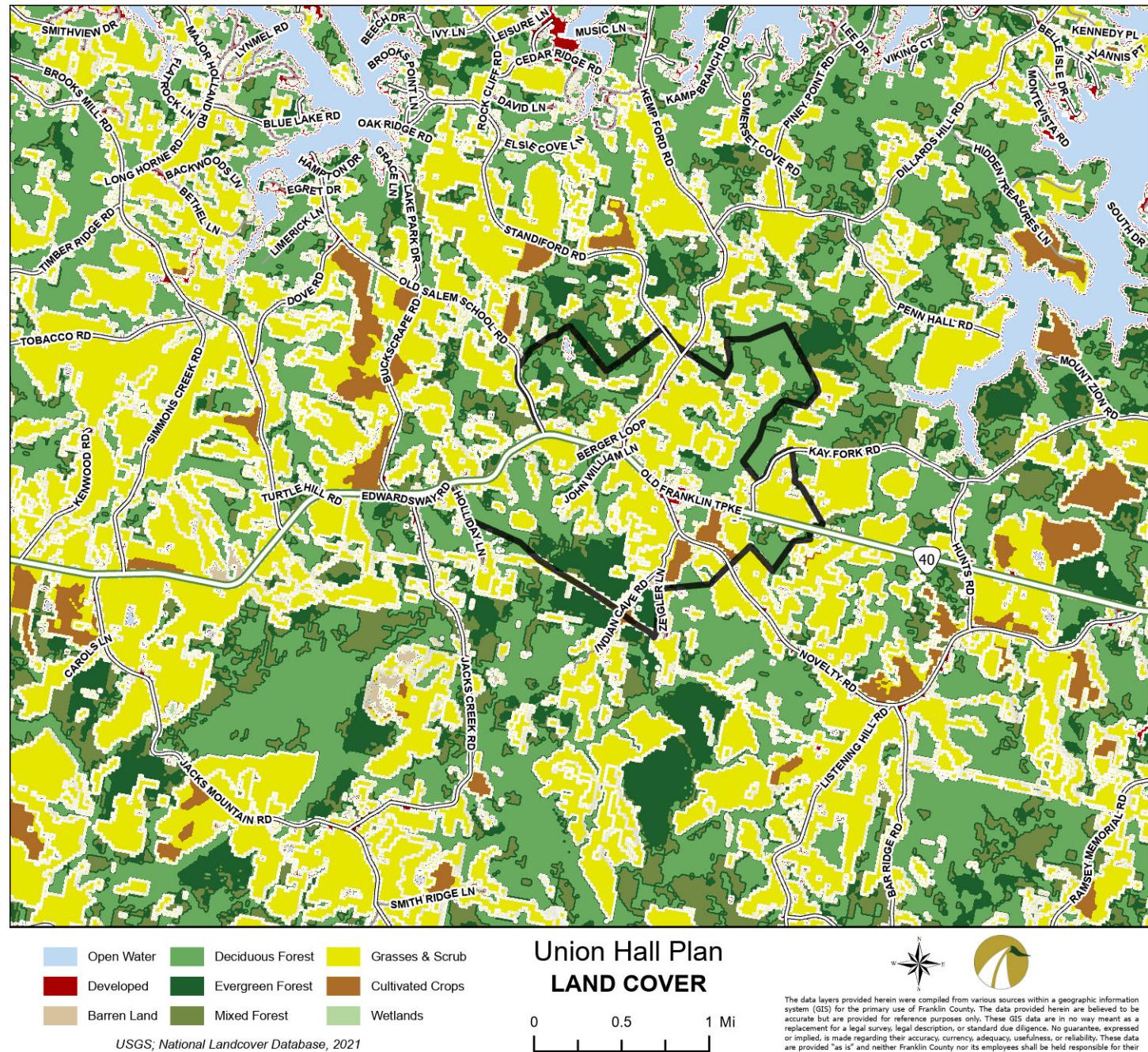
# Environment

## Land Cover

Land cover data shows how much of an area is covered by forests, water and wetlands, agriculture, impervious surfaces (artificial structures, such as buildings, pavements, asphalt, rooftops, etc.), as well as others.

Land cover data can show how an area has been preserved, developed, or changed overall throughout time. Land cover is *not* land use; while they are closely linked, existing land cover shows the physical characteristics of the land itself. The land cover in the study area is predominantly comprised of forest, tree, and pasture. See [page 15](#) and Map 4 for more information on existing land use.

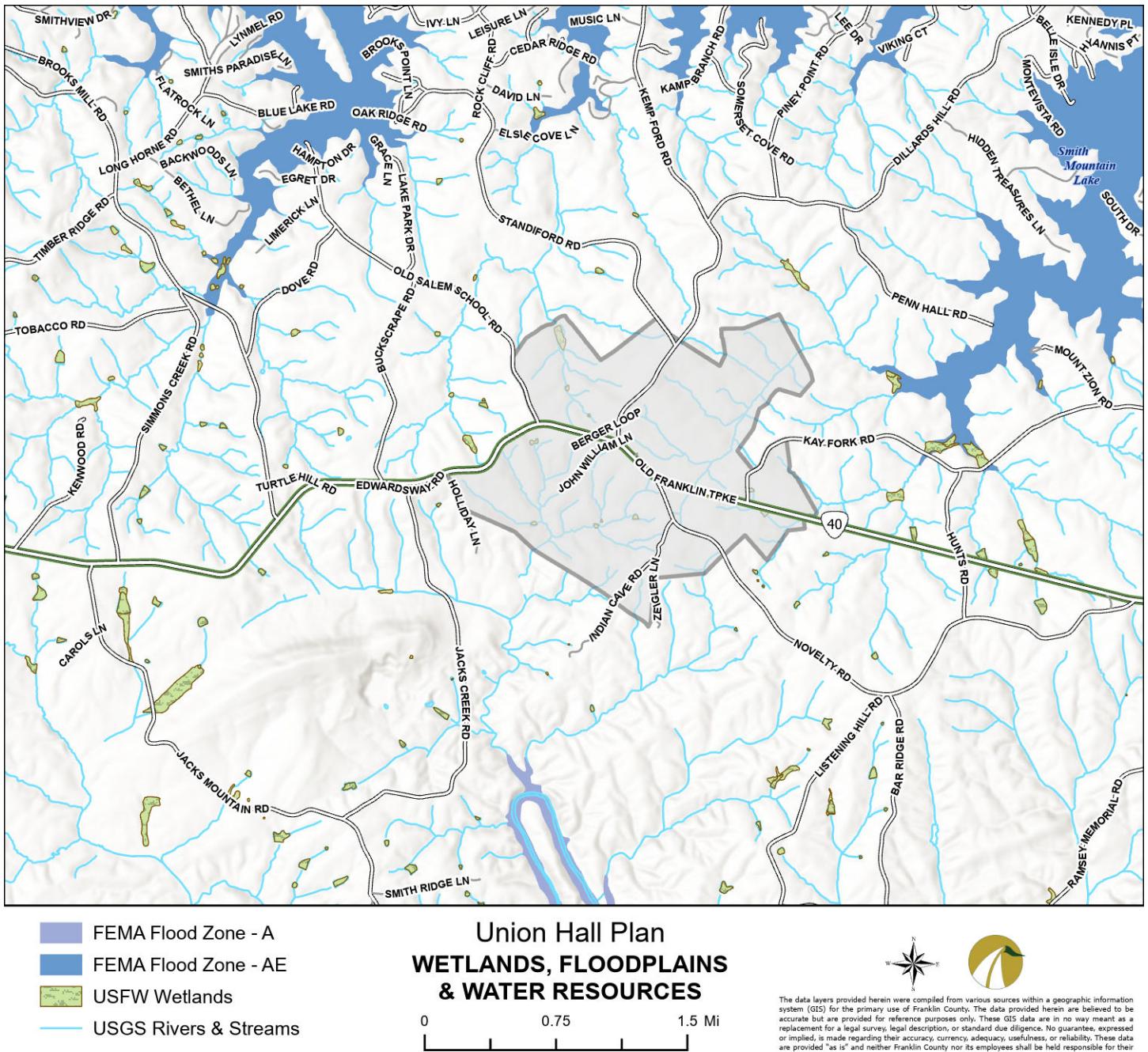
Map 2: Land Cover



# Water Resources, Wetlands, & Floodplains

The study area has limited areas of wetlands or floodplains, which are mainly associated with Smith Mountain Lake. Additionally, two (2) small stream valleys traverse the area.

**Map 3:** Water Resources, Wetlands, and Floodplains



# Existing Land Use

## *Land Occupancy and Existing Land Use*

Land occupancy data can show the extent to which an area is developed or vacant. Additionally, this information can also generally show areas that may be developable, based on general topography, vacancy, etc.

On the other hand, land *use* is the human use of land. It comprises all activities that are practiced on a given parcel or area of land – including agricultural, residential, commercial, industrial, mining, or recreational uses. While an area’s land occupancy may remain developed over a long period of time, that specific type of development – or land use – can change over time. In rural areas, land use typically happens at a slower pace than in more urbanized areas, and the market has a direct effect on how quickly an area is – or is not – developed once policy and regulation are set in place that invites varying levels of development.

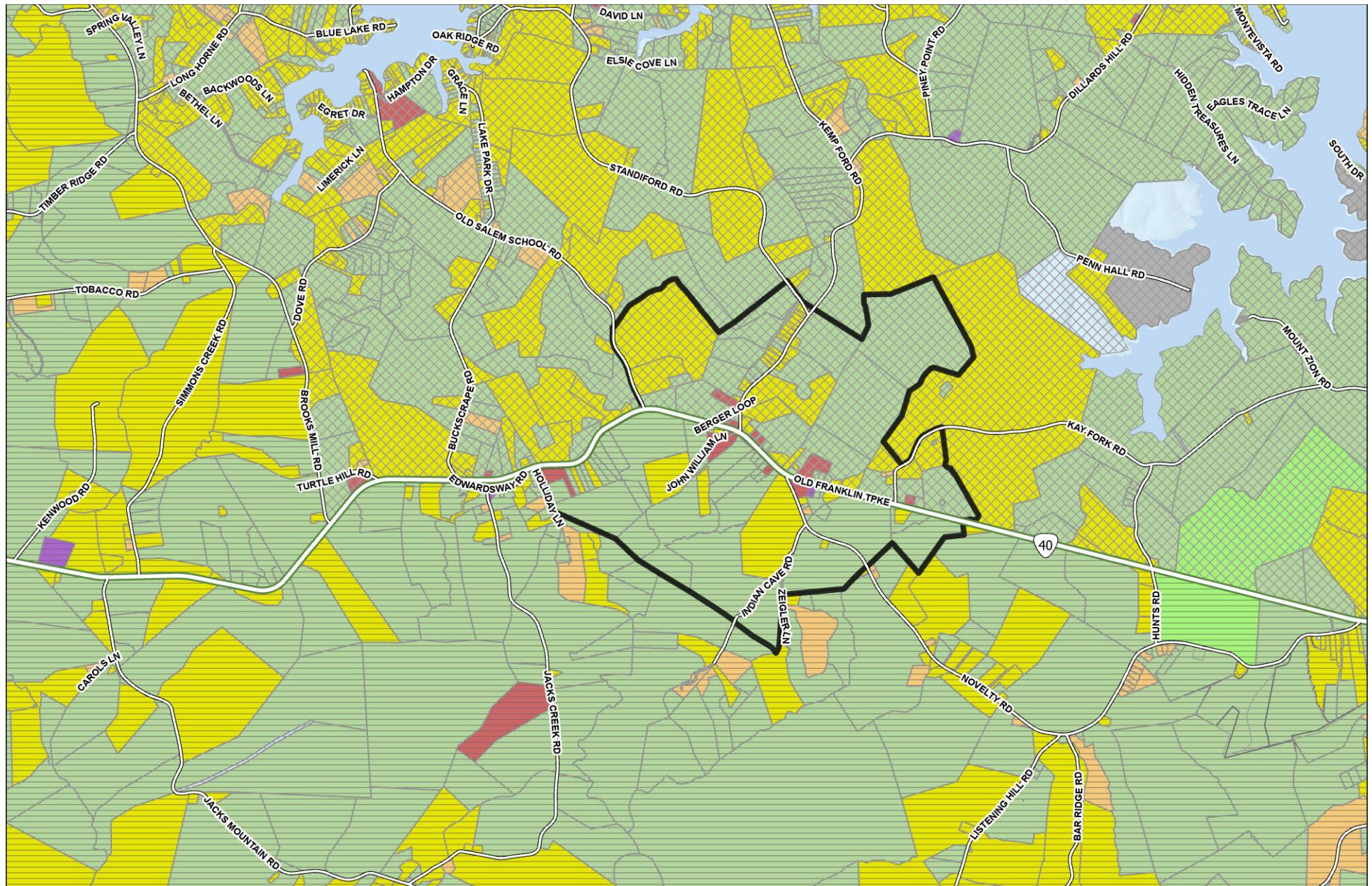
Typically, land uses are logically and cohesively planned in order to ensure that low intensity uses (e.g. agriculture, low-density residential) are buffered from high intensity uses (e.g. industry and mining). In “traditional neighborhood development,” which is a key component of Designated Growth Areas ([see Chapter 1](#)), land use is typically comprised of a delicate balance of neighborhood-scale commercial development, varying types of residential development, recreational development, and in some cases, agricultural. The land use goal in “traditional neighborhood development” is to provide all the services and commodities needed by residents within a given community.

In general terms, the study area is characterized by three types of land uses:

- Small area of commercial uses in the Village of Union Hall at the crossroads of Rt. 40 and Kemp Ford Road;
- Rural, agricultural uses surrounding Union Hall; and
- Single-family residential areas scattered throughout and the lakeside residential areas at the northern end of the study area.



# Map 4: Existing Land Use



## Union Hall Plan LAND USE & OCCUPANCY

LAND USE

OCCUPANCY

Commercial

Low Density Residential

Residential

Vacant

Ag - Rural Residential

Mobile Home

Tax Exempt

Farm/Ag

VA Corp. Commission

0 0.5 1 Mi



The data layers provided herein were compiled from various sources within a geographic information system (GIS) for the primary use of Franklin County. The data provided herein are believed to be accurate but are provided for reference purposes only. These GIS data are in no way meant as a replacement for a legal survey, legal description, or standard due diligence. No guarantee, expressed or implied, is made regarding their accuracy, currency, adequacy, usefulness, or reliability. These data are provided "as is" and neither Franklin County nor its employees shall be held responsible for their inappropriate use.

August, 2023 QIG... (P&Z)2023/UnionHallPlan

# Community Services & Utilities and Infrastructure

Delivering quality service to residents is an important purpose of local government. Public schools, emergency services, and recreation, are just a few of the necessary public services necessary for a high quality of life. Continued investment of new services and facilities, and the maintenance of those existing, will ensure the residents of Union Hall have access to adequate services.

## *Emergency Services*

The County is served by 24/7/365 EMS coverage by career staff within the County's Public Safety Department. Union Hall is served by the Glade Hill Volunteer Fire Department, located at Turtle Hill Road and Route 40, outside of the Village boundaries, but within the study area. The new facility became operational in September 2023. The station houses both the Glade Hill Volunteer Fire Department as well as Franklin County EMS; it serves as an emergency shelter for the community and has a community room.

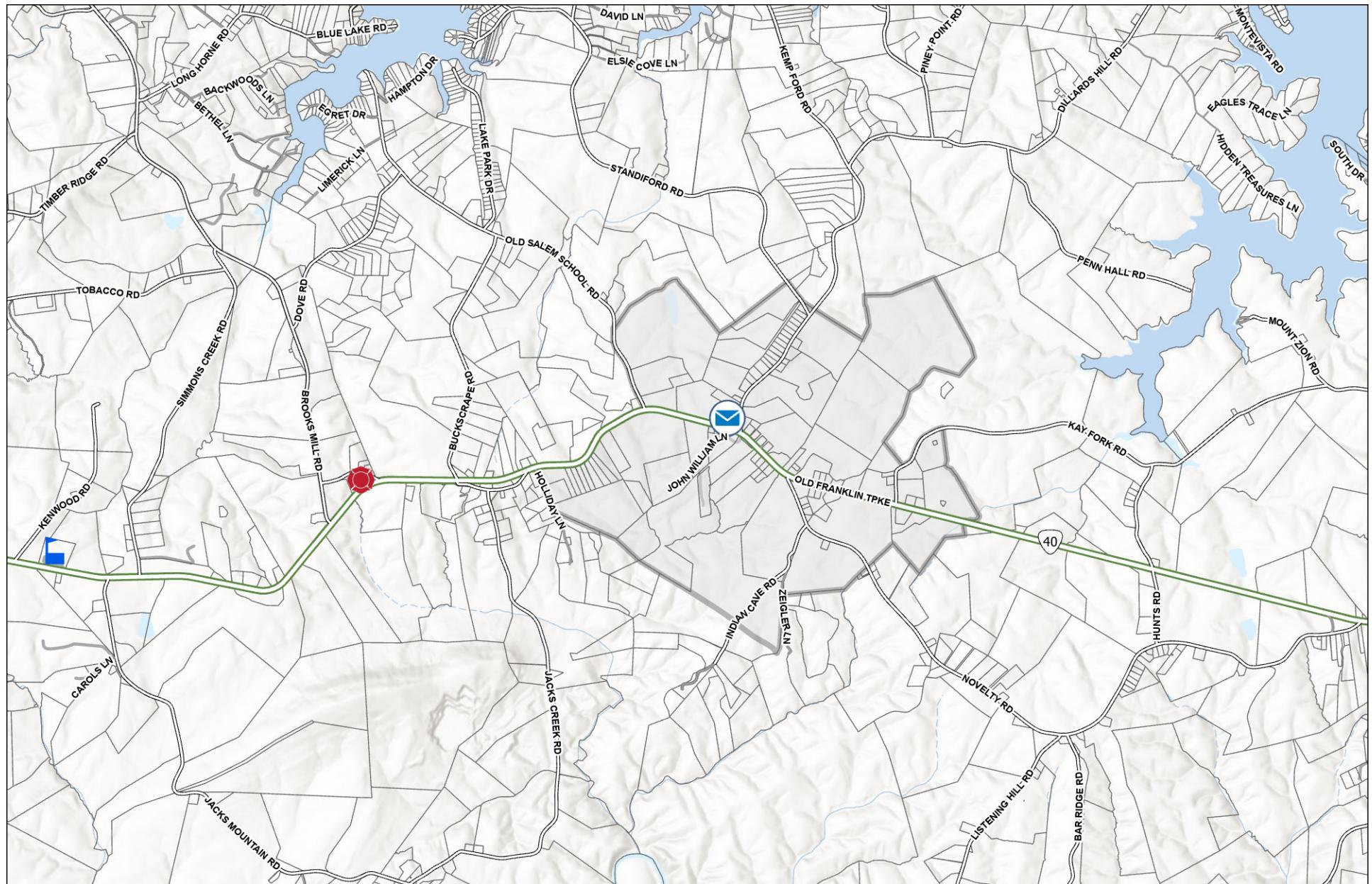


## *Waste Collection*

Currently, there are no waste collection sites within the study area boundary. However, the Penhook Green box Site and the Glade Hill Green Box Site service Union Hall residents. Both sites have historically operated as unstaffed sites; however, as of Summer 2023, the Franklin County Public Works Department has initiated plans for both facilities to become staffed sites with an on-site attendee and compactor, as well as operating hours for collection. The changes are expected to be executed by Summer 2024.

Public engagement indicated a strong desire for improved waste collection services within Union Hall – including more maintenance and paving of the existing Penhook Green Box Site, as well as the desire for future recycling capabilities. Most importantly, residents expressed a desire to have a collection facility closer to the Village of Union Hall. Future planning should consider the viability and serviceability of an additional and/or relocated collection facility closer to the Village limits.

## Map 5: Community Facilities



 Fire/Rescue Station

 U.S. Post Office

 Glade Hill Elementary School

### Union Hall Plan COMMUNITY FACILITIES

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August, 2023 Q:\G...\P&Z\2023\UnionHallPlan

# Community Services & Utilities and Infrastructure

## Water and Wastewater

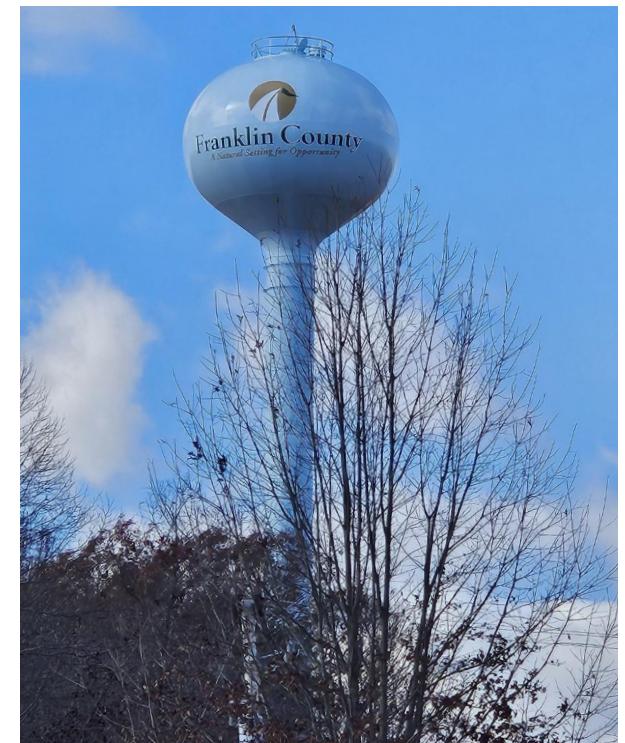
Properties in Union Hall are currently served by individual wells or private water systems and septic systems. The Western Virginia Water Authority (WVWA) is currently constructing a 175' tall, 200,000 gallon-capacity water storage tank and water treatment facility within the Village of Union Hall. Approximately 1,900 feet of water main will extend from the water tower to Southlake Plaza; all properties located along the frontage of the water main will have the ability to connect to water service. Construction of the water tower and treatment facility began in March 2023 and final completion of the work is expected by Fall 2024. At this time, wastewater service is not expected within the Union Hall area, and development will continue to be served by private systems.

As growth and development occur in the Village of Union Hall, the County, WVWA, and developers will need to work in concert to implement the needed infrastructure for expanded water and/or wastewater service.

