



## PLANNING COMMISSION

AGENDA for August 9<sup>th</sup> 2022

### AGENDA

#### **PUBLIC HEARING**

- 1) Zoning Text Amendment – Private Road Standards

#### **REGULAR MEETING**

#### **Call to Order by Chairman and Roll Call**

#### **Public Comment**

#### **Review and Adoption of Minutes**

May 10<sup>th</sup> meeting

#### **Report of Secretary**

#### **New Business**

- 1) Certificate of Appropriateness – Pergola at 2522 Beech Ave
- 2) Zoning Text Amendment – Private Road Standards

#### **Old Business**

None

#### **Adjournment**

**Members and Term Expirations**

Dennis Hawes, Chairman, 7/31/2024

Harold Kidd, 6/30/2026

Justin Wiseman, 8/31/2025

Marolyn Cash, 6/30/2024

Lucy Ferrebee, 9/30/2023

Melvin Henson, City Council Representative,  
9/30/2023

Kristie Gibbons, 12/31/2024

Timothy Petrie, 12/31/2024

Jason Tyree, Ex Officio member

**Staff**

Tom Roberts, Director of Community & Economic Development  
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(540) 261-8607 | [troberts@bvcity.org](mailto:troberts@bvcity.org) | [buenvistava.org/planning](http://buenvistava.org/planning)

**Meetings**

Members of the Buena Vista Planning Commission meet in Council Chambers, 2039 Sycamore Avenue, at 7:00 p.m. on the 2<sup>nd</sup> Tuesday of each month, unless otherwise announced. Meetings may be held and business conducted without a quorum, but no votes may be taken unless a quorum is present. A majority of members constitutes a quorum. A motion passes with a majority vote; a tie constitutes defeat of the motion.



## PLANNING COMMISSION

MINUTES of July 12<sup>th</sup> 2022

Members of the Buena Vista Planning Commission met in Council Chambers at 7:00 PM on Tuesday, July 12<sup>th</sup> 2022.

### **Members Present:**

Dennis Hawes, Chairman  
Marolyn Cash  
Lucy Ferrebee  
Kristie Gibbons  
Harold Kidd  
Timothy Petrie  
Melvin Henson, City Council Representative  
Justin Wiseman

### **Members Absent:**

Jason Tyree, Ex Officio member

### **Staff Present:**

Tom Roberts, Director of Community & Economic Development

Meeting is called into order and roll was called. Mr. Hawes introduced the newest member of the Commission, Harold Kidd. There was no public comment.

### **Minutes**

Mr. Hawes invited a vote to approve the minutes, and all voted yes. Mr. Kidd abstained because they were absent.

### **Public Hearing**

#### *South Magnolia Avenue Zoning Map Amendment*

Mr. Roberts began by summarizing the staff report and reminding the Commission of the location. He noted that he had researched Hall Springs and found no deed restrictions that would meaningfully hamper development in the proposed rezoning. Mr. Hawes noted that the Health Department would review any proposed septic systems, then opened the public hearing.

Robert Dickinson, the property owner, thanked the Commission for its consideration.

There was some discussion of how R1 Low Density Residential makes sense as the new zoning, and that any development more than a couple houses would trigger requirements for additional development review. Dense development is unlikely because of septic systems and floodplain construction requirements.

Mr. Petrie motioned to recommend approval of the rezoning as presented to City Council, Mrs. Cash seconded, and all voted yes.

## Secretary's Report

Mr. Hawes informed the Commission that he might not make the August meeting because he has hip surgery scheduled for late July. After some discussion, it was determined that Mrs. Cash would lead the meeting were he absent.

In September, the Commission will have annual elections and elect a new vice-chair to replace Michael Ohleger.

Mr. Roberts relayed several things:

- 1) Council approvals:
  - a. Abandonment of 6<sup>th</sup> St
  - b. Abandonment of 26<sup>th</sup> St
  - c. Conditional Use Permit for 2519 Sycamore Ave
  - d. Zoning Text Amendment for drive-through facilities in the Seminary Hill District
- 2) The CSPDC will be doing the transportation study near the Food Lion (Forge Rd, Rt 60, CJ Morrison Drive, Baner Lane) to look at both vehicular and pedestrian improvements.

## New Business

### *Zoning Text Amendment for Private Road Standards*

Mr. Roberts began by saying this is one of the most in-the-weeds technical text amendments he has brought forward. The private road standards are in place to say under what circumstances and how private roads may be built. He explained that when adopting the original text, he took text straight from Rockbridge County, but after further review does not think it is the best fit. This is especially true in the context of the new and unusual proposed development at the north end of the City, where there will be many long private roads—this could not have been anticipated.

