



Evans Spring Area Plan

Adopted by
City Council on
April 15, 2013

City of Roanoke, Virginia

www.roanokeva.gov/evansspring



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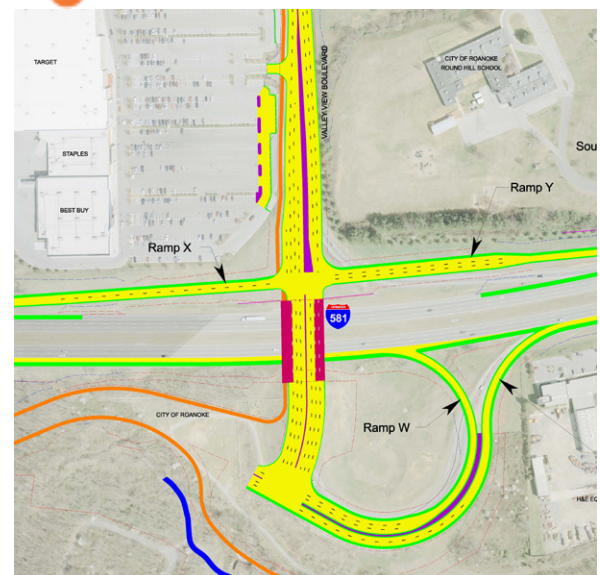
Introduction

The Evans Spring land comprises approximately 130 acres of vacant land along the southern side of Interstate 581 (I-581) bound by Hershberger Road to the northwest, the Valley View Boulevard interchange to the southeast, and the Melrose-Rubgy neighborhood to the south and southeast. Over 19 acres is non-contiguous, which is the Ramsey property that lies between the rear of several Aspen Street homes and the Hershberger Road interchange from I-581. This land has been undeveloped save for a few structures which are no longer there, since colonial settlement in the valley in the 1700s. It is the largest assembly of privately owned developable vacant land left in the City.

In 1999, the Virginia Department of Transportation (VDOT), with assistance from the City of Roanoke, built the Valley View Boulevard interchange as it stands today. The design was to be a full cloverleaf interchange with ramps to and from I-581 in both directions. However, a portion of the interchange was not completed at the time due to funding limitations.

In 2011 the General Assembly of the Commonwealth of Virginia passed two bills for the Governor's transportation plan. The bills will provide funding mechanisms for highway construction, including completion of the Valley View Boulevard Interchange. In anticipation of this funding, the regional VDOT office prepared a design for the interchange's completion in conjunction with the City in 2010. Construction of the interchange is now slated to begin in late 2013, with an estimated completion in 2016.

As expectations rose for the interchange project to be completed, the owners of the Evans Spring land approached the City about potentially developing the site by building a street connection to the new interchange. Such a connection has the potential to change this area significantly. This plan addresses these anticipated changes by establishing standards and guidelines that will enable this land to be a productive and mutually beneficial part of the City for generations to come. A critical portion of the Evans Spring property was not included in any neighborhood plan, as the Melrose-Rugby Neighborhood Forum requested that it not be included in the update of their plan in 2010. City staff thus began the planning process for Evans Spring that resulted in this plan.



VDOT Valley View Interchange Plan

Executive Summary

This plan recommends Evans Spring be developed as a mixed use neighborhood within the context of its adjoining neighborhoods. This model is consistent with and implements the *Vision 2001-2020* Comprehensive Plan, neighborhood plans of the adjoining neighborhoods, and the Strategic Housing Plan. This plan provides a framework for development within the context of surrounding neighborhoods, a regional commercial shopping corridor, a major interstate highway frontage and a significant environmental feature: the Lick Run and its floodplain. Unlike pure *greenfield* development, this plan must respond to the street patterns and buildings that border the Evans Spring land. Moreover, the existing neighborhood fabric must be respected.

In public meetings, citizens expressed concern about encroachment by commercial development. The potential for increased traffic seemed their greatest concern. The loss of open space and natural areas provided by this land was also a major concern. Aside from the 13-acre detention pond near the interchange, the properties in the Evans Spring area are privately owned.

The City has adopted plans for each neighborhood in the City. These neighborhood plans are components of *Vision 2001-2020*, the City's comprehensive plan. All of the current neighborhood and area plans provide policy direction for areas with existing development. Unlike those plans, this document will provide guidance for the future of an area that is largely undeveloped.

Specific details of the development are not yet determined. A detailed master plan will ultimately be needed before development begins and will likely be required when the property is rezoned. This plan is an intermediate step in the process, providing a framework for a more detailed plan by establishing general land use patterns and design principles. When evaluating the rezoning, planners will compare the detailed layout to this plan to ensure the development patterns and design principles are consistent.

It is logical for citizens to question the process and outcome of this plan when specific development has yet to be proposed. Yet, the value of this plan will be evident once such development proposals are brought forth. This area plan gave nearby residents, property owners and the general public, a chance to be involved *early* in what happens with the future of this land. This plan is proactive, as it addresses the future of Evans Spring well *before* any development proposals have been put forth. This plan gives City staff and the public a guidebook from which to evaluate future development proposals. For the developers, the benefit of this plan will be in knowing ahead of time what the City staff and public's expectations and desires are.

As leaders of this planning process, the City of Roanoke sought to ensure that the principles of *Vision 2001-2020* were adhered to *and* the concerns of the public were incorporated. This plan is essentially a partnership between the City of Roanoke and its citizens for the future vision of the Evans Spring area.

History

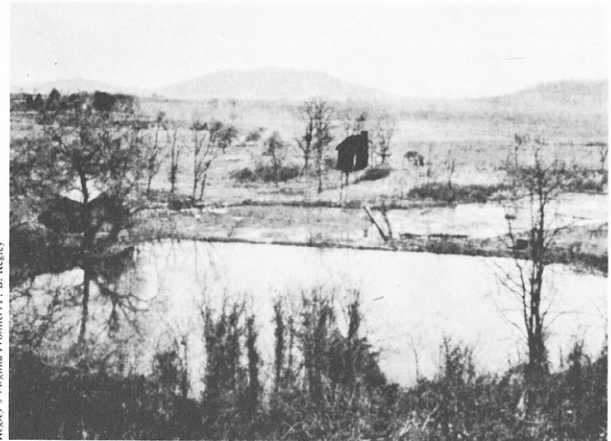
The land northwest of the Great Lick is credited by local historian, F.B. Kegley as “the beginning of civilization” in the Roanoke Valley. Kegley described what was known at the time as “Cedar Spring” as “a small bold spring that bubbled up near the head of a draft that sloped towards the mouth of Buffalo, or Tinker Creek, the starting point of the Evans survey.”¹

The earliest known records pertaining to colonial settlement in the Roanoke Valley are the rolls of the militia companies of Augusta County for the year 1742, specifically, notes given to Col. Patton for land purchased, sale bills for purchases made at some public sale, and orders made for the building or upkeep of neighborhood roads. Only a few names appear in the land records for this region as early as 1742. Among these first men were George Robinson, the captain of the company; James Rentfroe, a sergeant; Tasker Tosh, Stephen Evans and Mark Evans.²

Mark Evans’ land along Cedar Spring and the larger branch farther north called Evans’ Spring Branch comprised Cedar Spring Farm. Evans’ Spring was the large spring north west of the mouth of Tinker

Creek and the Great Lick. The branch from this spring and other springs in this small water shed formed the “Lick.”³ The area first appears in Augusta Court records with an entry in April of 1746, whereby Mr. Erwin Patterson was appointed as Constable ‘near the Great Lick.’ Cedar Spring, Evans’ Spring and Evans’ Spring Branch were recognized and named in the surveys for Mark Evans made about that time. However, land grants for the land were not recorded until after Mark Evans died in 1748.⁴ His eldest son, Daniel, was appointed executor of the estate in February of 1748.

The March of 1748 appraisal of personal property left by Mark Evans is characterized by Kegley as a sign of affluence among the early residents



Kegley's Virginia Frontier/F. B. Kegley

Mark Evans' house (center) is pictured in the early twentieth century above the lake fed by twin springs in The Barrens. Read Mountain is in the background.

¹Source: pp. 523, Kegley's Virginia Frontier.

²Source: pp. 91, Kegley.

³The “Lick” was formed by the saline waters of these various springs being held back and spreading over the flat land near the mouth of the clogged creek (Source: Kegley, 524).

⁴Kegley, 524.

⁵“July 11, 1751, Peter Evans, 400 acres on the waters of Roanoke, called Cedar Spring; 400 acres, Naked Farm, by house of Mark Evans; 400 acres on Carravan’s Creek, Clear land, or Barrens. From Daniel Evans, heir-at-law of Mark Evans. Au. Deed Bk. 3, 521-529.” (Source: Kegley, 99).

