

2015

# COMPREHENSIVE PLAN



Prepared by  
Town of Clarksville Planning Commission

Adopted by  
Clarksville Town Council

On  
\_\_\_\_\_, 2015

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# Acknowledgments

The members of the Planning Commission gratefully acknowledge the efforts of the following persons or entities that assisted in the preparation of this document.

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## TABLE OF CONTENTS

2015 COMPREHENSIVE PLAN OVERVIEW.....	1
Introduction	
Vision for Clarksville	
Overview of 2015 Comprehensive Plan	
PLANNING PRINCIPLES & VALUES.....	11
Background	
Objective	
Principles & Values	
Authority to Plan	
Scope & Purpose	
Using the Comprehensive Plan	
COMMUNITY PROFILE.....	15
Location	
Climate	
Watersheds	
History	
Town Government	
HISTORIC RESOURCES & PRESERVATION.....	22
Background	
Clarksville Historic District	

POPULATION.....	25
Background	
Population Data & Trends	
Significance for Planning	
HOUSING & NEIGHBORHOODS.....	32
Background	
Housing Data & Trends	
PUBLIC SERVICES, INFRASTRUCTURE & ENVIROMENT.....	36
Background	
Public Utilities	
Electricity & Natural Gas	
Solid Waste Collection	
Police & Emergency Services	
Health Facilities	
Educational Facilities	
Library Services	
Public Recreation	
Other Public Services & Facilities	
Environment	

TRANSPORTATION.....	47
Background	
Highways	
Train/ Airway Service	
ECONOMIC DEVELOPMENT.....	51
Background	
Economic Development Strategy	
Future Boundary Adjustments	
U.S. Census & Economic Data	
TOURISM.....	63
Background	
Recommendations	
CAPITAL IMPROVEMENTS.....	67
Background	
Recent Capital Improvements	
In-Process Capital Improvements Projects	
Building & Grounds	
Utilities Capital Improvements	
Streets & Sidewalks	
Debt Structure	
Estimate of Future Capital Improvements	

GENERAL & FUTURE LAND USE.....76

General Land Use

Future Land Use

Future Boundary Adjustments

APPENDICES.....80

Appendix A- List of Charts

Appendix B- Historic Properties

Appendix C- Supporting Maps

## **TOWN OF CLARKSVILLE, VIRGINIA**

### **2015 COMPREHENSIVE PLAN OVERVIEW**

The Town of Clarksville was founded in 1818 as a commerce and marketing center for the areas of Southern Virginia and North Central North Carolina. Clarksville is located in the southwest corner of Mecklenburg County, Virginia and is the only town situated on Kerr Lake (Bugg's Island), which is a 50,000 acre body of water with over 800 miles of shoreline. This lake was built and is managed by the U.S. Army Corps of Engineers to provide flood storage, hydroelectric power generation and public recreational use.

Despite considerable changes to the community over recent decades, the abiding sentiment of Clarksville citizens has been to preserve the sense of a small town atmosphere. Residents and visitors alike agree that there is a uniqueness to Clarksville, quite unlike any other place they have lived or visited. There is a genuine environment of friendliness, quaintness and charm perpetuating this feeling and it should be preserved.

The Town's 2015 Comprehensive Plan reflects the input and best judgment of town residents, business owners, elected and appointed officials and town staff. This plan addresses a broad range of topics dealing with quality of life issues, availability of town services, employment opportunities, commercial and industrial development, housing, infrastructure, etc. This plan identifies general guidelines and goals that can assist in the future growth and development of Clarksville.

The Comprehensive Plan Overview summarizes key goals and objectives that are detailed in the 2015 Plan as well as providing a Vision Statement for Clarksville.

## **VISION STATEMENT FOR CLARKSVILLE**

- Clarksville’s small town charm and atmosphere, cultural activities and sense of community involvement will promote a diversified lifestyle that will attract and retain young adults, families and retirees.
- Clarksville’s economic future will focus on maintaining a vibrant historic downtown district while attracting new retail, service and industrial enterprises that will provide employment opportunities for its residents.
- Clarksville’s preeminent location, as the only lakeside town in Virginia, will be a major tourist destination and attract a diverse group of people.
- Clarksville’s citizens will become goodwill ambassadors with a “can do attitude” as it relates to making Clarksville a unique and great place to live and enjoy the past, experience the present and plan for the future.

### **Planning Principles and Values**

The Comprehensive Plan’s objective is to create a framework within which to make decisions regarding the physical, social, economic and environmental development of the community. These elements are interdependent and maintaining the balance between them is crucial to a vibrant, healthy and sustainable community.

The Comprehensive Plan must consider such topics as use of land, natural resources, population trends, economic development, public facilities and infrastructure, housing needs and other factors relating to the continued growth and development of Clarksville.

### **Community Profile**

A brief discussion of the Town’s location, a review of its historical development and resources, and a description of its governmental structure is presented in this section.

## **Historic Resources & Preservation**

The downtown historic business district in Clarksville should be the focal point of the community for retail and cultural activities for residents and visitors.

Clarksville's rich heritage and array of historical and natural resources should be preserved and documented so as to provide residents and visitors with a better understanding of what makes this community so unique. Recommend establishing a Clarksville Historic District Committee to work with Town residents, businesses and civic organizations to promote and document the area's history and character.

An architectural committee should be established to ensure that downtown revitalization efforts, as well as new buildings, complement the historic character of the downtown area.

Town officials should consider developing incentive options to help promote the use of vacated buildings in the downtown area. The possible implementation of a progressive vacancy tax on vacant buildings to encourage owners to be more active in seeking potential lessees might be considered by Town officials.

## **Population Trends**

The long term success of Clarksville will depend on maintaining a diverse cross section of age groups. Efforts to attract and retain young adults, families and retirees in our community should be expanded.

The 2010 U.S. Census data for Mecklenburg County reflected a slight increase in total population as compared to the 2000 U.S Census. However, for the same period, Clarksville showed a decline in population. Virginia Employment Commission's population projections through 2040 remain relatively unchanged for the County and The Southside Planning District. Projections for Clarksville are not available. Assuming that the percent of Clarksville's population to the county remains constant moderate growth is anticipated.

The demographics of the residents in Clarksville and the surrounding areas reflect an aging population. Special attention to housing, shopping and medical services for senior citizens should be taken into consideration for future development activities.

## **Housing & Neighborhoods**

Clarksville should encourage a diversity of housing types and price ranges. A variety of quality housing options can favorably influence future social and economic well-being. Availability of quality housing can be a positive factor in a company's decision to locate to this area.

Clarksville's neighborhoods should be maintained and enhanced to provide a safe and healthy environment for residents.

New home construction within the town limits has not been a major factor in recent years. However, renovations to existing properties appear to be on the increase, especially in the downtown areas which are accessible to the lake. The use of golf carts as a mode of transportation, in the downtown areas, further enhances this appeal and Town officials should continue to promote this activity.

Town officials should enforce property maintenance ordinances to ensure that unsightly and poorly maintained properties are cleaned up.

Town officials should identify housing units that are in either disrepair or decline and work toward renovations that are cost effective and efficient. Whenever possible, the Town should seek available Community Development Block Grants (CBDG), as well as other funding sources, to upgrade these properties. Funding for these projects should include provisions for improvements to sidewalks, curbs, gutters, water and sewer lines as well as streets.

New structures in existing neighborhoods should complement the architectural qualities of existing buildings.

Property owners of abandoned housing should be advised that failure to bring these units to acceptable living standards, after a certain period of time, may be subject to having these houses condemned and subsequently removed at owner's expense.

## **Transportation**

Clarksville's local and regional transportation network is a vital component of our community and economic well-being. Streets and roadways should be safe, attractive and complement residential and commercial development.

Construction of new roadways must be constructed to comply with all VDOT specifications and designed to effectively accommodate traffic volumes and pedestrian needs.

Town officials should coordinate with VDOT continued maintenance improvements and upgrades to existing roadways within the town's limits.

### **Economic Development**

The future economy of Clarksville should focus on a vibrant historic downtown business district, a diversified retail business environment and new industrial enterprises that provide employment opportunities for citizens as well as attracting new residents to our community.

Tourism is an essential component of the Town's economic development strategy. Efforts to further develop this sector should be pursued. Kerr Lake (Bugg's Island) is Clarksville's most valuable resource and provides an economic benefit as a tourism and recreational asset. Every effort needs to be explored to increase the accessibility to the Lake from the Town. The feasibility of developing the Cove Project, enhancing the Municipal Dock and exploring options of expanding the Clarksville Marina lease limits to accommodate additional land and shoreline, in order to pursue other recreational and commercial opportunities, should be evaluated in detail and recommendations made to the Town Council. Town officials should appoint a Lake Interest Committee to address these issues and make recommendations on how to proceed.

Continued revitalization of the downtown area will be important for economic development. The Town should encourage mixed use of existing multi-story downtown commercial buildings with commercial use on the ground floor combined with residential use on the upper floors. Tax credits or other incentives should be explored to make this a more viable effort.

It is recommended that the Clarksville EDA and Town officials prepare an economic development marketing strategy for the Town which includes efforts to attract retail and industrial businesses to the area as well as promoting tourism. Continued efforts to utilize internet resources that specifically target prospective residents and business owners should be pursued. The Town's website needs to be updated to include economic data for Clarksville and be kept current.

The Clarksville EDA should meet on a regular basis with County and Regional representatives to assess current economic activities and explore new opportunities. The EDA should periodically update the Town Council regarding economic development efforts.

Recommend that the EDA and Town Council consider funding a staff position to coordinate implementing the Town's economic development strategy. This individual should work closely with EDA and Tourism representatives at the local, county and state level to ensure that the Town's economic strategy is accomplished.

The quality of public education and its facilities are extremely important to the economic development of the Town and County. Many of the schools' facilities are outdated and substandard. Company officials and employees considering relocating to the area get a negative impression resulting in their favoring other communities. Effective workforce training will be a critical tool for developing the community's economy. Town Council should take on a more active role in working with local businesses, the County Board of Supervisors, the School Board, as well as the SVHEC and other community colleges, to address these issues in order to facilitate the improvement that is much needed and be in a better position to attract new companies to the area.

The Town should actively partner with representatives from the Oconeechee State Park and U.S. Army Corps of Engineers - Kerr Reservoir to ensure that economic benefits are jointly achieved for all parties. The Town Council should meet with these organizations on a yearly basis to get updated on activities planned for each facility and to better understand how the Town can provide assistance and support.

The Lake Country Chamber of Commerce and the Mecklenburg County Department of Tourism are vital organizations that help promote tourism for this area and should receive as much support and assistance from the Town as possible.

Town officials need to prepare an informational package for prospective business owners interested in locating to the Clarksville community. Included in this package would be the required forms to obtain appropriate business licenses, permits and business incentives that might be available. Representatives from the Town, EDA and the Chamber should follow up with interested parties to provide assistance.

## **Public Service, Infrastructure, and the Environment**

Police, fire and rescue services are vital for the public safety of the community and should be effective for serving all citizens of Clarksville. The Town should monitor these organizations to ensure that adequate resources are available to support current and future growth development.

Public utility infrastructure is important for maintaining quality of life for its residents as well as attracting economic development. The Town should monitor the demand for water and sewer services and ensure that sufficient capacity is available to meet current and future residential, commercial and industrial needs. Town officials should review the current condition of all Town-owned buildings and develop a plan for maintaining, renovating and replacing, if necessary.

Preserving and protecting Kerr Lake (Bugg's Island) and all the natural resources in Clarksville and the surrounding areas are of paramount importance to the quality of life and economic well-being of this community. The Town's current environmental regulations should be periodically reviewed and revised accordingly to recognize the changing conditions in the environment. The Town should ensure that existing and future water supplies meet or exceed health standards and that all ground and surface water meet or exceed water quality standards that can support an aquatic ecosystem. The long term impact of the recent coal ash spill in the Dan River should be closely monitored and the Town should be actively involved with the appropriate governmental agencies to ensure no future adverse impacts occur. The threat of hydrilla in the Kerr Reservoir is not of major significance as compared to the Lake Gaston area. Its presence in the lake has been detected, predominantly in the Nutbush area, with breakouts occurring in the vicinity where the Staunton and Dan Rivers merge. It has also been observed in the Clarksville Marina area. The Corps is in the process of conducting a survey to identify hot spots. The Town should follow up with the Corps to review the results of the survey once it is published in order to determine if any action is necessary.

## **General & Future Land Use**

The Town should encourage efficient and orderly land development patterns which integrates residential, commercial, industrial and public use in the Town's corporate limits.

Officials should pay special attention to the highway gateways into the Town and develop special design considerations to protect and enhance these areas. Attractive signs and landscaping can help project a positive impression on residents and visitors as well as providing a positive image for potential commercial and industrial prospects.

Town and County officials should coordinate land development procedures, zoning, and standards for the areas adjacent to the municipal boundaries in order to minimize any conflicts or inconsistencies that exist between the two jurisdictions.

Provisions for open space of undisturbed natural resources should be designated for future land development of residential and commercial properties within the corporate limits.

Future land use in Clarksville should be managed to promote sustainable and orderly development that will enhance the community as well as the environment. New development along the Highway 58 by-pass corridor and the Highway 15 route heading south towards Oxford, N.C., should be thoroughly evaluated with respect to business patterns, noise and infrastructure requirements. These areas are currently zoned for business and provide good opportunities for future development.

Due to a lack of available land within the Town, development for both residential and business use has been taking place in the areas adjoining the Town. This was a major factor for the Town pursuing boundary adjustments to allow for future growth. The annexed areas provide for residential, commercial and industrial development and efforts should be pursued to promote these types of activities. Although not part of the annexation, properties located in the downtown area with local access to the lake, as well as older homes that can be renovated, appeal to a certain segment of the population and we anticipate a growing demand.

As the result of the economic downturn over the last several years the real estate market has been negatively impacted. While improvements are being seen, more demand is needed to maximize the potential growth in residential housing that is needed to sustain long term financial growth for the community. There is an increased demand for rental housing as the result of ongoing major construction projects around the area which is attracting temporary residents. This needs to be closely monitored to determine if additional rental housing (multi-family dwelling) needs to be pursued. Demand for lakefront property will continue to outpace the demand for property located in the Town's limits.

As the result of the recent annexation, increased town services and infrastructure have been put in place to support the demand for new residential and commercial development. The Town will continue to monitor these requirements.

While the actual annexation was less than originally proposed, opportunities exist for residential, business and industrial development to occur and zoning is in place to accommodate future expansion. The final annexation agreement with the County limits Clarksville's ability to expand its corporate borders for a ten year period. However, there still remains the need to seek future boundary expansion in order for Clarksville to continue to prepare for future growth and development opportunities. Town officials and the Planning Commission should begin a review process to identify future expansion plans. These plans should include the areas previously identified as part of the recommended annexation proposal, which were excluded in the January 2014 actual boundary adjustment, as well as other strategic locations adjacent to the Town limits.

The Town Recreation Committee should identify short and long term community recreational needs. Based on input received, there is a desire for a farmer's market, pedestrian and bike trails and more space to accommodate special events and festivals.

### **Capital Improvement Plan**

The Capital Improvement Plan is an integral part of the comprehensive plan for the Town. It should identify key capital expenditures that will be required over the next 5-10 year period for various projects and activities to support the Town. Major capital and maintenance projects need to be identified and prioritized to assist in balancing capital requirements, compared to projected revenue streams, in order to determine if future tax or rate increases will be necessary or if services provided to its citizens be decreased.

This ongoing review will help the Town project funding sources for planned projects and at the same time have contingency funds available for unplanned needs. The debt service should be reviewed to determine if the cost of capital is at the best available rates and terms. A review of town-owned properties and the status of the town's infrastructure has been completed and the details of this review is included in the 2015 Comprehensive Plan.

## **Summary**

Clarksville has an excellent opportunity to prepare for future growth and financial security. However, the Town cannot continue moving forward without the ability to plan and finance the delivery of services that will be required for the future. Support of the citizens who live in this community is vital if the Town and the surrounding areas are to grow and prosper. Clarksville should never lose sight of what makes this community so unique and a great place to live and continue to seek out ways to make it better.