Mr. Roberts went into some details about what the current standard would require and why it is excessive. His recommendation is to refer to broader standards rather than a specific line item with those standards, and let the project engineer determine the correct line within the standards applies to a particular project.

Mr. Henson emphasized the importance of having road standards, and cited the problematic private roads in the City. Mr. Roberts also emphasized that new private roads will be maintained by the owners/developers and not the City. He also said he would try to clarify the staff report.

## Adjournment 7:45 PM

Approved: \_\_\_\_\_



## **PLANNING COMMISSION Staff Report**

Certificate of Appropriateness - Patio

2522 Beech Ave - Subway

8/4/2022

### **Synopsis**

Certificate of Appropriateness for patio and pergola for new Subway restaurant in existing building at 2522 Beech Ave.

### **Overview**

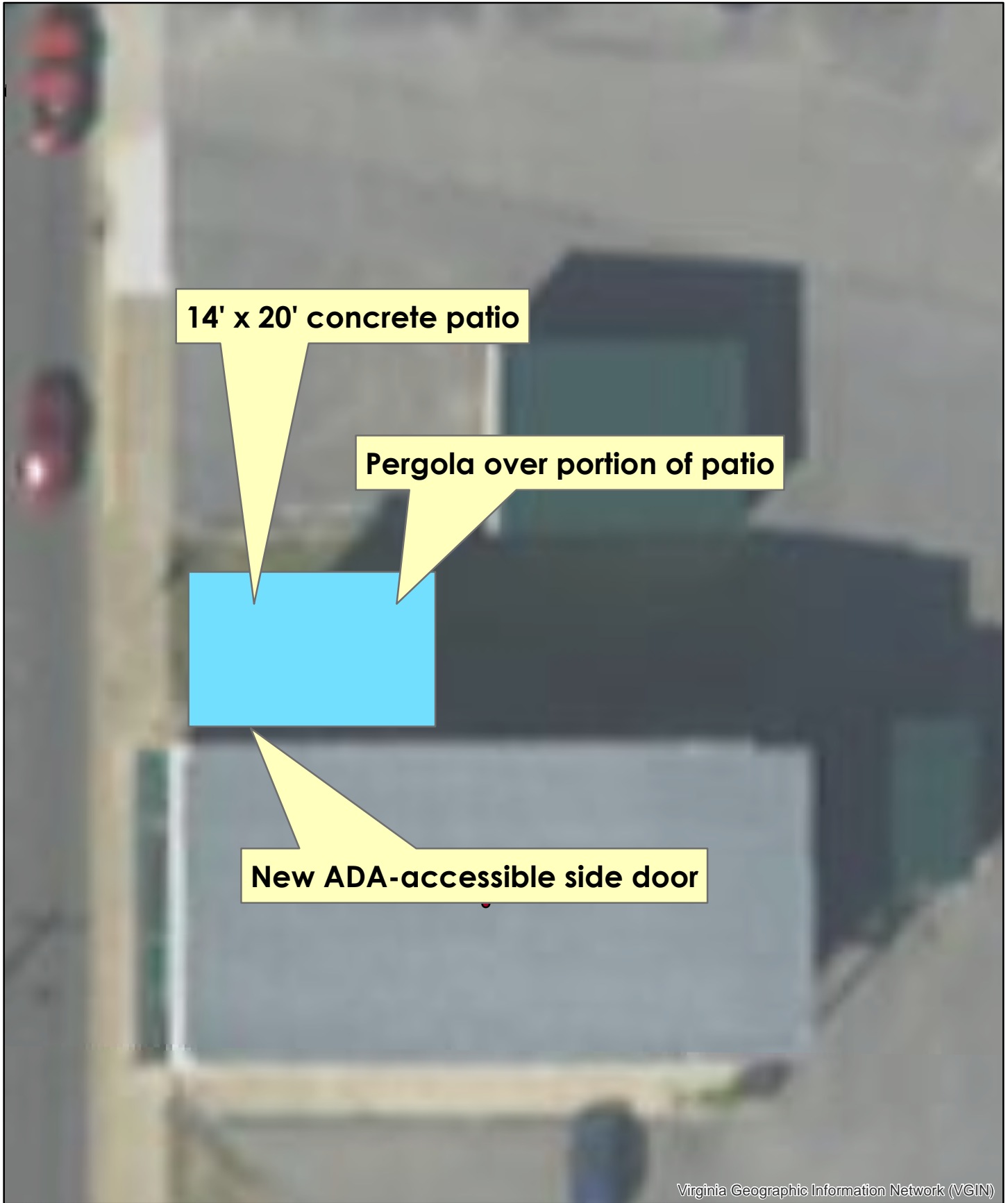
Applicant Jason Harris proposes to construct a new 14' x 20' concrete patio on the north side of the building. This will be in a portion of the grassy area next to the building. The patio will include a new ADA-compliant ramp from the sidewalk leading to a new handicap-accessible entrance door on the north side of the building. The patio, which will have outdoor restaurant seating, will also include a wooden pergola over a portion of the patio for shade. The wood will be stained a dark walnut color. A vine will be planted to climb up the pergola.

