

Upon motion of Commissioner Johnson, seconded by Commissioner Hunter, the Board voted unanimously to approve the seven Small Area Plans with the inclusion of parcel no. 5928-00-18-9063, owned by Wayne McKinney, in the I-74/US 601 Interchange Plan and the widening of Oak Grove Church Road/Laurel Spring Church Road to be added to the transportation strategies for the I-77/I-74/NC 89 Interchange Plan.

EXECUTIVE SUMMARY

By order of the Surry County Board of Commissioners, the Surry County Planning Board submits this recommendation in the form of Small Area Plans. This summary details the desired future land uses in the vicinity of the following interchanges: I-77/Zephyr Road, I-77/NC 89, I-74/NC 89, I-74/Red Brush Road, I-74/US 601, I-74/Park Drive, US 52/Holly Springs Church Road, and US 52/Cook School Road. These eight interchanges fall within the jurisdiction of Surry County, an additional interchange, US 52/Pilot Mountain State Park, was not addressed in this study based on the desire that it remains undeveloped to compliment the main entrance to the State Park. It is only responsible for the County to have a well-planned strategy for the future development of parcels in the vicinity of any interchange.

The Planning Board utilized many tools, factors, and strategies approved by the County to compose the many future land use schemes found at each respective interchange. The primary factor in developing these schemes was the *Surry County 20-Year Water and Sewer Capital Improvements Plan*. This document provides insight into the schedule of extending these services throughout the County, especially to the areas addressed in the Small Area Plans. Each interchange addressed in this study, with the exception of I-74/Red Brush Road, are scheduled to receive water and sewer services. Therefore, the ability to accommodate commercial and industrial growth, especially of a dense nature, is undoubtedly reasonable. When you consider the existence of public water and sewer services, as well as excellent access found at an interchange, it is a reasonable conclusion that the demand for commercial and/or industrial development is imminent.

The *Surry County Land Use Plan*, adopted in September of 2000, was utilized during this study so that any recommendation in the vicinity of an interchange was consistent with the development principles found in Section 5.4 of the Land Use Plan.

While preparing the Small Area Plans, other means of identification and analysis were used. Maps showing the following information were utilized to determine suitability for proposed future land uses: existing land use, assessed values, topography, natural features (floodplains, streams, rivers, ponds, watershed, etc.), and existing access to the parcels identified in the small area plans.

As you review each Small Area Plan, and the recommended future development and transportation strategies for each respective interchange, you will undoubtedly notice the attention given to improving the safety and flow of traffic in these areas. It is the conclusion of the Planning Board that the majority of concerns voiced during hearings on

land use matters are those pertaining to traffic safety, volume, and flow. Therefore, it was the primary objective of the Planning Board to proactively address these needs in as much detail as possible. The Planning Board reviewed each of these strategies with NCDOT so that they were made aware of each need identified so that when development is proposed in these areas, the types of improvements needed can be addressed.

While developing each Small Area Plan, the Planning Board consulted with the major utilities in the County. This was arranged so that they were aware of the proposed future land uses in these areas so that they could determine if they would encounter any problems with their ability to service these areas efficiently. The Planning Board also submitted the Small Area Plans to the following agencies for their review: Surry County Economic Development Partnership, Mount Airy Chamber of Commerce, Elkin-Jonesville Chamber of Commerce, the Mount Airy-Surry County Airport Authority, and the four municipalities within the county, Dobson, Elkin, Mount Airy, and Pilot Mountain.

Each interchange area has a corresponding future land use map. The maps designate areas that are classified into five (5) different categories. They represent the various types of development and where they should occur. Listed below are the categories used to distinguish the type of development that will occur in these areas:

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|-------------|---|
| MC | Moderate Commercial |
| HC | Heavy Commercial |
| I | Industrial |
| O | Office |
| RRCC | Rural / Residential / Community Commercial |

When land use decisions are presented to the County in the future in the areas around the interchanges, these maps and supporting documentation will provide guidance on whether these decisions should be permitted or denied. In areas found outside the parcels included in the Small Area Plans, residential and agricultural uses should dominate. However, small community based commercial clusters, located at major crossroads, may be found which cater to the immediate community, within the areas around each interchange. These areas are identified as RRCC.