## Broadband

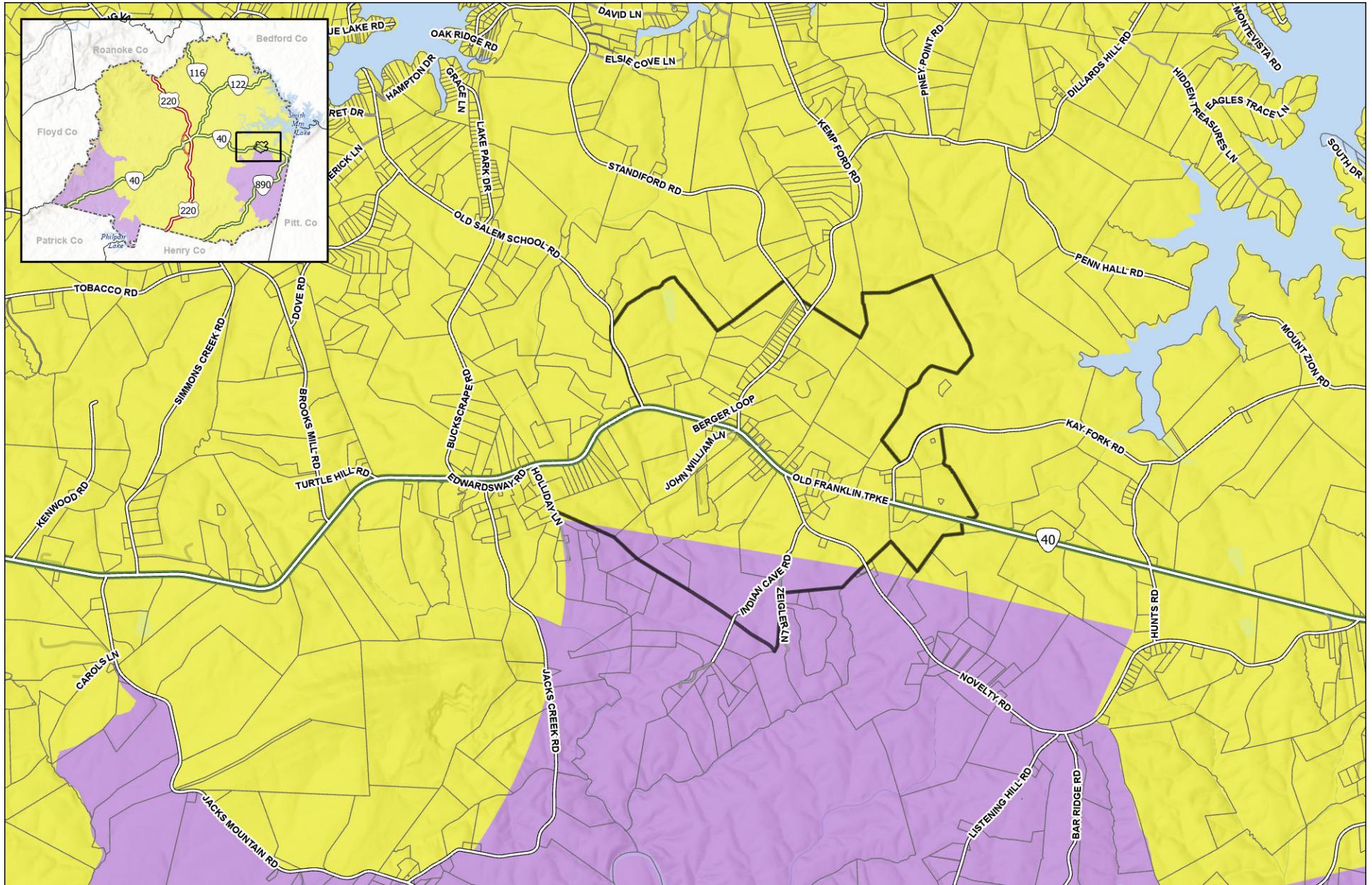
As of 2021<sup>1</sup>, 80% of households (440 households) in the 24176 Zip Code (Union Hall) had a broadband subscription for internet service, and another 7% (40 households) had satellite internet service. The current service providers in the 24176 Zip Code include Shentel, Brightspeed, and B2X Online.

Since the creation of the Franklin County Broadband Authority in 2017, the County has diligently pursued efforts to increase broadband coverage and access for communities throughout the County – including Union Hall. Grants from the Virginia Tobacco Region Revitalization Commission and the Virginia Telecommunication Initiative (VATI) were awarded to the County in 2019, 2020, 2021, and 2022; these grants are for the planning, expansion, and improvement of fixed wireless and fiber-based broadband expansion projects. Recent work within the study area includes installation of wireline service along the entirety of Old Salem School Road. Future expansion will include more service areas for Shentel and RiverStreet Networks, as shown on Map 6, to the right.



<sup>1</sup>Source: US Census American Community Survey data, 2021

## Map 6: Broadband Coverage



- Shentel General Service Area
- Riverstreet General Service Area
- Union Hall DGA Boundary

### Union Hall Plan WIRELINE BROADBAND PROVIDERS

0 1 2 Mi



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# Transportation Network

## Functional Classification

“Functional Classification” is a grouping of roadways into classified systems, according to the character of service they provide. Most roadways do not operate independently, but rather serve as part of an overall network; most travel involves the usage of multiple roadways to get from point A to point B, thus a network is used.

VDOT’s Transportation and Mobility Planning Division (TMPD) is responsible for maintaining the Commonwealth’s official Federal Functional Classification System. TMPD determines the functional classification of the roadway by type of trips, expected volume, what systems the roadway connects, and whether the proposed Functional Classification falls within the mileage percentage thresholds established by the Federal Highway Administration (FHWA).

The portion of Franklin County’s transportation system that is within the study area and the Village of Union Hall include a minor arterial (Route 40), a minor collector (Kemp Ford Road), and local roads; visit the [VDOT Functional Classification webpage](#) for more information.



### *Types of Roads within the Village of Union Hall*

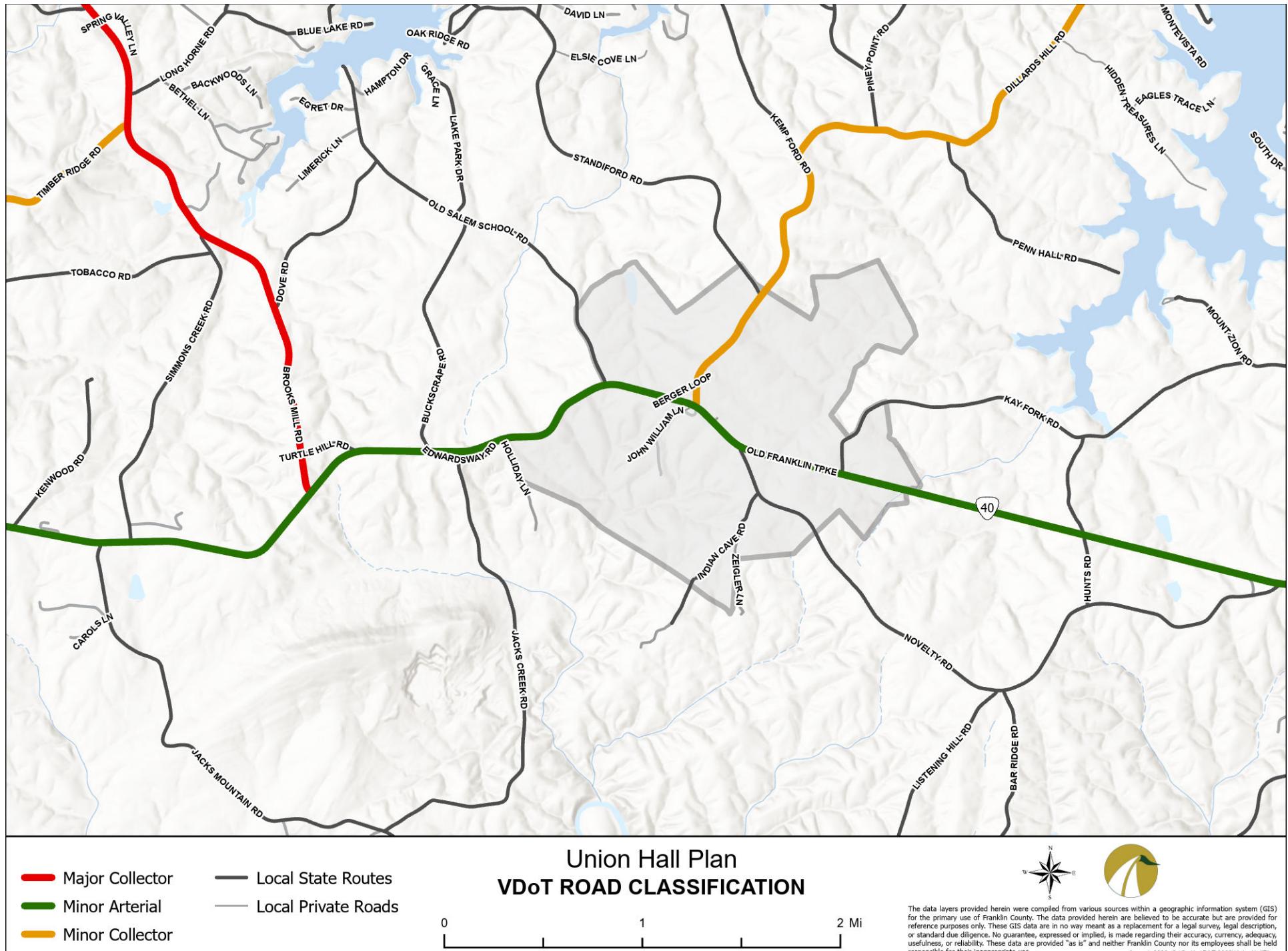
In rural areas, **Minor Arterials** link towns, along with other major traffic generators, and form an integrated network providing inter-county service. The design in rural areas typically provides for relatively high overall speeds, with minimum interference to the through movement. Minor Arterials are spaced at intervals, consistent with population density, so that all developed areas are within a reasonable distance of an arterial roadway.

In rural areas, **Minor Collectors** collect traffic from Local Roads and bring all developed areas within a reasonable distance of a Collector Road. Minor Collector facilities provide service to the remaining smaller communities and link local traffic generators with the surrounding rural lands.

**Local Roads** account for the largest percentage of all roadways in terms of mileage. They are not intended for use in long distance travel, except at the origin or destination end of the trip, due to their provision of direct access to abutting land. In rural areas, Local Roads serve primarily to provide direct access to adjacent land. Local Roads provide service to travel over relatively short distance as compared to collectors or other higher systems. All facilities not classified on one of the higher systems in rural areas are classified as Local Roads.

Source: VDOT Functional Classification Comprehensive Guide, June 6, 2014.

# Map 7: Functional Classification



# Transportation Network

## Level of Service

Level of Service (LOS) is another common measure of roadway performance. LOS ranges from A - F. For context, LOS "A" indicates "free flow," where vehicles are almost completely unimpeded in their ability to maneuver. LOS "F" indicated "forced or breakdown flow," where volumes exceed capacity and lines of traffic are formed.

Within the study area and the Village of Union Hall, Route 40 has an LOS of "C" and Kemp Ford Road has an LOS of "A"; Local Roads are not provided an LOS.

## Safety

Addressing traffic safety is imperative for any transportation planning process. A total of 159 traffic-related crashes was reported between 2015-2022 within the study area, with a fair portion within the Village of Union Hall. Out of the total crashes reported within the Village, none resulted in fatal injury, 3 in severe injury, and 13 in visible injury. As Route 40 and Kemp Ford Road is a highly utilized crossroads within the Village of Union Hall, and greater Smith Mountain Lake area, these roadways can benefit from strategic safety measures to reduce traffic-related crashes.

While the greater study area and Village of Union Hall are both predominantly traversed by motor vehicles, safe bicycle and pedestrian access should also be a priority in strategic, prioritized areas. Additionally, this is an area with farming activity, resulting in slow-moving vehicles sharing the roadway - such as tractors and other farm equipment. Future safety measures and initiatives should be intentional and carefully planned to ensure the traffic safety of *all* users. See page 27 for additional discussion on active transportation (pedestrian and cyclists).

### Level of Service Descriptions

*Highway traffic congestion is expressed in terms of Level of Service (LOS) as defined by the Highway Capacity Manual (HCM). LOS is a letter code ranging from "A" for excellent conditions to "F" for failure conditions. The conditions defining the LOS for roadways are summarized as follows:*

#### LOS A

- Free-flow (FF) operation



#### LOS B

- Reasonably free-flow
- Ability to maneuver is only slightly restricted
- Effects of minor incidents still easily absorbed



#### LOS C

- Speeds at or near FF
- Freedom to maneuver is noticeably restricted
- Queues may form



#### LOS D

- Speeds decline slightly with increasing flows
- Density increases more quickly
- Freedom to maneuver is more noticeably limited
- Minor incidents create queuing



#### LOS E

- Operation near or at capacity
- No usable gaps in the traffic stream
- Operations extremely volatile
- Any disruption causes queuing

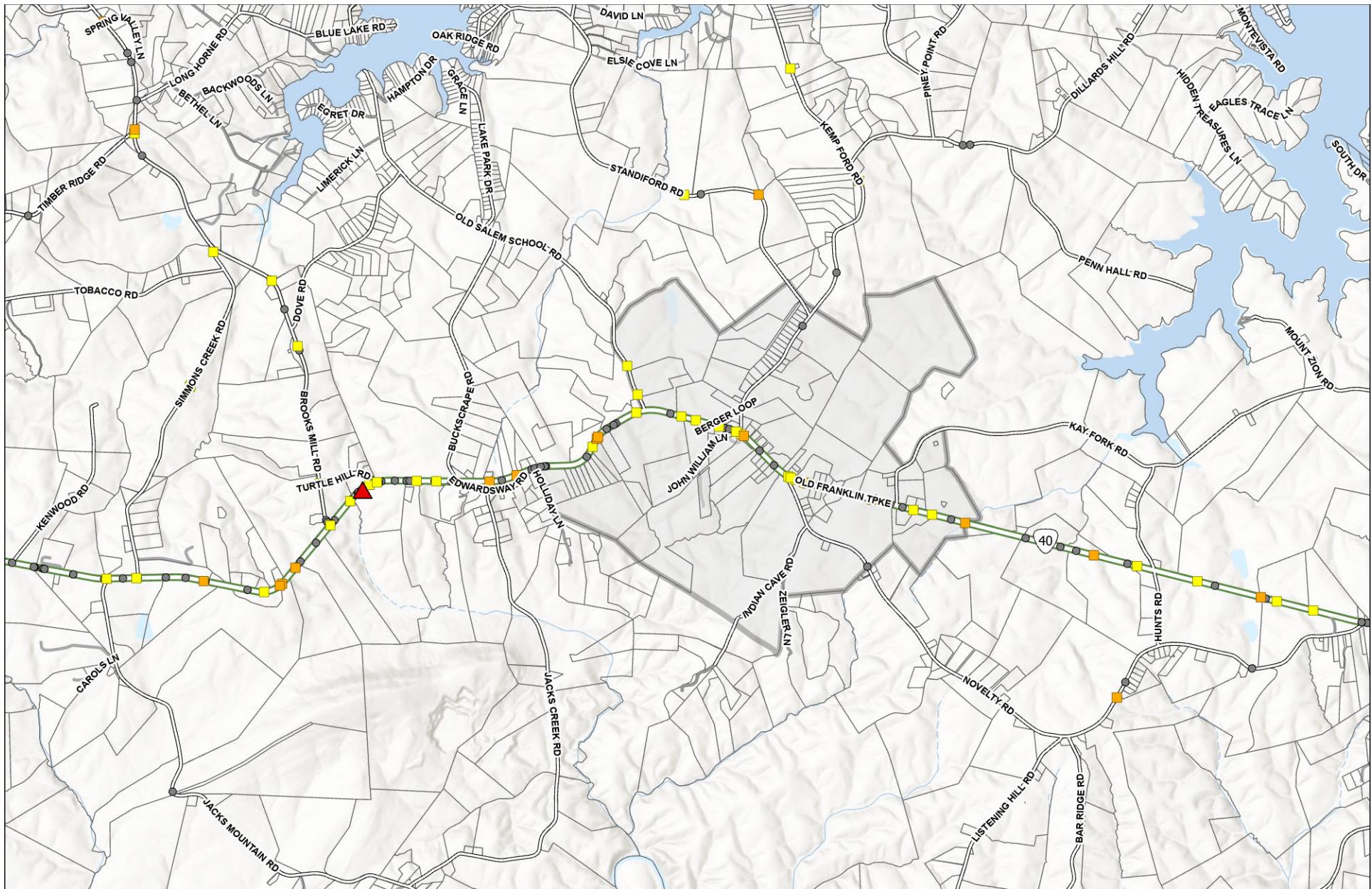


#### LOS F

- Breakdown in flow
- Queues form behind breakdown points
- Demand is greater than capacity



## Map 8: Crash Data, 2015-2022



- ▲ Fatal Injury (1)
- Severe Injury (18)
- Visible Injury (39)
- Property Damage Only (101)

### Union Hall Plan VDOT CRASH DATA: 2015-2022

0 1 2 Mi



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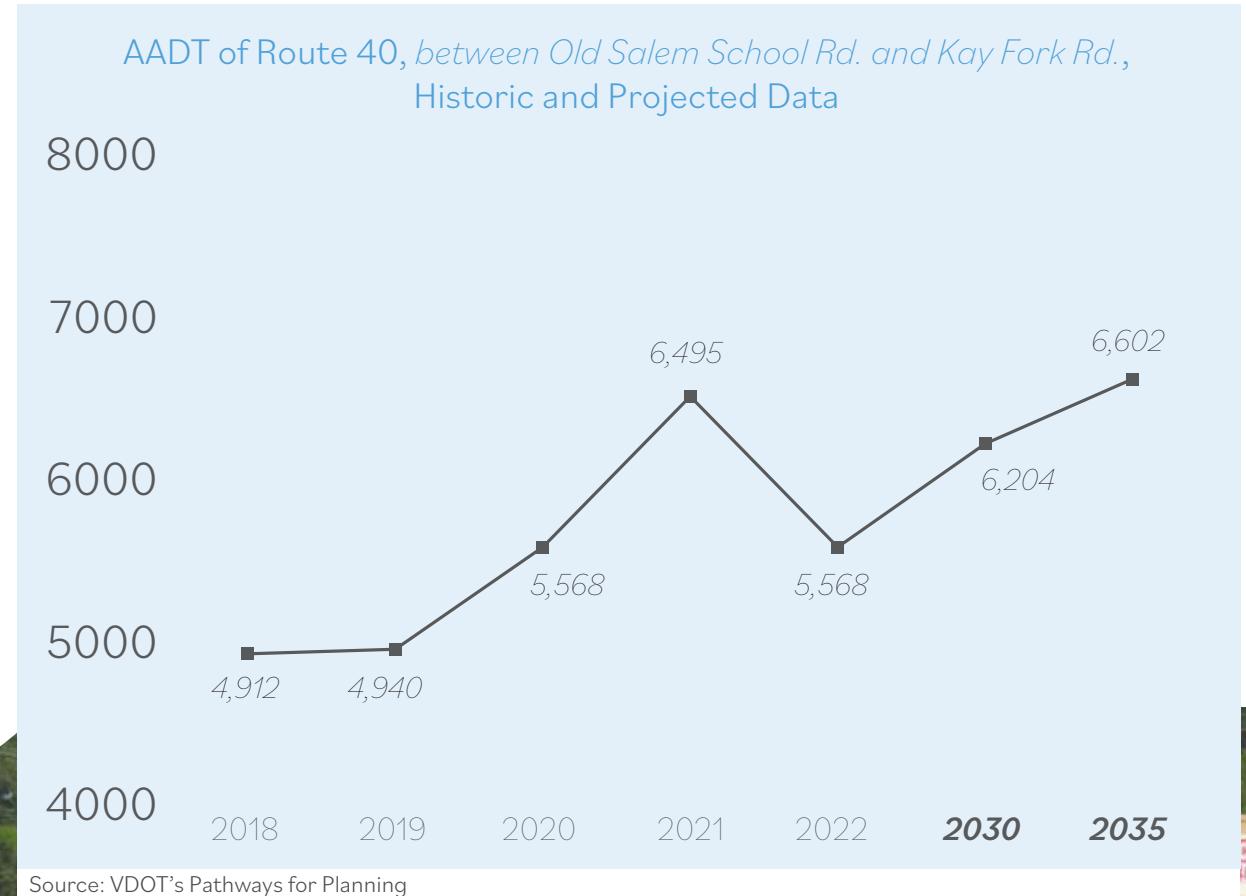
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# Transportation Network

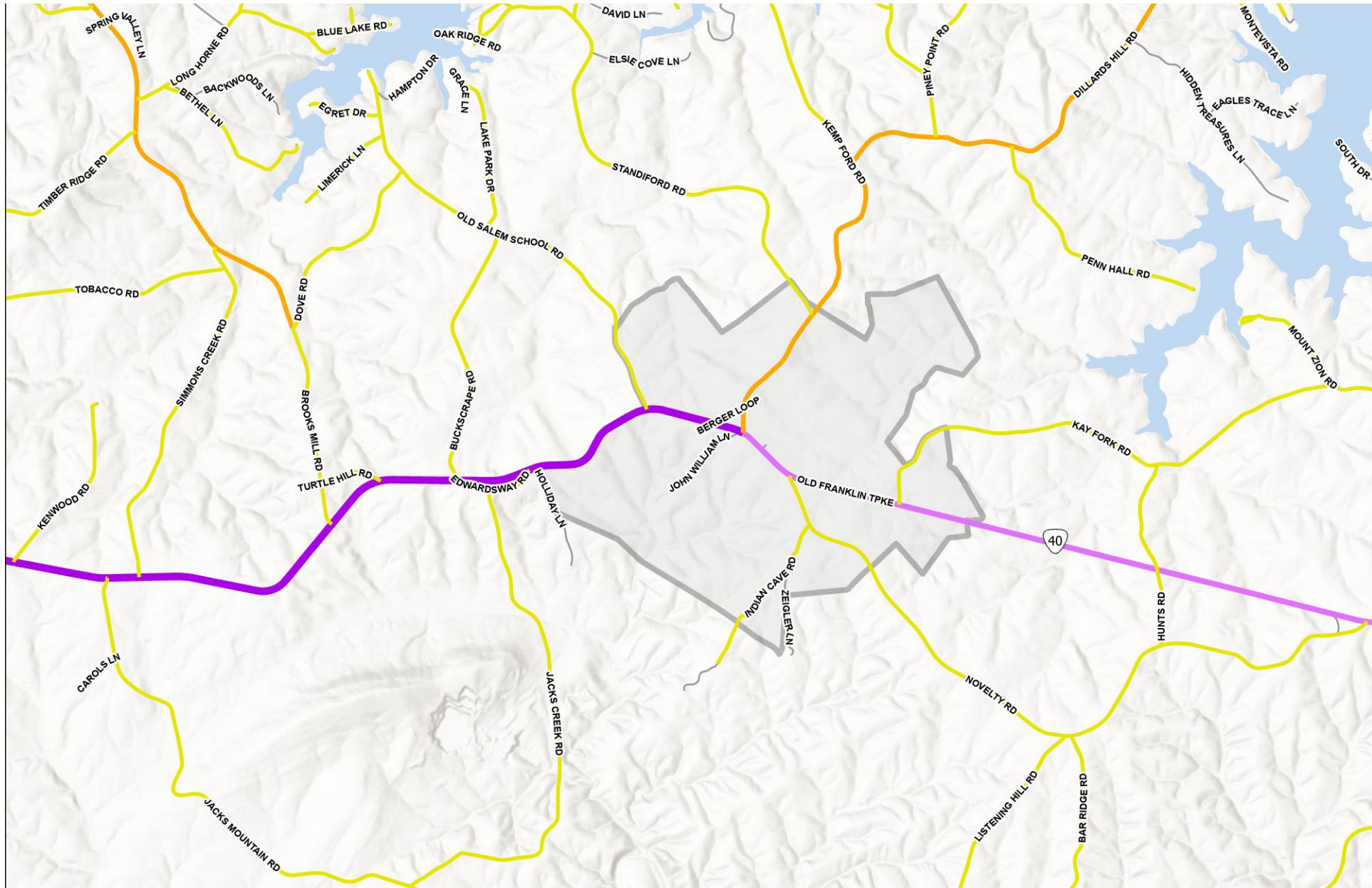
## Average Annual Daily Traffic (AADT)

Annual Average Daily Traffic (AADT) is the measure of traffic volume on a roadway, referring to the average daily traffic accommodated by a particular roadway each day over the period of one (1) year. AADT is a basic measurement that indicates vehicle traffic load on a roadway; it typically does not account for seasonal and weekday variations in traffic patterns. Nonetheless, AADT is one of the most referenced benchmarks for how busy a roadway is, both for transportation and economic development.