## **PLANNING PRINCIPLES & VALUES**

### **Background**

The Clarksville Comprehensive Plan was first adopted in 1992 and used by Town officials to guide growth and development until 2007. As a result of changing conditions and the desire to undertake a more thorough analysis of Town needs, The Clarksville Town Council initiated an update of the 1992 Plan. The Planning Commission updated this Plan in 2008 which was adopted by the Town Council in May 2009. Since the adoption of this Plan in 2009, our community has experienced numerous challenges, opportunities and accomplishments which need to be reflected in our Comprehensive Plan. Accordingly, during 2014-2015, the Planning Commission has reviewed and revised this Plan.

### **Objective**

The objective of the Comprehensive Plan is to create a framework within which to make decisions regarding the physical, social, economic and environmental development of the community. These issues are interdependent and maintaining a proper balance between them is crucial to a vibrant, healthy and sustainable community. The Comprehensive Plan should be a comprehensive, general in nature, action-oriented long range plan.

### **Principles & Values**

The Comprehensive Plan is founded on a series of “Planning Principles and Values”. These are statements of fundamental belief held by the Clarksville community that were identified through various public input. These concepts form the foundation for the principles described in each of the sections of the Comprehensive Plan and serve as a guide to citizens and elected officials in evaluating and planning for the future. The Planning Principles and Values are not a divergence from the historical desires of the Community, but rather an update and refinement of these desires in an effort to address existing and future challenges. The planning horizon extends 5-10 years and beyond with the Town continuing to look into the future with a long-term perspective towards growth and development.

## **Authority to Plan**

Article 3 of Chapter 22 of Title 15.2 of the Code of Virginia, 1950 (as amended) outlines requirements and objectives concerning comprehensive planning by local jurisdictions. Every local government is required by state law to adopt a comprehensive plan. The Town of Clarksville Planning Commission is charged with preparing a comprehensive plan for the physical development of the Town for consideration and adoption by the Town Council. State Law requires that the plan must be in agreement with the Zoning Ordinances and the plan must be periodically evaluated and amended as needed. The Commission is required to evaluate existing conditions, growth and economic trends and determine requirements to support future growth and land development.

## **Scope & Purpose**

The purpose of this plan is to guide and accomplish a coordinated effort which will best promote the health, safety, order, prosperity and general welfare of the citizens. The plan must consider such issues as the existing development and use of land, natural resources, environment, population, employment, public facilities, utilities, housing and medical needs, and other matters relating to the comprehensive plan. The plan will also recommend methods for implementing plan goals, objectives and other recommendations.

State law requires that long-range recommendations be formulated for the general development of the areas covered by the plan. The law further states that these recommendations may include, but are not limited to:

- The designation of areas of various types of public and private development and use, such as different kinds of residential, business, industrial, agricultural, recreation, public service, floodplain and other areas.
- The designation of a system of transportation facilities.
- The designation of a system of community service facilities, such as parks, forests, schools, playgrounds, public buildings and institutions, hospitals, community centers, waterworks, sewage and waste disposal areas, etc.
- The designation of historical areas.
- An official map, a capital improvement program, established zoning ordinances and a zoning district map.

In addition to meeting the legal requirements for community planning outlined in the Code of Virginia, the comprehensive planning process includes:

- Encouraging citizens to develop a collective vision for the future that promotes the interests of the entire community.
- Identifying, protecting and preserving important features of the built and natural environment that define the character of the community.
- Establishing guidelines and standards for new development and redevelopment to facilitate the continued growth and development of the community.
- Establishing policies and procedures for evaluating short-term actions within the context of long-range goals and objectives.
- Creating a framework for providing an efficient and coordinated system of public services, facilities and utilities to the community.

Planning is a dynamic process of formulating goals, objectives and standards to guide community growth and development. It is important to determine what kind of community the citizens wish to develop and to consult them for their input. In this way, local problems and issues can be identified as well as giving citizens ownership in this process. The comprehensive plan provides guidance in balancing the long-term best public interest of the overall community with the rights of private property owners. The comprehensive plan can help prevent uncoordinated individual actions that may produce undesirable cumulative effects.

## **Using the Comprehensive Plan**

The Clarksville Comprehensive Plan reflects the input and collective best judgment of town residents, elected and appointed officials and Town staff. The Comprehensive Plan provides a framework for achieving long-term community goals, but it is also designed to be flexible enough to respond to changing conditions or unexpected events. Once the Plan has been approved and adopted by the Town Council, it becomes the official public document used to guide decisions on future development. The Town Council and Planning Commission use the plan to evaluate rezoning and subdivision requests, review development proposals, determine road and public facility locations and to develop capital improvement programs and budget recommendations. All policy decisions considered by the Town Council should be evaluated within the context of the Plan. The Planning Commission and Town Council have the responsibility of interpreting the policies and standards contained in the Plan to determine specific location decisions for land uses, public facilities, utilities and roadways. No street or connection to an existing street, park or other public area, public building or public structure, public utility facility or public service corporation facility, whether publicly or privately owned, shall be constructed, established or authorized until its location has been approved by the Planning Commission as being substantially in accordance with the Comprehensive Plan.

The governing body, by majority vote, may overrule the Planning Commission, except for certain exceptions that are noted in Article 3 of Chapter 22 of Title 15.2 of the Code of Virginia.

## **COMMUNITY PROFILE**

### **Location**

The purpose of this section is to place the Town of Clarksville in physical, historical and political perspective. A brief discussion of the Town's location, a review of its historical development, its historic resources, and a description of its governmental structure will be discussed in this section.

The Town of Clarksville was founded in 1818 as a commerce and marketing center for the areas of Southern Virginia and North Central North Carolina. Located near the Virginia-North Carolina state borders, the Town of Clarksville is in the southwest corner of Mecklenburg County, Virginia. It is the only town situated on the banks of Kerr Lake (Bugg's Island), which is a 50,000 acre body of water with over 800 miles of shoreline. U.S. Highway 58, a major east-west link in southern Virginia, passes through the Town. Within one hundred (100) miles of Clarksville is Danville, Lynchburg and Richmond, Virginia; Raleigh, Durham, and Greensboro, North Carolina.

### **Regional Location**

Due to the town's close proximity to many larger cities in Virginia and North Carolina, the potential trade area that can be served from Clarksville may be attractive to prospective businesses and industries to locate to this area. In addition, Clarksville's lakefront location and small town atmosphere can be appealing for retirees or those looking for a summer home.

### **U.S. Highway 58**

As the Town's major transportation link, this highway is of great importance in terms of accessibility and the local economy. The Highway 58 Improvement Project, which upgraded this road to a four-lane highway with a major bypass south of town, has resulted in increased east to west traffic and offers an upgraded transportation system to accommodate potential development in the area.

## **Kerr Lake (Bugg's Island)**

Clarksville's preeminent location, as the only town in Virginia which is located on a lake, makes this area a major tourist destination and has the potential to attract a diverse group of people. This advantage should be maximized. The lake was built and is managed by the U.S. Army Corps of Engineers for the purpose of providing flood storage, power generation and public recreation.

## **Climate**

The Clarksville area has a continental climate characterized by mild winters and warm summers. The average annual temperature is 58 degrees ranging from 47 degrees in January to 90 degrees in July. Precipitation averages 45 inches of rain per year and 6 inches of snow. Clarksville's climate is conducive to agricultural operations, business development and makes it attractive to recreational vacationers as well as those seeking to relocate to this area.

## **Watersheds**

Clarksville withdraws water from Kerr Lake (Bugg's Island) through an intake located on the Business 58 Bridge. The Town has no limit to the amount of water it can withdraw through the existing intake structure. The former Burlington Industries complex, which was recently annexed into the corporate town limits, has an existing water withdrawal and discharge permit offering a significant advantage to prospective industries requiring large quantities of water to support their operations. This abundance of available water is a very valuable economic resource.

Local ground water supplies are generally sufficient in terms of quality for wells serving farm and domestic needs. Because Clarksville utilizes the lake as its source for water, the characteristics of the ground water have little bearing on future water needs. It is important to the Town that the reservoir's water quality and availability be safeguarded for the best interest of the community.

## **Preservation of Small Town Atmosphere**

Despite considerable changes to the community over recent decades, the abiding sentiment of Clarksville citizens has been to preserve the sense of a small town atmosphere. Residents and visitors alike agree that there is a uniqueness to Clarksville, quite unlike any other place they have lived or visited. There is a genuine feeling of friendliness, quaintness and charm that should be preserved.

### **History**

Several hundred years before Sir Walter Raleigh's "Lost Colony" arrived at the Albemarle Sound in 1587, a tribe known as the Occoneechee settled in the area where the rivers now called the Dan and the Staunton merge to become the Roanoke, near the present Town of Clarksville. Living on the three islands at this point in the Roanoke, they built forts and planted orchards. Their island home was situated at the crossroads of several important Indian paths. The Occoneechee thus became a nation of great traders; however, as the English frontier advanced further into Virginia, relations between the settlers and Indians became strained. Finally, in 1676, Nathaniel Bacon, in a power struggle with the Royal Governor, led a group whose mission was to kill or drive away as many Indians as possible. He hoped to gain political favor with anti-Indian colonists and confiscated the Occoneechee valuables. The Occoneechee, damaged to the point that their power and importance as a nation were gone, left the Clarksville area for North Carolina.

In the same area inhabited by the Occoneechee for centuries, more specifically on the south side of the Roanoke just below Occoneechee Island, the Town of Clarksville was formed in 1818. It was laid out on a one hundred acre tract of Clark Royster's adjoining Blue Creek at a ferry landing at this point of the Roanoke. Royster had petitioned the Virginia General Assembly in December 1817 for the establishment of the Town. Although no name was presented on the petition, on the motion of Delegate Mark Alexander, the bill passed the House with a name for the Town attached: Roanoke. However, when the bill establishing the Town finally passed both Houses on January 1, 1818, the Town's name had been changed to Clarksville, honoring Clark Royster, the landowner.

By March 1818, Royster was advertising to sell the lots from a plat of the one hundred acres in the “Petersburg Republican”, describing the new town as:

*“This town will be situated on a high ridge, within two hundred yards of the river, running down to Blue Creek, the mouth of which will be an excellent harbor for boats in high water, and the land is well watered with fine and excellent springs. The Advantages which this town possesses above all others are obvious, being surrounded with a most extensive back country, and a large public road, in the heart of the richest tobacco country in the state of Virginia, and at the junction of two large rivers that are now navigable, and the Roanoke navigation is fast progressing...”*

The sale of the lots occurred on April 24, 1818 and was successful. The following year, a post office was established and by 1871, a bill passed the General Assembly permitting its incorporation. Of the many towns founded along the Roanoke River during this era; Springfield, Haskington, Tazewell, Whitby- only Clarksville has survived.

Clarksville not only survived but prospered. The tobacco industry and the Roanoke navigation business stimulated growth in Clarksville’s population and economy. By 1834, there were fourteen houses, nine stores and a shoe manufacturer in the Town. The Clarksville Manufacturing Company was incorporated by the General Assembly in 1837 and produced cotton, wool, hemp, flax and silk. By the 1850’s there were two coach and one farm wagon factories in Clarksville. Various newspapers serving the county operated out of Clarksville over the years, the earliest being the “Clarksville Herald”, which began in 1846. Tobacco production grew rapidly. Two tobacco factories (Robert H. Moss’s and Charles Geoghegan’s) and two tobacco warehouses (Royster’s and Venable’s) operated in Clarksville during the 1840’s and 1850’s, ranking the Town as one of the five largest tobacco inspection towns in the state. Consequently, Clarksville became the largest town in Mecklenburg in 1845, having grown from two hundred people in 1834 to one thousand in 1845.

With the advent of the Civil War, the tobacco industry, along with other non-essential industries, closed down. Various companies were organized by Clarksville residents to fight for the Confederacy. Yet, Clarksville was still active economically. A leather shop was operated in the Town during the war, as were ordinance shops that manufactured cannon balls.

After the Civil War, the tobacco industry in Clarksville slowly revived. The industry's product changed from packed tobacco to loose-leaf tobacco and, eventually, flue-cured tobacco. Several warehouses opened in the community. Although a fire in April of 1893 destroyed much of the downtown area, Clarksville has maintained the longest continuous flue-cured tobacco market in history.

The most important event to affect the community in recent history was the damming of the Roanoke River, creating the Kerr Lake (Bugg's Island). The primary reason for the dam was to control the river's frequent severe flooding. Historically, the Roanoke has been subjected to flooding. The Indians named it Moratuc or "River of Death". After its worst flood in recorded history in 1940, action was taken towards dam construction, with the John H. Kerr Dam being completed in 1952. An important by-product of the dam has been its generation of hydroelectric power. Covering approximately fifteen (15) percent of Mecklenburg County (including most of Clarksville below 2<sup>nd</sup> Street and all of Occoneechee Island), Kerr Lake (Bugg's Island) has become a major recreational asset, particularly to the Clarksville community.

(Primary source: Life by the Roaring Roanoke, 1977, by Susan Bracey)

Further information provided in the Virginia Department of Historic Resources application (VDHR ID No. 192-0121- see Appendix B) that established the Clarksville Historic District reads as follows:

"The town of Clarksville was laid out in 1818 as a standard series of 21 blocks organized around an orthogonal grid of streets. Each square block contained eight, half-acre lots. The town's main thoroughfare, Virginia Street, as it was originally named, was laid out to be 80 feet wide, while the five streets that ran parallel to Virginia (East, Commerce, Caroline, Market and West) were laid out to be 60- feet wide, and each of the numbered streets (1st, 2nd, 3rd, 4th and 5<sup>th</sup>) that ran north-south were 45 feet wide. In the 19<sup>th</sup> century, when the town expanded, four additional numbered streets, 6<sup>th</sup> through 9<sup>th</sup>, were laid out; they were each made 60 feet wide. The town has retained most of its original block pattern along with the late 19<sup>th</sup> century expansion blocks. However, Clarksville's topography prevented the town from fully extending several of its streets. The historic district includes the western portion of the original town grid (much of the eastern half was inundated when the reservoir was filled), along with large portions of its western extension that were made in the late 19<sup>th</sup> century. In addition, the district includes an area north of the original town grid along 3<sup>rd</sup>, 4<sup>th</sup>, 5<sup>th</sup> Streets and Rose Hill

Avenue. Starting in the 1840's, this area developed into an exclusive residential district. “