Permitted Uses within the Highway Business (HB) zoning district would be appropriate on properties identified as Moderate Commercial (MC) and Heavy Commercial (HC). Conditional Uses within the Highway Business (HB) zoning district would only be appropriate in areas identified as Heavy Commercial (HC). All uses permitted in the Manufacturing Industrial (MI) zoning district would be appropriate in areas identified as Industrial (I). Finally, areas identified as Office (O) would be appropriate locations for all uses in the Residential Institutional (RI) zoning district.

In addition, it should be acceptable to consider fringe parcels on a case-by-case basis in the future which are not a part of the parcels identified in the Small Area Plans, for future commercial and/or industrial development. Fringe parcels would include those that

directly about those parcels identified in the small area plans. These should be considered based on the possibility of future infrastructure improvements that are not foreseeable at this time.

The following sections contain *Interchange Considerations* specific to each interchange identified in this study. Each item should be considered and weighed by state and local agencies as development increases in these areas.

I-77 / I-74 / NC 89 Interchange Area

This area includes two (2) separate interchanges, I-77 / NC 89 and I-74 / NC 89. The makeup of this area creates the greatest potential for development of any interchange in the County's jurisdiction. In addition, this area is included within an existing water and sewer district, with both scheduled to serve this area by 2010. With the existence of good access to two (2) interstates and future infrastructure improvements, this area will accommodate a large mass of commercial development, some of which is currently developed, as well an area devoted to the development of industrial land uses. Specifically, an area along Oak Grove Church Road and Laurel Springs Church Road provide the best characteristics for industrial development. Many properties in this area are large, physically suitable tracts of land. These characteristics cannot be found in as close a proximity to the interchange areas as the area designated on the map.

Listed below are recommendations on various improvements regarding future development and transportation strategies.

Infrastructure

- Water proposed to service area between 2005-2010; sewer proposed to service area between 2000-2005.
- Natural gas is not available.

Future Development and Transportation Strategies

- Continuation of four-lane divided median along NC 89 from the intersection with I-77, approximately 500-1,000 yards past the intersection of Oak Grove Church Road /Round Peak Church Road.
- Reconfiguration and alignment of NC 89/Oak Grove Church Road/Round Peak Church Road intersection, with traffic safety measures installed (stoplight, deceleration lanes)
- Install traffic safety measures (stoplights, lower speed limits, deceleration lanes) at NC 89/I-74 and NC 89/I-77.
- Deceleration lanes installed at Oak Grove Church Road/Laurel Springs Church Road intersection.
- Interior road system installed through private development of area designated Industrial along Oak Grove Church Road/Laurel Springs Church Road.

I-77 / Zephyr Road Interchange

This interchange has excellent potential for the accommodation of commercial and industrial development. The area currently accommodates a number of commercial uses, but parcels off of Grover Simmons Road, large and relatively undeveloped, should provide excellent locations for industrial development, possibly an industrial park. This interchange area is scheduled to receive public water and sewer services by 2005.

Listed below are recommendations on various improvements regarding future development and transportation strategies.

Infrastructure

- Water and Sewer proposed to service area between 2000-2005.
- Natural gas is not available. Currently located in nearby Town of Dobson.

Future Development and Transportation Strategies

- Install traffic safety measures at Grover Simmons Road/Zephyr Road intersection (deceleration lanes, stoplight); Install traffic safety measures at intersection of I-77 southbound ramps/White Dirt Road; should be a joint project.
- Upgrade Zephyr Road to four-lane divided median, with periodic deceleration lanes from Twin Oaks Road to Crossroads Church Road intersection.
- Encourage group developments with shared access versus small commercial parcel development with individual curb-cuts/driveway access.
- Encourage additional buffering/screening on property lines adjacent to parcels used or zoned for residential purposes.
- Properties along Grover Simmons Road suitable for *Industrial* development.
- Area to accommodate *Moderate Commercial, Heavy Commercial, and Industrial* development.

I-74 / Red Brush Road Interchange

This interchange has the least amount of potential for growth. Public water services are expected by 2015, but public sewer services are not proposed for the area, which limits the ability of the area to accommodate much growth. In addition, growth will more than likely filter to the I-77 / I-74 / NC 89 interchange area, or the I-74 / US 601 interchange.

Unfortunately, only a few parcels have the ability to accommodate a large commercial development.

Listed below are recommendations on various improvements regarding future development and transportation strategies.