In 2022, the AADT of Route 40 within the Village of Union Hall, from the intersection of Old Salem School Road and Route 40 to the intersection of Kay Fork Road and Route 40, was 5,568 vehicles traveling through this road segment. The AADT for this segment is expected to grow 18.5% by the year 2035.



# Map 9: Average Annual Daily Traffic (AADT)



10 - 1,000 AADT

1,001 - 2,500 AADT

2,501 - 5,000 AADT

5,001 - 6,500 AADT

## Union Hall Plan ANNUAL AVG DAILY TRAFFIC (AADT)

0 1 2 Mi



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# Transportation Network

## Active Transportation

The presence of safe and convenient active transportation can significantly improve the public health, livability, and overall quality of life for residents. Active transportation refers to travel by foot and bicycle. Like most rural counties, Franklin County has a limited inventory of active transportation infrastructure – including crosswalks, sidewalks, designated bikeways, and multi-use paths; at present, active transportation is *not* served in Union Hall, as there is no supporting infrastructure. Active transportation infrastructure can link the Village's existing and future commercial areas, enabling residents to safely travel to destinations throughout the Village.

Despite the lack of infrastructure, there is evidence of pedestrian and bicyclist activity, including safety data concerning pedestrians, as well as a “Walk on Left” road sign on Route 40 within the Village. Additionally, public engagement indicated a desired investment in bike lanes, particularly on Dillard’s Hill and Kemp Ford Roads. Bicycle usage in Franklin County, and the Village of Union Hall and surrounding areas, is hindered by a lack of on-road infrastructure, which comes with safety concerns for both cyclists *and* motorists sharing lanes. While some of the community’s narrow, winding roads are well suited for advanced cyclists, there are no dedicated bikeways that would ensure safety for cyclists of all skill levels. Future initiatives to improve the transportation network within the Village should include considerations for pedestrian and bicyclist safety.



Dedicated bike lanes, as shown in Henrico County, VA, protect both cyclists and motor vehicle drivers when sharing the road.



New development along Route 40 and Kemp Ford Road should include sidewalks, as shown in Westlake Towne Center and Rocky Mount, VA.



UNION HALL

WALK  
ON LEFT  
FACING  
TRAFFIC

TURNER'S  
DOCK BUILDING LLC  
CUSTOM BUILT DOCKS  
www.TurnersBuilding.com  
All Related Materials  
HIRING

# Transportation Network

## Potential Transportation Projects

As noted in Chapter 1, when an area or community becomes a [Designated Growth Area \(DGA\)](#), opportunities are opened for state planning assistance and project funding. Per the Code of Virginia [§ 33.2-214.1](#) and [§ 33.2-353](#), VTrans identified needs become eligible for SMART SCALE funding.

**VTrans** is Virginia's statewide multimodal transportation plan that is prepared for the Commonwealth Transportation Board (CTB) by the Office of Intermodal Planning and Investment (OIPI). VTrans includes an assessment of mid-term (0-10 years) capacity and safety needs for the Commonwealth's transportation system. Visit the [VTrans webpage](#) to learn more about the plan. Per the CTB policy, VTrans Needs for DGAs are identified based\* on four aspects:

- Locality-identified transportation needs for bicycle and pedestrian infrastructure;
- Circulation and access;
- Safety; and
- Transit enhancements and access to locally designated DGAs.

**SMART SCALE** is a funding program that uses a method of scoring planned projects and funding projects that meet one or more transportation needs identified in VTrans. These needs are referred to as *VTrans Mid-term Needs*. Transportation projects are scored based on an objective, outcome-based process. Visit the [SMART SCALE webpage](#) to learn more.

The **Six-Year Improvement Program (SYIP)** is the overarching program that the CTB uses to allocate public funds to transportation projects over six (6) fiscal years. Projects include improvements to the interstate, primary, secondary, and urban highway systems; public transit; ports and airports; and other programs. While Franklin County has projects on the SYIP, none are within the Village of Union Hall at this time. [Visit the SYIP website](#) to view the projects throughout the County and the Commonwealth.



\*Found in [VTRANS Fact Sheet #6](#).



# Transportation Network

## Potential Transportation Projects

In addition to any future mid-term needs identified by VTrans, public engagement identified several important transportation concerns and needs from the community. Residents expressed the need for lower speed limits, wider roads, guardrails, and active transportation infrastructure within the Village of Union Hall. Additionally, concerns about the ability of emergency services to navigate Kemp Ford Road were also raised.

Table 1 and Map 10 show known “priority” projects for the Village of Union Hall, which were identified through the WPPDC 2045 Rural Long Range Transportation Plan, analysis of the existing transportation network, and community engagement that was undergone as a part of the Village Plan update. Note: the projects are not ranked in a particular order and all bear equal significance in future planning and funding efforts.

**Table 1:** Potential Transportation Projects

|          | <b>Project</b>                                      | <b>Description</b>  | <b>Type</b>               | <b>Source</b>  |
|----------|---|---|---------------------------|--|
| <b>A</b> | Route 40 and Kemp for Road Intersection Improvement | Design and construct exclusive turn lanes.<br>or<br>Design and construct an innovative intersection improvement.  | Road / Safety Improvement | WPPDC 2045 Rural Long Range Transportation Plan<br>Franklin County |
| <b>B</b> | Route 40 Traffic Improvement Study                  | Conduct a STARS study, or other safety study, along Route 40 to assess the risks and recommend improvements (wider lanes, turn lanes, shoulders, etc.) to make these intersections safer for vehicles, pedestrians, and bicyclists. | Traffic Study             | Public Engagement  |
| <b>C</b> | Speed Study   | Conduct a speed study, and possibly lower speed limit, on Route 40 within the DGA.  | Speed Study               | Public Engagement  |
| <b>D</b> | DGA active transportation infrastructure            | Conduct a Growth & Accessibility Planning (GAP) study to assess and conceptually design crosswalk, sidewalk, and bicycle infrastructure needs throughout the DGA.   | GAP Study                 | Franklin County  |

### **West Piedmont Planning District 2045 Rural Long Range Transportation Plan**

The West Piedmont Planning District Commission (WPPDC) developed a regional transportation plan to facilitate rural transportation planning in the West Piedmont Region, which includes Franklin County.

The plan consists of a series of *Priority* and *Vision* recommendations for localities throughout the region; *Priority* recommendations are those that scored among the top 20 as part of a ranking process, while the *Vision* recommendations were those that scored below.

The Plan identified one *Vision* recommended project that falls within the Village of Union Hall DGA, shown in Table 1 and Map 10.

## Map 10: Potential Transportation Projects



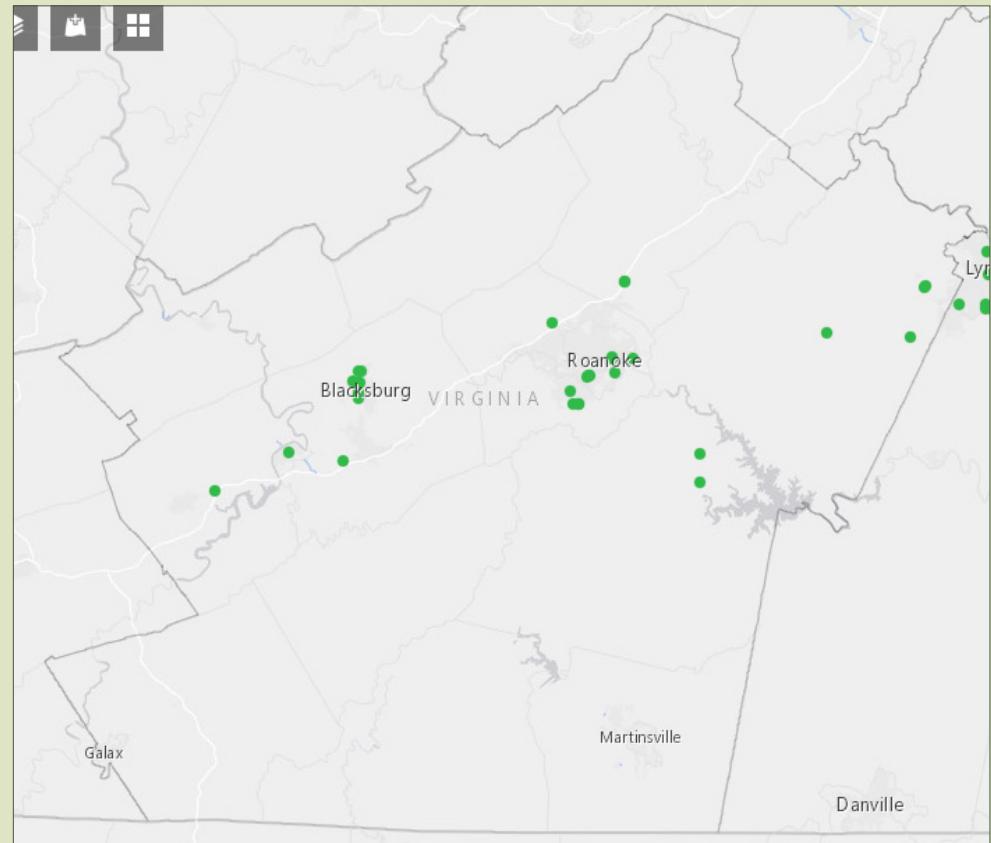
# Transportation Network

## ***Virginia Intersection and Interchange Control Assessment Program (iCAP)***

VDOT has established the Virginia Intersection and Interchange Control Assessment Program (iCAP) to provide intersection and interchange alternatives. Virginia iCAP provides a framework and guidance to determine the type of configuration to better use our roadways. The framework considers how to ensure the most value to enhance traffic operations, how to improve safety and access management, and how to accommodate all modes of travel. The program brings consistency, transparency, and objectivity to the decision-making process. [Visit the iCAP webpage to learn more.](#)

Virginia iCAP provides a variety of “innovative intersections and interchanges,” including roundabouts. The two roundabouts at Brooks Mill and Burnt Chimney Roads, and Hardy Road and Booker T. Washington Highway have both been successful implementations of innovative intersections within Franklin County.

While the need for intersection improvements at the intersection of Route 40 and Kemp Ford Road has been noted previously in the *WPPDC 2045 Rural Long Range Transportation Plan*, see [page 31](#), the type of intersection improvement needed may change over time - depending on engineering best practices, continued VDOT initiatives, and known safety needs. For example, a roundabout may be appropriate at this intersection, which would mitigate congestion and road impacts, while keeping traffic flowing in all directions.



Roundabouts have been implemented throughout the Salem District, which includes Franklin County, as shown on the Virginia Department of Transportation (VDOT) map inset, above. Visit this [map webpage](#) to see additional innovative intersections across the Salem District, and the Commonwealth!







# Chapter 3 Future Land Use & Policy Framework

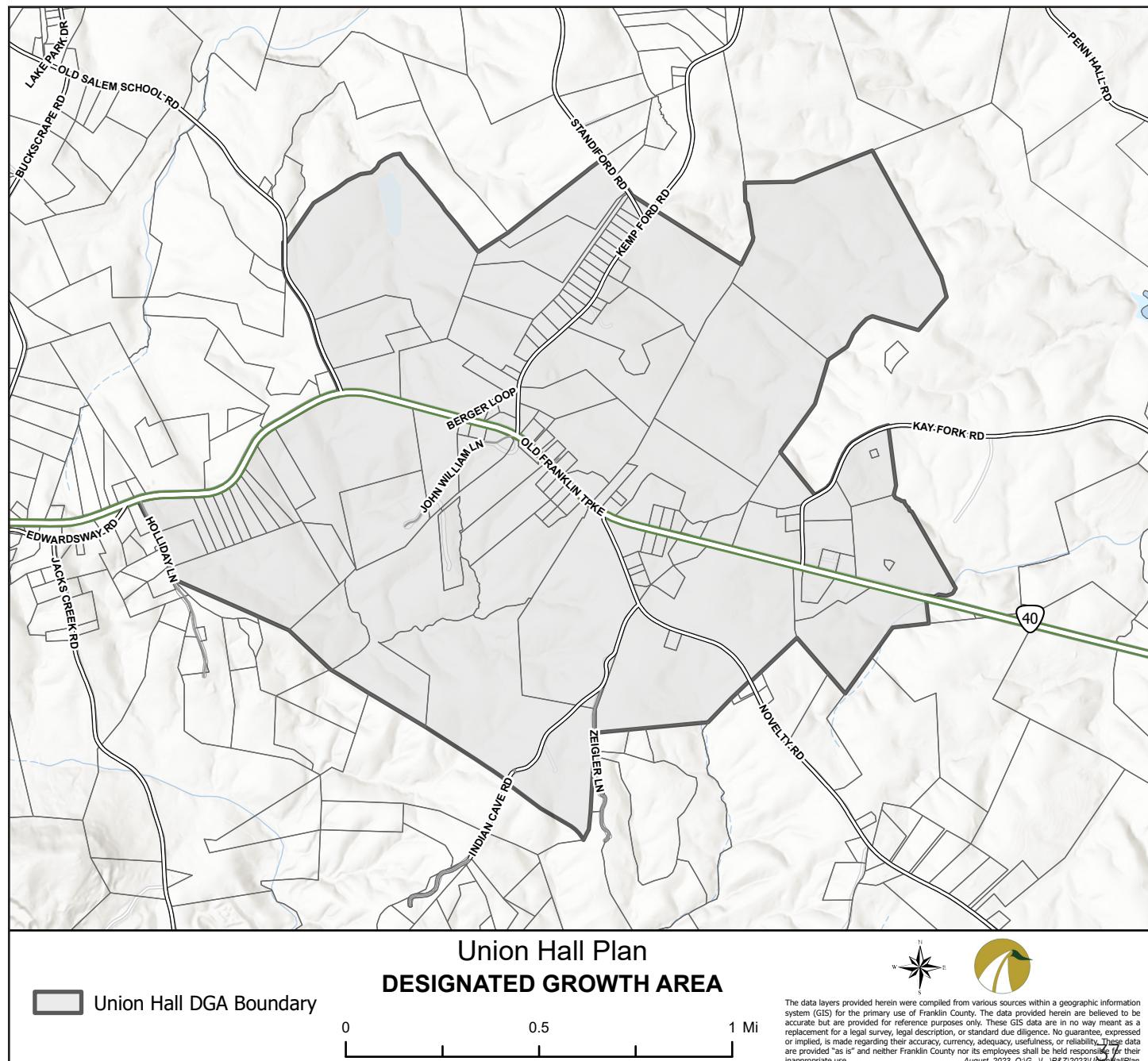
# Designated Growth Area (DGA)

The vision for the future that was expressed through community engagement was clearly for Union Hall to remain a *true* village with enhanced shopping, services, and residential development – but with a clearly defined boundary and ample surrounding land for large-lot residential development and farmland preservation.

The Village Plan honors the intent of that vision with a small-scale Village boundary and future land use framework that embody the village concept.

Map 11 shows the Village of Union Hall DGA boundary. For future land uses within the DGA boundary see [page 42](#).

**Map 11:** Village of Union Hall DGA



# Key Issues & Opportunities

Union Hall is a treasured place in Franklin County. Not only does it hold space for families with deep histories, it welcomes *new* residents that seek the beauty of the water and the hills - while it also creates a lasting impression for travelers coming into the County on Route 40. Strategically located near the southern shore of Smith Mountain Lake, it has the potential to be a vital area for goods, services, and entertainment for residents and visitors of the area. However, despite the Village's potential, there are development hurdles that will need to be addressed in order to successfully usher in the desired growth *and* balance the existing farmland and open spaces that are a cornerstone of Union Hall. **Based on existing conditions and community feedback, this Plan identifies the Village's challenges and opportunities.**

## Challenges

- **Utilities and Infrastructure.** There is a lack of existing infrastructure for growth, in particular water service. While WVA is in the process of constructing water service along a portion of Route 40, additional areas will need to be serviced for growth. Sewer service would also be needed to consider more significant commercial or higher density residential development. Timing and cost, among other factors, are important considerations when planning for expanded service(s).
- **Roadway Capacity and Safety.** The rural two-lane roads that serve the area lack capacity for handling increased traffic that could result from growth. These roads were designed and have been in place well before the creation of Smith Mountain Lake and the subsequent development. Route 40 geometric deficiencies including vertical curves and insufficient turn lanes; additionally, sight distances have been responsible for a number of accidents in the study area and will need to be addressed, particularly with the growth of traffic from adjacent areas.
- **Market Perception.** There may be potential market perceptions that this portion of the County may be “too rural,” or far removed from the County’s other commercialized areas, to be considered as a viable area for increased growth – from commercial development that includes national brands and retailers, to housing development. Further, there is a need to develop a unique “sense of place” for the Village of Union Hall to stimulate the attractiveness of the residential market and increased commercial activity.

## Opportunities

- **Developable land.** The Village of Union Hall, and surrounding area, provides a sizable area of undeveloped land with good roadway access and nearby recreation and services – suitable for both commercial and residential development. Additionally, many of the existing commercial structures are ripe for redevelopment, which could spur economic growth.
- **Lake adjacency.** Nearby Smith Mountain Lake provides an adjacent example of high-quality residential development and provides a hub of activity and services for future development that can inspire and direct the growth of the Village of Union Hall and surrounding area.
- **Wise Planning.** The fact that the Village and surrounding area is being carefully planned prior to large-scale development creates an opportunity to ensure that development is consistent with the community’s vision; further, planning for adequate transportation, utility infrastructure, and an attractive village atmosphere has the potential to serve as a model for other small-scale Villages in the County.

# Community Priorities

Based on the review of prior plans and their policy direction, paired with the feedback provided by the community and the identified challenges and opportunities, **four overarching priorities were identified for the Union Hall Village Plan**. These goals were reviewed with the Franklin County Planning Commission and the residents of Union Hall through outreach efforts to verify and validate them as the guideposts for Village planning.

**1**

**Preserve the character of surrounding rural lands.**



**Existing:**

The rural character and rich farming history are a cornerstone of Union Hall's identity. These areas should be preserved, and actively utilized when feasible.

**Potential:**

*Agritourism is becoming a leading industry in rural Virginia. It provides economic potential for small and family-owned farms. Examples include farmers' markets, and 'pick-your-own' flower farms, as shown here.*



**2**

**Promote a “village” style of development pattern in the Village of Union Hall.**



**Existing:**

Commercial development in the Village is not only sparse, much of the commercial development in the Village is vacant, underutilized, and dated.

**Potential:**

*Future development and redevelopment should include traditional village design, as shown here in Mashpee Commons, MA. The Village core should be walkable and human-scale.*



# 3

## Establish and improve infrastructure to support future growth in and around the Village of Union Hall.



### Potential:

As development comes, sidewalks and crosswalks should be required.

Also, public-private partnerships may be needed to increase water service infrastructure.

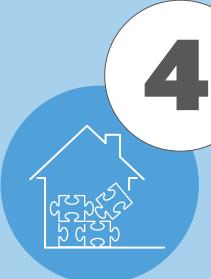


### Existing:

The transportation network lacks pedestrian facilities; limited water service will soon be available along Route 40 in the Village, and there is no wastewater (sewer) service. Broadband will need to continually be advanced and expanded.

# 4

## Provide a greater variety of house types and costs.



### Existing:

Existing housing stock within the Village of Union Hall is homogeneous; it is solely comprised of single-family dwellings, both on small and large lots, as well as farms.