⁶Kegley, 188-191.

of the community. Daniel sold the land on Evans' Spring Branch to his brother, Peter Evans, who held the land together from July of 1751⁵ to the time of his death in 1797. The three tracts, Cedar Spring, Naked Farm and the Barrens were supposed to contain 400 acres each, but a 1792 resurvey of the Mark Evans land revealed 1,910 acres.⁶

These men, many with their families, established claims to land, but did not secure land grants until after 1746, some not until after 1750. Of these early settlers, Mark Evans distinguished himself by claiming the desirable water supplies of the area, including land along Evan's Spring Branch (formerly Cedar Spring), northwest of the Great Lick, and Crystal Spring on the south side of the river.⁷

During the 1700s, the lands were known as Evans Spring, for the fresh water spring and small creek running through the hollow, and in the 1800s re-named Oaklands as part of a larger plantation tract owned by the Watts family. The Oaklands name was well known and used up until the 1950s by many Roanokers. Despite the proper names of the area, the land was remote and distant from Roanoke and without formal access, so the lands were never formally settled or built upon until a small section was in the 1940s.⁸

A year prior to annexation into the City of Roanoke in 1949, on a small western most section of the land purchased from the Virginia Land Company, a white Colonial Revival home was developed. That house, 1919 Andrews Road N.W., was razed in

2012. Since annexation this land has been subdivided and owned by a wide variety of people and corporations. The only other development on the Evans Springs land was a cabin right beside Fairland Lake. The lake was used by the Fairland Swimming Club until the mid 1960s. It is unclear when the original Evans house was razed.



Fairland Lake Club

The neighborhoods adjacent to Evans Spring consist of Washington Park to the east/southeast and Melrose-Rugby to the south/southwest, and Fairland to the west, all three neighborhoods were heavily developed from the 1920s until the 1970s. Various designs and development concepts have been discussed over the years for the Evans Spring Land; however most of it has not come to fruition. In 1975, the first large-scale residential development in the Melrose-Rugby neighborhood since the 1920s was planned off Andrews Road. Called Heritage Acres, the development was subdivided for single family homes, but the financier foreclosed upon the property. Fourteen years later, in 1989, the development of Heritage Acres resumed, under new owners, but only a few homes were built. The Heritage Acres property is included in the Evans Spring plan due to its proximity and relationship to the land; however it is part of the Melrose-Rugby neighborhood.

⁷Source: pp 93-94, Kegley.

⁸Source: Barnes, Raymond P. History of the City of Roanoke: 17.

In Melrose-Rugby, adjacent to the south and southwestern boundaries of Evans Spring, the 1970s brought about large scale change and development. In 1971, U.S. Interstate 581 and the exit ramp interchange where completed to Orange Avenue, which stimulated some industrial development near the neighborhood and increased daily traffic along Orange Avenue. In 1972, the map directing the development of Andrews Plaza was recorded showing plans for development of 4.5 acres along Andrew Road. Today, the Melrose-Rugby neighborhood has one of the City's strongest neighborhood organizations, the Melrose-Rugby Neighborhood Forum, and has maintained a stable core of homeowners.

In the northwest section of Washington Park, adjacent to the eastern boundary of Evans Spring, development started with the Grandview Addition by Rheims Realty Corporation and encompassed the lands from 10th Street N.W. west to just east of 8th Street N.W., and south from Queen Street N.W. to Page Avenue N.W. Thirteen years later, five heirs of Mary K. Hunt formed a company to plat the land they called Shadeland. Shadeland abutted Grandview Addition to the southwest and consisted of the lands from Hunt Avenue N.W. to Moomaw Creek, (also known today as Lick Run and is part of Brown-Robertson Park) and from 10th Street N.W. east to lands owned by George Markley.

Fairland is a newer neighborhood, with most homes built since the 1950s. Most

of the Fairland neighborhood contains single-family detached dwellings in the modern brick ranch style, although there is one multifamily development, West Wind, which built in the early 1980s at the northern edge of the neighborhood. The Fairland Civic Organization maintains a small but dedicated membership of homeowners.

The land north of I-581 that is now occupied by Valley View Mall was given by King George III to Robert Breckenridge in form of a land grant in 1767. Originally known as the Barrens, the land was made barren by Native American fires which were started to allow for new plant growth and animal life, and later by farming. In 1905, Peter Huff purchased the land and continued to farm the land until 1959. The 200 acres of land continued to be worked by the Lewis brothers, John, Dude and William up until the mall was proposed in the late 1970s. In 1980-1, developers Masten, Faison, Weatherspoon Realty Co. of Charlotte, NC had a rezoning of the Huff farm approved to allow for the construction of an 80 acre mall anchored by four large department stores. Construction on the mall began in 1982 and finished in 1985.⁹

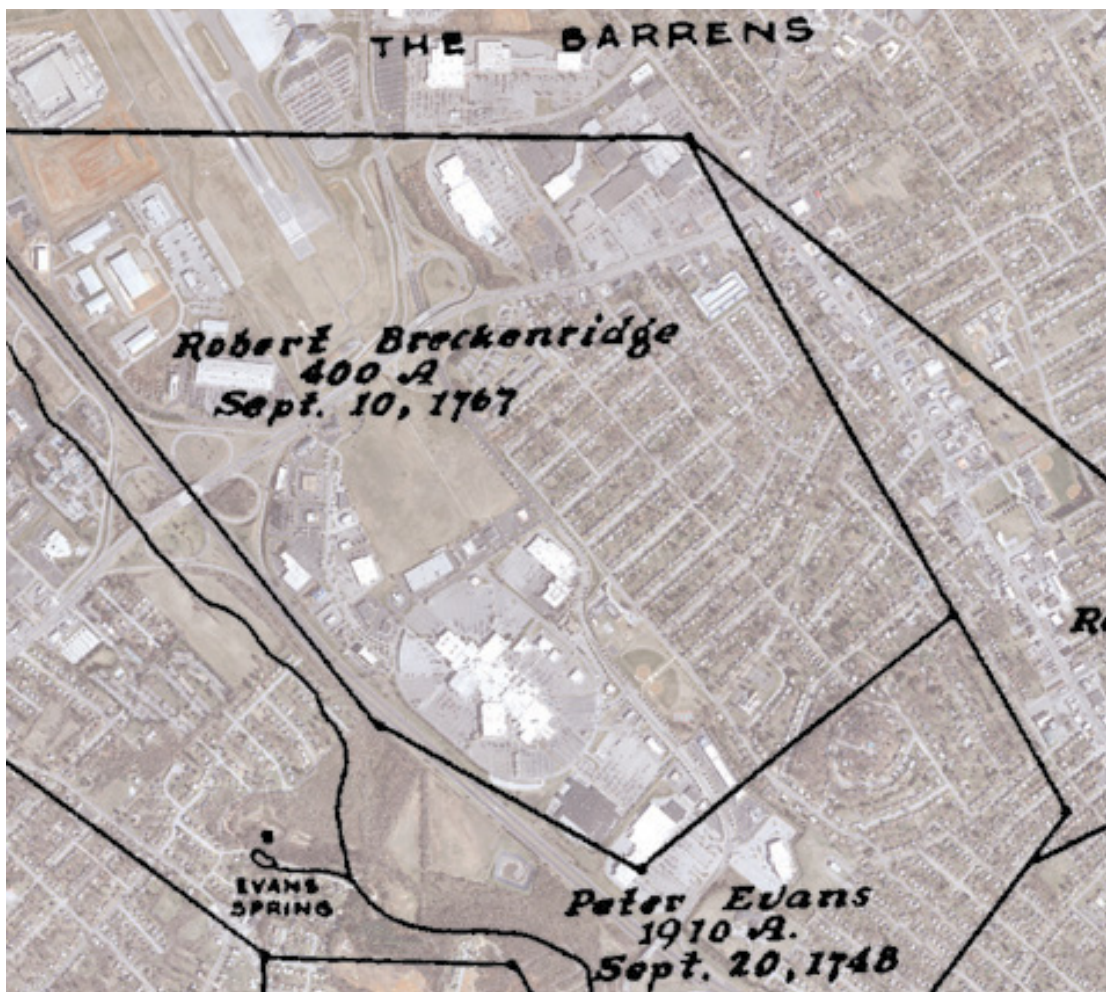
To access this newly constructed mall, the City of Roanoke requested an interchange from Virginia Department of Transportation in 1987, but it was initially rejected. Efforts by the City continued, and in 1993, the Federal Highway Administration and Virginia Department of Transportation approved the request. Design work started in 1996, with construction beginning in 1997. Construction on the interchange concluded

⁹Source: Beagle, Ben. Brothers Go On Working Land Proposed for Mall. The Roanoke Times. February 26, 1978.

with the Ribbon Cutting Ceremony on Thursday, August 19, 1999. However, the full ‘cloverleaf’ design was not completed; motorists could only enter northbound and exit southbound from I-581.