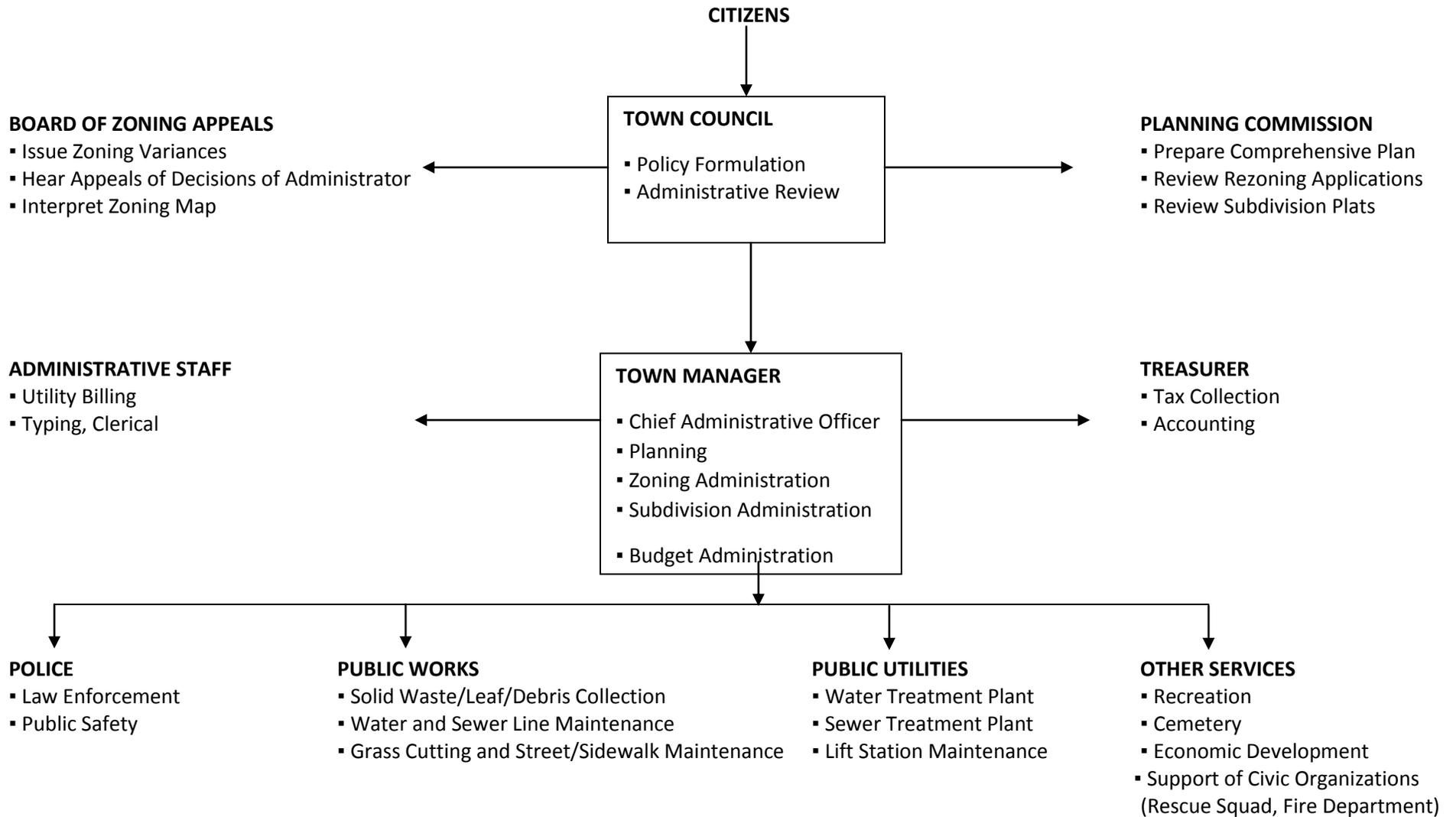
### **Town Government**

Because the Town's provision of basic services is dependent on local taxes, efficiency and effectiveness are crucial to the maintenance of existing levels of service and current tax rates. A detailed assessment of community facilities and services should be a practical component of any plan. Since Town residents also pay county taxes, Clarksville's relationship with Mecklenburg County, particularly in terms of county services provided, should be reviewed frequently. Unlike cities, which are separate governmental entities, a town is part of the county. Town residents pay county taxes and as a result receive county services. Town residents benefit from public schools, health services, assistance from the Sheriff's department and solid waste removal.

The Town of Clarksville is one of six incorporated towns in Mecklenburg County. The government of Clarksville is under the direction of a mayor and a six member Town council elected by the Town voters. The Mayor is elected for a two-year term of office and the other members are elected for overlapping four-year terms. A Vice-Mayor is selected by vote of Council from one of the six members of Council.

Clarksville operates under the Town Manager form of government. The council appoints a Town Manager who assumes administrative authority for Town operations. The Town Manager supervises the provision of the Town's basic services: law enforcement, refuse collection, water and waste water treatment, street maintenance and recreation. The Town Manager also has specific duties for zoning / subdivision ordinances, budgets and personnel administration. Chart 1, on the following page, represents a schematic representation of Clarksville's government structure.

**Chart 1 – Town Governmental Structure**



## **HISTORIC RESOURCES & PRESERVATION**

### **Background**

Clarksville has a rich heritage and an array of historic resources and preservation of these resources will help to provide cultural, educational and economic benefits. The goals of a preservation program for Clarksville should include the reuse of historic buildings in the downtown area, restoration for promoting tourism, and the continued effort for maintaining property values.

Historic resources within a community are assets that too often get ignored. Such resources can lend variety, scale and dignity to a community and create a feeling of permanence. Historic resources are of educational value and can encourage an appreciation of local heritage by serving as physical reminders of the people who settled and worked in the area. In this sense, Clarksville's buildings and landmarks serve as a link to our cultural and social heritage of the past and can help give direction to our future.

Clarksville should identify those buildings and sites where important historic events occurred or buildings which are either architecturally unique or significant in local traditions. These buildings and sites should be preserved as part of our heritage.

### **Clarksville Historic District**

In 2002, the Clarksville Historic District was established on the National Register of Historic Places by the Virginia Department of Historic Resources under VDHR ID No. 192-0121(Appendix B). All are buildings ranging from those of distinct architectural merit to those less architecturally significant, but are associated with a notable person or event. Of particular importance is Prestwoud, located near the Town, which is on the National Register of Historic Places. An excerpt from the 2002 application reads as follows:

“The district encompasses approximately 109 acres of the Town’s historic core. There are 195 buildings located within the district boundaries. Approximately 150 of these are dwellings; the rest are commercial or institutional in nature. Of these, 171 contribute to the historic and architectural significance of the historic district, and 24 do not. Two residential properties are currently listed as individual properties on the National Register of Historic Places. In addition, the district incorporates two contributing archaeological sites and one contributing structure. All three are located on the National Register listed as Clark Royster House property. The Town’s main street, Virginia Avenue, exhibits a representative collection of late 19<sup>th</sup> century and early 20<sup>th</sup> century commercial styles. Clarksville’s residential buildings also display a well-preserved and diverse compilation of building forms, construction materials, and architectural styles that include examples of the early founding of the Town to the end of the period of significance in 1952. The Town’s domestic architecture includes excellent examples of several popular national styles, along with many examples of local, vernacular building forms.”

As noted, Clarksville has a variety of historic resources worthy of attention. If the long term economic, cultural and educational benefits of these local historic resources are to be gained, preservation activities must be addressed in the comprehensive planning process.

**GOAL: Maintain and enhance Clarksville’s Historic District**

- Maintain a list of historic structures and sites and revise as needed.
- Continue the use of a plaque system to designate structures of community interest and importance.
- Encourage the continued maintenance of historic structures.
- Establish a Clarksville Historic District Committee to work with town residents, businesses and civic organizations to promote and document the area’s history and character.
- Continue to improve and enhance the walking tour of Clarksville’s historic area.

**GOAL: Maintain the downtown historic business district**

- Clarksville’s downtown historic business district should be the focal point for retail and cultural activities for residents and visitors.
- Establish an architectural board for the historic business district to encourage maintenance of buildings and develop codes to ensure that existing buildings, as well as new construction complement the downtown business district.
- Encourage the mixed use of existing multi-storied downtown commercial buildings with commercial use on the ground floor combined with residential use on the upper floors to further enhance the business district.
- Work with the county building inspectors to insure that appropriate building codes are maintained.
- Determine the availability of tax credits or other incentives available for renovation efforts.
- Town officials should consider establishing incentive options to promote the use of vacated buildings in the downtown business district. The possible use of a progressive vacancy tax to encourage owners to be more active in seeking potential lessees might be considered by Town Officials.
- Make improvements to the Town’s municipal dock and promote it as an attractive “gateway” into the business district.
- Construct a permanent “pocket park” on the property at the corner of Virginia Avenue and 4th Street which can serve as a focal point for residents and visitors to gather. Signage should be included which could detail the history of Clarksville and promote areas of interest for tourism.
- Town officials should explore the feasibility of more public parking to support the downtown business district.

## POPULATION

A community's health and vitality is determined by the characteristics of its existing population and the ability to attract new residents. Availability, cost, and condition of the housing stock also are major factors in helping to determine the composition of the community's population. Clarksville's housing stock is a prime asset in ensuring the future vitality of the community.

This section includes a survey and analysis of the characteristics of the people residing in the Town of Clarksville. An understanding of the past, present and projected population serves as the basis for community planning. Population trends affect land use, housing, community facilities and so on. Certainly the future needs for a population that is mostly young would be significantly different than for one which was much older. Various aspects of Clarksville's human resources – its population – have been studied.

### Population Data & Trends

The region in which the town of Clarksville is located is part of the Southside Planning District, which includes the counties of Mecklenburg, Brunswick and Halifax. Although the region experienced an 8.2 percent increase in population between 1990 and 2000, the overall trend has been a loss of population since 1950 for the counties comprising the Southside Planning District as shown in Chart 2 below. The 2010 Census reflected a loss of 1,752 persons in the region since the year 2000; however, Mecklenburg County has registered an increase in population over the past two decades, as seen in Chart 3. According to the 2010 Census, Mecklenburg County gained 347 persons since the 2000 Census. Every town in Mecklenburg County, with the exception of South Hill, lost population during this same period (See Chart 4); thus supporting the conclusion that the areas around the perimeters of the town are growing faster than the towns.

**Chart 2 - Southside Population**

Year	1950	1960	1970	1980	1990	2000	2010
Population	95,075	88,818	82,563	82,768	81,466	88,154	86,402
Change		-6,257	-6,255	-2,863	-1,302	+6,688	-1,752
% Change		-6.58%	-7.04%	-3.47%	-1.57%	+8.21%	-2.0%

Source: 1950, 1960, 1970, 1980, 1990, 2000, & 2010 U.S. Census of Population  
Comprehensive Economic Development Strategy, June 2007, Southside Planning District

As shown in Chart 3 below, while Mecklenburg County’s population increased 1.1 percent during the 10-year period from 2000 to 2010, the population is still below the population level of 1950.

**Chart 3 - Mecklenburg County Population**

Year	1950	1960	1970	1980	1990	2000	2010
Population	33,497	31,428	29,426	29,444	29,241	32,380	32,727
Change		-2,069	-2,002	+18	-203	+3,139	347
% Change		-6.18%	-6.37%	+.06%	-.07%	+10.73	1.1%

Source: 1950, 1960, 1970, 1980, 1990, 2000 & 2010 U.S. Census of Population

Chart 4 shows that the non-Clarksville portion of population has been increasing as a percentage of total county population. The unincorporated areas of the county grew from 20,337 in 1990 to 23,119 in 2000 and to 23,552 in 2010. Since 1980 the population of Clarksville as a percentage of total county population has declined, as shown in Chart 5. The recent Clarksville Annexation, which became effective January 1, 2014, will add approximately 92 more persons to the 2010 population count for Clarksville. Even with this addition, the current population of Clarksville falls below each of the decade counts for 1980, 1990 and 2000.

**Chart 4 – County/Town Populations of Mecklenburg County**

	1960		1970		1980		1990		2000		2010	
	Pop	%										
Total Population	31,428	100.0%	29,246	100.0%	29,444	100.0%	29,241	100.0%	32,380	100.0%	32,727	100.0%
Boydton	449	1.4%	541	1.8%	486	1.7%	453	1.5%	454	1.4%	431	1.3%
Chase City	3,207	10.2%	2,909	9.9%	2,749	9.3%	2,442	8.4%	2,457	7.6%	2,351	7.2%
Clarksville	1,530	4.9%	1,641	5.6%	1,468	5.0%	1,243	4.3%	1,329	4.1%	1,139	3.5%
La Crosse	726	2.3%	674	2.3%	734	2.5%	549	1.9%	618	1.9%	604	1.8%
South Hill	2,569	8.2%	3,858	13.2%	4,347	14.8%	4,217	14.4%	4,403	13.6%	4,650	14.2%
Remainder of County	22,947	73.0%	19,623	67.1%	19,660	66.8%	20,337	69.5%	23,119	71.4%	23,552	72.0%

The small part of Brodnax that falls inside Mecklenburg County is counted with Remainder of County

Source: 1950, 1960, 1970, 1980, 1990, 2000, & 2010 U.S. Census of Population

In order to reverse the trend of losing population, the Town of Clarksville must develop strategies to market the advantages of small town living. These strategies

should include an emphasis on Clarksville’s unique position as the only town located on Kerr Lake (Bugg’s Island). Projections of anticipated growth must be studied carefully.

By definition, a projection is a conditional forecast of the future. Because it is impossible to foresee the future, this forecast must be based on an extension of past relationships considered to have future importance for the measures being projected. Since projections of county population are available (town projections are not), and there is a historical trend towards geographical concentration of people within the county that is expected to continue, the relationship of town to total county population can provide the basis for projecting Clarksville’s future growth.

Chart 5 presents the Town of Clarksville’s historical growth and the percent Town population was of the County’s total population.

**Chart 5 - Clarksville Growth Trends**

Year	Population	% of County
1950	1,035	3.0
1960	1,530	4.9
1970	1,641	5.6
1980	1,468	5.0
1990	1,243	4.3
2000	1,329	4.3
2010	1,139	3.5

Source: 1950, 1960, 1970, 1980, 1990, 2000, and 2010 U.S. Census of Population

Clarksville’s population grew rather quickly between 1950 and 1970 and then declined overall between 1980 and 2010. The ratio of Town population to county population also followed this same growth trend. However, current population is still below that of the 1960 count.

The projected population growth presented in Chart 6 should prove helpful in estimating and planning for future community development. However, population projections must be used with caution. Because they rely heavily on the extension of historical relationships into the future, unforeseen factors may alter such trends. For example, a new large industry could locate nearby, thereby stimulating in-migration. A recession, on the other hand, could adversely affect local business and thus cause stagnation or decline. Prevailing economic conditions obviously affect whether the Town gains or loses population.

**Chart 6 - Population Projections**

	Census				Virginia Employment Commission Projections			% Change
	1980	1990	2000	2010	2020	2030	2040	2010-2040
Virginia	5,346,812	6,187,358	7,078,515	8,001,024	8,811,512	9,645,281	10,530,228	31.6%
Southside PD	82,768	81,258	88,154	86,402	85,838	85,594	85,447	-1.11%
Mecklenburg County	29,444	29,241	32,380	32,727	32,877	32,968	33,037	0.95%
Clarksville	1,468	1,243	1,329	1,139	Not available	Not available	Not available	Not available

Source: 1980, 1990, 2000, and 2010 U.S. Census of Population, and Weldon Cooper Center for Public Service. Weldon Cooper does not publish projections for localities with a population of less than 5,000.

Chart 6 above shows the population projections that were available at the time this study was conducted. These estimates were generated by Weldon-Cooper, which serves as the official source of projections for Virginia. Weldon-Cooper projects 30 year estimates for the state of Virginia, the Southside Planning District, and Mecklenburg County. However, they do not project estimates at the town level. This section of the Comprehensive Plan will therefore need to be updated as projections become available for Clarksville and the other towns.

Perhaps a more realistic picture can be drawn from Chart 7:

**Chart 7 –Population Estimates**

Data Source	Date	Clarksville	Mecklenburg County	Southside PD	Virginia
U.S. Decennial Census of Population	4/1/1980	1,468	29,444	82,768	5,346,812
	4/1/1990	1,243	29,241	81,466	6,187,358
	4/1/2000	1,329	32,380	88,154	7,078,515
	4/1/2010	1,139	32,727	86,402	8,001,024
U.S. Census Estimates	7/1/2010	1,139	32,705	86,282	8,024,417
	7/1/2011	1,138	32,618	85,787	8,105,850
	7/1/2012	1,137	31,806	84,673	8,186,628
	7/1/2013	1,130	31,426	83,800	8,260,405
Weldon Cooper / VEC (Published 1/27/15)	7/1/2010	No estimates are created by Weldon Cooper for towns.	32,727	86,338	8,025,514
	7/1/2011		32,936	86,520	8,096,604
	7/1/2012		32,173	85,810	8,185,867
	7/1/2013		31,980	85,329	8,260,405
	7/1/2014		32,052	85,465	8,326,289

Source: Source: 1980, 1990, 2000, and 2010 U.S. Census of Population, Weldon Cooper Center for Public Service, and the U.S. Census Estimates Program

**Chart 7-A – Population Grouped by Age**

Age Group	Clarksville			Mecklenburg County		
	2000	2010	% Change	2000	2010	% Change
17 and under	269	170	-36.8%	6,984	6,376	-8.7%
18 to 24	74	80	8.1%	2,321	2,374	2.3%
25 to 44	317	220	-30.6%	8,874	7,231	-18.5%
45 to 64	333	359	7.8%	8,425	9,962	18.2%
65 and older	336	310	-7.7%	5,776	6,784	17.5%
Total Population	1,329	1,139	-14.3%	32,380	32,727	1.1%

Source: 2000 and 2010 U.S. Census of Population

To avoid over-dependence on these statistical population increases, they should be periodically adjusted to reflect the impact of future events and the availability of more up-to-date data. An appropriate time for this would be during the comprehensive plan's annual review.