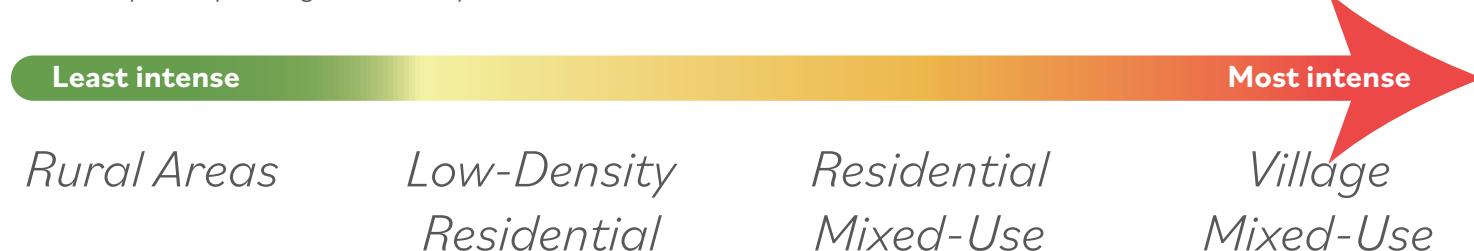
### Potential:

Future housing development can, and should, accommodate residents on a spectrum of incomes and life stages. As shown in Old Trail Village in Crozet, VA, providing a variety of housing in a rural setting can be successful.

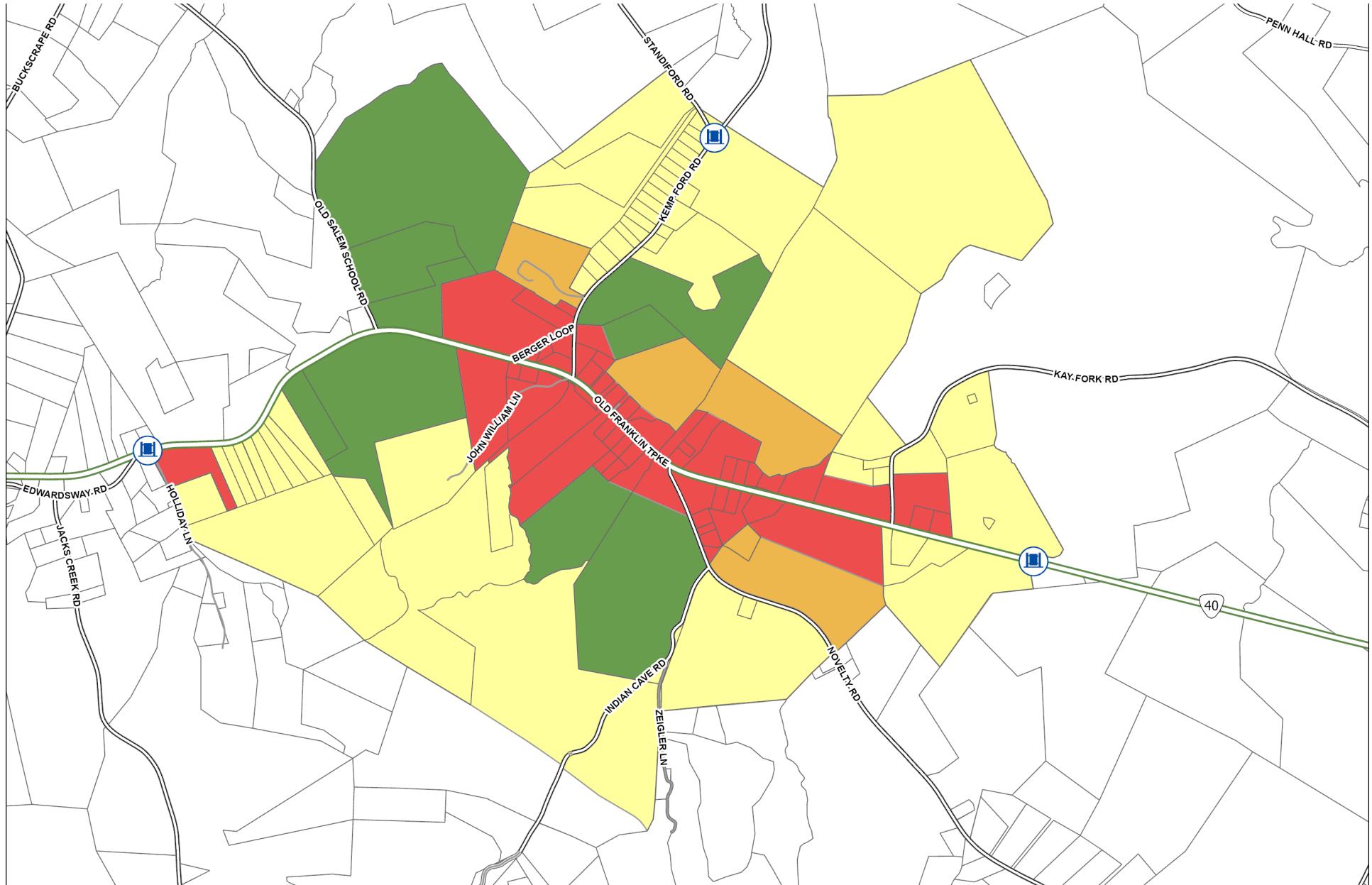
# Village Future Land Use Framework & Policy

This Village Plan creates a policy framework for achieving the community's vision for long-term development of increased residential options, balanced and thriving commercial and recreational opportunities, and preservation of the rural character within the Union Hall area. The Land Use Framework establishes the vision for the Village's growth and development. The Land Use Framework includes the Future Land Use Map, descriptions, appropriate future land use types for each designation, and character and development guidelines for each designation.

The location of each Future Land Use designation on the Future Land Use Map is informed by existing development patterns; existing, planned, and potential community services; and transportation networks. This Framework is *not* intended to substitute zoning and subdivision regulations, but rather used as a complement to provide broad land use concepts that support the Village's vision for the future. Any future zoning and subdivision amendments should align with the policy provided in this framework. The development guidelines provided for each designation may change at the time of development, based on specific site conditions, and are subject to County determination at that time. In weighing development applications, staff, Planning Commission, and the Board of Supervisors should be mindful of this Framework as well as the impacts of development and the economic necessity of improving the County's tax base.



## Map 12: Village of Union Hall DGA Future Land Use



- Village Mixed-Use
- Residential Mixed-Use
- Low Density Residential
- Rural Areas
- Potential Gateway

### Union Hall Plan FUTURE LAND USE

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# Rural Areas

Rural Areas comprise the majority of Franklin County, and are predominately agricultural in nature, with limited residential development that fits into the landscape; and the Union Hall area is no exception. Rural Areas exemplify the historically agricultural landscape of Union Hall that includes farms, hay fields, pasture, wooded areas, and rural homesteads. The area also currently includes some low-density residential development and single-family subdivisions.

This designation consists of those lands where there is an intent for the long-term use of the land for small-scale agriculture (not industrial-scale) and forestry uses, homesteads, and limited residential development on large lots. Appropriate future residential development would include low-density single-family dwellings on large lots, with or without accessory dwelling units (ADU). Any new residential development must be carefully planned for – considering soil and septic suitability, viewshed protection, resource impacts, and adverse impacts to the transportation network. These areas are served by individual wells or private water systems and septic systems, and public service is not anticipated to be readily available for these areas.

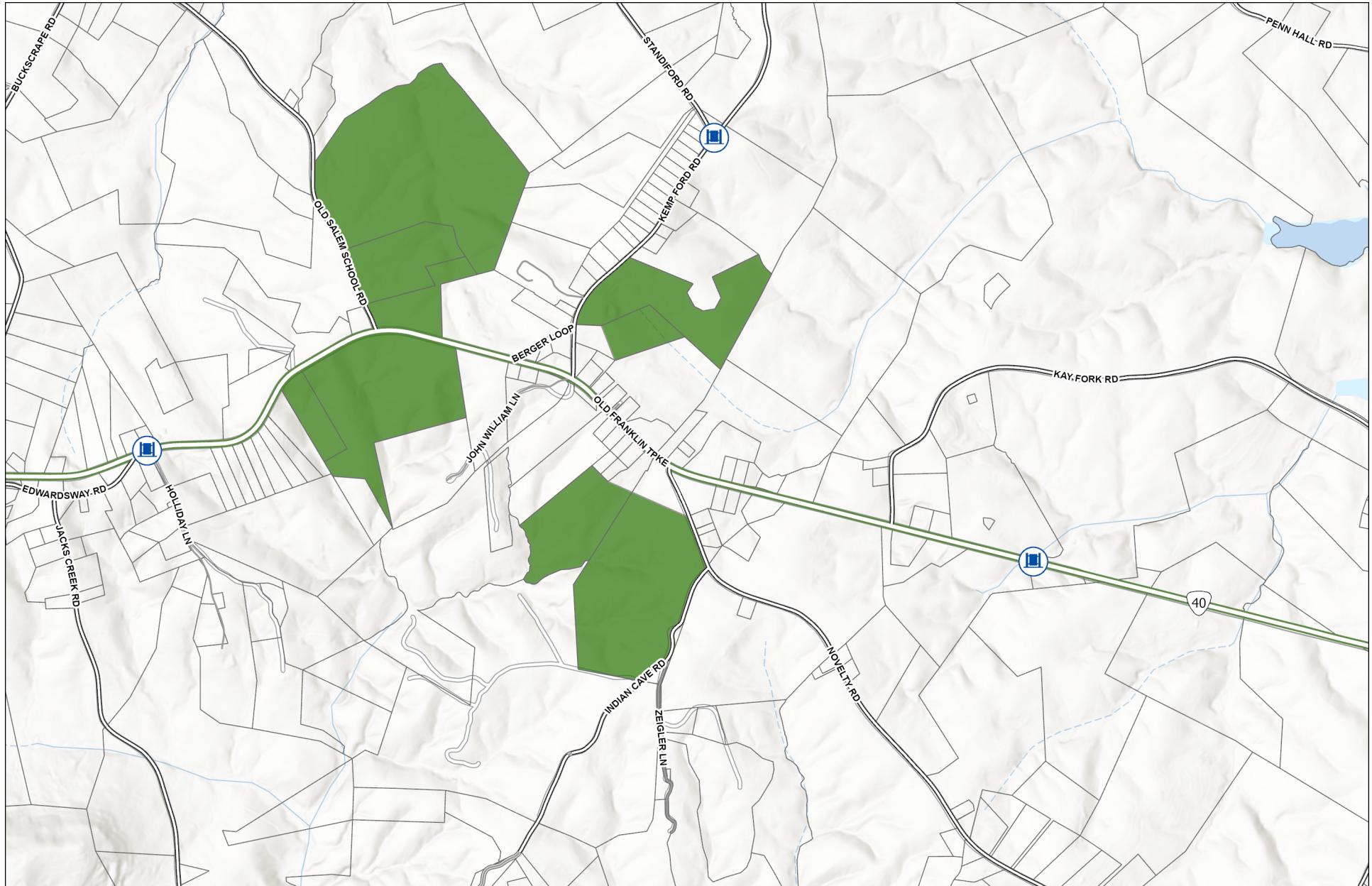
## Appropriate Future Land Use Types

- Small-scale agriculture and forestry
- Agritourism
- Single-family detached residential
- Cluster development/subdivisions
- Manufactured homes
- Accessory dwelling units (ADU)
- Parks, recreation, and trails
- Home occupations

## Character and Development Guidelines

- **1 dwelling unit per 20 acres**
- Development of USDA-designated prime agricultural soils is discouraged
- Residences should be buffered from adjacent agricultural and forestry uses
- Cluster development of residential uses, rather than traditional subdivisions, should be encouraged to reduce curb cuts and preserve open spaces

# Map 13: Rural Areas



## Union Hall Plan FUTURE LAND USE

Rural Areas

Potential Gateway

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# Rural Area Examples

## **Cluster Subdivisions Can Protect Rural Character**

Generally speaking, Village development includes more dense, closely-built environments. However, the rural character of the area is an important part of Union Hall's identity. To provide a balance of compact growth and existing rural character, cluster subdivisions can be an instrumental tool in increasing housing stock without sacrificing rural lands and open space. They facilitate the protection of natural resources, farmland, scenic viewsheds, and invite the inclusion of recreational and communal open space within subdivisions. Cluster subdivisions preserve a significant portion of a tract as open space and force development away from natural, scenic, and agricultural areas. The open space is typically preserved in perpetuity for the benefit of residents, the public, or as protected natural areas.

Cluster subdivisions are often called “conservation subdivisions” and zoning ordinances can provide detailed regulations for lot sizes, open space minimums, and densities. The core concept of cluster subdivisions are that dwellings are located closer together, on smaller lots, than found in conventional or traditional subdivisions.



**Existing Site**

*The existing site has a dwelling, forested land, and active agricultural use.*

*Drawings: Chester County, PA Planning*



**Traditional Subdivision**

*A traditional subdivision would remove the agricultural use, spread lots throughout the tract, and provide limited to no communal space, and offers large lots.*



**Conservation Subdivision**

*A conservation subdivision would retain some of the agricultural use, concentrate development together, which provides ample area for dedicated communal open space and less site disturbance for roads.*

An open-air farmer's market can provide a space to sell local groceries and wares - as well as a space to host community activity, such as small day festivals, seasonal events, fundraisers, etc.

Examples can be found throughout the Commonwealth, including Glasgow, Franklin, Salem, Catawba, Rocky Mount, and others! These farmer's markets are found in a variety of designs, from simple to complex. In Bertie County, NC, an agricultural community with limited fresh food options, a group of high school students built the county farmer's market (right).



Agritourism can be a stand-alone agricultural business, or can provide existing farms additional economic growth outside of their traditional production of produce, grains, meat, etc.

Agritourism activities range from pick-your-own operations, cut flower farms, farm wineries, hay rides and corn mazes, educational classes and field trips, and more! Visit the [Virginia Cooperative Extension Agritourism](#) division website and the [Virginia Farm Bureau](#) website to learn more about assistance and opportunities.



# Low-Density Residential

Complementary to the Rural Areas of the Village of Union Hall, Low-Density Residential areas are the “suburban” pockets of the community. This classification generally represents areas of single-family dwellings in suburban patterns of development, either singularly or within subdivisions. Low-Density Residential includes those areas of low-density residential development on a variety of lots sizes (less than 3-5 acres). Low-Density Residential areas are intended to be predominately residential, to serve as a buffer between the more developed areas and the Rural Areas of the Village of Union Hall, or those rural areas just outside the Village boundary.

While Low-Density Residential areas primarily account for detached, single-family development (including manufactured homes), two-family dwellings (duplexes), and accessory dwelling units would also be appropriate; apartment complexes and other types of high-density residential development are discouraged in these areas. Additionally, these areas would be appropriate for cluster/conservation developments which provide more density with more protected open space. Although Low-Density Residential is primarily for residential uses, limited small-scale commercial and institutional development is appropriate – particularly those establishments serving the community, such as childcare facilities, civic uses, and recreation. These areas are typically served by individual wells or private water systems and septic systems but may be served by public water and/or wastewater in the future.

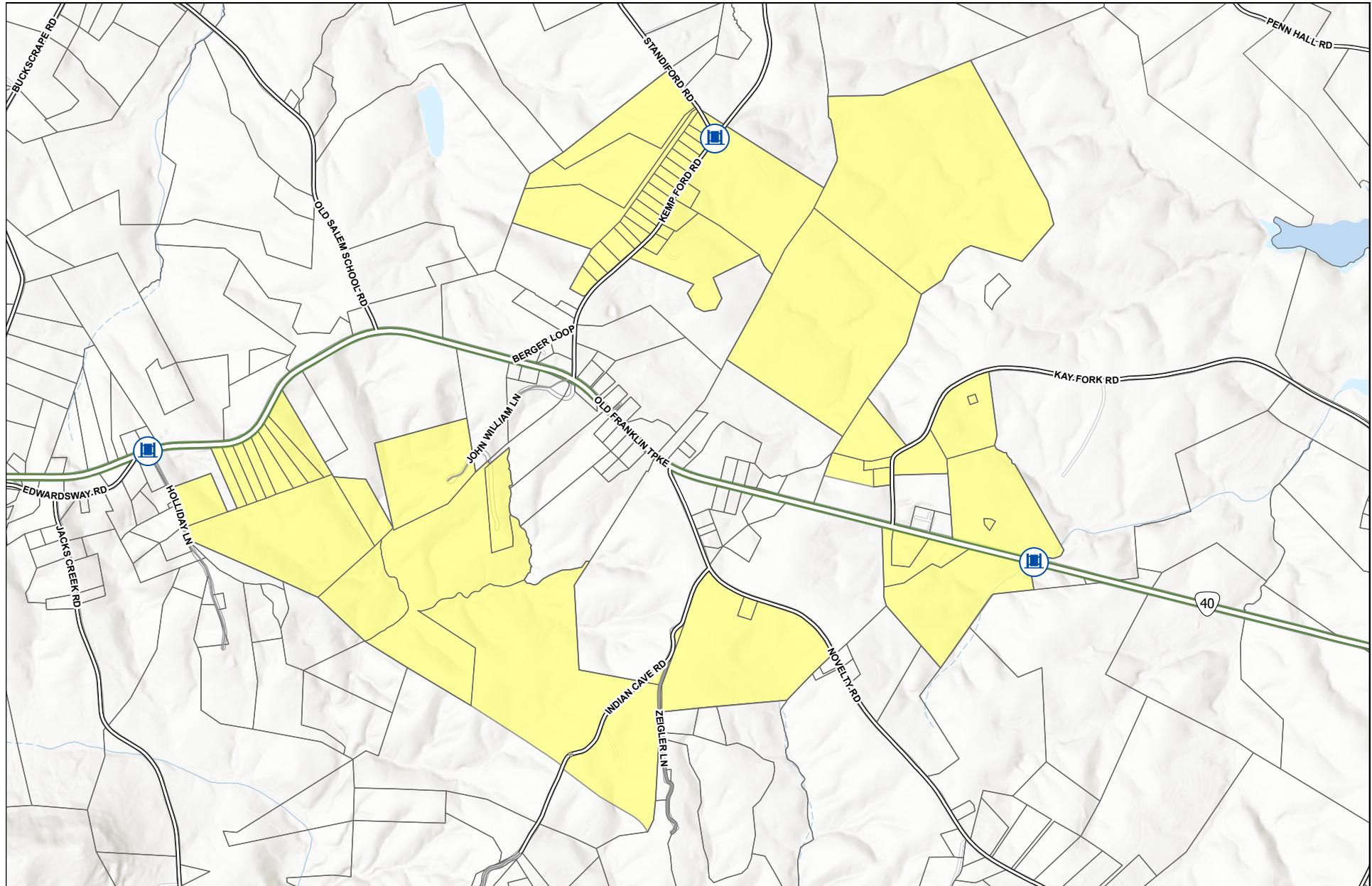
## Appropriate Future Land Use Types

- Single-family detached residential
- Two-family dwellings (duplexes)
- Manufactured homes
- Accessory dwelling units (ADU)
- Small-scale, community-oriented commercial
- Parks, recreation, and trails
- Home occupations

## Character and Development Guidelines

- **1 dwelling unit per 1-3 acres**
- Cluster development of residential uses, rather than traditional subdivisions, should be encouraged to reduce curb cuts and preserve open spaces
- Private roads in new subdivisions are discouraged
- To minimize site disturbance in new subdivisions, roads should follow existing contours when feasible
- Small-scale, community-oriented commercial uses should be screened and/or buffered from residential uses

# Map 14: Low-Density Residential



Low Density Residential

■ Potential Gateway

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## Union Hall Plan FUTURE LAND USE



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*Existing low-density housing stock within the Village of Union Hall includes a variety of styles and ages.*



Low-density residential areas should include single-family dwellings of various types, including detached dwellings and duplexes, both in myriad sizes and lot sizes to accommodate a range of residents. Trailview in Whitefish, MT (shown right) is a new development offering workforce housing, and was designed to provide the most amount of homes while preserving the rural nature of the area.

Accessory dwelling units (ADU) are a way that communities can create more affordable housing options - including those for renters, the workforce, and those aging-in-place. Additionally, ADUs can generate income for the property owner.

ADUs can be found within a home, such as a basement; attached as an addition or over a garage; or detached as a standalone building that is smaller than the primary home.



STAND-ALONE DETACHED



ADU OVER A GARAGE



ATTACHED ADU

Illustration: Housing Solutions Network



Photo: Trailview Whitefish



# Residential Mixed-Use

Residential Mixed-Use areas are those that would appropriately flank, or anchor, the Village Mixed Use areas, as a buffer between the Village center and the remaining Rural Areas and Low-Density Residential areas. These areas should provide compact, walkable, and diverse developments that offer a variety of housing sizes and types. With the current infrastructure limitations, these areas would likely be served by individual wells or private water systems and septic systems but would ideally be served by public water and/or wastewater in the future, and developers are encouraged to work with Western Virginia Water Authority to understand the potential to extend service to these areas.