In 2011 the General Assembly of the Commonwealth of Virginia passed two bills for the Governor’s transportation plan. The bills will provide funding mechanisms for highway construction, including completion of the Valley View Boulevard Interchange. In anticipation

of this funding, the regional VDOT office prepared a design for the interchange’s completion in conjunction with the City in 2010. Construction of the interchange is now slated to begin in 2013, with an estimated completion in 2015. Once complete it will allow for access to be developed to the interchange from the Evans Spring land. In anticipation of this project and future development of the Evans Spring land, the City of Roanoke started the Evans Spring planning process in 2011.



“Map Showing the Original Land Grants of the Roanoke and Vinton Community” (Hildebrand) overlaid on 2009 aerial photography. Land grant map comes from F.B. Kegley, Kegley’s Virginia Frontier: The Beginning of the Southwest, the Roanoke of Colonial Days, 1740-1783 (Roanoke, Virginia, 1938).

Public Involvement Process

Once design work began for the completion of the Valley View Boulevard interchange, the owners of the Evans Spring properties began to think about ideas for street connections to the interchange and potential development of their property. The City administration advised the owners and the public that this area was not part of any neighborhood at the time and was not included in any neighborhood plan. If a rezoning application were submitted for this property, the Planning Commission and City Council would only have the guidance of Vision 2001-2020, but would lack more specific direction. Neighborhood plans provide a focused analysis and more information to advise critical decisions.

City planning staff began a public involvement process in spring 2011. Small meetings were held with each of the neighborhood groups surrounding Evans Spring: the Fairland Civic Organization, the Melrose-Rugby Neighborhood Forum, and the Washington Park Alliance for Neighborhoods. Three larger public meetings were held in 2011. Staff also met twice with a small group of owners and residents of Top Hill Drive.

The meetings were successful at identifying issues and concerns with new development. Staff was able to identify several recurring themes:

- *Traffic; nearby residents fear increased traffic*
- *Fear of commercial development encroaching upon residential areas*
- *Management of water resources; increased flooding and pollution*
- *Property values; fear of higher taxes and lower values resulting in an inability to sell*
- *Expansion of the Lick Run Greenway*
- *Need for green building and design*

This list is not comprehensive and doesn't include every comment. Many comments revealed that there was a considerable gap among residents in terms of understanding the intent of the planning process. In addition, several citizens expressed a desire to communicate directly with the owners of the Evans Spring land. As a result of this input from the public meetings, staff organized an executive committee:

- **Alfred Dowe, Sr.**, President, Fairland Civic Organization
- **Estelle McCadden**, President, Melrose-Rugby Neighborhood Forum
- **Janette Manns**, President, Washington Park Alliance for Neighborhoods
- **Patricia Broadneaux**, Fairland Civic Organization
- **Charlene Graves**, Fairland Civic Organization
- **Shirley Harris**, Melrose-Rugby Neighborhood Forum
- **Rev. Clinton Scott**, Washington Park Alliance for Neighborhoods
- **Margaret Scott**, Washington Park Alliance for Neighborhoods

- **Rick Williams**, Roanoke City Planning Commission
- **Joe Ramsey**, Evans Spring Property Owner
- **Andy Douthat**, Evans Spring Property Owner
- **Linda Howell**, Evans Spring Property Owner Representative
- **Bob Bradshaw**, Evans Spring Property Owner Representative
- **Peter Cooper**, Evans Spring Property Owner Representative

and then to help communicate that to the general public. The content of this plan was reviewed by the committee prior to its review by the general public.

City staff held five meetings with this committee in 2012. The role of the committee was to reach some form of consensus on the development of this plan,



View from VDOT/I-581 property line looking west across existing open space

Planning Approach

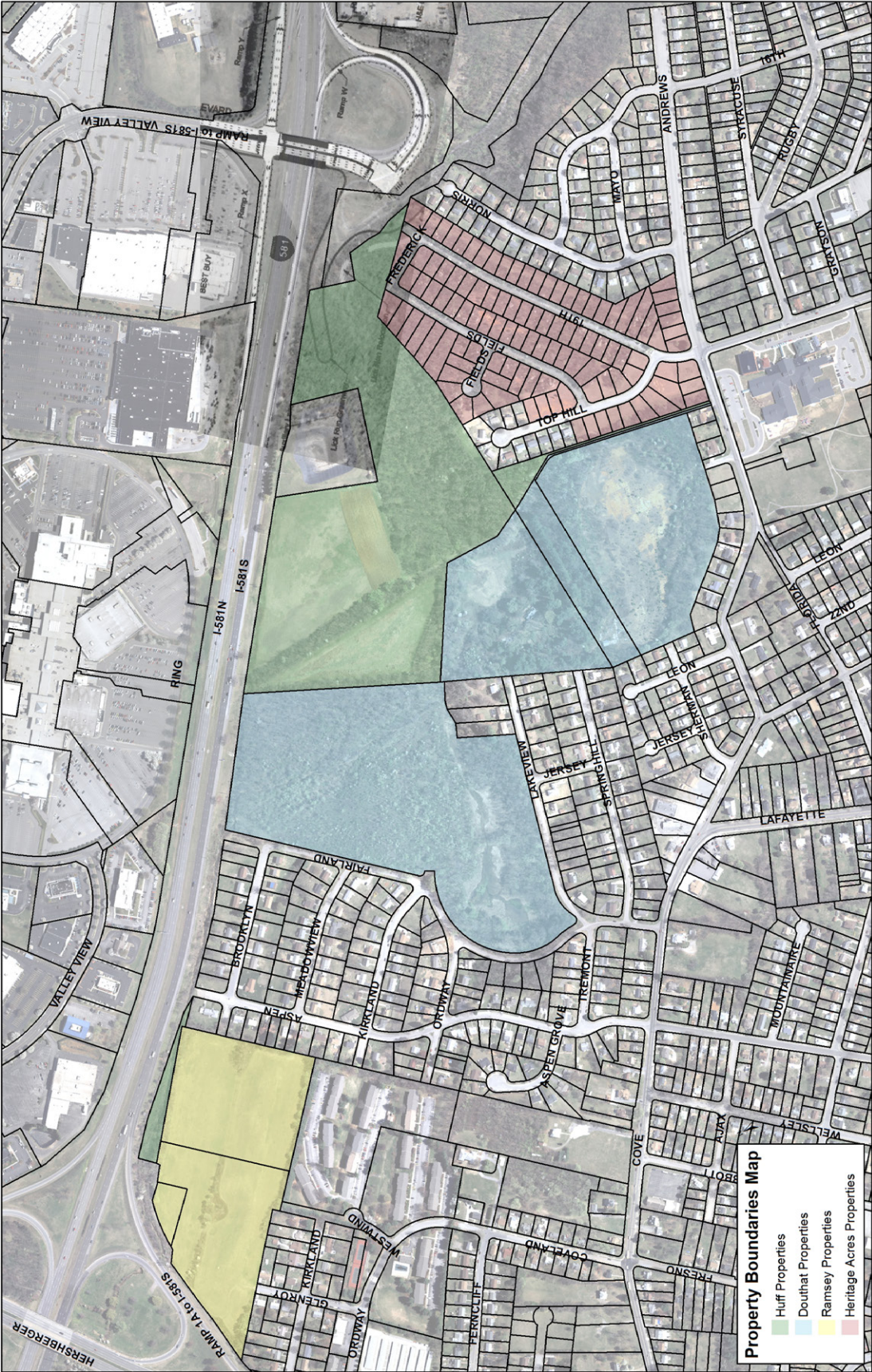
The task of city planners was to determine what kind of development would be suitable, how it would look, and how it would function. The City of Roanoke bases land use decisions on many factors, but these four are considered to be the major considerations:

- *Consistency with Vision 2001-2020 and its component plans, e.g. neighborhood plans, the Street Design Guidelines, the Roanoke Valley Conceptual Greenway Plan, etc.*
- *Compatibility with the context of existing neighborhoods*
- *Public input*
- *Economic impact*

Input received in the public meetings was integrated with existing plan recommendations. The **Guiding Principles** provide the rationale for the City's policy framework. The design principles and *Future Land Use/Street Network Concept* maps address what development should look like, how it should function, and a general idea of how certain land uses should be arranged. *Vision 2001-2020* and its component plans were also created through a public planning process. Thus,

public input is embedded in City policy. The end result is a balance of: input from the public meetings, City policy and developer interests.