### **Recommendation**

Staff recommend approval as presented.

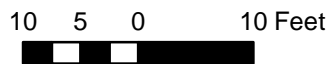


Style of the pergola (but stained dark walnut).



Virginia Geographic Information Network (VGIN)

Any determination of topography or contours, or any depiction of physical improvements, property lines or boundaries is for general information only and shall not be used for the design, modification, or construction of improvements to real property or for flood plain determination.



## 2522 Beech Ave Subway patio

8/4/2022



## **PLANNING COMMISSION Staff Report**

Zoning Text Amendment

Sec 507.02-2.02 Private Street design standards

7/25/2022

### **Synopsis**

Simplify and clarify the specific VDOT road design standard for private streets.

### **Summary**

Current text on road design standards for private streets was borrowed from Rockbridge County. Turns out that it does not fit for Buena Vista development and hamstrings developers with no benefit. Proposed new text clearly defines which VDOT standards are allowed, and required staff approval of the specific standard.

### **Analysis**

#### **Background**

Section 507 Frontage and Private Streets requires that new buildings have street frontage, and lays out under what circumstances private streets are allowed. Private streets may only be on private property (not City ROW) and must be built to VDOT standards.

VDOT has a deep hierarchy of road standards based on the functional classification, the traffic volume, the physical terrain, and how fast cars will go. The correct standard is best determined by an engineering analysis of the site and the proposed land uses. For instance, an industrial park on flat ground (with lots of truck traffic) will call for a different standard than a small residential subdivision on hilly ground. There are standards for the geometric design (width, curves, etc.) and the surfacing (gravel, pavement).

#### **Current text**

Current text reads

*507.02-2.02 Private streets serving three (3) to ten (10) lots shall be constructed, at a minimum, to VDOT Standards for Mountainous Terrain. Private streets serving eleven (11) or greater lots shall, at a minimum, be designed to VDOT Rolling Terrain Standards. If any single lot to be served by a private street contains three (3) or more dwelling units, the street must be constructed at a minimum to VDOT Rolling Terrain Standards.*

As written, these requirements pigeonhole developers into certain standards even when they might not fit. The "Mountainous Terrain" standards are quite adequate so the distinction with "Rolling Terrain" is not needed.

#### **Simpler Requirements**

Instead of the language about number of lots and Mountainous or Rolling terrain, staff recommend specifying certain categories of VDOT standards, the GS-4 Rural Local Road System or GS-8 Urban Local Street System. Each of these is a set of standards determined by the

volume, terrain, and design speed. The engineer for a given project will determine which is appropriate, and City staff will approve this selection. This will be simpler and easier to communicate, but will still require quality infrastructure to be built.

### **Recommended Text**

~~507.02-2.02 Private streets serving three (3) to ten (10) lots shall be constructed, at a minimum, to VDOT Standards for Mountainous Terrain. Private streets serving eleven (11) or greater lots shall, at a minimum, be designed to VDOT Rolling Terrain Standards. If any single lot to be served by a private street contains three (3) or more dwelling units, the street must be constructed at a minimum to VDOT Rolling Terrain Standards.~~

507.02-2.02 Private streets shall be constructed, at a minimum, using the VDOT GS-4 Geometric Design Standards for Rural Local Road System or VDOT GS-8 Geometric Design Standards for Urban Local Street System. The Zoning Administrator must approve which standard is used.

### **Important notes**

- This only applies to PRIVATE streets. There is a different set of standards for public streets for which the City gets lane mile payments. Public streets must be paved.
- New private streets will NOT be maintained by the City. Every intersection of a new private street and public street must have a sign stating it is private, and owners are required to create an HOA or other maintenance agreement prior to approval of the street.