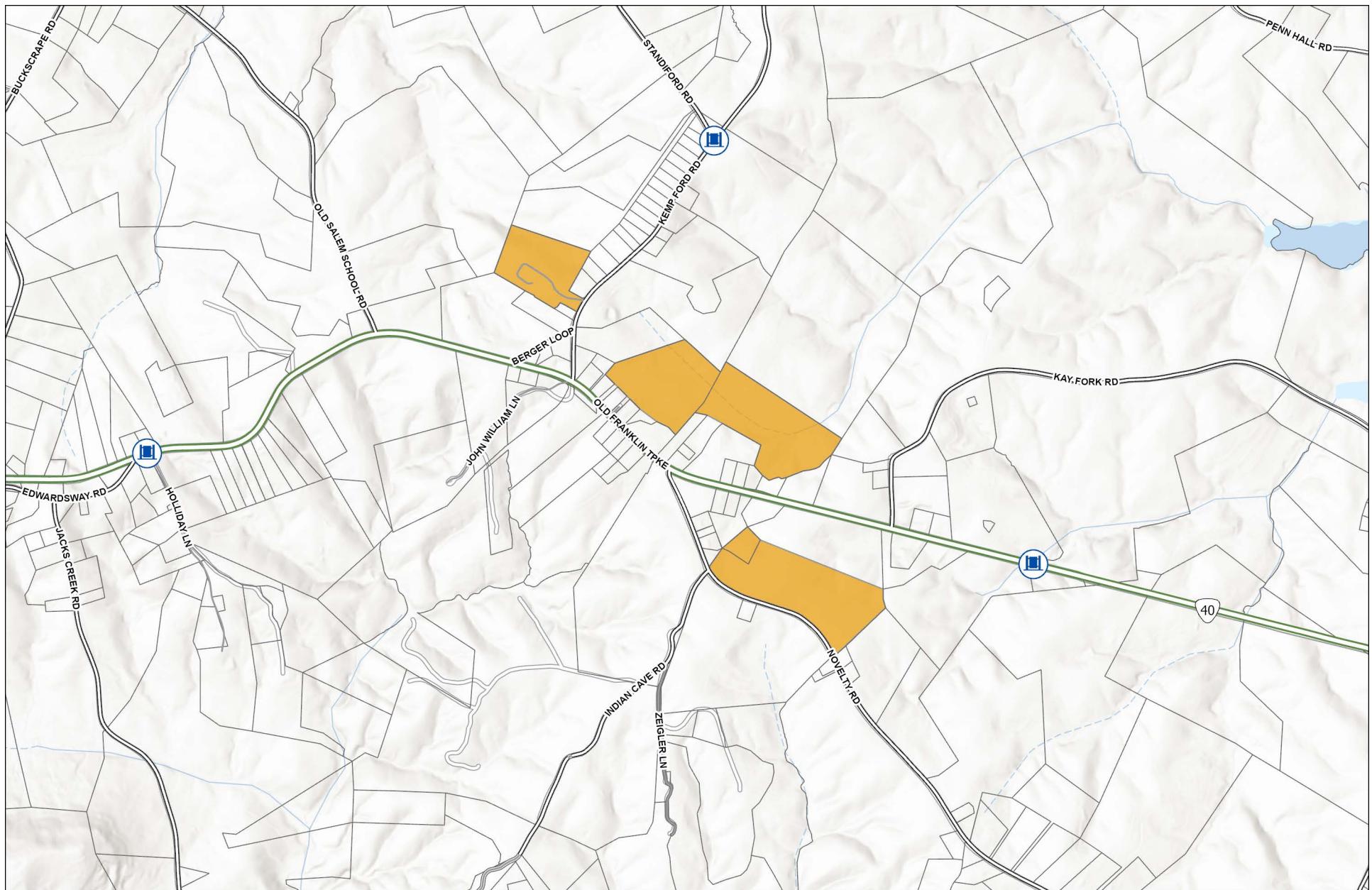
## Appropriate Future Land Use Types

- Single-family detached residential
- Single-family attached residential (townhomes and patio homes)
- Duplexes, triplexes, and fourplexes
- Senior and assisted living
- Small-scale multifamily residential (garden apartments)
- Accessory dwelling units (ADU)
- Small-scale, community-oriented commercial
- Institutional uses (public/semi-public)
- Parks, recreation, and trails
- Home occupations

## Character and Development Guidelines

- **Housing types should be mixed and dwellings per acre based on the site**
- Ensure materials, scale, and character of development is compatible within the neighborhood(s)
- Private roads in new developments are discouraged
- To minimize site disturbance in new subdivisions, roads should follow existing contours when feasible
- Small-scale, community-oriented commercial uses should be screened and/or buffered from residential uses
- Maintain low-speed, pedestrian- and bicycle-friendly streets
- Interconnected street network and defined open spaces should be provided
- Incorporate streetscape, plantings, and amenities that contribute to the neighborhood environment

## Map 15: Residential Mixed-Use



Residential Mixed-Use  
■ Potential Gateway

### Union Hall Plan FUTURE LAND USE

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# Residential Mixed-Use Examples



Southwood, a new development in Charlottesville, shown to the left, includes mixed residential uses at a variety of income levels. Housing includes single-family homes with accessory dwelling units, townhomes, as well as duplexes.



Old Trail Village in Crozet also includes mixed residential uses in a planned development with residential, commercial, and recreational elements. Housing includes single-family homes of one- and two-stories, townhomes, and apartments. While this development includes heights and densities greater than may be appropriate for Union Hall, the design and characteristics provide a good example of residential mixed-use.

*Single-level housing, as well as patio and garden-style homes are important elements for residential communities with populations that may be aging-in-place.*



*Photo: Craig Builders*



*Photo: RH Homes*

*Future residential mixed-use developments will likely not include every type of housing, but should include at least two options for housing, to serve residents with varying needs based on household size, lifestyle, and income.*



*Photo: The Lincolnian*

# Village Mixed-Use

The County's Villages are those areas that grew from deeply-rooted communities with rich history – whether from institutions or crossroads communities. Specifically, the Village of Union Hall began as an agricultural community with a traditional crossroads, which functioned as a community focal point and gathering place. While the Village of Union Hall has retained civic and commercial establishments, it is ripe for new and infill development to reach its full Village potential.

Village Mixed Use areas are those that are appropriate for traditional village development – which includes a variety of land use that is typically compact, walkable, and tailored to serve the residents of the immediate rural area. Village Mixed Use areas should include a variety of land uses to accommodate the needs of the residents – including small-scale housing options, grocery and pharmacy stores, medical offices, childcare facilities, post offices and other public services, personal services, as well as open space and recreation. To retain the central areas for non-residential development and services, housing should either be on the second floor within the center of the Village Mixed Use area, behind commercial development that fronts Route 40, or along the outer edge of the area.

Currently a small area is now served by public water, but the majority of these areas are served by individual wells or private water systems and septic systems; public water and/or wastewater should be a priority to ensure that desired commercial growth is viable. Developers are encouraged to work with Western Virginia Water Authority to understand the potential to extend service. Additionally, these areas should be a priority for broadband expansion and improvement, to ensure businesses and services have adequate bandwidth for internet access.

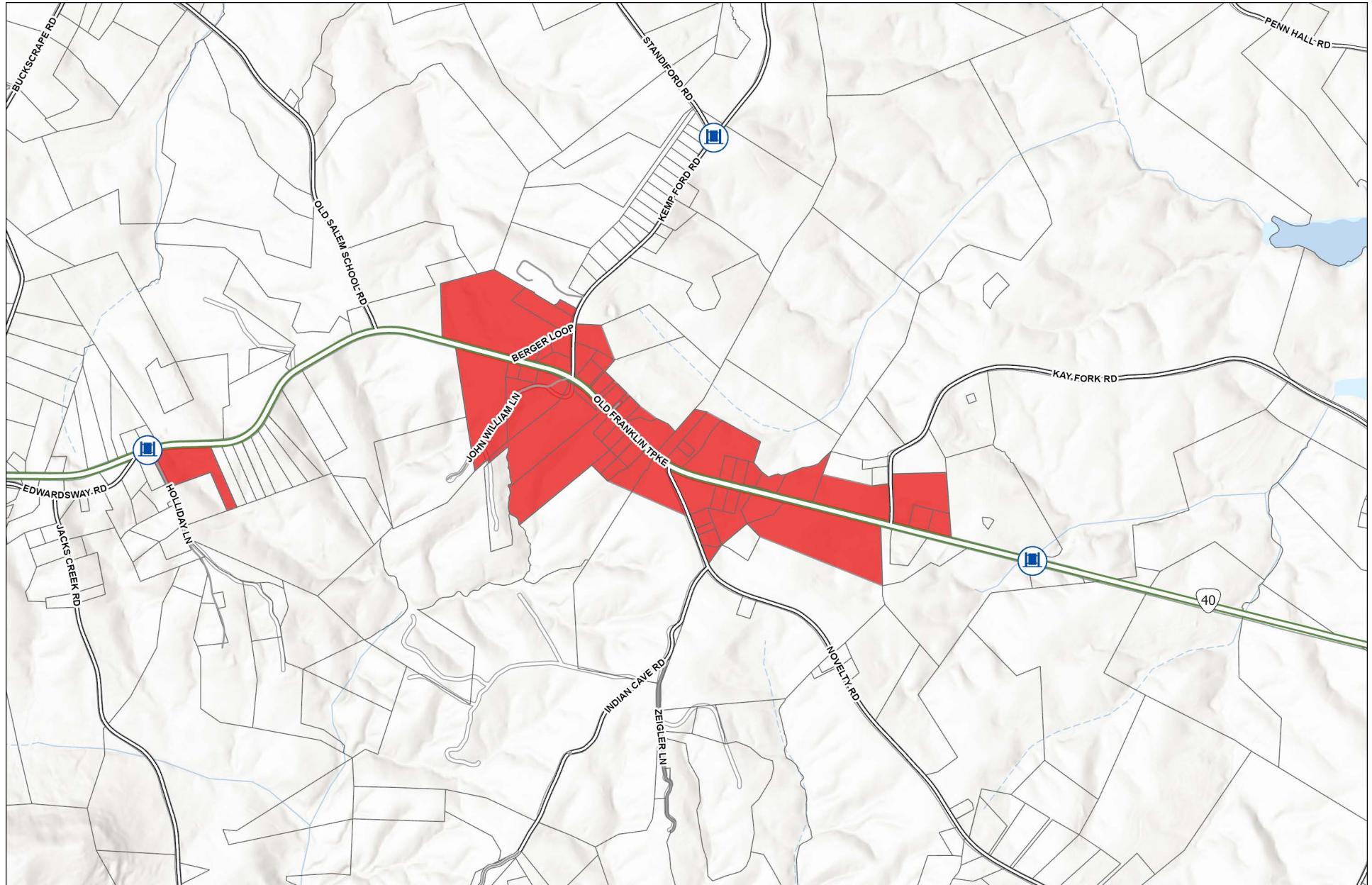
## Appropriate Future Land Use Types

- Commercial
- Offices
- Vertical and horizontal mixed-use
- Institutional uses (public/semi-public)
- Parks
- Duplexes, triplexes, and fourplexes
- Senior and assisted living
- Small-scale multifamily residential (garden apartments)

## Character and Development Guidelines

- Ensure materials, scale, and character of development is compatible within the Village
- Incorporate streetscape, plantings, and amenities that contribute to the Village aesthetic
- Building form should reflect traditional village development
- Pedestrian connections and safety enhancements, such as crosswalks and sidewalks, should be incorporated
- Visual impact of parking for commercial uses should be minimized through design, building placement, landscaping, placement, or other means

## Map 16: Village Mixed-Use



 Village Mixed-Use

 Potential Gateway

### Union Hall Plan FUTURE LAND USE

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# Village Mixed-Use Examples



Village development typically includes compact, walkable areas that include office space, commercial uses, as well as park and recreation uses. Mashpee Commons (right), Old Trail Village (above), and Baxter Village (top) are all constructed developments that emulate a traditional village core. Design includes sidewalks, communal spaces, mixed building styles, and aesthetic elements, such as lighting and benches.

## Grocery Needs

Public engagement indicated that what residents feel is most lacking in Union Hall is a grocery store.

At both the community meeting and in survey responses, as well as community conversation, it is clear that the Village of Union Hall would be a prime location for a grocery store that would serve residents from Glade Hill to Penhook.

While national retailers utilize stringent criteria, such as a minimum population and high daily traffic counts, to locate to an area, it may be unlikely that a chain or national grocery store locates to Union Hall until extensive growth occurs.

This problem is not unique to Union Hall. Lack of grocery stores, or other access to fresh food, results in what is called a “food desert.” More and more, communities across the U.S., particularly rural communities, are introducing grocery co-ops, or other alternatives, to meet their needs for fresh groceries within a reasonable distance to where they live.



Photo: Littleton Food Co-Op

### What is a Grocery Co-Op?

A grocery cooperative (co-op), like Littleton Food Co-Op shown above, is a business owned and controlled by the people who use it — its owners and members! Unlike corporate chains or franchises, grocery co-ops are *independently* owned by the community members who shop there. Generally, grocery co-ops operate on a shared equity model where residents invest in the co-op by giving their money and/or time, and may receive a discount on the food they buy as a member. The Village of Union Hall may be an ideal community for a grocery co-op, whether through private development or a public-private partnership.

Visit [The Food Co-op Initiative website](#) to learn more about what co-ops are, how they work, and how to start one; or, [read their Guide](#) to dig in deeper. The USDA's [Keys to Success for Food Co-op Start Ups in Rural Areas: Four Case Studies](#) provides specific examples of successful rural co-ops.

# Gateways

Gateways serve as the “front door” for the Village of Union Hall, along Route 40. The three designated gateways can provide a lasting first impression of the Village’s unique character and quality of life. The gateway areas provide context for where improvements, including utility infrastructure and traffic calming and safety improvements, should extend, working from the Village center of Union Hall. Additionally, the gateway areas should provide an aesthetic that creates a sense of arrival to the Village – such as welcome signage and/or wayfinding and landscaping elements. Potential gateways into the Village of Union Hall include the intersection of Old Salem School Rd. and Route 40, the intersection of Standiford Rd. and Kemp Ford Rd., and along the eastern edge of the Village boundary.

The identified gateway areas are potential spots for improvements that would create the beginning of the Village “identity”, and could include landscaping and a sign welcoming you to the Village of Union Hall. While these are all privately-owned lands, these photos are merely conceptual; any improvements in these areas would require a public-private partnership. Additionally, when planning the placement of Village signage, consideration should be given to the possibility that the Village limits could one day extend beyond the current boundaries.

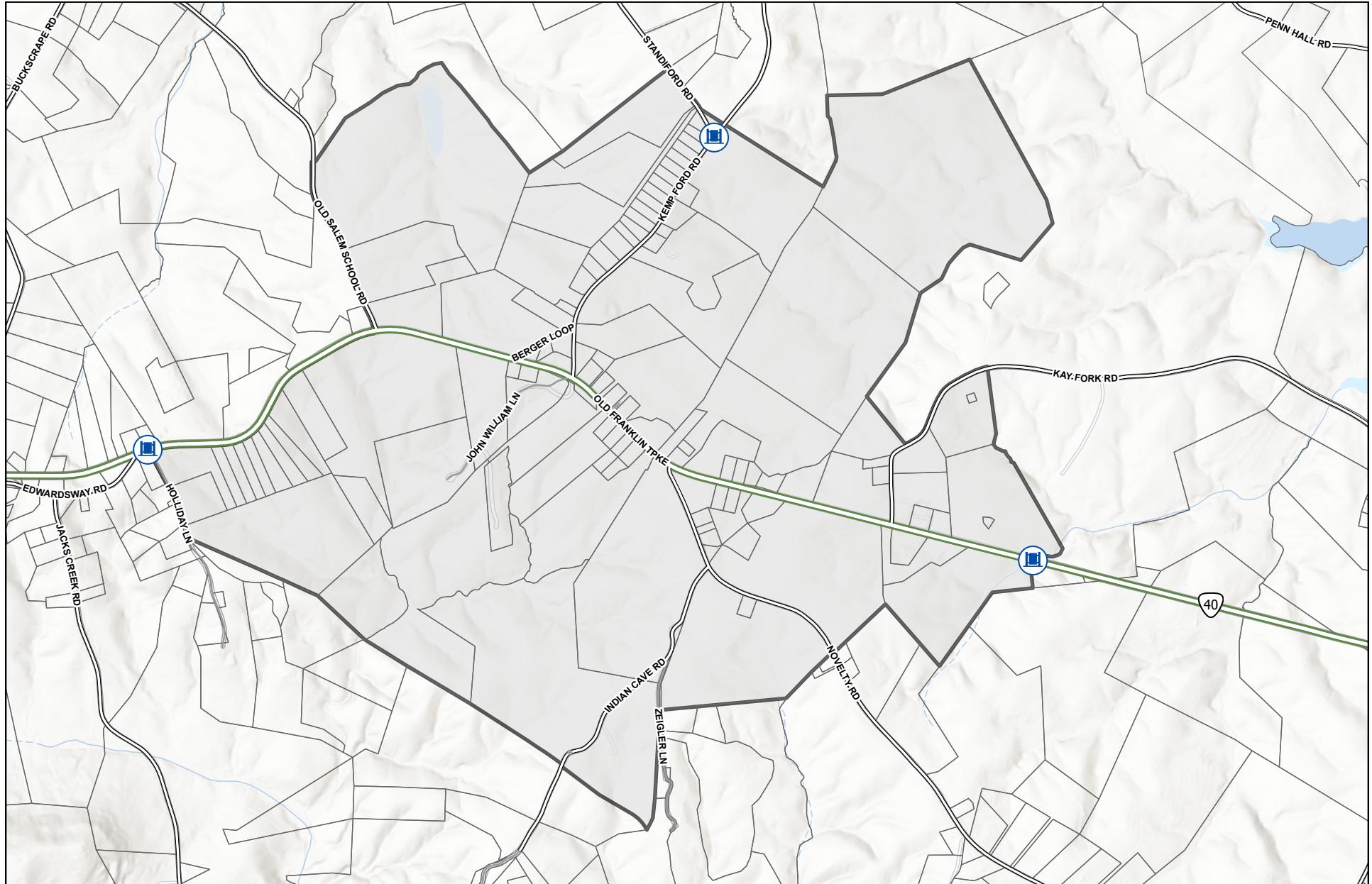


Gateway signage can be simple, ornate, or even sculptural! - as shown above in Hickory, NC.



Community organizations can help create and maintain gateway signage, like the Ferrum Forward group in Ferrum, VA.

# Map 17: Village Gateways



 Potential Gateway

 Union Hall DGA Boundary

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## Union Hall Plan UNION HALL GATEWAYS



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# Chapter 4 Goals & Strategies

# Goals and Strategies

The *Goals and Strategies* provided here provide a framework for how the public sector, private sector, community members and regional partners can work together to foster the development of the Village of Union Hall. The provided goals and strategies are reflective of the previously discussed priorities (see page 39), community-planning best practices, and community-driven concepts identified during public engagement. The intent of this Chapter is to identify *actions* that will need to be undertaken to implement the Village Plan. See [Chapter 5, Implementation](#), for further detail.

## **GOAL 1: Promote a “village” style of development pattern in the Village of Union Hall.**

Villages such as Union Hall traditionally functioned, and continue to function, as community focal points. As a traditional crossroads community, the Village of Union Hall has a history of being not only a gathering place for local residents, but also a commercial center that caters to residents. As one of the County’s first designated Villages, Union Hall is an important area of the County to direct strategic growth and development, which can be strategically planned and implemented in such a way that fits the context of the existing area, the needs of the overall community, and the desires of the residents for a high quality-of-life.

Rural communities benefit from thriving Villages, as they provide convenient access to services, opportunities for social interaction, and reinforce the local tax-base. The challenge of maintaining and growing these Villages is ensuring there is enough ongoing demand from residents and visitors to support local business. Promoting and developing Union Hall into a true village will take coordination and partnership. Economic development requires a combination of regional and local initiatives oriented around a community’s existing, planned, and even potential place-based assets. Additionally, strategic and coordinated economic development efforts are essential in propelling the existing Village of Union Hall forward.



**Strategy 1** **Pursue a public-private partnership to identify a suitable area for, and to develop, a farmer's market within the Village of Union Hall.**  
*While a farmer's market does not provide all that a full-service grocery store does, a local market can provide access to fresh foods within the community, while also supporting local businesses and agriculture.*

**Strategy 2** **Consider the creation of County-funded grant and incentive programs to attract new businesses and industries to the Village of Union Hall.**  
*As Union Hall is a small, rural area with limited rooftops, attracting national or name-brand retailers can be difficult. By incentivizing developers to locate within the Village of Union Hall, both local businesses and national or regional retailers may find Union Hall a more enticing area for their investment.*

**Strategy 3** **Create and adopt a Village of Union Hall Overlay District that would provide zoning regulations that better accommodate “village” development.**  
*In order to ensure that future development meets the concept of a “village,” and emulates those examples provided in this Village Plan, zoning regulations should be created and/or revised to implement regulatory measures that would require certain elements that are found in “village” style developments.*

**Strategy 4** **Consider creating a County/State-funded program(s) that provides matching façade grants for community design elements - such as benches, landscaping, and consistent signage; and village branding - such as gateway and wayfinding signage.**  
*Creating an identity for the Village of Union Hall is imperative to inviting new businesses to the Village. To market the area as a marketable and desired location for both residents, businesses, and visitors, the Village must be inviting and create a sense of place that transports you from the overall boundaries of the County, into a unique community.*

**Strategy 5** **Seek opportunities to plan and construct County services and facilities, such as a library branch, park or recreational facility, and a Village-located waste “green box” collection site.**  
*Nearly 55% of survey respondents stated a desire for a park, trail, or recreational area within the Village of Union Hall. Additionally, 39% stated a desire for County services, particularly a library. The vitality of a Village, no matter the size, is directly correlated to the social infrastructure available to the residents.*

*While new development(s) should include recreational aspects and/or appropriate open space, the County should seek partnerships and funding sources to provide community services that are available in other areas of the County. Examples include pocket parks, a small library and/or a library kiosk, public beach area, etc. While these improvements take extensive planning of resources and funds, over extended periods of time, the County should frequently review and assess available options.*

*GUP Field is a nearby park, located approximately 3 miles East of the Village of Union Hall Village. The park provides a ball field and a walking track. The County provides support for maintenance and upkeep of the facility. While not within the designated Village boundaries, this nearby site provides much needed recreational services and has the potential be developed to better serve county residents.*

## GOAL 2: Establish and improve infrastructure to support future growth in and around the Village of Union Hall.

Improved infrastructure - whether water service, broadband connection, or the transportation network - is critical to the success and growth of the Village of Union Hall. As the Village grows, more pressure and demand will be put on the existing facilities and infrastructure that is currently available. Strategic, thoughtful, and transparent planning must be done by the Franklin County Board of Supervisors to ensure that the needed improvements are planned, scheduled, and constructed in a fiscally sound and timely manner. Additionally, as the area surrounding the Village of Union Hall grows, impacts will be seen to the infrastructure within the Village limits, namely the transportation network.

As this Village Plan is coming at an ideal time of planning, before extensive development kicks off, the County, developers, and regional partners have a unique opportunity to mindfully plan for the needed infrastructure for what is to come, the desired Village center growth. These strategies should work in concert with, and be reviewed diligently, at the time of any updates to the County budget(s), the Capital Improvement Plan, regulatory changes, and during application and design phases of future development(s).