At the time of the planning process, the Evans Spring properties had five different owners. The City of Roanoke owns a 13 acre tract of land that currently has a stormwater retention pond on it. The pond collects stormwater from the Williamson Road area and the eastern edge of Valley View Mall. Its capacity is more than adequate and could handle significant increases; however it is too far to alleviate increases in drainage from the recent development at the western edge of the mall. Because of its current location, this facility will likely be removed and a new, improved stormwater facility with greater capacity will be a part of any new development (see *stormwater* section). In all likelihood the City will not continue to own a stormwater facility anywhere on the Evans Spring property. Recent regulations regarding stormwater quantity and quality will play a major role in the development of Evans Spring. Design of such improvements, addressed in the *design principles* section, will be an extensive process and pivotal to the success of any development.



Potential Land Assembly

As noted on the *Future Land Use/Street Network Concept* maps of the Evans Spring Planning Area, there are two separate large swaths of vacant land that the properties on Brooklyn, Meadowview and Kirkland Drives lie between. These properties are attractive to developers due to their location between this vacant land, and acquisition of them could enable a contiguous development of over 130 acres.

At the time of the planning process, several residents of Brooklyn Drive said they had been approached by a real estate agent offering to buy their property who stated that VDOT would eventually acquire it via eminent domain. City staff assured them that the latter wasn't true, and it was purely their choice if they wished to sell.

The vacant property just south of Hershberger Road, commonly referred to as the *Ramsey property*, was included in this plan due to a preliminary agreement all the owners have to work with one another on a development. There is also a history of development interest on the Ramsey site.

If the owners of property in this area should decide to sell to developers, it would create the possibility of the two areas being linked by streets and buildings in one seamless development. It would be shortsighted not to anticipate the possibility. In addition, acquisition of these properties could improve the overall development. It is important to note, however, that this will depend on the owners of those properties, who are in no way obligated to sell their land.

There is a strong sense of community that residents of this area have developed over many years, and the City respects and appreciates their contribution to the Fairland neighborhood. Development of Evans Spring will impact many people in a broad area, and continued public input will be vital to a successful development for all parties involved. The input of the residents on Brooklyn, Meadowview and Kirkland Drives, however, is particularly crucial for the future of this development.



View looking south across the Ramsey property

Guiding Principles and Policies

One of the first tasks of developing this plan was to establish a set of guiding principles by reviewing City plans and gathering input from the public, City staff and other professionals. The following is a brief summary of the foundations of City policy and existing factors that form the guiding principles employed in this plan:

- *Vision 2001-2020 land use policies*
- *Previously Adopted Plans; in addition to Vision 2001-2020 staff reviewed plans for surrounding neighborhoods (Fairland/Villa Heights, Melrose-Rugby, Washington Park), the Strategic Housing Plan, Street Design Guidelines, Urban Design Manual, transportation, bike and greenway plans*
- *Public input received during the planning process*
- *Environmental conditions; staff analyzed the topography, flood plain and stormwater issues, and verified there are no known pollutants on the property*
- *Economic Development considerations; staff considered the value of this land and its proximity to I-581, and acknowledges that it is attractive for commercial development*

The following principles, policies and actions provide some best practices and parameters for the creation of development plans for Evans Spring. These directives should be referred to prior to, before, during and after the design process:

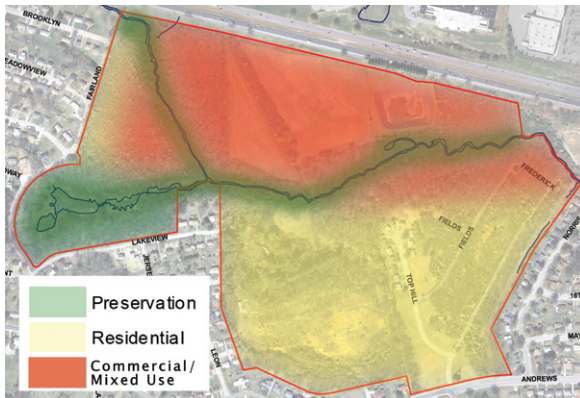
Public Input is crucial to the success of any development, and development proposals and other vital information should be shared with the public as early as possible. A collaborative planning process will guide the future of Evans Spring.

Consistency with Vision 2001-2020 and its component plans, e.g. neighborhood plans, should be maintained. The City strives to create plans that are consistent with the broader vision of the entire City, while sensitive to the factors present in each different area.



This is a long-range plan. Long-range planning is an attempt to anticipate the future, and as such is not an exact science. This plan must contain clear policies, while at the same time allowing flexibility for changes that will take place in the economy and other conditions over the anticipated timeframe for this development to take place.

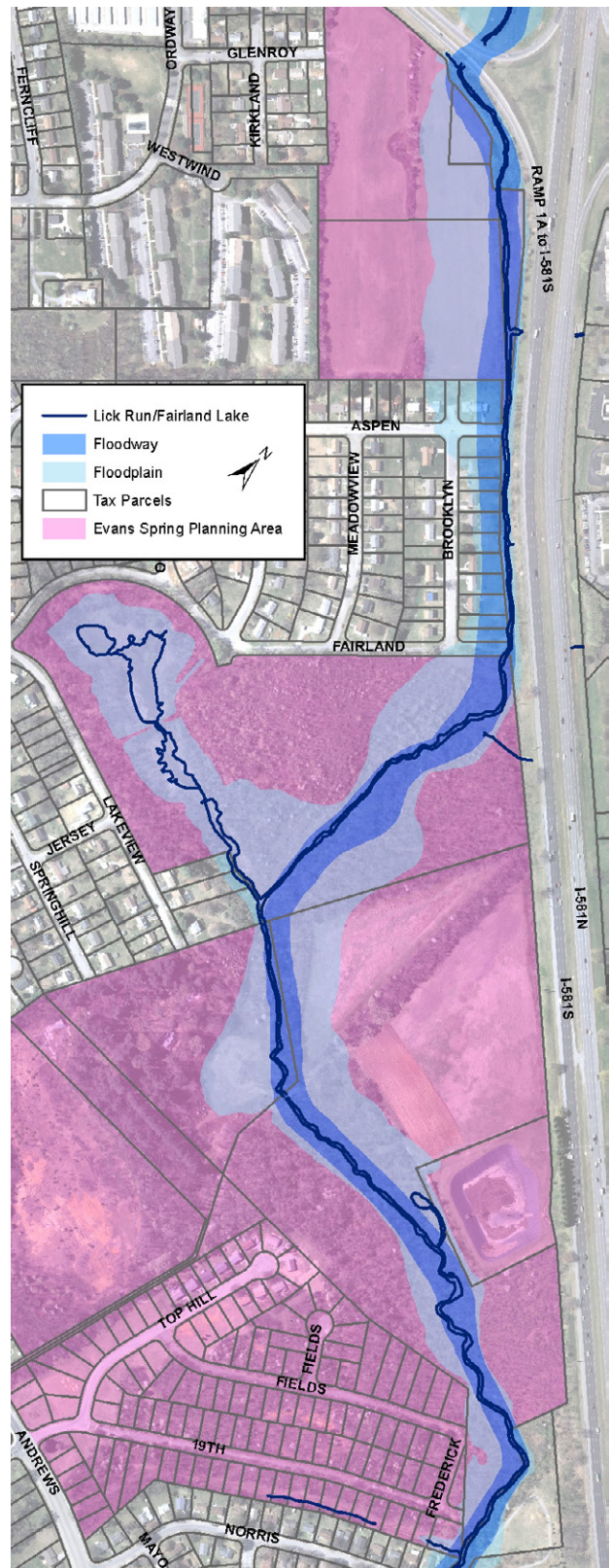
Use land efficiently by deliberately designating the use of all spaces—whether for buildings, parks, or preservation. Mixed-use development, particularly the creation of residential units above ground floor commercial units, is one of the best methods to maximize use of the land.



Mixed-use development (commercial and residential) is the best use of this land and industrial land uses are inappropriate.

Development should be integrated into the existing neighborhoods without drastically altering their basic fabric.

Sound environmental stewardship must be used to develop Evans Spring with respect to its natural features, such as Lick Run. A balance between economic development and environmental preservation is desirable and achievable.



Lick Run floodway/floodplain

Design Principles

The following section will have the greatest impact on what development in Evans Spring will look like and how it will function. This chapter will be referred to by City staff when reviewing development proposals. It is organized into four sections; however there is often overlap between them.