In addition to stagnant population growth Clarksville is, to a large degree, a retirement community. Our location on Kerr Lake (Bugg's Island) attracts more retirees than working age residents. According to the 2010 Census, Clarksville's total population was 1,139. Of that, 12.8 percent are below the age of 15 and 27.2 percent are 65 or older. The median age was 51.5 compared to 33.8 in 1970. With the decline of school age children noted above, the labor force in the area is shrinking and the median age will increase. These have important implications for the Town and the area. The Town needs to address these issues by planning a strategy to change this trend. While this is clearly a weakness, the Town has certain strengths that can enable it to prosper in the future. This manifests itself on two fronts. First, its natural attributes make it a very desirable location for retirees, many of whom come with significant resources. At the same time, the implications for commercial growth from companies seeking desirable locations for their employees will also find the area attractive. The natural beauty, friendly atmosphere, recreational opportunities, and an improved highway system, all will serve the Town well in the future. Clarksville is an attractive place to raise a family. The absence of the congestion found in most urban corridors, along with easy access to these centers due to improved highways, all bode well for the future population in the area.

## **Significance for Planning**

An understanding of the past, present and projected population serves as a basis for community planning. Because population trends affect the use of land, housing, community services, etc., population information is helpful in determining the direction of community development. Within this section, several issues of importance to Clarksville's future were revealed. These factors should be emphasized so that they can be addressed during the formulation of goals and objectives and the plan itself.

**GOAL: The Town should continue to develop an appeal to residents of all ages.**

- The Town must become self-reliant for its financial well-being. This involves developing strategies to market the advantages of small town living and attracting more people to the area.
- Town officials should ensure that Clarksville remains an attractive, comfortable, and safe place to live through the provision of public services and maintenance activities.
- Town officials should keep zoning ordinances in place that prevent residential growth in industrial areas and restrict it to special use provisions in business areas.
- Zoning, within the Town limits, should allow land to be utilized for its highest and best use.
- The Town should maintain its Subdivision Ordinance in order to ensure attractive housing developments.

## **HOUSING & NEIGHBORHOODS**

Clarksville's residential housing and neighborhoods are uniquely situated on and around Kerr Lake (Bugg's Island), in the Downtown Business District and adjacent neighborhoods located throughout the town limits. This development pattern continues to be reflected with the recently annexed residential areas which include properties located on the lake and in subdivisions within the town's limits. The look and feel of a small quaint historic town are characteristics that make Clarksville so unique and appealing to its residents and visitors and should be maintained.

There is a mixture of established neighborhoods where the majority of lots have been developed and some areas where parcels are still available for development. These neighborhoods are comprised of permanent residents as well as seasonal or second home residents. Clarksville seeks to maintain this mix and will actively work to encourage and protect opportunities for permanent residential neighborhoods to continue to grow.

Total residential housing units in Clarksville, as of the 2010 census, were 768, with 581 serving as family households. According to the 2010 census, total housing units in Town have increased as compared to the 2000 census data; however, vacant housing units and part-time residential units have shown increases since the 2000 census. There are eight (8) subdivisions located in the town limits with a total of 122 parcels of land that are available for development. Some of these subdivisions have shown little development activity in recent times. Clarksville's multifamily housing units include the Moorings Condominiums, the Terraces townhouses, the Marina Cove town homes, the Springfield town homes, the Walnut Cove Apartments, the Colonial Apartments and the Lakewood Apartments. Housing for retirees and elderly citizens in the form of townhouses, condominiums or patio homes need to be considered from a development perspective due to the fact that our population is aging. Many retirees are seeking a simpler lifestyle, one that eliminates the responsibility of maintaining a single-family residence and a large yard.

Clarksville should encourage a diversity of housing types and price ranges. A variety of quality housing options can favorably influence or impede future social and economic well-being. Availability of quality housing can be influential for companies deciding to locate to this area. There is an increased demand for rental housing as the result of on- going major construction projects around the area

which is attracting temporary residents. This demand needs to be closely monitored to determine if additional rental housing needs to be pursued. Although the quality of housing conditions in the Town compares favorably to that of the surrounding county, there are still a number of housing problems which, if not given immediate attention, have the potential of worsening.

While new home construction in the town limits has not been a major factor in recent years, renovations to existing properties appear to be on the increase, especially in the downtown areas which are accessible to the lake. A review of housing occupancy noted in the 2010 U.S. Census, indicated that there has been a shift in the housing unit occupancy mix as compared to the 2000 U.S. Census. There appears to be more vacant housing units, less family households, and an increase in renter-occupied housing units.

Included at the end of this section are housing unit comparisons for the 2010 census as compared with the 2000 time period. It should be noted that this data does not reflect the 2014 Boundary Adjustment impact on these numbers.

**GOALS: Clarksville neighborhoods should be maintained and enhanced to provide a safe and healthy environment for residents.**

- Town zoning provisions should permit a diversity of housing configurations to encourage a variety of dwelling types.
- Town officials should identify housing units that are in either disrepair or decline and work toward renovations that are cost effective and efficient.
- The Town should enforce property maintenance ordinances to ensure that unsightly and poorly maintained properties are cleaned up.
- Property owners of abandoned housing should be advised that failure to bring these units to acceptable living standards after a certain period of time, may be subject to having these homes condemned and subsequently removed at the owner's expense.
- Town officials should pursue avenues of financial assistance to develop and implement a comprehensive improvement program for substandard residential structures. The Town should seek available Community Development Block Grants (CBDG's), as well as other sources, to upgrade these properties as well as streets, sidewalks and curbs.
- New structures in existing neighborhoods should complement the architectural qualities of existing housing.

**GOALS: Town officials and the Planning Commission should ensure that zoning ordinances reflect the highest and best use of the properties based on the suitability for such development.**

- Maintain a proper balance of land available for residential, commercial, and industrial development and ensure that no encroachments are allowed without proper approval.
- Allocate suitable areas for desirable low, medium, and high-density residential development.
- Although the Town has no authority to determine or require a particular design or construction of buildings, residential or commercial, beyond the requirements of the Zoning Ordinances, it is recommended that the Zoning Administrator and Planning Commission make recommendations to builders and developers to consider the utilization of Cluster and Residential Development (PRD) concepts in subdivisions in order to preserve the natural beauty of the area.
- Encourage the development of assisted living facilities for residents who need some daily support but are not in need of a nursing home facility.

**Chart 8 – Clarksville Housing Occupancy**

2010							
Total housing units 768 (100%)							
Occupied housing units 581 (75.7%)				Vacant housing units 187 (24.3%)			
Owner occupied 375 (48.8%)	Renter occupied 206 (26.8%)	For rent only 21 (2.7%)	Rented, but not occupied 0 (0%)	For sale only 20 (2.6%)	Sold, but not occupied 8 (1.0%)	Seasonal, recreational, or occasional use 90 (11.7%)	Other vacant 48 (6.3%)
2000							
Total housing units 753 (100%)							
Occupied housing units 641 (85.1%)				Vacant housing units 112 (14.9%)			
Owner occupied 455 (60.4%)	Renter occupied 186 (24.7%)	For rent only 16 (2.1%)	For sale only 30 (4.0%)	Rented or sold, but not occupied 5 (0.6%)	Seasonal, recreational, or occasional use 27 (3.6%)	Other vacant 34 (4.5%)	

**Chart 9 – Clarksville Households by Type**

2010								
Total households 581 (100%)								
Family households 314 (54.0%)					Non-family households 267 (46%)			
Husband-wife family 230 (39.6%)		Male householder, no wife present 20 (3.4%)		Fem. householder, no husb. present 64 (11.0%)		Householder lives alone 250 (43.0%)		Householder living with other non-relative 17 (2.9%)
With own child. < 18 55 (9.5%)	w/o own child. <18 175 (30.1%)	With own child. < 18 7 (1.2%)	w/o own child. <18 13 (2.2%)	With own child. < 18 26 (4.5%)	w/o own child. <18 38 (6.5%)	And is 65 or older 131 (22.5%)	And is 15-64 119 (20.5%)	Householder living with other non-relative 17 (2.9%)
2000								
Total households 641 (100%)								
Family households 380 (59.3%)					Non-family households 261 (40.7%)			
Husband-wife family 289 (45.0%)		Male householder, no wife present 19 (3.0%)		Fem. householder, no husb. present 72 (11.2%)		Householder lives alone 241 (37.6%)		Householder living with other non-relative 20 (3.1%)
With own child. < 18 90 (14.0%)	w/o own child. <18 199 (31.0%)	Male householder, no wife present 19 (3.0%)	With own child. < 18 40 (6.2%)	w/o own child. <18 32 (5.0%)	And is 65 or older 131 (20.4%)	And is 15-64 110 (17.2%)	Householder living with other non-relative 20 (3.1%)	

Number of Households with...		
	Individuals under 18	Individuals 65 and older
2010	99 (17.0%)	242 (41.2%)
2000	159 (24.8%)	259 (40.4%)

Source: 2000 and 2010 U.S. Census

## **PUBLIC SERVICES, INFRASTRUCTURE AND ENVIROMENT**

### **Background**

Public services and facilities help determine residents' quality of life. Public services add to residents' convenience and safety and help make the community a desirable place to live and work. The provision of various services, especially public water and waste water systems, is a key distinction between rural and urban environments. Affordable high-speed internet access has become a very important service and is available in the area. These services promote efficient use of available land and help attract commerce and industry.

### **Public Utilities and Infrastructure**

The Town of Clarksville owns and operates a water treatment and distribution system located at 104 2<sup>nd</sup> Street. It was built in 1952 and contains 10,000 square feet of space. Clarksville currently services approximately 1,200 residents in Town and 31 residences and 20 businesses outside the Town limits. There are a total of 573 residential connections within the Town and 116 business connections. Eleven residential units within the Town limits are not on the Town water system.

Having completed a major renovation of the water treatment facility in 2006, the Town has the capability to treat and disburse 1 million gallons of water on a daily basis. The current average daily flow is 240,000 gallons a day. All water is obtained from the Kerr Lake Reservoir and treated in a conventional water plant. The system has three storage tanks: Woodland Drive with a 250,000 thousand gallon capacity; Burlington Drive with a 350,000 gallon capacity; Commerce Drive with a 300,000 gallon capacity. There are 15.06 miles of water line in Town with 3.34 miles in outlying areas. The treatment facility is staffed by three full time employees. Maintenance and meter readings are performed by Town employees.

The Town of Clarksville also owns and operates a waste treatment facility located on the corner of East & 3rd Street. The facility was built in 1952 and has 4,000 square feet. It uses a trickling filter system. A major renovation was completed in 1994. It has an approved daily capacity of 550,000 gallons and treats an average of 285,000 gallons per day. There are 21.54 miles of Town-owned collection lines

within the system with 8.74 miles of line lying outside Town limits. There are a total of 438 sewer connections with 59 lying outside Town. Perfect Point, a small subdivision on Oak View Drive, is the only location in Town not currently connected to Town sewer lines since they had septic tanks in place when they were taken into Town limits. The Town of Clarksville will extend sewer service to the residents of Perfect Point through a grant/loan from Rural Development, which is part of the Sewer Improvement Project, as described in the Capital Improvement Section.

**GOAL: Maintain Infrastructure for all Town neighborhoods.**

- The Town should monitor closely the demand for water services and ensure that sufficient capacity is available to meet current and future residential, commercial and industrial needs.
- The Town should continue its program of water line replacement and upgrades to improve the efficiency and reliability of the system.
- The age and condition of significant sections of water and sewer lines is of great concern. A number of sections of line will need to be replaced or rehabbed as soon as funds become available.
- Solid waste collection and disposal should continue as a Town service to residents and businesses.

**Electricity & Natural Gas**

Dominion Virginia Power provides electric service to most residential, commercial and industrial customers in Clarksville and the surrounding vicinity. Mecklenburg Electric also has some service territory in the immediate area. Natural gas service is not available. However, propane and fuel oil are available through a variety of local, private distributors.

As discussed in the Economic Development section, the three-way electric power system that provides the required power redundancy for the new company, HP, is one of a few systems in the entire country with this capability. The three sources for this electricity are Dominion Power, Mecklenburg Electric and the Mecklenburg Cogeneration Plant. In order to provide complete redundancy with their service line, Dominion Virginia Power has installed a new 120-kv line through Clarksville. This new line allows Dominion to provide power to Clarksville from multiple directions which provides additional reliability. High-

tech companies, like HP, which provide services that are dependent on having uninterrupted power available at all times, would be able to locate only in areas having such capabilities, making Clarksville a prime location and one of a limited number in the country.

### **Solid Waste Collection**

The Town provides curbside collection of solid waste to in-town residents and commercial subscribers for a monthly fee. Refuse is deposited in the Regional Landfill.

### **Police & Emergency Services**

Clarksville's police force is comprised of a Chief of Police and six full-time officers and one administrative assistant. The Chief of Police reports to the Town Manager.

The police force provides coverage 7 days a week and 24 hours a day. One officer serves full-time on the Southside Drug Task Force. These officers have the use of seven police vehicles for patrol duties. The police office is located at 914D Virginia Avenue in the Clarksville Crossing Shopping Center.

The Fire Department is comprised of 32+ volunteers. It occupies a privately owned building at 1008 Virginia Avenue which was erected in 1993. It contains 8 bays (4 double bays). The equipment is adequate although aging. The Fire Department receives some financial support from the Town, Mecklenburg County and the balance of its budget is garnered from fundraisers. Fire Department personnel are dedicated and committed and often go beyond the call of duty in offering assistance to residents. However, there is a definite need for additional volunteers, especially during the daytime. Response time is generally between 5 – 10 minutes.

The Rescue Squad is housed in a privately owned building located on Burlington Drive. There are five full-time and six part-time personnel and 15+ volunteers, with a full time person on duty 24/7. The Rescue Squad answers about 1,300 calls each year with two Advanced Life Support ambulances. They are self-supporting, receiving some funding from the County and the Town of Clarksville.

**GOAL: Operate and maintain a Police Department, Fire Department and Rescue Squad sufficiently manned to meet the needs of the current population and any anticipated growth.**

- Town officials should work with the Police Department, Volunteer Fire Department and Rescue Squad to ensure that all residents continue to receive quality police, fire, and rescue services.
- Town officials should monitor regularly the volunteer fire and rescue squads and offer technical and financial assistance as needed to ensure that these vital services meet state requirements and residents' needs. Future population growth and development may place a strain on the all-volunteer departments and staffing levels should be monitored to ensure that services are available when needed.
- Town officials should continue to provide police services to its residents on a 24-hour basis. Officers should continue to exceed the minimum training requirements mandated by the state.
- Town officials should ensure that officers are provided with vehicles and other equipment necessary to meet job demands.

**Health Facilities**

Clarksville currently has two family care practices; one is affiliated with Sentara Halifax Regional Hospital in South Boston; the other is affiliated with VCU Community Memorial Hospital in South Hill. Both hospitals are within 30 minutes of The Town. There are two other regional hospitals within 50 miles of Clarksville: Maria Parham Hospital in Henderson, N.C., and Granville Medical Center located in Oxford, N. C.

Major medical institutions located in close proximity to Clarksville are Duke University Hospital, Durham, N.C., University of North Carolina Hospital, Chapel Hill, N.C., Wake Medical Center and Rex Hospital, Raleigh N.C.