**Strategy 1** **Engage with Western Virginia Water Authority to stay informed of plans and studies for infrastructure expansion; additionally, seek partnerships with both WVWA and developers to provide increased water, and potentially wastewater, infrastructure access as development occurs in the Village of Union Hall.**  
*As the Village of Union Hall grows and development comes in, some large retailers may require more advanced water service capabilities than are currently present. As development occurs, there should be transparent and early conversations between the County, developers, and WVWA in respect to the needs of the incoming businesses, and how a partnership may expand services.*

**Strategy 2** **Continue to work on increasing broadband infrastructure, accessibility, and availability, through partnerships, grants, technical assistance programs, and other support mechanisms available through Federal and State agencies and programs.**  
*Broadband access is a critical component of infrastructure necessary to support modern businesses, as well as those students and workforce that work and learn remotely. Broadband service within the Village of Union Hall is continuing to expand as a result of the County's recent efforts in securing grants for planning and infrastructure. While good progress has been made, the County should continue to seek opportunities to expand and better broadband services, as technology changes and additional grant opportunities become available.*

**Strategy 3** **Maintain a working relationship with the Virginia Department of Transportation (VDOT) to work on road improvements, safety needs, grant funding opportunities, and other transportation projects with the Village of Union Hall.**  
*By designating the Village of Union Hall as a Designated Growth Area, the community will become eligible for advanced planning and infrastructure improvement funding through various VDOT programs. County staff and VDOT should maintain an open channel of communication in future funding cycles to implement needed improvements to the transportation network within the Village.*

**Strategy 4** **Seek funding opportunities to improve dangerous intersections and other safety needs along Route 40 - prioritizing the intersection of Kemp Ford Rd.**  
*The intersection of Route 40 and Kemp Ford Rd. has been an identified intersection with safety concerns, as noted in previous plans. With the designation of the DGA, the County should seek SMARTSCALE and other funding opportunities that will now be available for improvements to this intersection. Additionally, improvements should include other concerns, such as bike lanes, lack of pedestrian infrastructure, and the speed limit within the Village limits.*

**Strategy 5** **Ensure that multimodal interconnectivity is considered during development - including pedestrian, bicycle, and vehicle connections and mobility. Revise zoning regulations to require pedestrian and vehicular connections at the time of new development - including connector roads within developments, sidewalks and crosswalks, and multimodal paths.**  
*As noted previously, the "clean slate" of the Village of Union Hall provides opportunities to create an intentional village space that is pedestrian friendly and bikeable, while still being easily traversable for those traveling through the Village along Route 40. Zoning regulations should be implemented that require sidewalks at the time of development, along with multi-modal trails, as appropriate for the development and greater Village context. As with the efforts by the County in the Westlake Hales-Ford Designated Growth Area, the County should leverage Federal and State agency funding opportunities to help build the pedestrian infrastructure throughout the Village, as development occurs.*

**Strategy 6** **Work on increasing cell phone infrastructure, ergo enhanced coverage, through partnerships and capital projects. Additionally, utilize grants and other support mechanisms available through Federal and State agencies and programs, if they should become available in the future.**  
*The County should seek opportunities to expand and better cell phone coverage, as technology changes. The County will need to plan for capital projects and/or seek partnerships until Federal and State programs are available in the form of grants and other assistance that focus on the planning, development, and construction of cell phone infrastructure.*

## **GOAL 3: Provide a greater variety of house types and costs.**

Today, much of Franklin County residents, including Union Hall, have access to limited housing options – predominately single-family homes, some on very large lots. While public engagement indicated that large-lot, single-family housing is the most desired type of residential development for Union Hall, homogeneous housing stock does not support vibrant village centers, nor do large lots; housing diversity should exist in developed areas, no matter how small or large, in order to provide housing options for all income levels and life-stages. With Union Hall, and the County as a whole, being an aging population, many residents may be looking for housing that is easier to maintain in their later years. Further, workforce-housing and first-time housing is important for all communities, to ensure that those residents working in the community are able to live there as well.

While new housing development is tied to population growth and market demand, the County has an important role in guiding the location, character, and quality of any new housing. Public consensus is that expanded housing options are needed, but that development should not occur at the expense of the County's rural character; also, while single-family housing was the most desired, some residents expressed the need for smaller-scale, multi-family housing options. Addressing identified housing needs, and wants, will be essential to creating a livable community for current and future residents of the Village of Union Hall and surrounding area.

**Strategy 1 Create and adopt a Village of Union Hall Overlay District that would provide zoning regulations that better accommodate “village” development that includes residential development of various types and densities, as appropriate.**

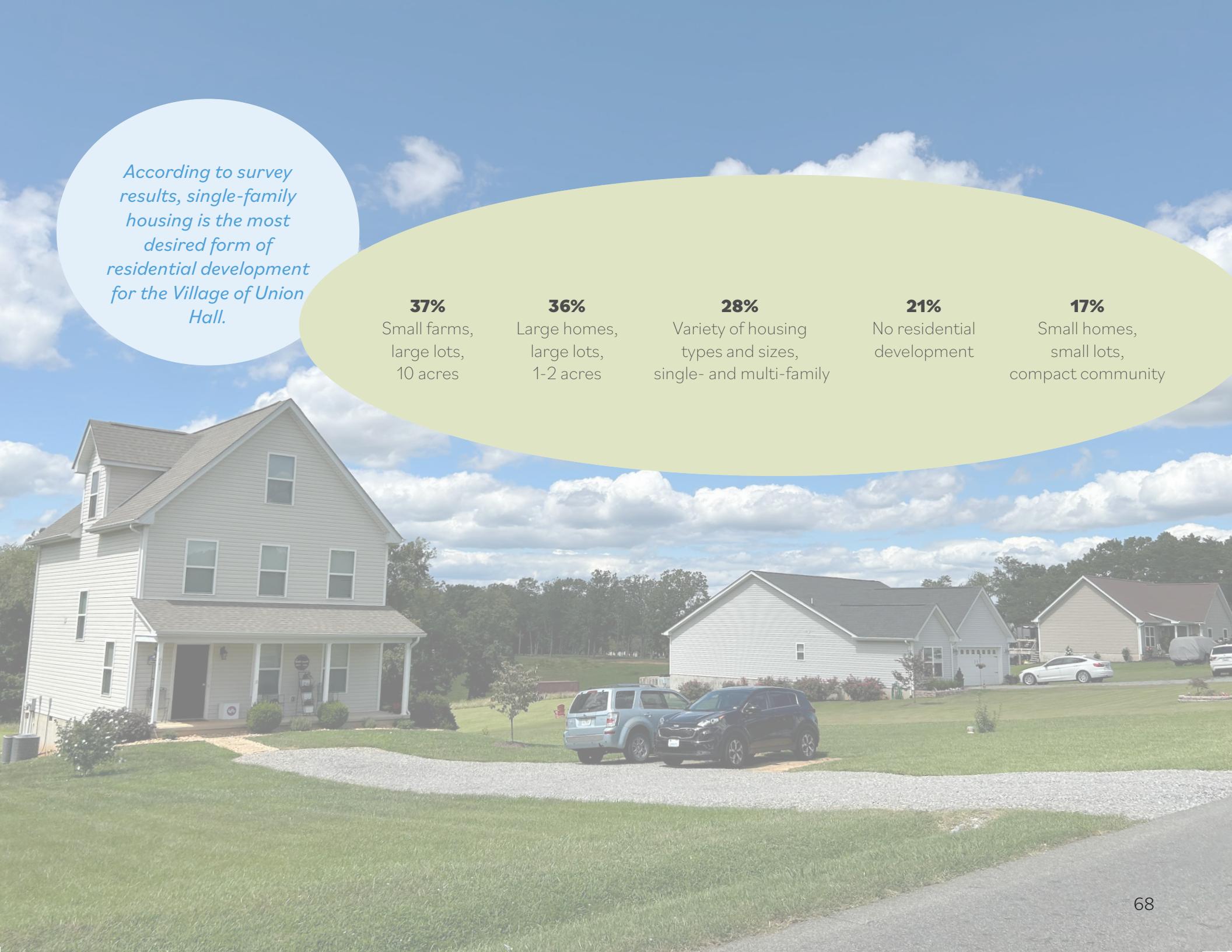
*As noted in the Future Land Use Framework, the Village of Union Hall should provide a variety of housing options for all residents. The policy framework provides land uses that have a gradual intensity as they are closer to the Village center. The Village Plan calls for areas of single-family, low-density development, as requested by the community. It additionally provides for the ability to develop smaller neighborhoods or developments that offer not only single-family housing on small lots, but also townhomes, duplexes, and housing types geared towards those aging-in-place. Any future regulation relative to residential development within the boundaries of the Village of Union Hall will not affect the ability to develop large homes on large lots in the surrounding area.*

**Strategy 2 Utilize the Franklin County Housing Study (RVARC, 2020), the West Piedmont Planning District Commission Regional Housing Study (not complete as of 10/2023), and future housing studies, for guidance on mitigating known housing barriers and to capitalize on housing opportunities; review and amend Zoning Ordinance regulations to mitigate the identified barriers.**

*Franklin County, and Union Hall, are not unique in the housing challenges that they face. The County should seek partnerships and utilize studies and plans from regional, statewide, and national experts that focus on housing reform that creates livable communities.*

**Strategy 3 Ensure that any new housing development is strategically placed to complement the rural landscape and avoid burden to the existing public services.**

*By carefully reviewing and considering both by-right and discretionary developments, County staff should ensure that the Low-Density Residential, Residential Mixed-Use, and residential components of the Village Mixed-Use areas are sensitive to the overarching rural nature and landscape of the area. Additionally, consideration must be given to the existing infrastructure and utility systems available within the Village of Union Hall; public-private partnerships may be necessary to advance some housing development.*



*According to survey results, single-family housing is the most desired form of residential development for the Village of Union Hall.*

**37%**  
Small farms,  
large lots,  
10 acres

**36%**  
Large homes,  
large lots,  
1-2 acres

**28%**  
Variety of housing  
types and sizes,  
single- and multi-family

**21%**  
No residential  
development

**17%**  
Small homes,  
small lots,  
compact community

## GOAL 4: Preserve the character of surrounding rural lands through the Comprehensive Plan.

A defining feature of the Village of Union Hall is the rural landscape. When asked, nearly half (49%) of the public survey respondents felt that Union Hall would not feel the same anymore if it was not surrounded by farmland and 37% of respondents felt that loss of scenic beauty was their biggest concern when considering growth within the Village of Union Hall and surrounding area. The concept of “rural character” can vary from place to place, and even person to person. Long-time residents of the Union Hall area, or those from an agricultural background, may define rural character in terms of working farms. New residents to the area may define rural character as open fields and quaint villages with small, local businesses. Union Hall’s rural character is defined by both! As the Village grows, future development should maintain the space and ability for existing farms to operate and be sensitive to open-space viewsheds, while delicately incorporating the desired improvements.

### **Strategy 1 Ensure that a natural transition is maintained between the developed areas and the Rural Areas of the Village of Union Hall, as well as those areas outside the Village boundaries, through careful development review.**

*By carefully reviewing and considering both by-right and discretionary developments, County staff should ensure that the Rural Area of the Village is protected through landscaping and buffers, as well as development adjacencies that are appropriate in scale.*

### **Strategy 2 Engage with the Virginia Tourism Corporation and the Virginia Cooperative Extension on resources for starting, or transitioning, a farm to offer agritourism elements and activities.**

*By seeking resources from agritourism experts, farm owners and operators within Union Hall can explore an additional stream of income and use of their land, one that engages those that may not otherwise be involved with farms and other agricultural uses.*



Photo: Passel Hills Farm

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# Chapter 5 Implementation

# Implementation Matrix

The Implementation Matrix builds on the goals and strategies identified in Chapter 4. The Matrix is a tool to measure the progress in the implementation of those identified actions. The primary measurement of implementation is whether or not progress has been made in implementing an action. Implementation will need to be encouraged through capital planning, infrastructure improvements and public facility investments, regulatory revisions, as well as partnerships and engagement with and by the residents of Union Hall.

The Implementation Matrix brings the goals and strategies to life by identifying responsible parties and anticipated time-frames for completion. The Implementation Matrix should be reviewed annually by the Franklin County Board of Supervisors as part of the budgeting process to set priorities, as well as measure progress toward the Village Plan's vision. Additionally, the Implementation Matrix should be reviewed annually by the Franklin County Planning Commission, which serves the Board in an advisory capacity on matters concerning planning and development. Particularly, the Planning Commission is tasked with recommendations pertaining to long-range planning, which includes the County Comprehensive Plan and Village and Area Plans, such as this one. As such, the Planning Commission should strive to hold an annual review of each Village/Area Plan's Implementation Matrix to analyze progress and to make recommendations and progress reports to the Board of Supervisors.

While the County (Board of Supervisors, Planning Commission, and staff) is the primary pilot of this Area Plan, community citizen groups can be an indispensable partner in seeing many of the identified goals come to fruition. Ferrum Forward, a citizen organization formed during the Ferrum Village Area Plan process, is a local success story of residents coming together, creating a structured organization, and working with both the County and local, state, and regional partners to better their community. Citizens committees focus on myriad community aspects – including business retention and expansion, beautification and community aesthetics, and securing grant and funding opportunities. The creation of a Union Hall citizen committee or nonprofit organization, with members from a range of backgrounds, would be an advantageous step for the community to foster collaboration between residents, businesses, and the County.



**The Implementation Matrix provides the following information, along with each strategy:**

### **Implementation Tool**

Categories that describe the specific action item and how it will be implemented. All categories assume there may be a need to contract with professionals in planning, engineering, architecture, and other consulting firms for implementation. Categories include:

- Regulatory Tools
- Community Outreach and Education
- Partnerships
- Capital Projects
- Programs and Services
- Plans and Studies

### **Responsible Party**

The organization(s) responsible for partnering, administering, managing, and/or implementing the specific action item. These organizations include:

- Franklin County (FC) staff
- Franklin County Board of Supervisors (BOS)
- Franklin County Planning Commission (PC)
- State and Federal Agencies
- Regional and Institutional Partners
- Nonprofit Organizations
- Local Business Partners

### **Approving Authority**

Some of the actions included in the Implementation Matrix will require the approval of a governing body; particularly when it comes to allocating funds, creating programs, and pursuing initiatives.

### **Timeline / Priority**

**Short-term** (1-3 years) — short-term actions can be completed within 3 years of the Village Plan's adoption.

**Medium-term** (3-5 years) — medium-term actions may be initiated within 3 years but will be completed by 5 years from the Village Plan's adoption.

**Long-term** (5+ years) — long-term actions may be initiated between 3 and 5 years from the Village Plan's adoption but will be completed beyond the first five years of the Plan's adoption, or later.

**Ongoing** — ongoing actions should continue for the life of the Village Plan.

## List of Acronyms

The following acronyms are found throughout the Implementation Matrix:

|                |  |
|----------------|--|
| <b>ADB</b> -   | Agricultural Development Board                           |
| <b>BA</b> -    | Broadband Authority                                      |
| <b>BOS</b> -   | Board of Supervisors                                     |
| <b>CTB</b> -   | Commonwealth Transportation Board                        |
| <b>FC</b> -    | Franklin County  |
| <b>DHCD</b> -  | Virginia Department of Housing and Community Development |
| <b>PC</b> -    | Planning Commission                                      |
| <b>FHWA</b> -  | Federal Highway Administration                           |
| <b>RVARC</b> - | Roanoke Valley Allegheny Regional Commission             |
| <b>VDOT</b> -  | Virginia Department of Transportation                    |
| <b>VT</b> -    | Virginia Tech  |
| <b>WPPDC</b> - | West Piedmont Planning District Commission               |
| <b>WVWA</b> -  | Western Virginia Water Authority                         |

| Goal or Strategy  | Implementation Tool                     | Responsible Party   | Approving Authority | Timeline / Priority |
|---|---|---|---------------------|---------------------|
| <b>Goal 1: Promote a “village” style of development pattern in the Village of Union Hall.</b>   |   |   |                     |                     |
| 1.1 Pursue a public-private partnership to identify a suitable area for, and to develop, a farmer’s market within the Village of Union Hall.  | Programs and Services; Capital Projects | FC BOS; Local Business Partners; Regional Partners  | FC BOS              | High                |
| 1.2 Consider the creation of County-funded grant and incentive programs to attract new businesses and industries to the Village of Union Hall.  | Programs and Services                   | FC BOS; FC Economic Development Department  | FC BOS              | High                |
| 1.3 Create and adopt a Village of Union Hall Overlay District that would provide zoning regulations that better accommodate “village” development.  | Regulatory Tools                        | FC BOS; FC PC; FC Planning and Community Development Department Planning Consultant(s)                              | FC BOS              | High                |
| 1.4 Pursue and foster public-private partnerships to create program(s) that provide matching façade grants for community design elements - such as benches, landscaping, and consistent signage; and village branding - such as gateway and wayfinding signage. | Programs and Services; Capital Projects | FC BOS; FC Economic Development Department; FC Planning and Community Development Department Planning Consultant(s) | FC BOS              | Medium              |
| 1.5 Seek opportunities to plan and construct County services and facilities, such as a library branch, park or recreational facility, and a Village-located waste “green box” collection site.  | Capital Projects                        | FC BOS<br>FC Parks and Recreation Department;<br>FC Public Works Department;<br>FC Public Library                   | FC BOS              | Medium              |

| Goal or Strategy  | Implementation Tool  | Responsible Party              | Approving Authority   | Timeline / Priority |         |
|---|--|--------------------------------|---|---------------------|---------|
| <b>Goal 2: Establish and improve infrastructure to support future growth in and around the Village of Union Hall.</b> |  |                                |   |                     |         |
| 2.1   | Engage with Western Virginia Water Authority to stay informed of plans and studies for infrastructure expansion; additionally, seek partnerships with both WVWA and developers to provide increased water, and potentially wastewater, infrastructure access as development occurs in the Village of Union Hall. | Partnerships; Capital Projects | FC BOS;<br>FC Planning and Community Development Department;<br>Regional Partners;<br>FC Economic Development Department<br>Local Business Partners | FC BOS              | Ongoing |
| 2.2   | Continue to work on increasing broadband and telecommunications infrastructure, accessibility, and availability, through partnerships, grants, technical assistance programs, and other support mechanisms available through Federal and State agencies and programs.  | Partnerships; Capital Projects | FC BOS;<br>FC County Administration;<br>Regional Partners;<br>State and Federal Agencies;<br>Local Business Partners                                | FC BOS;<br>FC BA    | Ongoing |
| 2.3   | Maintain a working relationship with the Virginia Department of Transportation (VDOT) to work on road improvements, safety needs, grant funding opportunities, and other transportation projects with the Village of Union Hall.   | Partnerships                   | FC BOS;<br>FC Planning and Community Development Department;<br>State Agencies (VDOT and CTB)   | N/A                 | Ongoing |

| Goal or Strategy   | Implementation Tool            | Responsible Party   | Approving Authority | Timeline / Priority |
|--|--------------------------------|---|---------------------|---------------------|
| 2.4 Seek funding opportunities to improve dangerous intersections and other safety needs along Route 40 - prioritizing the intersection of Kemp Ford Rd.   | Partnerships; Capital Projects | FC BOS; FC Planning and Community Development Department; State Agencies (VDOT and CTB) Federal Agencies (FHWA) | CTB; FHWA; FC BOS   | High / Ongoing      |
| 2.5 Ensure that multimodal interconnectivity is considered during development - including pedestrian, bicycle, and vehicle connections and mobility. Revise zoning regulations to require pedestrian and vehicular connections at the time of new development - including connector roads within developments, sidewalks and crosswalks, and multimodal paths. | Regulatory Tools               | FC BOS; FC PC; FC Planning and Community Development Department; Developers                                     | FC BOS              | High / Ongoing      |
| 2.6 Work on increasing cell phone infrastructure, ergo enhanced coverage, through partnerships and capital projects. Additionally, utilize grants and other support mechanisms available through Federal and State agencies and programs, if they should become available in the future.   | Capital Projects; Partnerships | FC BOS; FC County Administration  | FC BOS              | High                |

| Goal or Strategy   | Implementation Tool                    | Responsible Party   | Approving Authority | Timeline / Priority |
|--|--|---|---------------------|---------------------|
| <b>Goal 3: Provide a greater variety of house types and costs.</b>   |  |   |                     |                     |
| 3.1 Create and adopt a Village of Union Hall Overlay District that would provide zoning regulations that better accommodate “village” development that includes residential development of various types and densities, as appropriate.                            | Regulatory Tools                       | FC BOS;<br>FC PC;<br>FC Planning and Community Development Department;<br>Planning Consultant(s)  | FC BOS              | High                |
| 3.2 Utilize the Franklin County Housing Study (2020), and future housing studies, for guidance on mitigating known housing barriers and to capitalize on housing opportunities; review and amend Zoning Ordinance regulations to mitigate the identified barriers. | Plans and Studies;<br>Regulatory Tools | FC BOS;<br>FC PC;<br>FC Planning and Community Development Department;<br>Regional Partners (RVARC, WPPDC, and VT Center for Housing Research; State Agencies (DHCD) and Virginia Housing);<br>Planning Consultant(s) | FC BOS              | High / Ongoing      |
| 3.3 Ensure that any new housing development is strategically placed to complement the rural landscape and avoid burden to the existing public services.  | Regulatory Tools                       | FC BOS;<br>FC PC;<br>FC Planning and Community Development Department;<br>Developers  | FC BOS              | Ongoing             |

| Goal or Strategy  | Implementation Tool   | Responsible Party   | Approving Authority | Timeline / Priority |
|---|---|---|---------------------|---------------------|
| <b>Goal 4: Preserve the character of surrounding rural lands through the Comprehensive Plan.</b>  |   |   |                     |                     |
| 4.1 Ensure that a natural transition is maintained between the developed areas and the Rural Areas of the Village of Union Hall through careful development review.                       | Regulatory Tools  | FC BOS;<br>FC PC;<br>FC Planning and Community Development Department               | N/A                 | Ongoing             |
| 4.2 Engage with the Virginia Tourism Corporation and the Virginia Cooperative Extension on resources for starting, or transitioning, a farm to offer agritourism elements and activities. | Community Outreach and Education;<br>Partnerships;<br>Programs and Services | FC BOS;<br>FC ADB;<br>Local agricultural stakeholders<br>State and Federal Agencies | FC BOS              | High                |



# **Appendix A**

## **Public Survey Summary**

# ***2021 Union Hall Village Plan Survey – Summary***

The survey was conducted from October 8th, 2021, to November 1st, 2021. The survey received responses from 327 participants. The survey was comprised of 7 questions and provided participants with multiple choice response options for each question.