Stormwater Management and Conservation of Natural Resources

As an urban stream, Lick Run and its tributaries will need to be thoroughly assessed prior to any development of Evans Spring. Riparian buffers should be established through preservation or re-vegetation with native plant species. Natural drainage techniques should be employed throughout the development. Stormwater management, which addresses both the quantity and quality of water entering natural waterways, should avoid approaches where water is piped and concentrated into large basins that are usually unattractive and sometimes nuisances. Rather, development should have a decentralized system where treatment structures are kept open and have a natural appearance. There are many accepted practices, often generally referred to Low Impact Development (LID) strategies. Examples include retention ponds, open channels, vegetative swales, pervious pavers and other filtration areas that can be attractive amenities rather than liabilities and can even multitask as usable features. Such techniques are well illustrated in the *The Light Imprint Handbook*, authored by Roanoke native Tom Low of Duany Plater Zybek.



Fairland Lake as it exists today. Photo courtesy of Dr. Rupert Cutler

Development around Lick Run and the former Fairland Lake site will entail an extensive review process. This is due to the existence of the flood plain and wetlands on the land. The state and federal agencies involved in this process include:

- *The Army Corps of Engineers*
- *The Federal Emergency Management Agency (FEMA)*
- *The Virginia Department of Environmental Quality (DEQ)*
- *The Virginia Department of Conservation and Recreation (DCR)*

Much of the site analysis and engineering will take place while working through this process. The City will not approve a development plan until all required state and federal permits are secured.

In addition to the issues of the creek and wetlands, this site is forested and home to a lot of wildlife. Existing trees and forest fragments should be preserved to the greatest extent possible. Where tree removal is unavoidable, the tree canopy must be replaced per the City's zoning ordinance. Roanoke's zoning ordinance requires that development include a certain amount of tree canopy and encourages preservation of existing trees through extra credits given toward the required canopy calculations.



*Riparian buffer along Roanoke River Greenway
(Photo courtesy of www.backpacker.com)*



Forested area adjacent to Fairland Lake



*Riparian buffer along Murray Run in
Roanoke (Photo courtesy of Blue Ridge
Land Conservancy)*

During the planning process, citizens expressed concern with disrupting this natural environment. It was suggested that a *design with nature* or *sustainable urbanism* approach be used, in which the built environment is designed to minimize impacts on the landscape and ecosystems. These approaches are consistent with *Vision 2001-2020* and the City's *Clean and Green* initiative. All of the design principles in this plan in some way pertain to environmental preservation, as good urban design is premised on getting the maximum benefit out of the footprint of the land developed, which reduces stormwater runoff and the amount of land needed elsewhere, while preserving green space. The following design principles pertain to environmental features in particular, while the sections that follow elaborate further on other design features. It is important to note that these design principles are all interrelated. Collectively they are intended to promote sustainable development that creates economic vitality while preserving natural resources and maintaining a high quality of life in and around it.

Stormwater Management must be thoroughly evaluated and planned for with regards to land use. Low-impact development (LID) methods, such as vegetative swales, rain gardens, and pervious pavers, should be employed, and stormwater management should be dispersed throughout the development rather than concentrated in one facility.

Use Water Features as Design Elements: Consider water features that will serve as stormwater facilities and provide amenities for the development. If a large facility is necessary, it should be incorporated into the development in a manner that makes it indistinguishable from a natural body of water.

Fairland Lake should be restored and used as a stormwater facility if feasible. At present, Lick Run does not flow into it, however new development may be designed in a way to use the Lake for stormwater retention.



Aerial view of Fairland Lake taken in 2009

Lick Run: Maintain Lick Run and other creeks as open channels rather than burying them underground with boxed culverts. Burying may be necessary for a small portion of the site, but should not constitute the plan for its entirety.

Tree Canopy and Natural Buffers should be used throughout the development with particular attention given to any transition between commercial and residential uses.

The Lick Run Greenway must be extended as a part of any development. The ideal route will be along the open channel of Lick Run with appropriate landscaping. Additional trails that provide access to the greenway should at the least be dedicated as part of any development. In some cases, greenway trails may be built in lieu of street connections, where streets aren't feasible.



Lick Run Greenway

Urban Development (Residential, Commercial & Mixed-use Development)



*Village center development concept,
Solon, Ohio*

The land of Evans Spring is best suited to mixed-use development and, specifically, a mix of residential and commercial development. Mixed-use may be used to describe both a mixture of commercial and residential uses in one building, or throughout an entire development.

A mixture of residential units is needed to create a sense of place and provide options for residents, e.g. apartments, townhomes and detached single-family houses could all be incorporated. Likewise, large and small-scale commercial can both be oriented to co-exist among residential units and support one another.

To maximize the use of the land, buildings with commercial storefronts could have residential units in their upper floors. Larger commercial buildings could be oriented with public amenities, such as parks and plazas, between them and nearby residential development. The overall intent of mixed-use development is the creation of a place where people can live, work, shop and be entertained. The following design principles address

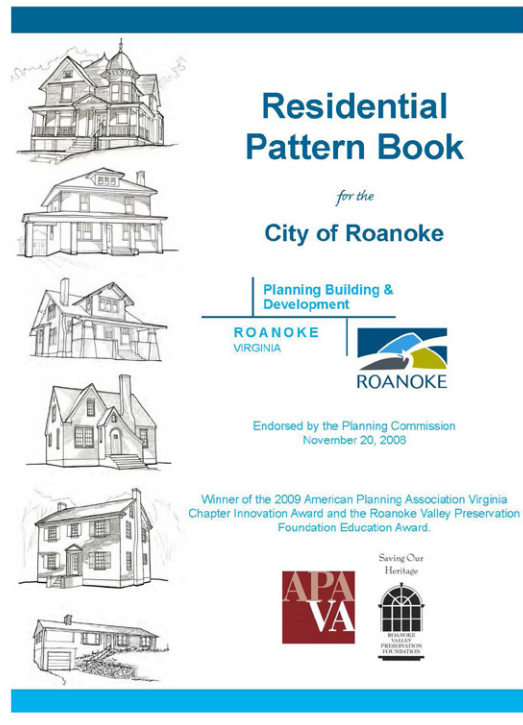
the buildings and site layout of future development. The street design section that follows goes hand in hand with these principles in creating a vibrant and healthy mixed-use development.

Quality of housing should stress form, materials, finishes, and orientation, rather than square footage.



*Birkdale Development, Huntersville, North
Carolina. Single-family housing a block
away from the village center.*

Residential diversity should be provided through a variety of dwelling types that allow people of different life styles, ages, family composition, income levels, and tastes to live in close proximity and to interact with one another. The *Residential Pattern Book for the City of Roanoke* and the Residential Plans Library should be consulted for guidance on architectural compatibility with the surrounding neighborhoods.



Old Trail Development Rowhouses, Crozet, Virginia



Birkdale Development Apartments/Condos, Huntersville, North Carolina



Old Trail Development Single-family House, Crozet, Virginia

Commercial development may include small and large scale buildings. Regardless of scale, buildings and sites should be designed so there is no need to separate or screen them from residential uses.



*Proposed Kroger Store
Commercial Development,
Cincinnati, Ohio*



*West Broad Village Apartments/Condos,
Henrico County, Virginia*

Future neighborhood/village or town center. A strategically appropriate place for a future neighborhood center should be provided to offer opportunities to live, work, shop, play, and interact in a neighborhood setting.



*The pictures above provide examples of
various village/town centers appropriate
for the Evans Spring Development.*

Building/lot orientation should be considered so back-of-house activities (e.g., trash collection, utilities, loading, delivery, and parking) occur in less conspicuous locations.



*Back-of-house activity zone,
Colonial Green, Roanoke, Virginia*

Squares, parks, and civic space may be created as orienting features for development. In turn, buildings fronting on them should define their edges.



*Possible design concepts for civic space in
the Evans Spring Development.*

Automobile parking. Structured parking for commercial or residential uses should be considered to maximize the use of the land. Surface parking should be de-emphasized, broken up into small modules, placed behind or beside buildings, or other visually discreet areas, and well-shaded by large trees. Consider on-street parking in calculating the available supply.



*Structured parking hidden behind residential
uses fronting on the street,
Birkdale Village, North Carolina*

Street Network and Design

Perhaps the most highly voiced concern among citizens during the planning process has been increases in the volume and speed of traffic on their street. City staff made it clear early in the process that in order to be equitable to all residents, and to create the best street network that will disperse traffic evenly, every existing street must be considered as a potential connection.