## GEOMETRIC DESIGN STANDARDS FOR RURAL LOCAL ROAD SYSTEM (GS-4)

TRAFFIC VOLUME	TERRAIN	DESIGN SPEED (MPH)	MINIMUM RADIUS	(9) MINIMUM STOPPING SIGHT DISTANCE	(2) MINIMUM WIDTH OF SURFACING OR PAVEMENT	(3) (4) (5) MINIMUM WIDTH OF GRADED SHOULDERS CUT & FILL		(6) MINIMUM WIDTH OF DITCH FRONT SLOPE	(7) SLOPE	NEW AND RECONSTRUCTED MINIMUM BRIDGE WIDTHS AND VERTICAL CLEARANCES
						With GR	Without GR			
(1) ADT OVER 2000	LEVEL	50	760'	425'	(10) 22'	10'	6'	6' @ 4:1	CS-4, 4A / 4C	See Footnote (8)
	ROLLING	45	589'	360'					CS-3, 3A / 3B	
		40	446'	305'						
	MOUNTAINOUS	35	316'	250'					4' @ 3:1	
30		215'	200'							
(1) ADT 400 TO 2000	LEVEL	50	760'	425'	22'	7'	3'	6' @ 4:1	CS-1	
	ROLLING	45	589'	360'	20'					
		40	446'	305'						
	MOUNTAINOUS	35	316'	250'	4' @ 3:1					
30		215'	200'							
CURRENT ADT UNDER 400	LEVEL	45	589'	360'	18'	6'	2'	4' @ 3:1	CS-1	
		40	446'	305'						
	ROLLING	35	316'	250'						
		30	215'	200'						
	MOUNTAINOUS	25	135'	155'						
		20	77'	125'						

### GENERAL NOTES

Low design speeds are generally applicable to roads with winding alignment in rolling or mountainous terrain where environmental conditions dictate.

High design speeds are generally applicable to roads in level terrain or where other environmental conditions are favorable.

Intermediate design speeds would be appropriate where terrain and other environmental conditions are a combination of those described for low and high speed.

For minimum design speeds for 250 ADT and under, see AASHTO Green Book, Chapter 5, Section 5.2.1, Table 5-1.

Standard TC-5.11R superelevation based on 8% maximum is to be used.

In incorporated towns or other built-up areas, Urban Standard GS-8 may be used. "Built-up" is where there is sufficient development along the roadway that justifies a need to channelize traffic into and out of properties utilizing curb and gutter.

For Passing Sight Distance Criteria See AASHTO Green Book, Chapter 3, Section 3.2.4.

For maximum grades relative to terrain and design speed, see AASHTO Green Book, Chapter 5, Section 5.2.1, Table 5-2.

For Recreational Access Road design standards, see AASHTO Green Book, Chapter 5, Section 5.4.2.

### FOOTNOTES

- (1) Use Design Year ADT for new construction and reconstruction projects in accordance with *Road Design Manual*, Chapter 2A, "REQUEST FOR TRAFFIC DATA" and Form *LD-104*. For RRR projects or roads with ADT < 2000, See Road Design Manual, Appendix A, "GUIDELINES FOR RRR PROJECTS."
- (2) Lane width to be 12' at all interchange locations.
- (3) In mountainous terrain or sections with heavy earthwork, the graded width of shoulder in cuts may be decreased by 2', but in no case shall the cut shoulder width be less than 2'.
- (4) Minimum shoulder slope shall be 8% on low side and same slope as pavement on high side (See St'd. GS-12).
- (5) When the mainline is 2 lanes provide 4' wide paved shoulders (right and left) when design year ADT exceeds 2000 VPD, with 5% or more truck and bus usage. Provide 5' wide paved shoulder when design year ADT exceeds 2000 VPD, with 5% or more truck and bus usage and the route is an AASHTO approved U.S. Bicycle Route (1, 76 or 176) or designated as a bicycle route on a locally adopted transportation plan All shoulders not being paved will have the mainline pavement structure extended 1' on the same slope into the shoulder to eliminate raveling at the pavement edge. For additional guidance on shoulder widths, see AASHTO Green Book, Chapter 5, Section 5.2.2.
- (6) A hydraulic analysis is necessary to determine actual depth requirement.
- (7) Additional or modified slope criteria to be applied where shown on typical sections.
- (8) See *Manual of the Structure and Bridge Division – Volume V – Part 2 Design Aids – Chapter 6 Geometrics*.
- (9) For additional information on sight distance requirements on grades of 3 percent or greater, see AASHTO Green Book, Chapter 3, Section 3.2.2, Table 3-2.
- (10) Consider using a lane width of 12 ft. where substantial truck volumes are present or agricultural equipment frequently uses the road. See AASHTO Green Book, Chapter 5, Section 5.2.21, Table 5-5 footnote b.