The MeadowView Terrace Nursing Home began operations in January 2001 and is a certified Medicare and Medicaid facility. It provides short term rehabilitation and medical services as well as long term care. MeadowView currently houses 150 beds with plans to add an additional 18 beds. The occupancy rate for this facility is

at or above 96% and in many situations requires a waiting period for admission. This facility has 2 secured units for dementia and Alzheimer patients (32 beds) and also provides hospice care through the Sentara Regional Medical Center. This facility currently has 160 employees

There is one practicing dentist in Clarksville. There are currently no Optometrists, Opticians or Chiropractors.

### **Educational Facilities**

The children of Clarksville attend Clarksville Elementary School, Bluestone Middle School and Bluestone Senior High School. These schools are owned by the County of Mecklenburg and operated by the Mecklenburg County School Board.

Although the schools are the responsibility of the County, the quality of the public education and facilities are important to the Town. Our students receive an excellent education, enabling them to compete favorably in college and the business world. However, the school buildings and facilities, based on the input from citizens and business leaders, are substandard. Companies and employees considering locating to the area often get a negative impression from the outdated school buildings resulting in their favoring other communities. Town Officials and business leaders should provide support and encouragement to the County Supervisors and School Board in an effort to upgrade these important facilities.

### **Library Services**

The Burnett Library and Learning Center, formerly known as The Clarksville Area Public Library, was recently renovated and expanded into an adjacent building in 2014. The new name of the facility is in honor of the numerous contributions made by John Benjamin “Benjy” Burnett, Jr. and Joan Andrews Burnett over a period of several decades to the Clarksville community. The Clarksville Area Public Library formally opened on April 8, 1973, moving to its present location in 1986 and expanding initially in 1991. It is located in a Town-owned building at 914 Virginia Avenue and operated by the Southside Regional Library System. It provides the main library service to the Town. The library is heavily utilized. Annual visits have averaged 34,608 per year for the last 5 years, with an average of 64,252 books checked out per year over the same period.

## **Public Recreation**

Robbins Park and Shaver Field are located on Woodland Drive and are home to the Dixie Youth Softball and Baseball Leagues. The Town owns and maintains Robbins Park. The Dixie Youth Organization owns Shaver Field. Clarksville has a successful Dixie Youth League that has held numerous District and State Tournaments in recent years. The Dixie Youth league has 13 teams, ages 4 to 12, and 4 Dixie Boys & Majors teams, ages 13 to 19. They also have a Dixie Softball League, ages 4 to 18. They have a total of 30 teams with approximately 300 participants.

The Mecklenburg County YMCA, Clarksville Branch moved from 914 Virginia Avenue into the newly constructed Clarksville Enrichment Complex when it was completed in May of 2010. The Complex is located at 1567 Noblin Farm Road. The Mecklenburg County YMCA, Clarksville Branch has been in operation since 1985 and offers gymnastics, basketball, volleyball, and soccer. It also provides programs for seniors and handicapped; i.e., yoga, aerobics, games, and classes. Currently there are more than 1,000+ members and growing.

Founded in April 2005, the Mecklenburg County Community Services Corporation (MCCSC) is a 501(c) (3) *nonprofit* organization. It is a small group of dedicated volunteers whose mission is to develop and maintain a modern, environmentally conscious, state-of-the-art cultural, athletic and educational facility for the greater Clarksville region. Completed in June 2010, the current 15,000 square foot facility is situated on 10 acres on Noblin Farm Road. It is home to the Clarksville YMCA, the Southside Virginia Community College, the Lake Country Distance Education Center and the J.H. Yancey Soccer Complex.

In 2013, the MCCSC conducted a study to determine the feasibility of expanding the facility by building:

- A family oriented aquatic center for competition, recreation, exercise and education.
- A large open floor space multi-purpose facility for commercial specialty events, (tradeshows, expositions, conferences or job fairs) athletic events, recreation and exercise on two regulation basketball courts.

- An indoor walking track and a fitness area with multi-discipline strength machines, a variety of cardiovascular equipment, free weights, dedicated spaces for spin classes, yoga, Zumba, martial arts and aerobics.
- Repurposing or remodeling the youth and child care center, the commercial kitchen, the fitness area and the lobby in the existing facility.

The community equally supported building either the aquatic facility, the multi-purpose facility or both. As a major first step, the MCCSC has acquired the adjacent 25 acres of land bringing the total site to 35 acres. This additional space will provide for future regional growth and development on a multi-use site that will offer programs in arts, aquatics, fitness, workforce development and life-long learning. It will also serve as an incentive for economic development and promote healthy lifestyles for all. The MCCSC is moving forward and has begun detailed planning for the design, cost and funding of this larger facility. A determination of implementing this plan may require three to seven years

Occoneechee State Park (OSP) is located on the shore of Kerr Lake (Bugg's Island) at Highway 58 East. The park features 20 miles of trails for hiking, biking and horseback riding that allow the guest to experience the history of the Occoneechee Indians and plantation life in the 1800's. OSP also has 11 cabins, 2 lodges, 48 camp sites for tents and RVs and 11 equestrian campsites. The Commonwealth of Virginia began leasing the land for recreational use from the U.S. Army Corps of Engineers in 1968.

The Buffalo Road Park, owned by the Clarksville Ruritan Club, features a paved walking path and a covered seating area. The Ruritans added a very nice children's playground area, which will greatly increase the public's use of this park.

Clarksville's hosts numerous festivals, the most notable of which is LakeFest. This single event brings upwards of 100,000 visitors. It is an important element within the cultural spectrum offered by Clarksville and is rated as one of the Top 25 festivals in the Commonwealth of Virginia.

Other offerings are:

- Fishing tournaments. These events are largely privately funded and bring upwards of 100,000 fishermen and their families to the Lake each year.

- Regattas and Races. There are two private clubs which host regattas and races on the Lake throughout the year.
- Harvest Days, Christmas Parade, Wine Festival, Downtown Trick-or-Treat, Big Lake Flea Market and Lake Country Cruisers Cruise IN.

These facilities and events enrich the lives of visitors and residents alike and form an important base for Clarksville's identity throughout the region. They also serve to strengthen the local economy.

**GOAL: Promote cultural, educational and recreational opportunities, and arts and entertainment programs offered by public and private initiatives in Clarksville.**

Clarksville is deficient in recreational and social outlets for teens and young adults. There is broad community desire for teen/young adult activities. Recent interest has been shown from the private sector in organizing a basketball league and collaborating with the Town of Clarksville to repair and improve the basketball courts located on Woodland Drive.

- Investigate and explore opportunities to provide safe social and recreational outlets for teens and young adults.
- Foster arts and culture by encouraging public and private efforts to develop and maintain festivals and other programs.
- Inventory and explore possible facilities for the performing arts and exhibitions, including meeting and lecture space. Take action to protect the Fine Arts Center and obtain funds to make needed structural repairs.
- Support groups to oversee and encourage arts and cultural programs.
- Existing festivals and proposed festivals should be evaluated and considered regarding their benefits and impacts to the community and to ensure that the festivals are structured to provide economic benefits to the Town.
- Utilize available technology to communicate arts, cultural, educational and recreational opportunities to the broadest possible audience. Enhancement of the Town's web site should be a priority in this regard.

Create a Committee of appointed citizens to study, identify and make recommendations to Council of ways to promote the above actions.

### **Other Public Services & Facilities**

- Clarksville Regional Museum, located in the Sam Davis home on 8<sup>th</sup> Street, is a non-profit organization dedicated to preserving and presenting Clarksville's rich history. It is staffed by volunteers. The museum is open to the public Thursday through Sunday. Admission is free.
- Kinderton Country Club is a semi-private club with a world-class 18-hole golf course designed by Donald Ross and Dick Wilson. Other amenities include a clubhouse, tennis courts and a swimming pool.
- The Lake Country Business Park is adjacent to the soccer field on Noblin Farm Road.
- The Virginia Lakeside Commerce Park, located on Highway 58 East, is adjacent to Occoneechee State Park.
- The Mecklenburg County Veterans Memorial is located on the front lawn of the Fine Arts Center at the juncture of Highway 58 business and Highway 15 South.
- The Town Municipal Dock, located at the base of the Lake Motel on Second Street, has 20 boat slips available free of charge to the public for day parking.
- The Clarksville Marina, located on 4<sup>th</sup> Street, has the capacity to house 180 boats. It provides pump out service and gasoline.
- The Town of Clarksville has obtained a land use permit from the Corps of Engineers to allow the development of the Cove Project. This project involves the construction of day use boat slips on the lake within walking distance of the downtown area and a lakeside park adjacent to the Chamber building and the Business 58 Bridge. The purpose of the Cove Project is to create a physical and visual tie to the lake and to become a destination point for boaters. It is recommended that a survey is needed to move the Cove Project forward.

In addition to the facilities referenced above, the Town of Clarksville owns the following properties:

- Town Hall, located at 321 Virginia Avenue, built in 1937 and has 5,469 square feet. This building currently houses the Town Administrative staff.
- Clarksville Community Center, located on Woodland Drive, offers space for community events such as Town meetings, as well as wedding receptions, family reunions, etc. It was constructed in 1999 and has a total of 5,856 square feet.
- The Fine Arts Center is located at the juncture of Highway Business 58 and Highway 15 South. It is home to the Clarksville Community Players and numerous other cultural venues. The building was constructed in 1934 and has a total of 11,202 square feet.
- The Town Shop, located on Woodland Drive, houses the Public Works Department. It was constructed in 1998 and has a total of 7,000 square feet.
- The Chamber of Commerce/Visitor Center is located on the corner of 2<sup>nd</sup> Street and Virginia Avenue. It was built in 1970 and has a total of 2,000 square feet.
- The Burnett Library And Learning Center.
- Oakhurst Cemetery is located on Buffalo Road and has been in use since the 1700's.

### **Environment**

- Bugg's Island/Kerr Lake is Clarksville's most valuable resource and preserving and protecting this lake and all the natural resources surrounding this area is of paramount importance to the quality of life and economic benefit of this community. Clarksville depends on this resource not only for our single source of potable water, but also for attracting vacationers and both seasonal and permanent residents to the area.

- The long term impact of the recent coal ash spill in the Dan River should be closely monitored and the Town should be actively involved with the appropriate governmental agencies to ensure no future impacts are noted.
- The threat of Hydrilla in the Lake is not of major significance as compared to the Lake Gaston area. Its presence in the lake has been detected, predominantly in the Nutbush area, with breakouts occurring in the vicinity where the Staunton and Dan Rivers merge. It has also been observed in the Clarksville Marina area. The U.S. Army Corps of Engineers is in the process of conducting a survey to identify “hot spots”. The Town should follow up with the Corps to review the results of the survey once it is published in order to determine if any action is needed.

**GOAL: Preserve and enhance the natural resources of Clarksville and the surrounding areas to the greatest extent possible.**

- **The Town’s current environmental regulations should be periodically reviewed and revised accordingly to recognize the changing conditions in the environment.**
- **The Town should ensure that existing and future water supplies meet or exceed health standards and that all ground and surface water meet or exceed water quality standards that can support an aquatic ecosystem.**

## **TRANSPORTATION**

### **Background**

Our local and regional transportation network is a vital component of our community. Commerce and industry must have access to highways, railways and air transport to conduct business. Residents desire the ability to travel safely and conveniently from their homes to shopping and employment destinations. The community transportation network also includes non-vehicular forms of transportation such as bicycles and foot travel. All of these means of transportation should be closely linked and properly related to land uses that generate opportunities for such activities.

### **Highways**

In Clarksville, Highway 58 (Virginia Avenue) is the major East-West transportation link throughout the state of Virginia. The Highway 58 project, which upgraded this road to a four lane highway with a bypass south of the town has resulted in increased traffic flow and allows non-local traffic to avoid passing through the downtown area. Highway 15 provides a North-South transportation link to northern Virginia and south into North Carolina. Access to Interstate 85 can be made using both of these highways.

There are two signalized intersections within the Town; one is at Virginia Avenue and 4th Street and the other is at Virginia Avenue (Hwy 58 Business) and College Street (Hwy 15 Business).

Many of the roadways within the Town were constructed to rural-road standards and lack curbs and gutters. Some are built to narrower widths than urban road standards and lack sidewalks. More recently, constructed roadways designed for new development have been built to greater widths and use curb and gutters but do not include sidewalks. Most of the Town roadways have good pavement conditions; however, as the result of renovations to the downtown area, Virginia Avenue needs to be repaved. At this time, there is no timetable for completion.

The town is currently responsible for maintenance of approximately 2 lane miles of secondary roadways within the town limits. Recently, improvements have been made to some of these roadways; however more maintenance expense is projected over the next 5 years. These roadways do not meet VDOT standards and they are not willing to take over these roadways until they comply with VDOT standards. This is an issue that should be revisited.

### **Train / Airway Service**

Amtrak passenger services are available in Durham, NC, Raleigh, NC and Richmond, VA. Train service is available in Danville, VA. and Henderson, NC. Railway freight services are available at several locations in and near Clarksville.

Commercial passenger air services are available at Raleigh/Durham International Airport, Richmond International Airport and Danville Municipal Airport.

### **The Lake Country Regional Airport**

The Lake Country Regional Airport was initially developed in the 1960's as a transportation facility for the Marks Construction Company. Later, the Town of Clarksville assumed sponsorship of the airport which was expanded to accommodate the needs of Russell Stover and Burlington Industries. In 2006, the Town requested that the Clarksville Airport Commission assume responsibility and general operation of the facility. The Airport Commission started the process to form a state chartered commission which would broaden the funding base with the Virginia Department of Aviation. Funding from the Virginia Department of Aviation has enabled the Commission to purchase all of the property and hangers as well as the construction of an FAA certified advanced weather station.

The next infrastructure project is the need to rehabilitate the airport runway. In order to secure a state grant for the project, new runway safety standards will need to be implemented. At the same time, erosion control, correct runway lighting and security fencing needs to be addressed. Funding for this project is available on a 80% - 20% match. Future plans also include the construction of new hangers, short and long term aircraft parking, an automated aircraft fueling facility and renovations to the terminal building(former Key Construction Company office building).

Other airports providing service to the Clarksville area include the Mecklenburg/Brunswick Regional Airport and the South Boston Municipal Airport, both located in Virginia as well as the Oxford, NC airport.

**GOAL: Promote a safe and efficient transportation system serving the Town that preserves the quality of existing neighborhoods and supports the business and commercial districts.**

- Ensure that new development includes roadways designed to serve anticipated traffic volumes and pedestrian needs.
- Protect existing and proposed residential neighborhoods from excessive traffic volumes.
- Town officials should require certification that new roadways are built to all VDOT specifications to ensure that public expenditures will not be required to correct deficiencies.
- Land development regulations within the Town limits should promote a transportation system with local streets being designed for low traffic volume and speeds, providing access to residential properties and businesses. Main highways should provide limited access to individual properties, however designed to facilitate traffic flow into and out of commercial development.
- Requests for new developments and rezoning should include a traffic impact analysis in order to identify any deficiencies that might exist in the current transportation network. This analysis should also identify measures and costs associated with correcting such deficiencies and require that the private sector fund the roadway improvements.

**GOAL: Explore opportunities to add designated bicycle/ pedestrian lanes where appropriate.**

- Town officials and interested groups or citizens should explore the feasibility for designated bicycle lanes and trails within the Town. Provisions should be considered for incorporating bicycle lanes in suitable areas designated for roadway improvements or new roadway construction. Appropriate signage should be placed in areas to alert motorists to be on the watch for bicyclists and pedestrians.

**GOAL: Transfer ownership of town roadways to the Virginia Department of Transportation.**

- Conduct a feasibility study with VDOT officials to determine the cost impact of maintaining town-owned roadways as compared to cost required in order to transfer ownership to the State. If study indicates that it is not feasible to transfer ownership of these roadways, the Town should establish a reserve fund for future expenditures.