Infrastructure

- Water proposed to service area between 2010-2015, no Sewer proposed to area.
- Natural gas is not available.

Future Development and Transportation Strategies

- Encourage group developments with shared access versus single-parcel development with individual curb-cuts/driveway access.
 - Commercial development is concentrated in a diminutive area based on limited services planned for the area.
 - Encourage additional buffering/screening on property lines adjacent to parcels used or zoned for residential purposes.
 - Area to only accommodate *Moderate Commercial* development.
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I-74 / US 601 Interchange

The potential for commercial growth around this interchange is enormous. The area is currently served by public water and public sewer is expected by 2010. This interchange is located approximately one (1) mile from the City of Mount Airy, with the north side of the interchange within their land use jurisdiction. The County has jurisdiction of the south side of the interchange, with all parcels included in the Small Area Plan having access to public water.

Listed below are recommendations on various improvements regarding future development and transportation strategies.

Infrastructure

- Water service in the area, sewer proposed to service area between 2000-2010.
- Natural gas available, approximately located within one (1) mile.

Future Development and Transportation Strategies

- Upgrade US 601 to a four-lane divided median, with periodic deceleration lanes from I-74 to Old Cadle Ford Road intersection.
- Install traffic safety measures at South McKinney Road and Old Cadle Ford Road intersections (deceleration lanes, stoplights).

- Old Cadle Ford Road and South McKinney Road should be upgraded within approximately 1,000 feet of US 601 to accommodate commercial traffic.
 - Encourage group developments with shared access versus single-parcel development with individual curb-cuts/driveway access.
 - Encourage additional buffering/screening on property lines adjacent to parcels used or zoned for residential purposes.
 - Area to accommodate *Moderate Commercial* and *Heavy Commercial* development.
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I-74 / Park Drive Interchange

This interchange area has excellent potential for industrial type development based on the existence of two (2) industrial sites and the existence of various types of infrastructure. At this time the area includes a furniture manufacturer and a freight depot. Many properties on the northwest side of the interchange are unusable for any type of commercial or industrial development based on existing topography. Any buildable locations on these parcels could be found along Doss Road, a rural road that runs along an adjacent ridgeline. Water is available to the area with sewer proposed in the near future. In addition, a number of parcels have access to a railroad spur that connects Mount Airy to Winston-Salem. Many parcels fall within a flood zone, which will require any new development to comply with the Flood Damage Prevention Ordinance.

Listed below are recommendations on various improvements regarding future development and transportation strategies.

Infrastructure

- Water is currently available, sewer to service the area between 2005-10.
- Natural gas is available and located along nearby Doss Road.

Future Development and Transportation Strategies

- Install traffic safety measures at the Park Drive and Sheep Farm Road intersection (i.e. deceleration lanes)
 - Upgrade Park Drive from Doss Road to Simba Lane to a three-lane road.
 - Area to accommodate *Heavy Commercial* and *Industrial* development.
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US 52 / Holly Springs Church Road Interchange

This interchange area has excellent potential for industrial type development based on the existence of multiple industrial sites, including the Mount Airy-Surry County Airport and

the existence of public water and sewer. The large area designated for industrial development in this area is partially based on highest and best use of parcels in the area as well as the future need of the airport. Specifically, planned future land uses in the vicinity of any airport must be of a non-residential nature to ensure future support of the airport on the state and federal levels.

Listed below are recommendations on various improvements regarding future development and transportation strategies.

Infrastructure

- Water and sewer currently serve the area.
- Natural gas is not available.

Future Development and Transportation Strategies

- Upgrade Holly Springs Church Road to a three-lane road from US 52 to Reeves Mill Road.
- Upgrade Old US 52 from I-74 to Holly Springs Church Road to a three-lane road.
- Encourage additional buffering/screening on property lines adjacent to parcels used or zoned for residential purposes.
- Install traffic safety measures at US 52 northbound-southbound ramps/Holly Springs Church Road intersection (deceleration lanes, stoplights).
- Area to accommodate *Heavy Commercial* and *Industrial* development.

US 52 / Cook School Road Interchange

This interchange has very limited growth potential based on the existence of some established residential subdivisions. Currently, many parcels along Cook School Road are developed, especially on the north side of the interchange. However, properties along Key Road are suitable for small parcel commercial development. To the south of the interchange, two (2) parcels specifically have potential for moderate to large commercial development. Water and sewer services are proposed to service this area by 2015.