Connection to the Valley View Boulevard Interchange and New Street Network

In addition to the fear of more traffic, understandably residents wanted to know where new streets would be built. At the time of the planning process, the only definitive factor in how the street network would be designed is VDOT's regulations regarding connection to the interchange. VDOT regulations mandate that one of two options is decided upon for the street connection to the interchange:

1. A street that extends in a southwesterly direction from the interchange pad. If this direction is chosen, there can be no other connection made to this new street for at least 900 feet.

2. A street that extends in a northwesterly direction from the interchange pad, closer to Interstate 581. If this direction is chosen, there can be no other connection made to this new street for at least 1600 feet.

In both options, the street design can vary considerably to accommodate the topography and other engineering challenges. The *Future Land Use/Street Network Concept* maps show measured lines of conceptual routes for both of these options. It is important to note that these are not proposed routes, simply portrayals of how far the required distances are in relation to the site. These routes can be curvilinear or may include a wide curve in one direction or the other. Once a choice is made and this connection is completed to the interchange, a new street network can begin to unfold on this site.

While planning staff acknowledges that preference, *Vision 2001-2020* and the *Street Design Guidelines* recommend improving connectivity as a means of dispersing traffic. In order for traffic to flow smoothly and prevent one or two streets from taking on too much of the burden, it is imperative that streets are connected. Rather than insisting that no streets are connected into their neighborhoods, staff suggested that residents become engaged in the development process to advocate that existing residential streets are not altered in a manner that will change their residential character.

Throughout the planning process City staff has emphasized that all streets in the area could potentially be connected to. Since no one knows what specific development plans may come forth in the future, the best connections cannot accurately be determined at this point. To be equitable to all neighborhoods, connections must be considered to all of the existing streets around Evans Spring. The *Future Land Use/Street Network Concept* maps show conceptual street networks. In both maps,

there are connections that allow access in all directions, and to the existing arterial and collector streets in the area; 10th Street, Hershberger and Andrews Roads. Connecting to all of these streets would disperse traffic and provide access to new development at Evans Spring. Andrews Road is a possible connection to 10th Street, and Ferncliff is a potential connection point to Hershberger. The Ramsey property that is included in this plan lies just south of Ramp 1A off of Hershberger Road and is not contiguous to the rest of the Evans Spring land. A connection to the Ramsey property via Brooklyn Drive has been discussed as an option for a connection to the Ramsey property given its topography and proximity to Interstate 581.

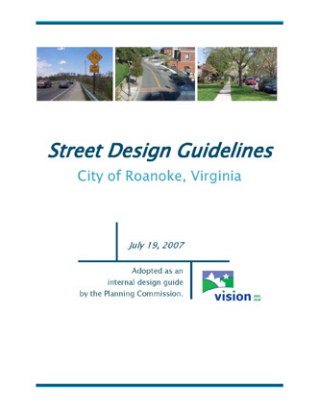
All of these connections are conceptual ideas and have not been fully evaluated. The number and specific locations of such connections will likely be a gradual process that takes place over several years in phases, and will depend on what development is proposed. In the end, some streets may remain as they are today, however all of these streets are candidates for connections in and out of Evans Spring.

Street Design Principles

Streets will be developed in Evans Spring consistent with the City’s *Street Design Guidelines*. The following street design principles are consistent with *Vision 2001-2020* and the *Street Design Guidelines*.

Street connectivity: All potential connections should be considered in any new development to improve

traffic flow and provide options so that one or two streets are not overburdened. Potential connections include the extension of existing public dead-end streets.



Street Design: New streets will be designed in accordance with the City’s Street Design Guidelines. Current streets should maintain their basic design and character.



Varying Transportation Modes: Public transit, pedestrian and bicycle facilities should be incorporated into the development.



Street Network: A new street connecting to the completed Valley View Boulevard interchange will serve as the catalyst for future development. This connection will be a multilane arterial or collector street per the Street Design Guidelines.

Improvements to Existing Streets: When new streets are connected to existing streets, there will be some increase in vehicular traffic. Many streets in the area surrounding Evans Spring were built to suburban standards (pavement only) which are today considered substandard because they support only vehicular mobility. Such streets should be upgraded to include curb, gutter, sidewalk, street trees in grassed planting strips. Such improvements may also involve adjusting the pavement width and geometry of the street. The goal of these street improvements would be to provide for a comfortable pedestrian experience and design that would discourage vehicle speeds above the standard residential speed limit of 25 mph.

Local (neighborhood) Streets must be carefully designed as public spaces where vehicles travel at neighborhood-appropriate speeds.



*Neighborhood street in Baxter Village,
Baxter Village, South Carolina*

Alleys or narrow lanes should be used to provide access for vehicles to driveways or garages in the rear of houses. Alleys may be private with access easements to allow for trash and recycling pickup.



*Neighborhood street in Birkdale Village,
Birkdale, North Carolina*



*Narrow lane/alley in Baxter Village,
Baxter Village, South Carolina*

Land Use Patterns

The *Future Land Use/Street Network Concept* maps will serve as the guide for evaluating rezoning applications (development proposals). The maps should not be read as definitive and precise with regards to specific geographic boundaries, e.g. in the areas where mixed-use adjoins residential, there is not a parcel line, natural landmark or other barrier that serves as the dividing line between the two uses. Rather, the maps allow for flexibility such that either use could be incorporated more or less depending on the circumstances.

Once it was established that *something* will be developed on the land, the most important land use issue for nearby residents was how the edges of the property are treated. For the Evans Spring property owners, the most important issue was how to create an economically viable development. To do so they would like to devote most of the land to commercial development.

Residential development between the existing neighborhoods and any commercial development was agreed upon by the Evans Spring property owners and nearby residents. However opinions on how that is done and how much land should be devoted to it vary widely. At the time of the planning process, the housing market was starting to stabilize, yet loans are not easy to obtain and an increasing number of people are renting across the country. At the same time, there are vacant, available commercial spaces in the Roanoke Valley. Reasonable arguments can be made that the current economic climate is or isn't viable

for the development of any number of land uses. The *Future Land Use/Street Network Concept* maps cannot effectively settle such debate, and cannot predict or determine the market. Rather, the *Future Land Use/Street Network Concept* maps are a guide to land use decisions that will be referred to by the City, residents, and developers. While it can't be very specific, the planning process yielded consensus on some fundamental principles that the maps are based upon:

Fairview Lake Preservation Area: Residents and Evans Spring property owners alike want to see the lake restored and maintained as an attraction for the area. In addition, restoring the lake may be beneficial as a means to address wetland, flood and stormwater regulations.

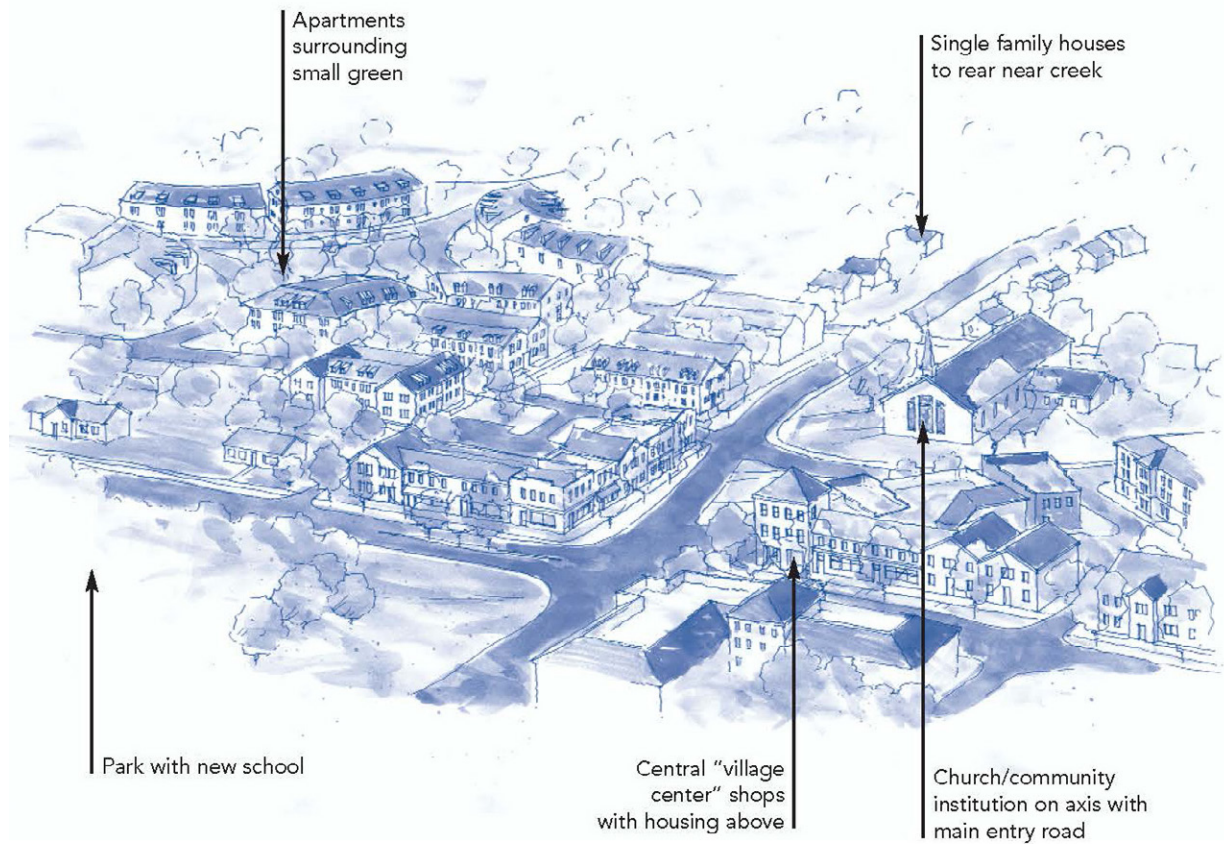
Mixed-Use: Mixed-use is defined as an intermingling of residential and commercial land uses. Concentrating commercial development on the land closest to Interstate 581, particularly any larger-scale establishments will be beneficial to the businesses and to the neighborhoods. Businesses will benefit from the visibility, while the neighborhoods will have a greater distance from the commercial activity. At the same time, residential units could be incorporated into this part of the development to create a sense of place and provide an immediate market of consumers. A seamless development pattern should connect into the existing neighborhoods harmoniously, rather than a rigid separation of new and old development.