**GOAL: Review the Town's roadways which are State-maintained to identify future maintenance requirements.**

- Town officials should work with VDOT representatives to ensure that needed or anticipated roadway improvements are identified and included in the State's maintenance schedules, such as the repaving of Virginia Avenue.

**GOAL: Provide funding support for the Lake Country Regional Airport**

- The Town should continue to provide funding support to assist with the upgrading of this facility. Having a viable airport is an important asset for the community and helps to promote economic growth from a commercial as well as tourist perspective.

## **ECONOMIC DEVELOPMENT**

### **Background**

An understanding of the local and regional economies is fundamental to all planning analysis. The economic structure of an area affects residential development, population levels, employment opportunities and municipal revenues since business and industry occupy prime sites, create jobs that attract people and pay municipal taxes. This section investigates the local and regional economies in order to learn how the Clarksville area has developed to its present level and the prospects for the future.

Clarksville's economic development has transitioned since it was incorporated in 1818 as a commerce and marketing center for the areas of Southern Virginia and North Central North Carolina. Situated on the banks of the Roanoke River, Clarksville's location provided an excellent distribution point for the movement of goods in and out of the area and was a major factor behind its economic growth. During this time, agriculture (primarily tobacco) was the region's primary industry and Clarksville's economic growth mirrored the regional tobacco industry's period of growth. The economy of Southern Virginia remained basically agricultural throughout the first half of the twentieth century.

The completion of the John H. Kerr Dam, on the Roanoke River in 1952, creating the 50,000 acre Kerr Lake (Bugg's Island) has had the greatest impact on Clarksville's economic growth in the past 75 years. Burlington Industries and Russell Stover Candies built large water consuming facilities just outside of Clarksville's town limits near the reservoir. In addition, the reservoir has proven to be an excellent recreation resource, attracting vacationers and both seasonal and permanent residents to the area. Occoneechee State Park and the recreational facilities associated with the Kerr Reservoir, which are managed by the U.S. Army Corps of Engineers, have been major factors for the increase in tourism to this area and its economic benefit to the local retail community.

The manufacturing jobs that were lost as the result of the closing of Burlington Industries and Russell Stover Candies had a serious impact on the local economy. However, during the time following these plant closings, Clarksville turned its focus towards tourism, investing in infrastructure to accommodate new industries and in attracting retirees to locate to this area. As the result of these efforts new

companies have located to the area. (Data Reduction Services Group (DRS), VETS, Inc., Hewlett-Packard Data Center, Microsoft Data Center (in Boydton) Southside Community Services Administrative Offices and have committed significant capital investment to this area. While these companies have provided economic benefit to the community, there is continued need to attract more companies to this area which can provide job opportunities for our residents and help attract and retain young adults, families and retirees to Clarksville.

### **Triple Redundancy in Power Supply**

The availability of three separate power sources was a determining factor for HP's selecting Clarksville as a site for a new data center. This triple redundancy in power supply is provided by a Dominion Virginia Power line, a Mecklenburg Electric Cooperative line and a direct line from the Mecklenburg Cogeneration Plant (Dominion facility) all being able to serve the data center site with uninterrupted power. Data Centers and other high tech operations rely on uninterrupted power and this valuable infrastructure in Clarksville should be marketed to the data center market.

### **High-Speed Broadband Service**

Another service available in the area is the high-speed broadband service provided by Mid Atlantic Broadband Cooperative. MBC owns and operates over 1500 route miles of fiber optic network in southern and southwest Virginia. This fiber optic line service runs along Highway 58 and is available to companies locating in the area. This service is essential in attracting high tech companies and telecommuters. The ability to move large amounts of data around the world quickly allows Clarksville to compete in this arena.

### **Industrial Parks**

Clarksville has two industrial parks; Virginia Lakeside Commerce Park and Lake Country Business Park. Both parks are zoned for industrial development. They have attractive sites for new companies to locate and already have in place the infrastructure to provide full utilities and high-speed broadband capabilities. Lakeside, a 265-acre industrial park is located adjacent to Occoneechee State Park on Highway 58 and is jointly owned by the Towns of Clarksville, Chase City and

Mecklenburg County. Adjoining this park is an additional 365 acres owned by the Clarksville Economic Development Authority. The Lake Country Business Park is located south of the Lake on Noblin Farm Road (Rt. 722) and offers convenient access to Highways 15 & 58 and has 15 acres available for development. Both parks are within 25 miles of Interstate 85. In addition, Kinderton Technology Park is a 120-acre site located near the former Burlington Kinderton Distribution Center. This park is owned by Mecklenburg County and has access to utilities and power service. It should be noted that Clarksville has an arrangement with the County to participate in the proceeds from the sale of this property.

In January 2014, additional property was annexed into the Town of Clarksville. These boundary adjustments include areas zoned for residential, commercial, and industrial development and efforts should be pursued to promote these types of activities for the future. The former Burlington Industries property, which is a 90-acre site, is currently zoned for industrial development and has an existing water withdrawal and discharge permit which offers a significant advantage to prospective industries that require large amounts of water to support their operations. This abundance of available water is a very valuable economic resource. There is an available rail spur which is accessible to this site.

### **Economic Development Strategy**

The future economy of Clarksville should continue to focus on:

- A vibrant historic downtown business district
- A diversified retail business environment and new industrial enterprises that provide employment opportunities for citizens
- Tourism
- Attracting new seasonal and permanent residents to our community

## **Historic Downtown Business District**

Town officials should recognize the Downtown Business District as the center of retail and commercial business activity as well as providing a central location for social interaction and visitor appeal. Continued revitalization of the downtown area will be important for economic development.

- The Town should encourage the mixed use of existing multi-story downtown commercial buildings with commercial use on the ground floor combined with residential use on the upper floors. Tax credits or other incentives should be explored to make this a more viable effort.
- Currently, the Town has received a grant to explore the potential use of the Planter's Warehouse as well as to determine the economic feasibility of utilizing the multi-use concept with commercial buildings in the downtown area.
- Town officials should seek out potential businesses that would complement and expand the present mix of businesses in the downtown area.
- The Town should continue to improve on the appearance of Virginia Avenue and seek the cooperation of local businesses in this effort.
- Ensure that the zoning regulations for the Virginia Avenue commercial area protect the existing character of the area.
- Town officials should work with local business owners to help retain existing businesses and promote their expansion.

## **Commercial & Industrial Development**

The Town Council and the Clarksville Economic Development Authority have made a concerted effort to invest in quality of life and infrastructure improvements over the last fifteen years in order to attract and support a more diverse economy. Both organizations recognize that improving infrastructure, creating a business environment that promotes new enterprises and entrepreneurialism, and demanding environmentally protective and socially responsible business practices to safeguard the health of the environment, will help to develop economic growth opportunities for our community.

Due to the recession which began in 2008, economic expansion in Southern Virginia has been difficult. As we move forward, we need to utilize all available resources to help improve this situation. In order to attract large manufacturers,

Virginia has invested in “mega sites” (1000 acre minimum) throughout the State. Two of these sites are located in Greensville County and near the Danville/Martinsville area. Once a prospective industry locates to these sites, satellite supply chain companies may locate nearby to provide logistical support for these operations, creating job opportunities and improving the economic environment of these communities. Clarksville and the surrounding areas should benefit from these future expansions.

Attracting prospective employers to this area, the Clarksville EDA should pursue a coordinated effort, actively partnering with the Mecklenburg County Economic Development Authority, and with Regional and State economic representatives. Mecklenburg County is a member of the Virginia Growth Alliance which is part of the Virginia Economic Development Partnership. Virginia Growth Alliance is located in south central Virginia and includes the counties of Brunswick, Charlotte, Greensville, Lunenburg, Nottoway, Mecklenburg and the City of Emporia. Its primary activities focus on workforce development, industrial and commercial development, tourism, and entrepreneurial training.

**GOAL: In order to facilitate Clarksville’s economic development strategy, the following are recommended for consideration:**

- The Clarksville EDA and Town officials prepare an economic development marketing strategy for the Town which includes efforts to attract retail, commercial and industrial businesses to the area as well as promoting tourism.
- The Clarksville EDA should meet on a regular basis with County and Regional representatives to assess current activities and explore new opportunities regarding economic development for the Town.
- The EDA and the Town Council should periodically meet to review the status of economic development activities associated with the Town.
- The EDA and the Town Council should consider funding a staff position to coordinate activities associated with implementing Clarksville’s economic development strategy. This individual should work closely with EDA and Tourism representatives at the local, county and state levels.
- Infrastructure for utilities are currently in place at the Town’s industrial parks. However, there are no shell buildings available for occupancy at our parks. Recognizing the capital required for erecting a building and how long such a facility may stay vacant until an owner is acquired; do not recommend pursuing this option at this time. However, discussions with

regional economic representatives suggest that this effort could prove to be beneficial. The fact that Mecklenburg County is planning to erect a shell building at the industrial park located in Lacrosse suggests that the EDA continue to evaluate this option.

- Town officials need to develop a package for prospective business owners interested in locating to the Clarksville community. Included in this package would be the required forms to obtain appropriate business licenses, permits and business incentives that are available. Recommend that representatives from the Town, EDA and the Chamber follow-up with interested parties to assist in their decision making process.

### **Workforce Development & Training**

Through discussions with our elected officials, industry personnel and other economic development representatives, concerns were voiced regarding the shortage of a skilled workforce throughout this area. Efforts are underway to address this issue through Southside Virginia Community College (SVCC), Longwood University and the Southern Virginia Higher Education Center (SVHEC) in South Boston, Virginia.

The Lake Country Advanced Knowledge Center (South Hill), The Clarksville Enrichment Complex (Clarksville) and the Estes Community Center (Chase City) provide residents with educational opportunities to help them prepare for future employment. In order for employers to assess a potential candidate's core skill competency, the Virginia's Career Readiness Certificate (CRC) assists employers by certifying that a recipient possesses core skills in applied math, reading for information and locating information. The CRC certification is based on established WorkKeys assessment tests. Virginia uses a three-tiered approach (bronze, silver, gold) to credentialing certificate holders that is based on the recipient's level of development skills. This program is currently being administered to our high school juniors and seniors. Communities can participate in an incentive to become a "Certified Work Ready Community".

In 2012, the Virginia Tobacco Indemnification & Community Revitalization Commission partnered with the Commonwealth Center for Advanced Manufacturing to develop a plan for workforce development in southern and southwest Virginia. Based on the findings and recommendations of this report, the Southern Virginia Center for Manufacturing Excellence will provide hands-on industry-focused training in welding, precision machining, and industrial

maintenance partnering with Danville Community College, Southside Virginia Community College and the Southern Virginia Higher Education Center. Individuals completing this training will earn nationally recognized industry-specific credentials and certifications. In addition, Work Foundation Readiness programs are also available through SVHEC and SVCC which provide participants with a hands-on program that provides an individual with the basics for success in entry-level positions in an advanced manufacturing setting.

### **Public Education and Facilities**

The quality of public education and its facilities are extremely important to the economic well-being of the Town and County. Many of the schools facilities are outdated and substandard. Competitive student testing and competency scores are key indicators for the success of the educational system. Company officials and employees considering relocating to the area get a negative impression resulting in their favoring other communities. Currently the County Board of Supervisors has hired an outside consultant to evaluate and make recommendations as it relates to new school construction.

**Goal: Improve the effectiveness of the public educational system and communicate the need for residents to improve their own skills set to be more competitive in the marketplace.**

- Town officials need to take an active role in working with local businesses to better understand their workforce requirements.
- Work with the County Board of Supervisors and the School Board to improve the public educational system.
- Work with representatives from the area community colleges to help encourage residents to take advantage of available resources to help them become more competitive in the workplace and place Clarksville in a better position to attract new companies to the area.
- Recommend that Mecklenburg County pursue efforts to become a “Certified Work Ready Community”

## **Tourism**

Tourism is an essential component of the Town's economic development strategy and efforts to further develop this sector should be pursued. Kerr Lake (Bugg's Island) is Clarksville's most valuable resource and provides an economic benefit as a tourism and recreation asset. Every effort needs to be explored to increase the accessibility to the Lake from the Town. The feasibility of developing the Cove Project, enhancing the Municipal Dock and exploring options of expanding the Clarksville Marina lease limits to accommodate additional land and shoreline in order to pursue other recreational and commercial opportunities should be evaluated in detail and recommendations made to the Town Council. Town officials should appoint a "Lake Interest Committee" to explore these possibilities and make appropriate recommendations. The Lake Country Chamber of Commerce and the Mecklenburg County Department of Tourism are important organizations that help promote tourism for this area and should receive as much support and assistance from the Town as possible.

The Town should actively partner with representatives from the Occoneechee State Park and the U.S. Army Corps of Engineers - Kerr Reservoir to ensure that economic benefits are jointly achieved for all parties. The Town Council should meet with these organizations on a yearly basis to get updated on activities planned for each facility and to better understand how the Town can provide assistance and support.

A more detailed discussion on the importance of Tourism and its economic benefit to our community is included in a separate section of the Comprehensive Plan.

## **Increase Seasonal and Permanent Residential Growth**

Efforts to attract retirees and new residents to the Clarksville area should continue to be a high priority for sustained economic growth. Quality of life enhancements centered around cultural, musical and social activities should be encouraged. Feedback received from interested citizens indicate that there is a need for more retail establishments, a farmer's market, recreational activities (movie theater, bowling alley, bicycle paths, etc.) and teen and young adult entertainment facilities. Clarksville's ability to address these needs will promote a diversified lifestyle that will attract and retain residents.

### **Utilization of the Internet**

In order to accomplish Clarksville's strategy for economic growth and development, efforts to more effectively utilize the Internet as a resource tool should be pursued. Websites should be developed which specifically target prospective residents and business owners. The Town's website should be updated to include economic data for Clarksville and be kept current. Clarksville should coordinate these efforts with regional and state economic development representatives to determine best marketing practices available.

### **U.S. Census and Economic Data**

Included at the end of this section are economic data comparisons (2010 vs. 2000) for employment status by occupations and industry sectors, household incomes and poverty levels. While these numbers represent data obtained through census taking and other surveys, they may not be absolute and should be reviewed as a basis for determining trends over time. Also, note that this data is based on information obtained prior to the January 2014 boundary adjustment.