Many participants expressed a desire for more grocery stores, convenience stores, restaurants, and other shopping opportunities to come to the area in the future. They also requested improvements to broadband internet connectivity, more parks, trails, and recreational facilities, and greater investment in community facilities such as libraries and schools. Most participants supported future residential development in the form of large rural lots where houses are not visible from the road, but many also supported a variety of housing options ranging from single-family homes to multi-family apartments. However, some residents are concerned about increased traffic and the loss of scenic beauty resulting from future growth and development. Preservation of farmland is also an important issue for many residents who responded to the survey.

The survey also provided participants with an opportunity for open-ended written response, and we received over 150 entries. The complete list of these responses is available at the end of this document. Most written responses echoed the multiple choice options included in the survey, with many participants emphasizing the need for more amenities and shopping opportunities. Some participants expressed skepticism of plans for future development and questioned the county's ability to follow through with plans. Other themes included a desire for:

- Greater access to healthcare facilities and pharmacies
- Increased investment in emergency and rescue services, including a heliport
- Enhancements to utility infrastructure to prepare for future growth
- Investment in bike lanes, particularly on Dillard's Hill and Kemp Ford roads
- Enhanced walkability
- Preservation of the community's rural feel and architectural styles
- Lower speed limits
- Widening of existing roads

# Multiple Choice Response Summary

## Question 1:

### ***How long have you lived in the Union Hall area?***

- “More than ten years”: 42%
- “Less than ten years”: 32%
- “I am not a year-round resident of Union Hall”: 16%
- “My family is originally from Union Hall”: 10%

## Question 2:

### ***If the ‘village’ of Union Hall has its center at the intersection of Rt. 40 and Kemp Ford Road, how often do you pass through the village of Union Hall?***

- “When I need to make a trip to the store”: 43%
- “I make frequent trips every day”: 28%
- “On my way to the lake”: 20%
- “As part of a commute to work”: 9%

## Question 3:

### ***If the opportunity existed in or around the village of Union Hall, on which of the following would you most like to see in the future?***

- “Restaurants or dining opportunities”: 188 responses
- “Grocery stores or convenience shopping opportunities”: 179 responses
- “Personal services such as dentists’ office or dry cleaners”: 127 responses
- “Entertainment venues such as indoor or outdoor music or events”: 109 responses
- “I would like to see additional residential growth opportunities” 92 responses
- “I would not like to change things from the way they are today”: 80 responses

## Question 4:

### ***When it comes to growth and development in Union Hall, which of the following are you most concerned about?***

- “Loss of scenic beauty”: 124 responses
- “Too much traffic”: 123 responses
- “I am not concerned about growth”: 90 responses
- “Lack of economic growth”: 82 responses
- “Threat to established businesses”: 18 responses

## Question 5:

### ***For future residential communities around Union Hall, which of the following would you like to see (check all that you would like to see in the future)?***

- “Small farms or very large lots (more than 10 acres) where homes are not visible from the road”: 122 responses
- “Rural communities with large homes on large lots of 1 or 2 acres”: 119 responses
- “A variety of housing choices including single family homes, townhomes and apartments or condominiums”: 93 responses
- “I would not like to see residential development”: 70 responses
- “Moderate sized homes in compact communities with lots smaller than 1 acre”: 57 responses

## Question 6:

### ***Union Hall would not feel the same anymore if:***

- “It was not surrounded by farmland.”: 49%
- “Historic buildings are torn down.”: 20%
- “Existing businesses are lost.”: 20%
- “40 has to be widened.”: 11%

## Question 7:

### ***What community amenities would you like to see in the future as Union Hall matures:***

- “Better broadband internet connectivity”: 188 responses
- “Park, trails, or recreational area”: 179 responses
- “Community facilities (such as: library, trash collection site, school, etc.)”: 127 responses
- “Landscaping such as street trees and community signage”: 109 responses
- “Outdoor community gathering space for events”: 92 responses
- “Community center”: 80 responses

# Written Responses Summary

Respondents had the opportunity to include written comments in their survey responses. Each comment is listed below and organized by category

## Amenities

*Many residents expressed a strong desire for a grocery stores and more dining options. Pharmacies, hardware stores, and gyms were also requested by several residents.*

1. A grocery store is high on the list
2. a library would be nice, and a grocery store.
3. Above it all ...We need a significant grocery store, Drug store and rescue services near us...We should not be paying the taxes we are and have nothing and have to use our resources to drive to Rocky Mount, Gretna or West Lake....This has lingered too long Make a move please!!
4. An anchor grocery store with supporting businesses like restaurants and hardware store would be appreciated.
5. Auto garage, gym, center
6. Biggest needs are grocery, banking and broadband. Modest amount of dining choices would be great, as would community services. Urgent care and main-line chain pharmacy should be a consideration.
7. Currently there are not enough amenities such that my wife and I would consider becoming year round residents of Union Hall. If infrastructure (grocery, hardware store, restaurants) were present then we would consider calling it home full time in the future. Thanks for your work on this!!!
8. Food store, pharmacy, restaurants, boutique, doctors,
9. For a sense of community, we should have a place to gather and meet neighbors, such as a pub, coffee shop, a village center with tables where folks could gather and visit outside.
10. Grocery (Aldi) and a Hardware Store would be desired Business additions. We chose Union Hall for its rural, quiet lake setting, so we are not looking forward to the addition of large neighborhoods and an increase of traffic.
11. Grocery and Building Supply/Hardware...maybe consignment shopping...
12. Grocery shops are at least 15-20 minutes away. A wellknown grocer in Union Hall would be wonderful.
13. Grocery store- full retail brand name. Food Lion, Kroger, Wal-Mart
14. Grocery store prime
15. Grocery store would be a welcome addition and save trips to Rocky Mt
16. Grocery store, more restaurants
17. Grocery store. Support Aldi's.
18. how about a local pet vet clinic?
19. I truly miss not having a produce stand like we had at rt 40 and Old Salem School road.

20. I would also like to see a coffee shop! Also additional businesses could be in small clusters with signage and building designs which compliment area.

21. I would like to have a small to medium-sized, independently owned market, possible with a cafe or coffee shop, where we could shop for a meal or two. Fresh local produce, quality meats, bakery items and some staples would be wonderful.

22. I would like to see more variety of dining out and closer grocery stores

23. I would love to have a place to gather and meet neighbors, such as a pub, coffee shop, a village center with tables where folks could gather and visit outside. We have a wonderful community here and will absolutely support tasteful, careful development. What we do not want is big chain stores with huge parking lots and bright lights! Sweet little locally owned businesses where we can get to know the owners and chat with them when we come in.

24. It would be great to add a laundry mat. The closest one is in Glade hill and if you don't get there at the right time you would have to wait to wash your clothes and machine are broke a lot of the time.

25. It would be nice to have a grocery store that is not 30 minutes away. A couple of restaurants would also be good.

26. It would be nice to have a Veterinary Clinic for domestic and farm animals in Union Hall.

27. Its silly I know, I don't want to see all of the country feel to this are change, but we need access to stores and services where we don't need to drive a half hour. We were really disappointed when the shopping center failed to be added.

28. Large, well known grocery is needed

29. mid-size grocery store, local restaurants, hardware store.

30. Most important desire is a grocery store.

31. National grocery chain and National dept store (Target) which anchor other businesses in a shopping center

32. Need a grocery store to anchor commercial development. Nice grocery store will allow us to grow and keep up with Westlake.

33. Need a grocery store.

34. Need a grocery store. 20-30 minutes to Walmart is too long for groceries

35. Oh a local small grocery would reduce traffic to Rocky Mount, every time we need a few groceries! Thank you for reading!

36. Our family has been seasonal residents for almost 50 years, and my husband and I have been year-round residents for 5 years so far. The biggest drawback is the distance to a supermarket and other shopping necessities. We think the people who measured traffic at Union Hall did not consider that people who live just to the west travel to Rocky Mount and people just to the east travel to Gretna for shopping, so there aren't that many people passing through Union Hall, since it's halfway between Rocky Mount and Gretna.

37. Please bring us a Kroger or Walmart

38. Shopping center with grocery store

39. Small cafes and sandwich shops in a farmers /community market atmosphere with groceries and local produce and merchandise. Also a drug store

40. Thank you for the opportunity to respond to this survey! We love Union Hall but would love to have closer stores.

41. The main things needed is , grocery Food Lion or Kroger, laundry mat, restaurant

42. The most benefit we feel would come from a grocery store with a pharmacy and, also, a medical clinic.

43. There are a lot of older individuals living in this community. It would be nice to see a grocery store for sure here so that these individuals do not have to travel so far to do their shopping. A new town center with shopping availabilities for groceries (Maybe even a farmers market, with all the farms around) and other household goods. A place for youth to gather and learn could also be beneficial. Maybe a library with

a media center/WiFi “cafe” where the youth could teach the elders to “surf” :). And the youth could also get jobs without driving so far. A breakfast joint for people to gather and say good morning (Carl’s is always packed!) would be heartwarming. Something central is definitely needed to bring this community together when the vacationers are away. Some housing development could be beneficial especially if it were an affordable housing option for our teachers and/or single parents, who have the hardest time finding a home to call their own.

44. There is no village. There is not much “Community”. We go directly to Rocky Mount or Westlake whenever we go out. Shopping, dining, Dr etc. Building a center would require facilities within walking distance.
45. This is a unique community of small neighborhoods that could use a few amenities such as a grocery store. We would be happy to see a community center and some sort of transportation assistance that would enable older residents to remain here.
46. Union Hall is a food desert! We have to drive 30-60 minutes for groceries and restaurants. We know people are leaving Union Hall because of this.
47. Urgent care center, grocery store, CVS, at least one fast food restaurant that serves breakfast and dinner. KFC would be nice when you have guess and don’t want to cook, somewhere you can exercise.
48. We need a grocery / drug store but not another west lake mess!
49. We need a grocery store!
50. We need a grocery store.
51. We want a large, national brand grocery store (eg Kroger) and new big box retailer (eg Target), with a hope that those would anchor a shopping center with restaurants and other retail and professional (eg medical) businesses. No reason Union Hall can’t be just like Westlake!
52. Would like to see food access addressed in comp plan.
53. Would like to see Pharmacy and bank, either in combination with grocery store or stand alone. I know there are 2 bank facilities but both are closed.

## **Community Character**

*A number of residents were very concerned about the potential for new development to disrupt the rural character of Union Hall. The Westlake development was singled out as an example of undesirable development by many respondents. Some residents are in favor of increased development, especially amenities such as grocery stores and restaurants, provided it preserves Union Hall’s current look and feel.*

1. As a relatively new member of the Union Hall community who plans to stay for the rest of my life, I would NOT like to see short-term rental properties in this area. Thank you for seeking the opinions of local residents!
2. As you “plan” as you call it...You may wreck/ destroy someone’s farm/property to potentially relieve some occasional traffic issues... don’t think this is wise...you are asking to plan to develop some new business as we set with many empty buildings along route 40 in union hall. Fill those buildings if you want to development union hall. The bank is even gone now. I believe a center was supposed to come & also decided not to. Do we really need to try & cut in road & ask if we want live music venues when we have all those empty spaces? Please save our tax dollars & not waste it on paying someone to do these studies & meetings. Thanks
3. Concern that the Berger farm land at the intersection of Rt 40 across from the Whistle Stop could be swallowed up by eminent domain. What a loss that would be for the community!
4. Development that would re-purpose existing structures. I am also interested in volunteering/assisting in any capacity that my schedule will

allow.

5. The center of the village should be moved 6 tenths of a mile below the Dollar General on Route 40. The village needs to be larger than Westlake, but moved the 6 tenth of a mile down from Dollar General.
6. Do not allow current board of supervisors approve residential developments that feature only small , uncared-for housing, dumping out onto a main roadway. EX: Kemp Ford Road off of 40. What were they thinking?!!
7. don't emulate west lake- it's a mess - not walkable, not bikeable- just a morass of strip shopping places-ewwww
8. Encourage farming and the rural atmosphere. (My husband and I own three farms in Union Hall where we grow hay. I am a third generation owner of a farm on Standiford Rd.)
9. Housing-yes I support a variety of housing to diversify the community! But please don't throw up a bunch of ugly condos. Check out The Cottages on Vaughan in Atlanta. It is a very successful new community of tiny houses with communal areas, where residents gather and become friends and support each other. Its a great example of tasteful affordable housing in an otherwise high-price market. The small houses along Kemp Ford are nice but NO landscaping, which makes a huge difference in the look of a new community! If the builder had landscaped (or the owners) they would have an entirely different feel. Right now they look like low cost housing, and could be so much more attractive with just some shrubbery and flowers. Not expensive to do. Ok I have bent your ear! Feel free to contact me for more ideas. I love this community, would love to see it thrive and while I support development, I am hoping for tasteful, not just convenience.
10. I am not against all growth but if it is done like Kemp Ford Crossing, it will not be a positive for the Union Hall Community. Traffic and the looks of Kemp Ford road will be a major factor in the both the safety and beauty of the Union Hall community.
11. I do not want to see a large strip shopping center with a chain supermarket like in Rocky Mount. It would be nice if we could have a small market / cafe that fit the scale of the village. There are some vacant buildings that could be used for this purpose, it seems.
12. I do not want Union Hall to become another congested Westlake.
13. I enjoy Union Hall the way it is!
14. I heard that FEMA like trailers are going to be used as temporary dwellings in Union Hall. I find this very distressing. My second concern is the Fire Station being built on Turtle Hill Road instead of across the street from the Whistle Stop on 40.
15. I love this community. Like to witness it's growth, while keeping it's originality and not becoming too commwtialized
16. I moved from a big city not to fight stoplights and to have peace and quiet.
17. I oppose the idea of a full-size chain supermarket, but would LOVE to have a small to medium-sized, independently owned market, possible with a cafe or coffee shop, where we could shop for a meal or two. Fresh local produce, quality meats, bakery items and some staples would be wonderful. Some examples of the type of store I have in mind are Steve's Garden Market and Butchery in Hillsborough and Graham, NC, Weaver Street Market in Hillsborough and Carrboro, NC, and MOM's Organic Market in many locations around Virginia. I also would recommend visiting the Village Center in Fearrington, NC, just south of Chapel Hill, which is a lovely small village set in a rural area, and just off the main highway. There are a couple of restaurants, a book store, garden shop, spa, gift shop, an inn, etc. It is tasteful and beautifully landscaped and is a destination for visitors. It is the best example I can think of that would fit in here in Union Hall and not change the beautiful views and rural landscape.
18. I would also like a village center that is a lovely small village set in a rural area, and just off the main highway. There would be a couple of restaurants, a garden shop, and possibly an inn, etc. It would be tasteful and beautifully landscaped. It would fit here in Union Hall and not change the beautiful views and rural landscape.
19. I would like Union Hall to keep its rural charm. A nice farm to table or healthy restaurant and a nice grocery store would be great. Please

do not make it look like Westlake or the area in Rocky Mount by Walmart. We do not need a fast food corridor. We have our basic services and you can do almost anything over the internet now.

20. I would prefer that Union Hall remain essentially as it is. A general store and bank would be nice but not a Westlake clone
21. Keep it simple
22. Keep our beautiful rural scenery. Do not allow our rural businesses to be pushed out.
23. Less is more. The only thing we really need here is a small grocery store in a building that looks like cottage or farmhouse style or like an old country store. Please do not allow a commercial look or commercial building style. Otherwise, nothing else is needed or wanted.
24. More is not necessarily better. I do not want Westlake in Union Hall
25. More police visibility. Less taxes. Leave as is!
26. Most important to me is protecting property values in residential areas. This means NOT bringing businesses and high density housing into or near current residential areas, particularly those on and near the lake. Business exceptions in these areas are appropriately placed restaurants and marinas.
27. NO CAMPGROUNDS WITHIN A 5 MILE RADIUS OF UNION HALL CENTER.
28. NO stoplights
29. PLEASE help us keep the lovely feel and don't bring in chains (like Dollar General) yes its handy in a pinch but really not a very pleasant shopping experience.
30. PLEASE help us keep the lovely feel of our community and don't bring in chains -- one Dollar General is already here and it is enough. A variety of housing to diversify the community would be a good thing! But please don't throw up a bunch of ugly condos. The small houses along Kemp Ford are nice but NO landscaping, which makes a huge difference in the look of a new community! If the builder had landscaped (or the owners) they would have an entirely different feel. Right now they look like low cost housing, and could be so much more attractive with just some shrubbery and flowers. Not expensive to do.
31. Preserving the rural setting adding a few civilized necessities like grocery store, restaurant(s), broadband/fiber optic, small park, safe roads.
32. Prevent "developments" like Kemp Crossing.
33. Prevent noisy venues like outdoor concerts.
34. Really need a grocery store, drugstore, restaurants-can be done and still keep charm and village feeling. Please no commercial all up and down 40. Pockets better. There are a lot of businesses on 40 so it is not as if commercial stuff is something new. People need affordable housing but better if could be required on cul de sacs rather than lined up together like on Kemp Ford. Also, logging - can't they require a buffer by the road and silt screens?
35. The connector roads on Standiford are way too close to lake communities. They need to be moved much closer to Kemp Ford to keep growth away from the reason we moved here in the first place. No apartments!
36. The proposed connection roads at Standiford Rd are too close to lake communities. We moved out to the middle of nowhere because that's what attracted us to this side of the lake. Please NO apartments, they attract trouble.
37. Union Hall already does not feel the same.
38. Union Hall is a country town and this is our heritage..there are plenty of places that have lost character due to growth and we choose to live here because we like it but once this is gone, it's gone. Please don't do this. I'm proud to say, we have no traffic lights!!!
39. Union Hall is largely untouched by overdevelopment and I would love it to stay that way. Union Hall is a good safe place to live and the bigger it gets the less safe it will be.

40. We chose this area for our second home to get away from villages, development, etc.
41. We have a wonderful community here and will absolutely support tasteful, careful development. What we do not want is big chain stores with huge parking lots and bright lights!
42. We have had land and a cabin in Union Hall since the late 1800's. We enjoy the quiet, rural setting that union Hall provides. If more growth occurs, I hope that there will be a minimum of 3-5 acre lots that can be built on. Those house that put up on Kemp Ford looks like crap and I hope that's not what future development looks like.
43. We moved to Union Hall to escape other congested areas around the lake. We like the rural feeling of Union Hall. We prefer living in this rural area and driving to the congested areas when we need to shop.
44. We moved to Union Hall, a rural isolated area, intentionally. Our pursuit or serenity is at odds with "developing" another "Moneta" (a more populated, commercial lake community). We are willing to drive for amenities in return for the Union Hall lake lifestyle.
45. When considering potential residential development impact on the roadway traffic in the area, please also consider the increased impact of boat/PWC traffic on the lake. Would not like to see this end of the lake turn into another West Lake!
46. would like to lean into the agricultural feel of a village rather than anything like a strip mall or Moneta. A good example is Fearnrington Village near Chapel Hill, NC.

## **Transportation**

*Residents expressed the need for lower speed limits, wider roads, guardrails, and bicycle & pedestrian infrastructure in Union Hall. Concerns about the ability of emergency services to navigate Kemp Ford Road were also raised.*

1. Also speed limit signs of 35 mph along Piney Point Road. It is a straightaway and people drive way too fast!
2. Any village should be predominately on the Kemp Ford Rd side of 40 to increase safety and reduce traffic nuisances - especially if 40 is widened. This is also where the majority of Union Hall residents live. A cut-through from Old Salem School Rd. to Kemp Ford Rd. to access village would be also be great.
3. better roads
4. Currently there is no alternate route if Kemp Ford becomes blocked. If this occurs, evacuation and/or access to emergency services would be obstructed. In addition to traffic on the roads, consideration also needs to be given to lake traffic. At some point increased water traffic will require additional safety regulations (speed limits/decreased wake zones) to protect lives and/or property. Currently emergency services rely heavily on volunteers. It is reported that it is becoming more challenging to find volunteers in the area. The plan needs to also address ensuring that first responders will be able to appropriately address the needs of an increasing population and activity density.
5. Do not allow for direct home driveway entrances to any secondary roads/streets or exits out of the Union Hall Village. Also, do not allow for land developers to build smaller homes to rent only especially on a main road (especially Dillards Hill Road).
6. Don't want a large commercial wide road but a little wider and safer would be nice. Rt 834 is very dangerous. Guard rails would be good.
7. Four lane route 40
8. If the Penn Hall area is going to be developed along with other development that is happening, another road out of the area needs to be established. If not, Dillard's Hill Rd. has the potential to become a congested nightmare and potential safety hazard for residents...especially in case of an emergency. A good plan could save a lot of headache & heartache.

9. If there is a community village started, kemp ford road and route 40 will need to be widened. Everyday I'm in the area, someone always crosses the line, speeding etc. The road will be a big issue.
10. improved and safer roads to accomodate current and planned residential developments
11. It would be great if a few blocks of specialty shopping areas and restaurants were walking areas only. I'm thinking of Asheville as a model. Thank you for planning this inevitable growth. The building in and around The Retreat has significantly grown during 2020 and 2021.
12. Kemp Ford Rd need to be widened. Evertime I'm in Union Hall, Someone crosses the line or come close to hitting me.
13. Lower speed limit on Rt. 40 in the hilly area between Union Hall and Penhook.
14. Pedestrian Friendly Village where we can drive, park and walk to business and service entities.
15. People who have to travel Route 40 would not be safe with more traffic in the area of Kemp Ford Road.
16. Please look at the number of homes/residences who feed off Kemp Ford and Dillards Hill Road. Currently there is one way in and one way out which could make for a tough situation in event of strong winds or serious vehicle accidents blocking roadway. It would be impossible for emergency crews to access residents.
17. Road outlet to route 40 other than Kemp Ford and Dillard's Hill. Widening of (or trails along) Kemp Ford Rd. and Dillard's Hill Rd. to allow for bike/walking. Traffic Light at Rt. 40 and Kemp Ford Rd. (and not to wait for major development before this to be done).
18. Stop light, flashing light, 3-way stop at intersection of Dillards Hill and Kemp Ford Rd. That intersection is a potential hazard for collisions.
19. The additional traffic has made it dangerous to walk on both 40 and the back roads. There are bicyclists and people without cars including children to consider. They need a shoulder or sidewalk or something. Ditches right on the edge of the road is poor planning. It is scary to come around a curve and find someone in the road.
20. AEP should construct a road from their property to Route 40. We would not need to construct any roads.