Residential: The areas designated as residential are intended not only to buffer the existing neighborhoods from the commercial development to the north, but also to build upon the strong sense of place and community that already exists. New residential

development should be seen as a vital component of any new development, rather than simply a means of buffering the neighborhoods from commercial development.

Specific percentages, locations or absolute numbers of residential versus commercial units cannot even be estimated at this time. *Vision 2001-*

2020 clearly states the role of mixed-use development as a vital part of place-making and neighborhood building. The *Future Land Use/Street Network Concept* maps provide a general guide to approximating the geographic distribution of land uses and accomplishing the goals.



This is an example of an illustrative concept from Vision 2001-2020, the City's Comprehensive Plan. The concept shows how various land uses can be mixed in a small area while fitting the context of the existing neighborhoods surrounding it.

Development Process

Valley View Boulevard Interchange Completion

The completion of the Valley View Boulevard Interchange is slated to begin in 2013 and completed in 2015. During the public planning process, many citizens asked about VDOT's construction plans for the completion of the interchange. At the time of the planning process, specific details of the construction were not available. However, Planning staff shared all information available at the time. This included:

- *The proposed design and affected area*
- *The potential for sound walls (which were later approved)*
- *The five properties VDOT was potentially acquiring*

Future development of Evans Spring hinges largely on completion of this interchange, and a subsequent street connection to it. Many citizens understandably wanted to know where it would connect, and how it would look and function. There are no specific designs of any street connections at this point; however as previously noted this plan will guide the design of any future streets on the property.

The Rezoning Process

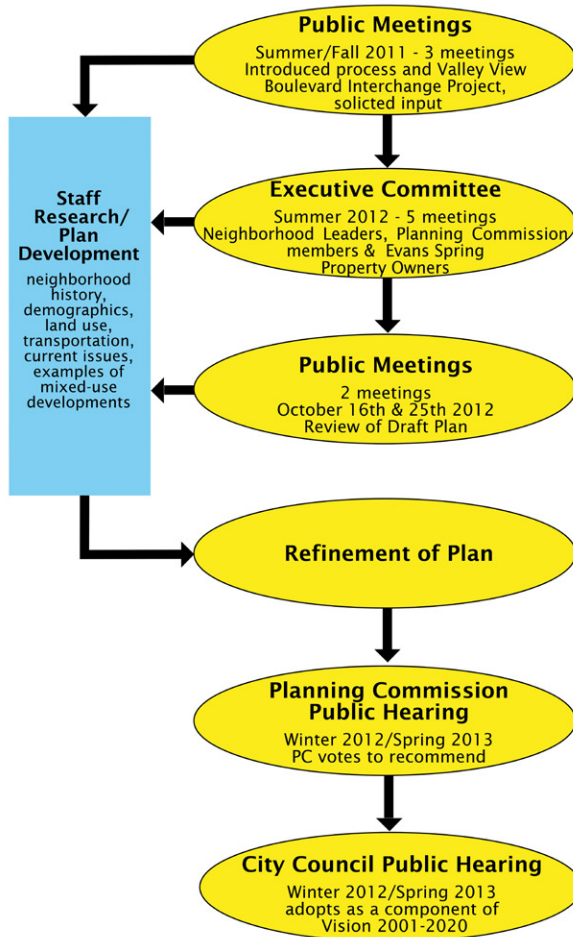
When a rezoning application is submitted to the City, planning staff evaluates its merits based on conformity with *Vision 2001-2020*, the City's comprehensive plan and the neighborhood plan for the area in question. Thus, as this plan will be the neighborhood plan for Evans Spring,

it will be the basis for evaluating future development proposals.

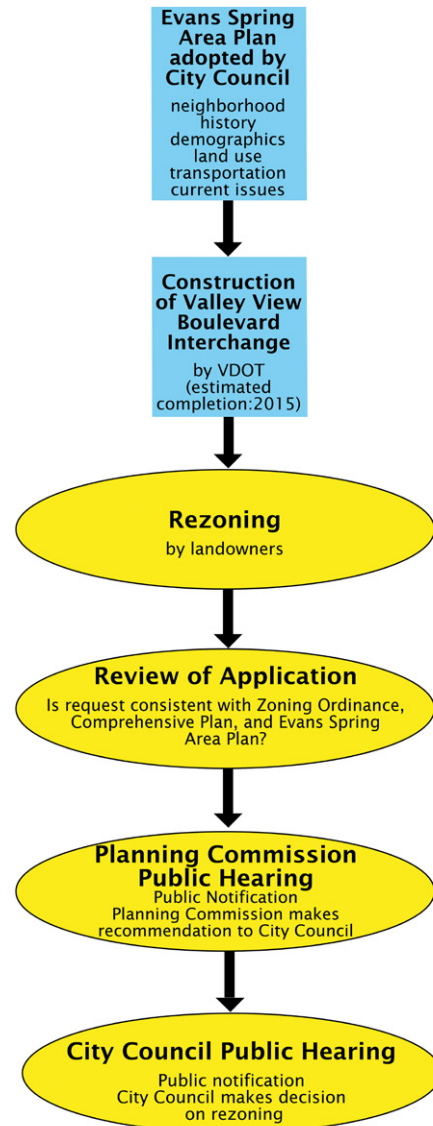
Currently, most of the property is zoned RA, Residential Agricultural. As previously noted, the proposed completion of the Valley View Boulevard Interchange and subsequent ability to connect a street to it makes the Evans Spring land more developable. As the owners of this property have expressed interest in developing it more intensely than current zoning allows, a rezoning application and public hearing process will be required. This will entail public hearings of the Planning Commission and City Council. The Planning Commission votes as a recommendation to City Council, which then takes final action on the application. The rezoning request(s) will be evaluated on how well the request addresses and is consistent with the Evans Spring Area Plan.

During the planning process, citizens frequently asked when they would get to see actual development plans. When the development process moves forward, there will be numerous occasions in which the public will be presented with development plans.