## Chart 10 – Employment Status

Employment Sector	2009-2013		2000	
	County	Clarksville	County	Clarksville
<b>Population 16 years and over</b>	<b>26,701</b>	<b>1,030</b>	<b>26,267</b>	<b>1,062</b>
In Labor Force	13,676	539	14,516	607
Civilian Labor Force	13,673	536	14,505	607
Employed	12,356	497	13,545	578
Unemployed (&% of Labor Force)	1,317 (9.6%)	39 (7.3%)	960 (6.6%)	29 (4.8%)
Armed Forces	3	3	11	0
Not in Labor Force	13,025	491	11,751	455
Current Unemployment Rate for Mecklenburg County (from V.E.C., Dec. 2014)	7.4%			

Source: 2009-2013 American Community Survey 5-Year Estimates, 2000 Decennial Census

## Chart 11 – Occupations

Employment Sector	2009-2013				2000			
	County	% of Total Employed	Clarksville	% of Total Employed	County	% of Total Employed	Clarksville	% of Total Employed
<b>Civilian Employed Population, 16 &amp; older</b>	<b>12,356</b>	<b>100%</b>	<b>497</b>	<b>100%</b>	<b>13,545</b>	<b>100%</b>	<b>578</b>	<b>100%</b>
Management, professional, and related	3,448	27.9%	161	32.4%	2,958	21.8%	184	31.8%
Service	2,498	20.2%	121	24.3%	1,991	14.7%	104	18.0%
Sales and office	3,096	25.1%	118	23.7%	3,297	24.3%	116	20.1%
Farming, fishing and forestry (& construction for '09 to '13)	1,471	11.9%	21	4.2%	192	1.4%	0	0%
Construction, extraction, & maintenance (in 2000)					1,909	14.1%	64	11.1%
Production, transportations, and material moving	1,843	14.9%	76	15.3%	3,198	23.6%	110	19.0%

Source: 2009-2013 American Community Survey 5-Year Estimates, 2000 Decennial Census

## Chart 12 – Industry

Industry Sector	2009-2013				2000			
	County	% of Total Employed	Clarksville	% of Total Employed	County	% of Total Employed	Clarksville	% of Total Employed
<b>Total Civilian Employed Population 16 years and older</b>	<b>12,356</b>	<b>100%</b>	<b>497</b>	<b>100%</b>	<b>13,545</b>	<b>100%</b>	<b>578</b>	<b>100%</b>
Agriculture, Forestry, Fishing, Hunting, Mining	407	3.3%	0	0%	473	3.5%	11	1.9%
Construction	923	7.5%	12	2.4%	1,252	9.2%	42	7.3%
Manufacturing	1,312	10.6%	57	11.5%	3,089	22.8%	130	22.5%
Wholesale Trade	345	2.8%	17	3.4%	378	2.8%	17	2.9%
Retail Trade	1,726	14.0%	57	11.5%	1,948	14.4%	78	13.5%
Transportation & Warehousing, and Utilities	670	5.4%	18	3.6%	683	5.0%	27	4.7%
Information	223	1.8%	3	0.6%	132	1.0%	11	1.9%
Finance, Insurance, Real Estate, and Rental & Leasing	516	4.2%	22	4.4%	408	3.0%	22	3.8%
Professional, Scientific, Management, Administrative, and Waste Mgmt. Services	842	6.8%	27	5.4%	520	3.8%	8	1.4%
Educational, Health and Social Services	2,703	21.9%	145	29.2%	2,184	16.1%	110	19.0%
Arts, Entertainment, Recreation, Accommodation and Food Services	901	7.3%	65	13.1%	763	5.6%	38	6.6%
Other services (except public administration)	532	4.3%	36	7.2%	692	5.1%	27	4.7%
Public Administration	1,256	10.2%	38	7.6%	1,023	7.6%	57	9.9%

Source: 2009-2013 American Community Survey 5-Year Estimates, 2000 Decennial Census

### Chart 13 – Household Income

		Per Capita Income			Median Household Income		
		Amount	% of VA	% of US	Amount	% of VA	% of US
Census 2000	U.S.	\$21,587	---	---	\$41,994	---	---
	Virginia	\$23,975	---	111.1%	\$46,677	---	111.2%
	County	\$17,171	71.6%	79.5%	\$31,380	67.2%	74.7%
	Clarksville	\$20,546	85.7%	95.2%	\$33,062	70.8%	78.7%
ACS 2009-2013	U.S.	\$28,155	---	---	\$53,046	---	---
	Virginia	\$33,493	---	118.9%	\$63,907	---	120.5%
	County	\$20,056	59.9%	71.2%	\$36,261	68.4%	68.4%
	Clarksville	\$23,315	69.6%	82.8%	\$32,438	50.8%	61.2%

Source: 2000 Census and 2009-2013 American Community Survey 5-Year Estimates

### Chart 14 – Poverty Levels

	1999		2009-2013	
	Families	Individuals	Families	Individuals
U.S.	9.2%	12.4%	11.3%	15.4%
Virginia	7.0%	9.6%	8.0%	11.3%
County	11.6%	15. %	12.8%	19.6%
Clarksville	6.4%	9.8%	15.8%	19.1%

Source: 2000 Census and 2009-2013 American Community Survey 5-Year Estimates

## TOURISM

Tourism should be considered an essential component of Clarksville's economic development strategy and efforts to further develop this viable economic driver should be pursued. Clarksville, as "Virginia's Only Lakeside Town", has the potential to be identified as the gem of Southern Virginia and become a quaint, authentic destination for tourists. As a town, Clarksville has the opportunity to lay the foundation for tourism in our region and further define itself as a desired destination through its outdoor recreation, unique heritage, water-sports, trail development and rural experiences. With enhanced access to lakes and rivers, as well as additional hiking and bicycling trail development, Clarksville offers opportunities to expand its outdoor recreational activities for visitors of all ages. The region's authentic agri-tourism heritage provides more opportunities for farm-to-table dining experiences and along with local wineries, positions Clarksville to grow its culinary offerings to tourists. In addition, the history and heritage of the area, ranging from the colonial period to the civil rights movement, combined with small town culture, that promotes music and arts, will further add to the depth of visitor experiences. Connectivity of these assets and experiences will contribute to the destination appeal of Clarksville and help the Town generate more tourism revenue.

The economic impact associated with tourism throughout Southern Virginia and Mecklenburg County is significant. In 2013, domestic travel and tourism expenditures for the Southern Virginia region accounted for \$473 million. Expenditures in Mecklenburg County totaled \$121 million, a 4% increase compared to 2012. Despite the recent growth in tourism, the region is challenged due to the level and size of its tourism marketing organizations. The region is lacking the professional staffing to promote Southern Virginia to its full potential as a significant generator of tourism revenue.

According to the Virginia Department of Tourism, Clarksville's greatest draw is the number of "natural assets and outdoor activities", but notes "the region is challenged by limitations with respect to accessibility to the Lake from the Town." As mentioned in the Economic Development section, the feasibility of developing the proposed Cove Project and making enhancements to the Municipal Dock, which will make it become a more attractive gateway into the Town, should be pursued. Evaluating options to expand the Clarksville Marina lease limits in order

to accommodate additional land and shoreline to pursue other recreational and commercial opportunities should be explored.

By offering more water related tourism products and services, tourists will be better connected to our downtown merchants and restaurants. Tourists want services available to them, including golf carts and bicycle rentals, kayak/canoe outfitters, lake tours and dinner cruises. Efforts to expand the use of golf carts and bicycles in the downtown areas should be explored. The Town should portray a relaxed, welcoming lake lifestyle where visitors can come, unwind and go back in time to an easier, quieter lifestyle.

Clarksville should strive to ensure that our greatest asset - Kerr Lake ( Bugg's Island), should be a focal point for fishing, hiking, bicycling, horseback riding, hunting, kayaking, canoeing, boating and observing wildlife. Clarksville is situated on the new "Southern Virginia Wild Blueway" which covers over 100 navigable miles of rivers/lakes from the Banister River in Halifax County to the Lake Gaston area. This waterway needs to be better promoted not only to local residents but to visitors as well. The Town should explore adding a canoe/kayak launch site to facilitate individuals participating in this recreational sports activity. The development of the Tobacco Heritage Trail, which will consist of 150 miles of rail-trail, plus connecting corridors in Brunswick, Mecklenburg, Halifax, Lunenburg, and Charlotte Counties, will provide individuals and their families with outstanding outdoor experiences. Long term plans include the possible extension of this trail into the Clarksville area. Having access to this trail and being a hub for tourists could have a major impact for the town in terms of lodging, food, retail purchases and rentals. The Town should take an active role in promoting this project.

The continued enhancement of the downtown business district aesthetics should be pursued. Additional plantings and vegetation along Virginia Avenue would make the downtown area more appealing and project a positive image through the eyes of tourists. Recommend the establishment of an architectural board to develop codes that ensure signage, store-fronts and windows complement the downtown business district image.

The Town should emphasize Clarksville's unique heritage in agriculture and work to recreate that small-town "agri" experience for tourists. Adding a Farmer's Market at the far end of the town to draw visitors from one end of the town to the other should be considered. This would encourage people to come off their boats,

stroll the town and taking something fresh and “authentic” back with them, i.e. produce/flowers/cheese.

More retail accessibility for tourists should be considered. The Lake Country Chamber of Commerce should work with members to encourage extended hours of operation during the weekend. The construction of a permanent “pocket park” at the corner of Virginia Avenue and Fourth Street to provide a focal point for gatherings should be pursued. Local entertainment during the weekend would encourage more people to visit the downtown area. Appropriate informational and historical signage should be erected at the municipal dock and throughout the downtown area to better inform visitors of the attractions and upcoming events in the Clarksville area.

The Town should actively partner with the Virginia Department of Tourism to achieve the goal of making Clarksville a unique and authentic small-town tourist destination on the Lake. It is also recommended that the Town work on a partnership with South Hill and establish a strong cooperative relationship with them as South Hill being the “gateway” town ... the ‘entrance” into Lake Country. By building this relationship, both towns grow and attract customers. Really understanding and knowing each other’s assets is important; including building marketing partnerships, a signage campaign and strong business relationships/referrals.

As Clarksville moves forward and markets itself as a tourist destination, the Town should consider modernizing its Town Logo/Brand (trademark protected). Currently, the Town’s logo emphasizes summer; it needs to be reworked to provide a clean, crisp look and have a multi-season translation. It is suggested that Clarksville better understands how it projects itself to outside tourists and should invest in professional branding with a good clean tagline.

Recommend that the Town consider participating in a 2-day assessment seminar conducted by the Virginia Department of Tourism to help develop strategies to effectively promote tourism for this area. This assessment seminar may also identify potential funding grants that may be available to the Town. This seminar will require 25 participants. Recommendations and action plans that are identified as the result of the assessment seminar may be included as an addendum to the Comprehensive Plan.

Going forward, the future economy of Clarksville must continue to focus on the economic strategies outlined in the Comprehensive Plan. Tourism will be an

integral component of this strategy. In order to take full advantage of the Town's effort to seek out new businesses and industries, promote tourism and attract new seasonal and permanent residents to our community, it is recommended that the Town Council consider funding a staff position to coordinate activities associated with implementing this strategy. This individual should seek and apply for grants that would help supplement the funding of this position and work closely with EDA and Tourism representatives at the local, county and state levels, as well as the Lake Country Chamber of Commerce, to ensure that economic development and tourism initiatives are accomplished.

# **CAPITAL IMPROVEMENT PLAN**

## **Background**

The Town of Clarksville owns and operates numerous facilities and infrastructures related to the services, operation and quality of life in the Town. The great recession that began in 2008 developed an atmosphere of attempting to reduce the tax burden of struggling residents by reducing costs as much as possible. During these times, one of the areas of the budget that is sacrificed is capital improvement projects. The result is short term budget savings and a reduction of burden on the tax payers. The negative is that capital improvements are delayed or eliminated leading to greater future enhancements down the road coupled with added maintenance costs. The Town Officials and Town Council have reestablished capital improvement projects into recent budgets. These reinvestments in the Town infrastructure will pay long term dividends as the Town prepares to provide continued services and quality of life to its residents.

## **Recent Capital Improvements**

The Town of Clarksville has recently completed Phase IV of the Streetscape Revitalization. This concludes the phased project that was started in 2003 that enhanced the downtown area from 2<sup>nd</sup> Street to 9<sup>th</sup> Street. Storefronts from 2<sup>nd</sup> street to 5<sup>th</sup> street received façade revitalization. Overhead utility lines were put underground and sidewalks, curbs and gutters were replaced to meet current VDOT and ADA standards. Attractive streetlights, benches, and trash receptacles adorn the streets of downtown Clarksville giving the town a modern, attractive, and inviting atmosphere.

The Department of Housing and Community Development, through a Virginia Community Development Block Grant, funded and completed Phase I of the Southwest Project in early 2014. The project revitalized areas of South Ninth, Eighth, Carolina, and Market Street. Several of the low to moderate income homes were rehabilitated. The neighboring community sidewalks were replaced. Storm drainage improvements were also provided. The demolition and removal of an abandoned warehouse and home improved the view and the safety of the neighborhood. The project provided an opportunity to replace antiquated sewer mains and laterals and repaving of related streets.

## **Capital Improvement Projects In process**

The Town of Clarksville currently has several capital improvement projects that are in different stages of development.

In the fall of 2014, The Town of Clarksville received grant funding assistance through the Virginia Housing Development Authority (VHDA) / Mixed-Use with Mixed-Income (MUMI) program for a feasibility study. The goal of this research is to develop strategies for possible reuse of vacated downtown properties including the historic Planters Warehouse which was constructed in the 1840's. The study will look at potentially viable options such as open air markets, multi-use facilities and event related facilities. The study will also provide much needed market research on funding opportunities, demand and cost benefit analysis.

Clarksville has received multiyear funding by the Department of Housing and Community Development for a Virginia Community Development Block Grant for Phase II of the Southwest Project. Phase II will focus on south Seventh Street, Commerce and Carolina streets. Twelve moderate to low income housing units will receive rehabilitation. The neighboring sidewalks and streets are slated to be replaced. The project will also improve drainage of the related residents. The neighborhood would also receive a replacement of the antiquated sewer mains and laterals. The estimated cost of this project is \$ 1.24 million dollars of which Clarksville will not have to provide any funding.

Virginia Rural Development and the Town of Clarksville are engaged in a Sewer Improvement Project that will upgrade portions of the Wastewater Treatment Plant. The project will address the replacement of interceptors at Blue Creek, Kinderton, Virginia Avenue, Sunnyside and Buffalo Road. Forest Hill Road would receive manhole and pump station rehabilitation. A sewer force main and related pump stations would be extended to the Perfect Point (Oak View) residents. Estimated costs of this project is \$ 2.387 million dollar project with \$ 1.875 million dollars funded by a Rural Development low interest loan and \$512,000 in Rural Development grant.

The Town of Clarksville secured the approval of the Army Corp of Engineers for the replacement of the Clarksville Marina Office and Bath Facility. Estimated costs of the project would be approximately \$200,000 and would be privately financed by the Town. Increased lease payments would pay the additional debt service for the building. The current facility is undersized and antiquated. The modern Marina building facility would provide lake visitors a modern bath and

shower facility. The marina owner and operator would also have use of new office space, with a conference room and eating area. The project would need to go through proper procurement prior to beginning construction.

### **Building and Grounds**

1. The Clarksville Town Hall, & Council Chambers, located, at 321 Virginia Avenue, were constructed in the 1920's. The Town acquired the property in the 1970's and reengineered the former bank into the present day Town Hall and Town Council Chambers. This structure will require a roof replacement in the near future and a facelift of the interior offices and exterior walls. The up-stairs area of the building over the Council Chambers has the potential for an upgrade for multi-use apartments.
2. Lake Country Chamber of Commerce Building and Welcome Center are in need of window and door upgrades and roof replacement in the next 8 to 10 year time frame.
3. Clarksville Community Center was constructed in the 1990's in a joint collaboration with the Clarksville Ruritans and the Town of Clarksville. The Town owns and operates the facility as a place which individuals, organizations and businesses can rent for public or private events. It also serves as a meeting place for the Clarksville Ruritans and other civic organizations. Rental revenues from the structure fail to pay for the debt service and maintenance of the structure. The building will need a roof replacement in the next five years as well as an upgrade of the HVAC system. The associated parking lot is in need of asphalt repaving.
4. Clarksville Fine Arts Center located off of Virginia Avenue is owned by the Town. The Town leases the facility to the Clarksville Community Players. The agreement empowers the Town to maintain the outside of the structure with the Clarksville Players providing maintenance of the interior. The Town pays for insurance, and utilities. The Players have developed a proactive long range capital improvement plan for the upgrade and renovation of the interior of the facility with a 15 phased approach. Estimated total costs of the phased project are 2 million dollars. External needs for the center are a roof and HVAC replacement and will be an immediate concern in the renovation process.

5. The Clarksville Fire House is located at 1008 Virginia Avenue. The building and grounds were constructed by the Volunteer organization in the 1990's. Immediate needs to the facility are the repaving of the asphalt road entering the front of the facility from highway 58. The rear access dirt road, between Robbins Ball Park and the Fire house, is in much need of grading and resurfacing.
6. The Burnett Education Center, formally known as the Clarksville Library, recently reopened after an extensive expansion to the facility in 2014. The construction merged the neighboring former medical office building with the existing library building. Most of the internal facilities received upgrades and/or replacement. The HVAC system was not replaced and is estimated to need replacement in the 7 to 10 year time frame.
7. The former Clarksville YMCA building is owned by the Town of Clarksville. In 2010, the Clarksville YMCA moved to a new facility on Noblin Farm Road leaving the old structure empty. The Town does not have any use of the facility, other than storage. The building will need extensive work if it is to be used by the public again. The costs are estimated to be in excess of a \$100,000, depending on the application.
8. The Police Department moved to a new location in 2012. The building was the former Benchmark Bank modular structure which was reset and partially refurbished. It is anticipated that ½ of the HVAC system will need to be replaced in the near future as well as the replacement of the roof and gutter system.
9. Robbins Ball Park received a much needed facelift in 2013. The press box facility and the concession stand were renovated and the exterior walls replaced. The ball park walls were primed and painted and a new gate and security measures were put in place. The bathrooms and underground sewer lines need an upgrade and renovation. The field lighting systems needs an evaluation to determine the future needs for the facility.
10. The Basketball Courts are in need of court resurfacing and remarking.
11. The Clarksville Shop, located on Woodlawn Drive, is a metal structure constructed in the 1980's. It is in good shape but will need replacement of the HVAC, gutter system, interior lighting systems and interior office renovations for carpet and tile.