## **Economic Development**

*Some residents expressed enthusiasm for economic development in Union Hall by pointing to other communities as models for development. Westlake was mentioned in several responses, but opinions on whether to use Westlake as a model for development are mixed.*

1. Also if you do want to grow - you need to do a lot better jobs marketing to the Raleigh Durham Chapel Hill area. It's a close drive 1 1/2 to 2 hours and could spur development of grocery, restaurants, shops.
2. Also, I am not concerned about widening some key roads (rt. 40) or adding new roads, because I feel it would bring in people and businesses that would improve the local economy.
3. Check out the rural community of Irvington, VA. It is a small village with only 500 or so residents and they have 6 restaurants! This community would support a variety of eating establishments, not fast food chains please. but again, independently-owned restaurants with outside seating to enjoy the local environment.
4. I know it will depend on the interest draw from businesses, but I would prefer to see small business owners moving into the area. Unique and niche stores like a bakery or farmers market, not more chains like dollar general. Improve what's already existing whether it be updating parking and access for smaller businesses or upgrading existing facilities to make them more attractive to business looking at the area. I was very happy to see the village at Southlake get a facelift now that cattleman's is moving over there, but I worry they won't have enough parking and the intersection to become dangerous. I expect their business to take off after the move like we saw Buddy's BBQ when they moved to

the old Hardee's.

5. If you are familiar with Birkdale Village in Charlotte, NC, where shops and dining areas are on a street, not your typical shopping center like Westlake. They even have apartments on top of the stores.
6. incentives to encourage small-scale local commercial activities in/around the town center, e.g, food trucks, restaurants, farmers' market.
7. Increasing population to attract more businesses - grocer stores & restaurants.
8. it seems like a lot of discussion over the years on the subject of Union Hall Development, but nothing happening, other than business closing and shrinking of conveniences.
9. It seems that there are other more pressing concerns in Franklin County than developing an area to cater to a few residents, some of whom do not spend their entire time in Franklin County. Convenience is nice but residents have found that after time the novelty of all these things wears off and in the long run ends up causing taxes to be raised and boarded buildings.
10. Let growth happen when somebody's willing to invest don't stand in their way.
11. Make infrastructure improvements to attract commercial development rather than waiting for developers to pay for such improvements.
12. Planned development centered on grocery and other large stores, much like Westlake.
13. Union Hall should look to Westlake as a model for our development!
14. We are very happy to see the possible development of the Union Village. We believe it would greatly benefit quality of life for Franklin County residents, increase property values and encourage more visitors to our national treasure: Smith Mountain Lake. Thank you!
15. We need more development ( not less ) in Union Hall. We need more homes to support commercial businesses.
16. We should celebrate our farms and craftspeople by having a small Farmers Market within the village, similar in size as the Rocky Mount market. Personal services should include a full service, unisex hair and nail salon. I attended the community meeting on October 5th. I was surprised that a group of Union Hall residents had not been mobilized ahead of this meeting to meet prior and have a well thought out list of topics and ideas for the village plan. I am retired after 40 year of service in the financial sector and am willing to participate in any sub group of community representatives. Wanda Starnes Union Hall 336.707.6905
17. We would support locally owned businesses where we can get to know the owners and chat with them when we come in.
18. AEP's property could have 400 homes at a cost of 2 million a home equal to \$8,000,000 and approximately \$4,880,000 in taxes.

## Utilities

*Improved public water and sewer facilities, as well as enhanced broadband and 5G coverage, were the most common requests.*

1. 5G cellular coverage improvement by Verizon and AT&T would be great. Shentel internet access seems to be adequate.
2. AEP should build a water and sewer treatment plant.
3. As a current business/property owner in Union Hall, I think the county needs to look into getting the infrastructure in place to provide water, sewer and updated roads to accommodate the future growth. These issues have been one of the big reasons that more new businesses haven't located in the Union Hall Village area over the years.
4. Better broadband internet connectivity needs to be a concern for all the county and not just certain areas.
5. Better broadband internet.
6. Broadband is key for entertainment/TV, movies, etc. and communication...internet & telephone.

7. First steps should be to bring adequate water and sewer.
8. Get water to South Lake. If water is available, business will follow.
9. Need sewer and water in the Village overlay to create business growth in the area. Without sewer you cannot expect any growth to happen.  
Sewer would be especially needed for future grocery store and restaurants.
10. Public water and sewer to surrounding area.
11. Public water, public sewer
12. Water available on Route 40 to enhance business growth.
13. water/sewage to facilitate town center development
14. We need broadband.
15. Wifi broadband coverage. Cellphone coverage

## **Parks and Recreation**

*Many residents expressed support for more bike trails and walking paths. Improved lake access, including a public boat ramp, was also requested.*

1. A children park, bike trails
2. A public golf course or semi-private country club. Pickle ball courts
3. Bike lanes or paths on Dillard's Hill and Kemp Ford roads.
4. Bike paths on Kemp Ford and Dillards Hill. It is dangerous without them, especially on hills and around blind curves.
5. Bike routes.
6. Consider a park that has lake access. Ask AEP to donate Camp Kilowatt to the county.
7. Develop an equestrian park/boarding stable with trails.
8. very much like the quaintness of Union Hall, but would love to see more access to the lake, maybe with a beach, trails, etc for all residents and not just those privileged few. My grandparents lives in a small community with smaller lakes and the township would issue badges to residents each summer (for a nominal fee) so they, and their family and guests, could enjoy the beach areas and the money helped fund lifeguards and upkeep. Maybe something like this could work here, too.
9. I would like to see paths for walkers, bikes, golf carts, and other electric vehicles.
10. 1Public boat ramp. Walking and horse trails.
11. Union Hall is a beautiful area but there are 0 public hiking trails. Building a trail or two would be incredible. We would also love to see a small library and a proper grocery store closer to home here on montevista rd.
12. We need a play ground. Bike trails would be nice
13. Would like to see active living (ped and bike) addressed in comp plan.

## Public Facilities

*Libraries and improved trash & recycling facilities were the most commonly requested public facility items.*

1. A branch library with a meeting room and access to Internet would be nice.
2. Better county services for no residents. Garbage waste areas are a disgrace. We pay a lot in taxes, can't vote, and get next to nothing in county services. Also you need to market to Raleigh, Durham, Chapei Hill area if you want growth. It's only 11/2 to 2 hours away and folks down here are very interested in the area.
3. Better upkeep of trash and garbage areas.
4. Community facilities but not to the extent of city living. We don't need trash collection
5. Library, A Library would be utilized for many community enriching activities, for ALL AGES.
6. Need to provide better services for non residents who pay taxes and have homes inUnion Hall, but don't get to vote. Garbage dump areas are a disgrace. We pay a lot in property taxes and get next to nothing in county services.
7. New fire department/rescue squad building should be in the center of the village plan. This should have been the first, most important decision.
8. Pave the trash collection area.
9. PLEASE we need a recycling center in Union Hall!
10. When the county consolidates dumpster sites, we definitely need one in Union Hall.
11. We need a recycling center in Union Hall!

## Land Use

*Several residents expressed their preference for the preservation of farmland and rural character through land use regulations. Some respondents were concerned that existing zoning regulations would allow for unwanted development.*

1. Existing land usage needs to be retained in order to ensure the uniqueness of the Union Hall area.
2. Farm land lost to eminent domain due to expansion of roads or businesses would be tragic.
3. I would like an ordinance requiring smaller signage and covered lighting to minimize light pollution
4. In developing union hall, please don't use eminent domain to take peoples land for roads. Also, please have a minimum acreage to build on, such as 3-5 acres. Widen/straighten and pave existing roads before ruining farm land with new roads! Thanks
5. Remove derelict buildings. Apply zoning laws to maintain neighborhoods.
6. Special use permits should be screened more thoroughly relative to their impact on neighboring properties. Conducting business in a residential neighborhood should never be allowed under any circumstances.
7. The Zoning laws in Franklin County will need to be amended to not allow developments such as Kemp Ford Crossing if the Union Hall Village plan is to reach its optimum potential.
8. Zoning
9. Zoning regulations that would control derelict properties from continuing to decline.

## **Health**

*Some respondents indicated a need for more easily accessible healthcare options and emergency medical services.*

1. A medical clinic with a heliport for Medivac (the bank building on north side of 40 just east of 945 would be a great location).
2. A medical heliport nearby the village would be a great asset as more people move into the area and as access to locations, especially around the lake, are not quickly accessible for emergency situations. Pedestrian friendly options in the village would be a draw for residents of Union Hall, Penhook and Glade Hill. Suggest perhaps two village boundaries with 2nd boundary set aside for future expansion should the need arise.
3. As residents age, it is important to have health care providers, facilities, ambulatory services nearby.
4. Closer emergency services.
5. Decreased response time for emergency services in this area.
6. Pharmacy
7. Primary care, hospital, pharmacy

## **Environment**

*Some residents are concerned about water quality in the area as well as the environmental impact of clear-cutting trees.*

1. Clean up the lake in that area & test the water quality, which they don't now
2. Is the water well across RT 40 from Plyer's office still being remediated for petroleum pollution? (DEQ will know?). Also, what steps are taken to test residential wells for radon/radioactive pollution? The Office of Water Programs in Danville VA has some data on subdivision wells. Danville Field Office (DFO) 211NorDan Drive Suite 1040 Danville ,VA24540 Ph one :(434)836-8416 Fax:(434)836-8424 Email:Jeff.Wells@vdh.virginia.gov
3. Limit clear-cutting of land to help the climate crisis.
4. My main concern is the environmental impact of development on the lake water quality and the area in general.

## **Entertainment**

*A handful of respondents expressed a desire for more entertainment options, including live music venues.*

1. A large shopping and entertainment area like that in Westlake would be a great addition.
2. A pavilion for community gatherings and music events.
3. Entertainment like the concert venue at The Coves.
4. Entertainment-we absolutely LOVE the concert venue at The Coves, and have attended a number of concerts this summer. We also frequent the Southlake Saltroom and Spa which is a fantastic addition to the community.

## Other

*These comments are generally comprised of comments about the 2014 Plan implementation and concerns about the ability of local government to act on future development plans.*

1. A valid explanation from the BOS on why the offer from a local well known and established developer for land for and EMS and Fire station (now Turtle Hill Station location) was rejected along with readily available water sources and significant land for the Village development.
2. Actually move forward with it.
3. An explanation for why the Village Plan Documents and 2013 Survey results were delayed in posting until 2019 (according to the website post date). Perhaps they were posted after the survey in 2013 and then taken down to be reposted in 2019.
4. At the Union Hall meeting in October 2021, there was a lot of talk, but a deafening silence from Supervisor Cundiff or his staff as to whether they really support the Village development. The only thing I remember Cundiff saying was he was a long time resident of Union Hall. If we don't have the BOS full support and buy in to the development of services and businesses in Union Hall, then this is all just lip service to facilitate the State's planning and financial assistance. If businesses are considering taking a risk in Union Hall, they will walk away if they sense the lack of full support of Franklin County's supervisors.
5. Consider and study benefits for the county so that they take this plan seriously rather than leave it for dead as it appears to be the case with 2014 plan.
6. County administration has done nothing to implement the original plan. In fact, it has promoted business/public safety opportunities outside the original plan's boundaries through the use of special use permits. What has changed?
7. Get it done quit wasting time
8. I hate the thought that this survey is just more lip service when we really need to explore truly developing the village concept.
9. If there really is support at the County level, let's hear it and then let's get on with the plan. Not wait around 8 more years after this planning investment and survey and still have nothing to show for it.
10. Thank you for asking the residents opinion.
11. Thank you for asking. We moved from PA and love the area.
12. The survey fails to constructively address the issues relevant to the future of Union Hall.
13. There is currently no accountability for the implementation of the current plan and no feedback or communication to local residents. The plan need defined metrics with dates for completion of the various objectives. A plan should also be developed to meet with and communicate regularly with local residents and businesses. Even though the lake brings in the bulk of county taxes our voices are not being heard. What good is a plan if it sits on the shelf?
14. There needs to be a community committee.
15. We don't need to keep putting this on the back burner. The county needs to put money into getting a site going. Once something gets established, I think it will grow.
16. We should make sure we see return on the costly the Industrial Park boondoggle and get past the Fire/Rescue Station nobody wants before spending more money we don't have on Union Hall.

# 2023 Union Hall Village Plan Open House - Summary

On Thursday, November 2nd, 2023, a community open house was held at the Franklin Heights Church in Union Hall to offer an opportunity for the public to review the draft Union Hall Village Plan, ask questions, and share their feedback. At least ninety-eight (98) people attended the open house. The draft Union Hall Village Plan was available for review on the County's website one week prior to the open house.

A short survey was provided at the open house and 50 attendees responded to the survey. Most respondents were generally supportive of the revised Union Hall Village Plan. A majority (62%) of respondents feel that the draft Union Hall Village Plan is reflective of the community's desires and concerns.



# Open House Survey Results

## NOTES:

98 Open house attendees

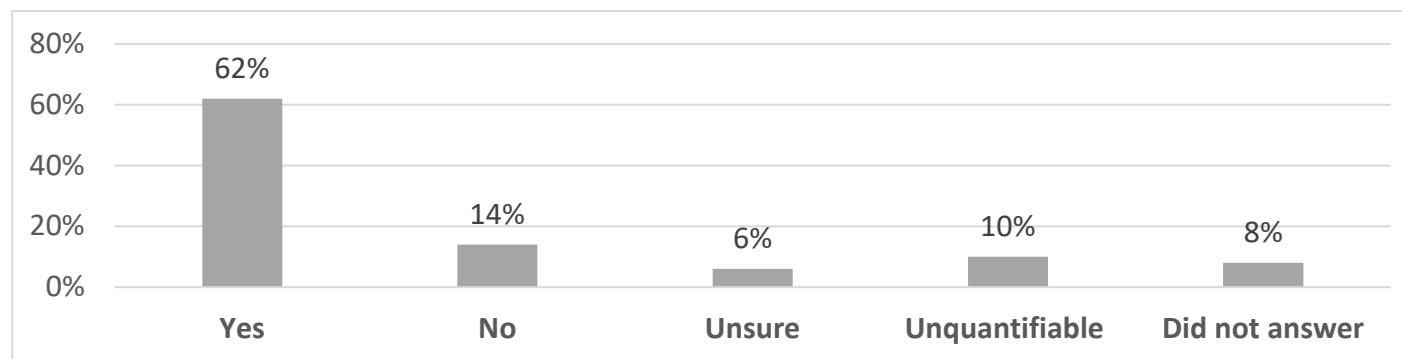
50 Total survey responses

“Unsure” = respondents wrote “unsure” instead of choosing an answer choice.

“Unquantifiable” = responses that chose more than one answer and had a written comment, or responses that did choose an answer and had a written comment.

## Question 1:

**Do you feel that the draft Union Hall Village Plan is reflective of the community’s desires and concerns?**



*Comments related to “No” (14% of respondents):*

- Need to work with existing businesses by providing grants to expand services they can offer. Grants and incentives to improve businesses.
- Mixed-use residential could be a concern.
- We really need grocery, doctors, etc. This seems very much a plan for slow growth.
- No plan for a strip mall.
- I have no idea what the rest of the community wishes.
- No second road to match Dillards Hill Road as an outlet.
- A lot of this is still working farmland. Some of this farmland will go into conservation easement.

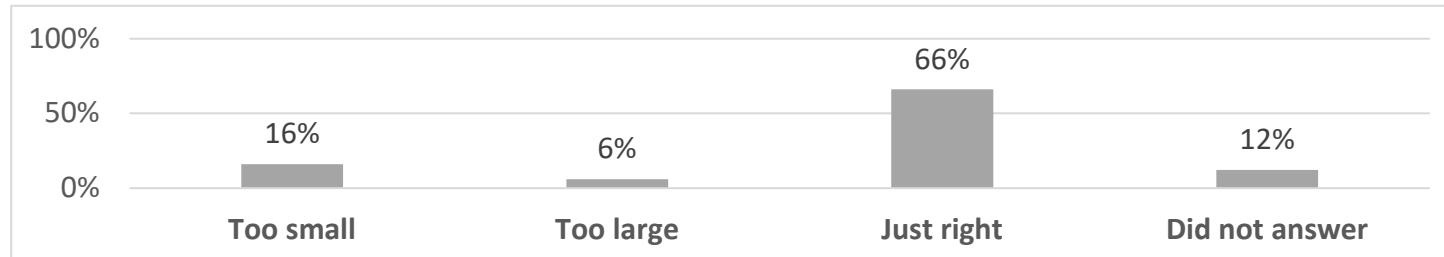
*Comments related to “Unquantifiable” (10% of respondents):*

- I have no idea what other people want.
- Do not know what the community desires.
- We need to see more than plans on the boards. There isn't nearly enough being done. It's been going on for years, nothing being done. It's definitely needed, just creating lots of doubt anything will happen.
- My neighborhood is not on the map (Contentment Island). I do not want to be another Westlake. A small village type of commerce area is needed and welcome.
- I think it is needed and would help.

# Open House Survey Results

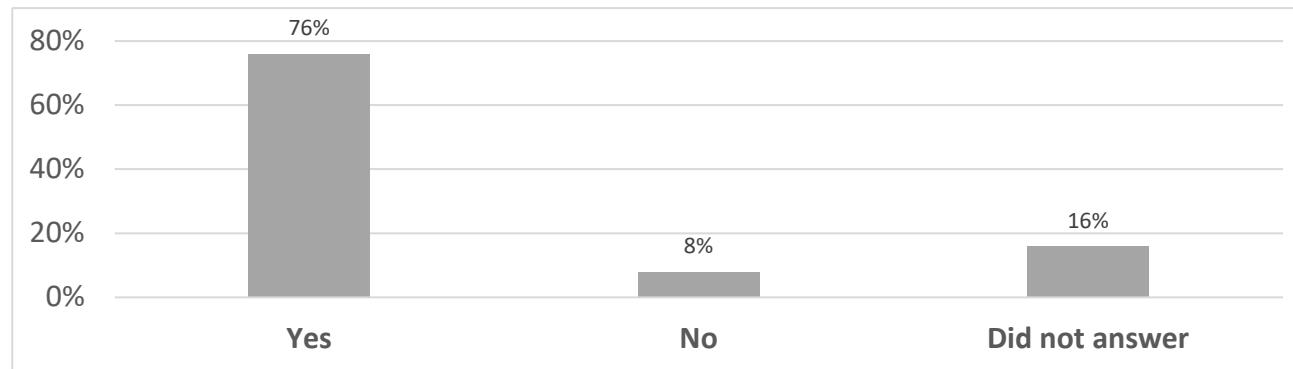
## Question 2:

Do you feel the proposed boundary of the Village of Union Hall is:



## Question 3:

Do you support the Goals and Strategies?



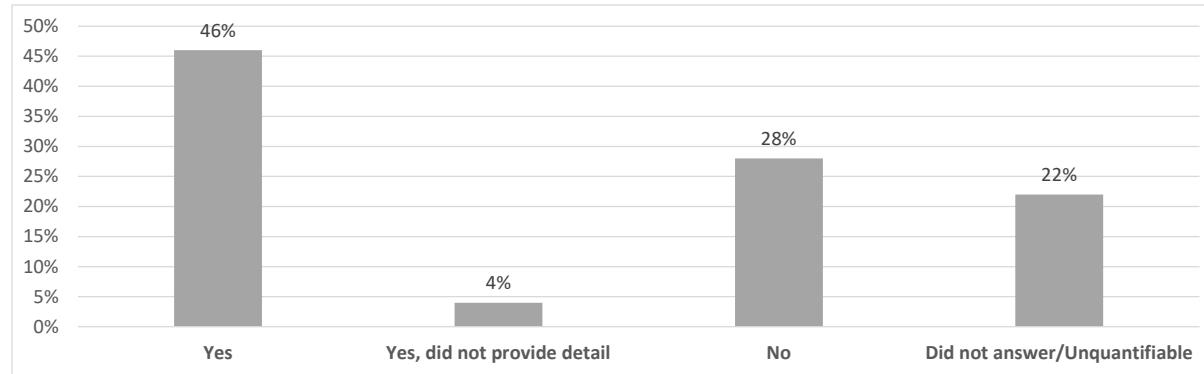
Overall comments related to Question 3:

- Concerned over various types of housing. Would not desire tiny homes populating over beautiful lake community.
- Need County and State incentives for businesses, such as a grocery store, to locate in the village
- Mainly concerned with growth management.
- We need to be future focused and really follow through with this. New ideas and more input from someone besides Supervisor Cundiff. Too much politics and not enough through put with action.
- Need plans for grocery, roads, doctors, business and this is slow at best.
- They lack specific tasks, milestones, and resources required. Therefore you cannot hold anyone accountable. Lack of specific implementation tasks is why we have had no implementation of the 2014 Plan.

# Open House Survey Results

## Question 4:

Is there anything that you feel is missing from the draft Union Hall Village Plan?



*Comments related to “Yes” and “Unquantifiable”:*

- Food lion or grocery store.
- Are there any plans for grocery shopping in the area?
- Good to see County services (park, library). Much needed basic living business (grocery, drug, restaurant). This is a district that has a high income; thus taxes correlate to property. Little available; must travel 25-30 minutes for above.
- Bike lane on Route 40 and other roads for safety.
- Infrastructure (natural gas). Also plan for area wide fiber optic internet. How about fire and police protection?
- Regional park on the lake.
- Farmer’s market.
- Grocery store.
- Need for planning for elderly and handicapped. Plan for public cemetery and possible school if population increases.
- Game-changing proactive outreach with developers and businesses. Holistic “hub concept” which includes businesses and services that meet at least 75% of our needs: groceries, pharmacies, ABC store, restaurants, doctors, dentists, etc. Expand workforce by including affordable childcare and housing.

- I own the Whistle Stop and can provide some of the stuff that is missing with help from the County and the state. We see a huge need for grants like other counties offer like façade grants, property improvement grants, tax breaks, etc.
- Public recreation on the lake and municipal sewer for the town center.
- Sewer plan.
- Grocery store.
- We need a local grocery. Keep Dillards Hill green boxes. Bike and walking lanes on Dillards Hill and Kemp Ford.
- Please investigate the stop sign at intersection of Dillards Hill and Kemp Ford Road.
- Involve businesses more and provide support to bring franchises.
- Services.
- An action plan to get something done. Addressing how to eliminate business decline.
- Restaurant, grocery store, pharmacy.
- Zoning design standards your staff showed a number of years ago.
- Future expansion
- Transportation from Dillards Hill to Route 40.
- Not sure I saw enough plans to develop existing vacant commercial property.