## GEOMETRIC DESIGN STANDARDS FOR URBAN LOCAL STREET SYSTEM (GS-8)

	DESIGN SPEED (MPH)	MINIMUM RADIUS		(1) MAXIMUM PERCENT OF GRADE	(10) MINIMUM STOPPING SIGHT DISTANCE	(2) MINIMUM WIDTH OF LANE	(3) STANDARD CURB / CURB & GUTTER	BUFFER STRIP WIDTH	(5) MINIMUM SIDEWALK WIDTH	(6) SLOPE	NEW AND RECONSTRUCTED MINIMUM BRIDGE WIDTHS AND VERTICAL CLEARANCES
		U	ULS								
STREET WITH CURB & GUTTER	30	251'	273'	15	200'	10'	(12) CG-2 / CG-6	(4)	5'	2:1	
	25	155'	167'		155'						
	20	87'	92'		125'						
	DESIGN SPEED (MPH)	MINIMUM RADIUS		(1) MAXIMUM PERCENT OF GRADE	(10) MINIMUM STOPPING SIGHT DISTANCE	(2) MINIMUM WIDTH OF LANE	(7) (11) MINIMUM WIDTH OF GRADED SHOULDERS CUT & FILL		(8) MINIMUM WIDTH OF DITCH FRONT SLOPE	SLOPE	See Footnote (9)
		U	ULS				With GR	Without GR			
(11) STREET WITH SHOULDER DESIGN	30	251'	273'	15	200'	10'	REFER TO MINIMUM WIDTH OF GRADED SHOULDERS CUT AND FILL FOR GS-4		4' @ 3:1	3:1	
	25	155'	167'		155'						
	20	87'	92'		125'						

### GENERAL NOTES

Design Speed is not a major factor for local streets. For consistency in design elements, design speeds ranging from 20 to 30 mph may be used, depending on available right of way, terrain, adjacent development and other area controls.

In the typical street grid, the closely spaced intersections usually limit vehicular speeds, making the effect of a design speed of less significance.

Design speeds exceeding 30 mph in residential areas may require longer sight distances and increased curve radii, which would be contrary to the basic function of a local street.

Standard TC-5.11U (Urban) superelevation based on 4% maximum.

Standard TC-5.11ULS (Urban Low Speed) superelevation based on +2% maximum may be used with a design speed of 45 mph or less.

\*For Standard TC-5.11 ULS superelevation based on -2%, please refer to Road and Bridge Standards 803.23.

For minimum widths for roadway and right of way used within incorporated cities or towns to qualify for maintenance funds see [Code of Virginia Section 33.2-319](#).

### FOOTNOTES

- (1) Grades in commercial and industrial areas should be less than 8 percent; desirably, less than 5 percent. For maximum grades relative to terrain and design speed, see AASHTO Green Book, Chapter 5, Section 5.2.1, Table 5-2.
- (2) Where feasible, lanes should be 11' wide and in industrial areas should be 12' wide; however, where available or attainable right of way imposes severe limitations, 9' lanes can be used in residential areas and 11' lanes can be used in industrial areas.

- (3) Or equivalent City or Town design.
- (4) For buffer strip widths see [Appendix A\(1\), Section A\(1\)-1 Bicycle & Pedestrian Facility Guidelines](#).
- (5) A width of 8' or more may be needed in commercial areas.
- (6) 3:1 and flatter slopes shall be used when the right of way is behind the sidewalk (or sidewalk space) in residential or other areas where slopes will be maintained by the property owner.
- (7) When Design year ADT exceeds 2000 VPD, with greater than 5% total truck and bus usage: Provide 4' wide paved shoulders when the graded shoulder is 5' wide or greater. Provide 5' wide paved shoulder when design year ADT exceeds 2000 VPD, with 5% or more truck and bus usage and the route is an AASHTO approved U.S. Bicycle Route (1, 76 or 176) or designated as a bicycle route on a locally adopted transportation plan. All shoulders not being paved will have the mainline pavement structure extended 1', on the same slope, into the shoulder to eliminate raveling at the pavement edge (See Standard GS-12 for shoulder design).
- (8) A hydraulic analysis is necessary to determine actual depth requirement.
- (9) See [Manual of the Structure and Bridge Division – Volume V – Part 2 Design Aids – Chapter 6 Geometrics](#).
- (10) For additional information on sight distance requirements on grades of 3 percent or greater, see AASHTO Green Book, Chapter 3, Section 3.2.2, Table 3-2.
- (11) For information on reduced shoulder widths, see AASHTO Green Book, Chapter 5, Section 5.2.2, Table 5-5.
- (12) Where bicycle accommodation is next to curb or curb and gutter, mountable curb (CG-3) or mountable curb and gutter (CG-7) shall be used for design speeds of 45 mph and below.