## **Utilities Capital Improvements**

Clarksville's Town water plant and distribution system had extensive upgrades in 2005 and has been instrumental in preventing an influx of maintenance costs. The Town owns and operates three water tank facilities and needs to put all under an annual service agreement at estimated annual costs of \$30,000.

- The Tank located on Burlington Drive which is formerly known as the Russell Stover Tank. This tank was renovated in the last 5 years and is in excellent shape.
- The Tank located on Woodland Road and will be the next tank that needs a complete refurbishing.
- The Tank located at the intersection of Highway 58 & Highway 15 on the east end of the business bridge in Clarksville. It is called the Lakeside Commerce Park Tank. The tank is in good shape but will need preventive maintenance.

The Clarksville Water distribution network will continue to need infrastructure upgrades over the next 5 to 15 years that are estimated to cost approximately \$500,000.

Clarksville Sewer System will get a much need renovation with the sewer improvement project. When completed, along with other recent small projects, it will have replaced or enhanced one third of the system. The system will need future upgrades over the next 5 to 15 years at an estimated cost of \$600,000. These enhancements include line replacement as well as four pump station upgrades.

## **Streets and Side Walks**

The majority of the streets in the corporate limits of Clarksville are Virginia Department of Transportation Streets. West Street from 8<sup>th</sup> to 9<sup>th</sup> Street, North Ninth Street and Park Avenue were re-surfaced in 2014 by the Town of Clarksville. The Town anticipates the repaving of 7<sup>th</sup> Street and Adams Street in three to five years at a cost of approximately \$50,000.

The sidewalk replacement schedules are formulated and it is estimated that \$150,000 in sidewalk replacements are anticipated over a 10 year phased implementation plan.

## The Current Debt Structure

Debt Item Description	Date Incurred	Lender	Original Loan Amount
Community Center Loan 2014A Series	9/29/2014	Benchmark Community Bank	\$ 418,700
Police Car Loan	7/1/2010	Rural Development	\$ 33,750
Fire Truck Loan 2014B Series	9/29/2014	Benchmark Community Bank	\$ 149,000
Garbage truck	7/5/2012	TCF Equipment Finance Inc.	\$ 132,084
Mill Village/UV System/Refinance Rural Dev			
Sewer System Refunding 2012B	6/30/2004	Virginia Resources Authority	\$ 1,820,000
Cues Inspector Sewer Camera Lease Purchase	12/1/2008	Mortgage Co. of VA (CB&T)	\$ 49,355
Sewerline Extension Project	Aug. 2001	Virginia Revolving Loan Fund	\$ 220,000
Grit Collector Loan	Nov. 2006	Community National Bank	\$ 50,000
Kinderton Sewer Improvement Project	7/31/2013	Carter Bank and Trust	\$ 79,980
2015 Sewer Improvement Project	12/15/2015	Rural Development	\$ 1,875,000
Water Treatment Plant Upgrade	6/30/2004	Rural Development	\$ 2,491,100
Waterline Improvement Project	6/28/2012	Virginia Resources Authority	\$ 542,574

GENERAL FUND	\$ 733,534
SEWER	\$ 4,094,335
WATER	\$ 3,033,674
TOTALS	\$ 7,861,543

The debt structure of the Town of Clarksville summarized by category for 2015-2016 Budget Year.

## Estimated Capital Improvements Costs By Structure & Category

Town of Clarksville Facility	Cost for Years 1 to 3	Cost for Years 3 to 5	Cost for Years 6 to 10
Cemetery	\$ 40,000		
Basketball Courts	\$ 15,000	\$ -	\$ -
Chamber Building	\$ 6,000	\$ 5,000	
Community Center	\$ 23,500	\$ 38,000	\$ 3,000
Council Chambers	\$ 10,000	\$ 3,000	\$ 75,000
Fine Arts	\$ 100,000	\$ 10,000	
Firehouse	\$ 13,000		\$ 20,000
Library		\$ 12,000	
Marina Building	\$ 200,000		
Municipal Dock	\$ 15,000		
Police Headquarters	\$ 7,500	\$ 15,000	
Robbins Ball Park		\$ 20,000	\$ 60,000
Shop	\$ 5,000	\$ 28,000	\$ 20,000
Sidewalk	\$ 50,000	\$ 50,000	\$ 50,000
Streets	\$ 40,000	\$ 40,000	
YMCA (Former Location)			\$ 117,500
Sewer Distribution	\$ 130,000	\$ 190,000	\$ 250,000
Sewer Plant	\$ 1,885,000	\$ 50,000	\$ 8,000
Town Hall	\$ 3,000	\$ 31,500	
Water Distribution	\$ 133,000	\$ 150,000	\$ 250,000
Water Plant	\$ 60,000	\$ 25,000	
<b>TOTAL COSTS</b>	<b>\$ 2,736,000</b>	<b>\$ 667,500</b>	<b>\$ 853,500</b>

**GOAL: Develop a Detailed Capital Improvement Plan that will assist with a capital improvement costs forecast.**

- Town officials and Council Committees should create a detailed Capital Improvement Plan that will be used for long term capital improvement forecasting by the end of each calendar year. This plan should be updated annually. The Town Council should review it on or before the second meeting of the next calendar year.
- The Budget Committee and Town Officials should develop a long range capital improvement forecast that will be developed into a financial forecast and presented with the annual budget.

**GOAL: Reduce maintenance costs and unplanned service interruptions.**

- Using Capital Improvement Planning to develop replacement schedules that reduce the need for repeated and costly maintenance of capital investment.
- Reduce service interruptions by performing the proper preventive maintenance and working with a recommended replacement plan.
- Proactive progress versus reactive maintenance.

**GOAL: Right size the Town's Capital Assets to best meet the needs of the residents and community of Clarksville.**

- Town officials should examine the condition of all Town-owned property, structures, equipment and other capital assets.
- Town officials should develop an assessment for the capital assets of the Town.
- Town officials should develop cost benefit analysis for the support and continued use of these assets
- Town officials should make adjustments for evaluating assets to money and needs.

**GOAL: Expand passive and active recreational opportunities.**

- The Town Recreational Committee should work to identify both short and long term community recreational needs. A Master Plan should then be developed for the Town's park systems that prioritizes needs and identifies funding sources.

- State, County, Regional and Southside Planning District officials should be solicited for input on the Master Plan and assist with financial funding and planning.
- The Town needs to work to improve public access to the Lake from inside the Town Limits. These improvements should include the expansion of the Tobacco Heritage Trail into the Town of Clarksville and to the access points on the Lake.
- The Town Officials and Town Council need to develop a formal strategy on how to address the future of the Cove Project.

**GOAL: Ensure revenues for all services match the costs of providing those services.**

- Town officials should closely monitor the costs of providing services and ensure that connection fees, user fees and other assessments are adequate to provide both present and future needs of the Town. Regular, small periodic adjustments in fee structure should be made to avoid large, sudden increases that may cause financial difficulties for residents and businesses.
- Town officials should be proactive in looking at methods of reducing costs and improving efficiencies to keep rate increases at a minimum.

## **GENERAL & FUTURE LAND USE**

Clarksville is a local residential and retail center for southwestern Mecklenburg County. Due to its location on Kerr Lake (Buggs's Island), it is also a prime location for retirees, tourists and outdoor recreation enthusiasts. Development for both residential and commercial use has been taking place in the areas adjoining the Town. For these reasons, the Town requested and received authorization for a boundary adjustment to the corporate town limits effective in January 2014. While the actual annexation was less than originally proposed, opportunities do exist for residential, business and industrial development to occur and zoning is in place to accommodate future expansion.

Town and County officials should coordinate land development procedures, zoning and standards for the areas adjacent to the municipal boundaries in order to minimize any conflicts or inconsistencies that exist between the two jurisdictions.

The Planning Commission should continue to review regulations, ordinances, and policies affecting land development activities within the Town to determine their compliance and suitability for implementing the Comprehensive Plan, making appropriate revisions as necessary.

In order to maintain and promote land use decisions within the Town that will continue to enhance the community and provide economic development opportunities, the following objectives should be considered:

- Encourage compatible building and site design for new development.
- Improve on the appearance of the Town as a whole, focusing on its central business district, neighborhoods and major entrances into the Town. Officials should pay special attention to the highway gateways into the Town and develop special design considerations to protect and enhance these areas. Attractive signs and landscaping can help project a positive impression on residents and visitors as well as providing a positive image for potential commercial and industrial prospects.
- Encourage creative urban design associated with new development projects and make sure that both zoning and subdivision ordinances permit innovative alternatives for site design and development.
- Ensure that zoning ordinances allocate suitable areas for desirable low, medium and high density residential development.

- Zoning ordinances need to allow for the highest and best use of property based on their suitability for such development. Need to ensure that there is a proper balance in the land use plan to address the needs for all income levels with the awareness that market forces greatly influence land use decisions.
- Continued maintenance and improvement of public areas must be encouraged to provide attractive and comfortable settings for recreational and other outdoor activities.
- Standards for the provision of open space should be developed. Open space may include undisturbed natural areas as well as areas designed for recreational activities. The nature and extent of required open space should be correlated to the density of associated development.
- Multi-family development should provide common open space and recreation areas for resident use.
- Distinct single-family neighborhoods must be protected from inappropriate infill development and conversion of existing residences. Zoning ordinances should prevent residential growth into industrial areas and restrict it to special use provisions in business districts.
- Ensure that land development patterns are compatible with the transportation network, community facilities and planned infrastructure improvements.

### **Future Land Use**

Future Land Use in Clarksville should be managed to promote sustainable and orderly development that will enhance the community as well as the environment. This plan is a design by which the future development of Clarksville and the surrounding area will be guided. By considering how the location of various land use activities affect physical, social and economic conditions in Clarksville, the future land use plan provides a sound basis for both public and private decision makers concerning future land development activities.

Due to the lack of available land within the Town, development for both residential and business use has been occurring in the areas adjoining the Town. This was a major factor for the Town pursuing boundary adjustments which would allow for future growth. In January 2014, the Town received authorization to annex specific land areas into the corporate limits. While the actual annexation was less than requested, opportunities for residential, business and industrial development are

available. However, for the Town to achieve sustainable growth for the future, continued efforts to increase the Town's boundary limits are important and need to be pursued.

Opportunities for new development along the Highway 58 by-pass corridor and Highway 15 route heading south towards Oxford, N.C. are currently zoned for business and provide excellent opportunities for future growth. As these areas continue to be developed, they need to be evaluated with respect to business patterns, noise and infrastructure requirements.

There are eight (8) established subdivisions located in the Town's corporate limits which have approximately 122 available parcels of land for future development. In addition, there still remains existing parcels of land that are available for development within the Town limits. As the result of the economic downturn over the last several years, the real estate market has been negatively impacted. While improvements are being seen, more demand is needed to maximize the potential growth in residential housing that is needed to sustain long term growth for the community. There is an increased demand for rental property as the result of ongoing construction activity in the area which is attracting temporary residents. This needs to be monitored closely to determine if additional rental housing needs to be pursued. Demand for lakefront property will continue to outpace the demand for property located in the Town's corporate limits. Continued annexation of these areas can afford long term financial stability for the Town.

Kerr Lake (Bugg's Island) is Clarksville's most valuable resource and every effort needs to be explored to increase the accessibility of the Lake from the Town. The feasibility of developing the Cove Project, enhancing the Municipal Dock and exploring options of expanding the Clarksville Marina lease limits to accommodate additional land and shoreline in order to pursue other recreational and commercial opportunities should be reviewed. Currently, plans are underway to finalize a lease agreement with the U.S. Army Corps of Engineers to incorporate the proposed area for the Cove Project, Municipal Dock and the Clarksville Marina into one lease which would allow more flexibility, potential enhancements and improved access to the Lake.

The Town has received a grant to explore the potential use of the Planter's Warehouse, located on Virginia Avenue, as well as other commercial buildings in the downtown area. Recommendations as to how to best utilize this property should be available within the next six months.

Recommend that the Town Recreation Committee review short and long term community recreational needs and determine possible sites for development. Based on input received, there is a desire for a farmer's market, pedestrian and bicycling trails and more space to accommodate special events and festivals.

### **Future Boundary Adjustments**

As discussed earlier, the boundary adjustment for Clarksville, that took effect in January 2014, was less than what was previously requested by the Town. Although the final annexation agreement with the County limits Clarksville's ability to expand its corporate borders for a ten year period, there still remains the need to seek future boundary expansion in order for Clarksville to continue to prepare for future growth and development opportunities. Town officials and the Planning Commission should begin a review process to identify future expansion plans. These plans should include the areas previously identified as part of the recommended annexation proposal, which were excluded in the January 2014 actual boundary adjustment, as well as other strategic locations adjacent to the Town limits.

The Town has already invested in these areas by running water and sewer lines in order to support this growth and has the ability to provide public services to these areas. The support of the citizens who live in these areas is vital and necessary if the Town and the respective areas are to grow and prosper. To do so will move the western region of Mecklenburg County forward in a positive way, resulting in the enhancement of the quality of life, improved employment opportunities and the appreciation of property values.

# APPENDIX A – LIST OF CHARTS

Chart	Title	Page
1	Town Governmental Structure	21
2	Southside Population	25
3	Mecklenburg County Population	26
4	County/Town Population	26
5	Clarksville Growth Trends	27
6	Population Projections	29
7	Population Estimates	29
7 A	Population by Age	30
8	Clarksville Housing Occupancy	34
9	Clarksville Households by Type	35
10	Employment Status	60
11	Occupations	60
12	Industry	61
13	Household Income	62
14	Poverty Levels	62

# APPENDIX B – HISTORIC PROPERTIES

The Clarksville Historic District was established by the Virginia Department of Historic Resources under VDHR File No. 192-0121 and is shown delineated on the map on the following page.

VDHR File 192-0121 contains a list of the individually recorded properties that are currently in VDHR's historic architectural resources inventory. The Comment field of each property contains the numbers that were issued to the property that are also recorded within the Clarksville Historic District. These 11-digit file numbers all start with the 192-0121 general number assigned to the Clarksville Historic District, then have a specific tertiary number for those contributing resources within the district.

In addition, there are four other historic Clarksville properties on file with the VDHR that are not part of the Clarksville Historic District. They are:

1. The Clark Royster House (VDHR File No. 192-71) located at 300 Rose Hill Avenue;
2. The Judge Henry Wood, Jr. House (VDHR File No. 192-60) located at 105 Sixth Street;
3. The Patrick Robert Sydnor Log Cabin (VDHR File No. 058-5076) located at Wilbourne Road (intersection of Routes 701 and 702); and
4. Sunnyside (File No. 192-2) located at 104 Shiney Rock Road.

As all of these files are quite lengthy, they are not included within this document; however, they may be viewed and downloaded from these locations:

[http://www.dhr.virginia.gov/registers/register\\_counties\\_cities.htm](http://www.dhr.virginia.gov/registers/register_counties_cities.htm)

[http://www.dhr.virginia.gov/registers/Counties/register\\_Mecklenburg.htm](http://www.dhr.virginia.gov/registers/Counties/register_Mecklenburg.htm)

# APPENDIX C – SUPPORTING MAPS