Neighborhood Plan Creation Process



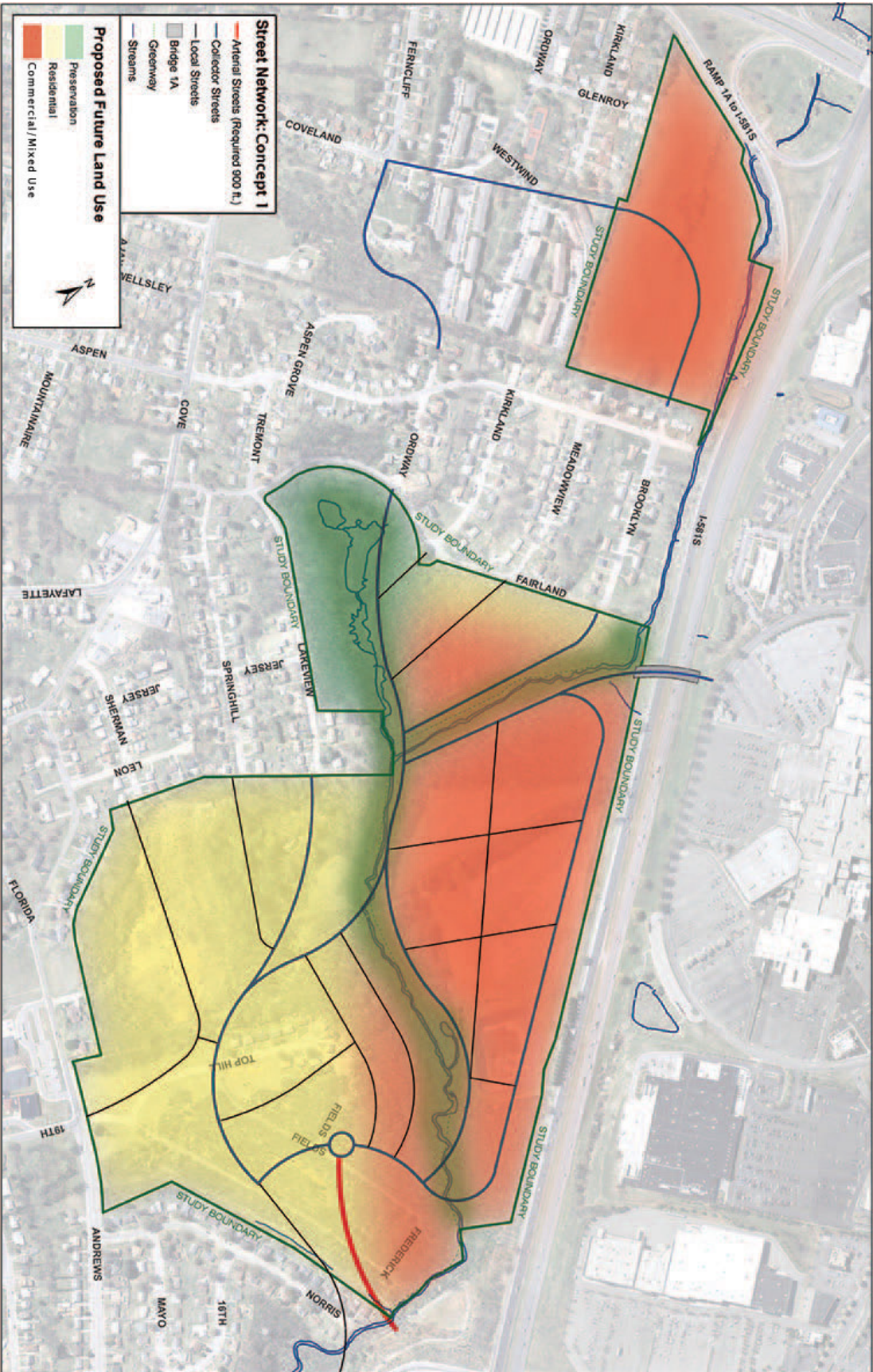
Development Process



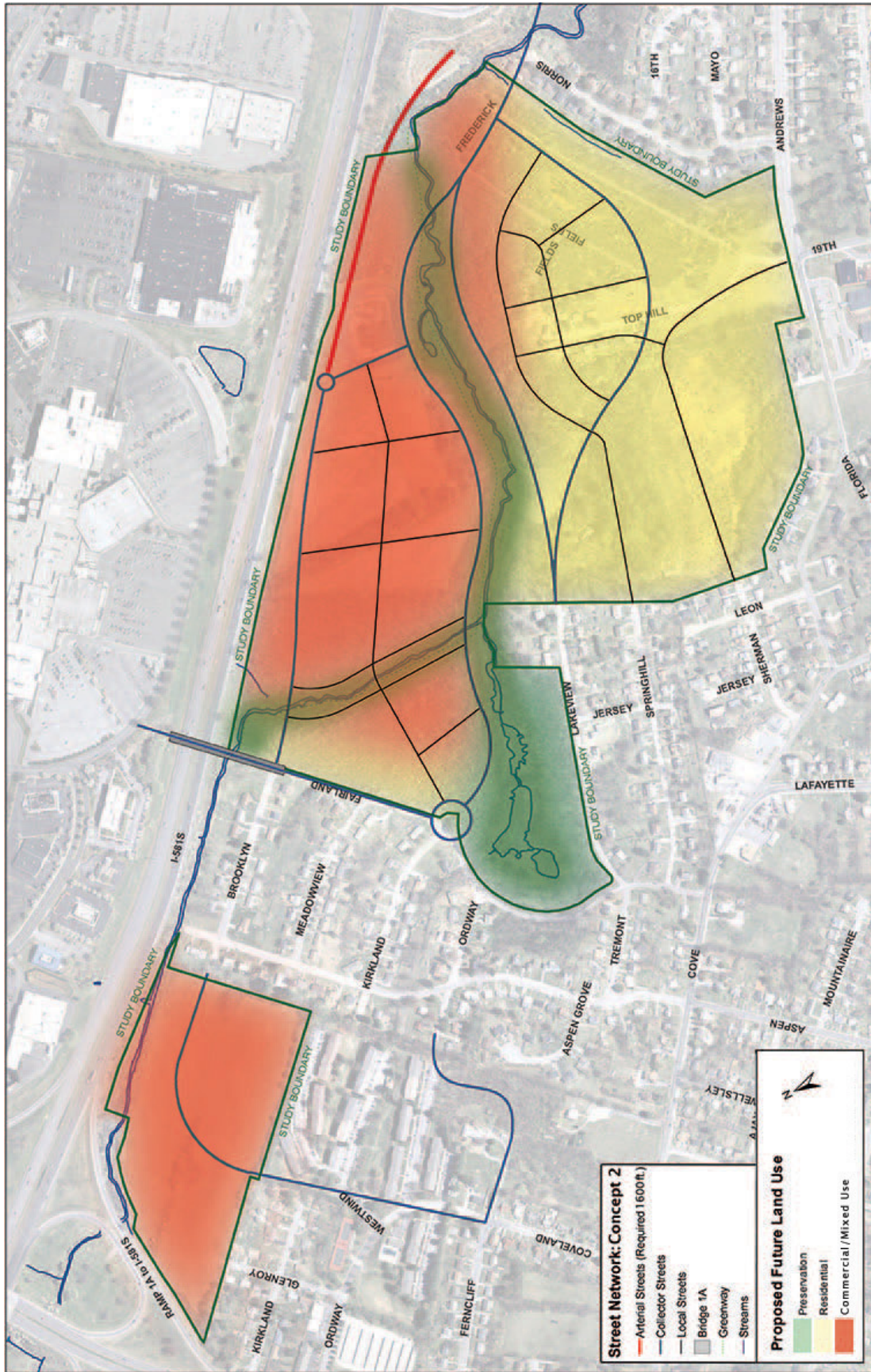
Implementation Actions

The following action items should all be addressed in the development of a master plan and referred to prior to submission of any development proposals. In some cases, actions will be the responsibility of the City, or the City will assist therein.

- **Public Input:** Development proposals will be shared with the public as early as possible. Opportunities to comment will be made available to the public, not just those living nearby.
- **Design Principles:** The design principles included earlier in this plan will provide the basis for the design of future development at Evans Spring. Designs in the master plan and site plans must be consistent with these principles.
- **Land will be used efficiently** by deliberately designating the use of all spaces—whether for buildings, parks, or preservation. Mixed-use development, particularly the creation of residential units above ground floor commercial units, is one of the best methods to maximize use of the land.
- **Sound environmental stewardship** will be used to develop Evans Spring with respect to its natural features, such as Lick Run. Development will respect and preserve the natural resources of the land as much as possible.
- **Wetlands, Creeks and Flood plains:** All required state and federal permitting related to impacting wetlands, creeks and flood plains on the site must be acquired prior to approval of any site plan by the City.
- **Lick Run Greenway:** A design for the extension of this greenway will be required as part of a master plan. Easements or dedication of rights-of-way to create the extension of this greenway will be required to implement such design. Preference will be given to a route along Lick Run.
- **Mixed-use development (commercial and residential) is the best use of this land** and any large commercial establishments should be close to Interstate 581 with minimal to no impact on existing residential areas.
- **Development will be integrated into the existing neighborhoods** without destroying the fabric of them. Current residents will; 1) have access to it, and 2) not be adversely impacted by it.
- **Historic and Cultural Resources:** Areas with historic and cultural resources have been identified on limited portions of the property. A Cultural Resources Survey should be considered in these identified areas and, if conducted, should be in accordance with the standards of the Virginia Department of Historic Resources' "Guidelines for Conducting Historic Resources Survey in Virginia" adopted in 2011.



Future Land Use/Street Network Concept #1



Future Land Use/Street Network Concept #2