Listed below are recommendations on various improvements regarding future development and transportation strategies.

Infrastructure

- Water to service the area between 2005-2010, sewer to service the area between 2010-2015.
- Natural gas is not available.

Future Development and Transportation Strategies

- Relocate access of Exodus Church Road on same parcel to the north, should alleviate any future traffic congestion with northbound ramps of US 52; upgrade to minimum state standards by private investment.
- Upgrade Cook School Road to a two-lane divided median road, with intermittent deceleration lanes from Buena Vista Road to Old US 52 intersection.
- Install a cul-de-sac at the end of Key Road.
- Redesign the intersection of Old US 52/Cook School Road/West Dodson Mill Road to improve safety and traffic flow.
- Encourage additional buffering/screening on property lines adjacent to parcels used or zoned for residential purposes.
- Area to accommodate *Moderate Commercial and Office* development.

In conclusion, the Small Area Plans will provide the County with the ability to address future land use decisions in the vicinity of interchanges. By analyzing each interchange area, careful consideration was given to existing and planned infrastructure over the next 20 years. By accomplishing this task, a well thought out future land use scheme for commercial and industrial growth in these areas was crafted.

The following maps depict the areas earmarked for future commercial and industrial growth around the interchanges addressed in this future land use plan.

APPENDICES

Public Comment Sessions

On March 31st and April 2nd, 3rd, and on April 8th, the Planning Board held public comment sessions on the Small Area Plans. These sessions were designed to allow the public to review the document and maps, ask questions of Board members and staff, and provide documented comments at their leisure. The total number of participants at the comment sessions was 56. Of those, 13 filled out and turned in comment sheets for review by the Planning Board. The Board considered each comment and took action accordingly.

The public comment sessions were addressed in local newspapers and on local radio stations. In addition, every property owner whose property was included in the Small Area Plans was notified by first-class mail of the public sessions, using addresses found on their respective tax records.

The North Carolina Department of Transportation reviewed the small area plans with the planning staff. A copy of their comments can be found on file in the Department of Planning and Development, which were favorable to the efforts of the Planning Board when identifying transportation needs. The presidents of the Greater Mount Airy Chamber of Commerce and the Elkin-Jonesville Chamber of Commerce also reviewed the small area plans with the planning staff so that they could discuss the matters with their respective boards and assist in notifying the public. The president of Surry County Economic Development Partnership has also reviewed the plans and will brief that Board on the proposal.

How the Small Area Plans are Utilized

The following describes how various individuals or agencies can utilize the Small Area Plans on various land use decisions or issues in the future.

How to Use the Small Area Plans, and Maps

To aid in the effective use of the Small Area Plans, the following explains, for example, how different users can employ the maps, policies, in considering a development proposal and evaluating a rezoning request:

As Used by the Developer

The developer or property owner can petition for a rezoning request that is consistent with small area plans, thereby increasing the chances for rezoning approval, and minimizing guess work and time wasted.

As Used by the County Staff

The Surry County staff reviews zoning petitions, recommends that the petition be approved or denied, and prepares a written zoning report for the Planning Board. In preparing the report, the staff reviews relevant planning documents, (including the small area plans) adopted by the County. Using the adopted policies will facilitate the County staff's review of the rezoning request. The staff will be able to point out those policies that support the rezoning, and those that are in conflict with the rezoning, thereby shaping the overall staff recommendation. It should be mentioned that the recommendation by the staff is only one of the considerations that the Planning Board and Commissioners use in making their decisions regarding rezoning.

As Used by the Planning Board

Prior to the regular meeting, each Planning Board member can make his or her own determination as to the consistency of the proposed rezoning with the County's adopted growth strategies and future development policies. As always, the Planning Board will take into account the recommendations of the land use plan and small area plans, but may choose to give different weight to different policies.

As Used by the Board of Commissioners

In its legislative authority to rezone property, the Surry County Board of Commissioners has the final word as to whether the rezoning request is consistent with the various plans that affect the property in question. As customary, the Board of Commissioners should take into account and weigh the interpretation of policy as employed by the property owner, the Surry County Planning Board, County staff, and the general public. Over time, a track record of policy interpretation forms a consistent foundation for decision-making.