

# **2035 Comprehensive Plan**

## **Frederick County, Virginia**

### *Life at the Top*



***Recommended by the Frederick County Planning Commission***

***Adopted by the Frederick County Board of Supervisors***

## **ACKNOWLEDGEMENTS**

The 2035 Comprehensive Plan, The Plan, was adopted by the Frederick County Board of Supervisors on **XX XX, 2016**, upon the recommendation of the Frederick County Planning Commission on **XX XX, 2016**.

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Special appreciation is extended to the Blue Ribbon Panel and other stakeholder groups for their hard work and dedication to the County in updating the chapters of the 2035 Comprehensive Plan.

*The 2035 Comprehensive Plan would also like to recognize the efforts, editing and memory of Val VanMeter.*

**THANK YOU.**

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**INTRODUCTION**

- PURPOSE OF THE PLAN
- CORE VALUES
- IMPLEMENTING THE PLAN

*"THE 2035 COMPREHENSIVE PLAN  
SPEAKS FREDERICK COUNTY."*

*-JUNE WILMOT, CHAIRMAN  
FREDERICK COUNTY PLANNING COMMISSION*

## PURPOSE OF THE PLAN

The 2035 Frederick County Comprehensive Plan, The Plan, comprehensively addresses the future of Frederick County for its citizens, underscores building upon its rich history, and furthers the great community which exists in 2015. The Plan is guided by the Vision Statement and Core Values crafted and adopted by the Frederick County Board of Supervisors.

### **The 2035 Comprehensive Plan is the guide for the future growth of Frederick County.**

The format of the 2035 Frederick County Comprehensive Plan is clear and concise. The chapters of The Plan address: **Urban Areas, Rural Areas, Residential Development, Economic Development, Transportation, Public Facilities, Natural Resources, and Historic Resources.**

The Plan is supported by two Appendices: **Appendix I** which includes each of the County's Area Plans, key land use planning documents which implement the policies of the Comprehensive Plan in specific, geographic areas of the County, and **Appendix II** which provides background analysis and studies in support of The Plan.

The chapters of The Plan are simple. For each they describe where we are today and where we want to be in 2035, they provide policy guidance and methods of implementation, and they illustrate the benefits of the implementation of this focus for the future. In addition, they identify those community partners and key stakeholders whose role it will be to collaborate with the County in the successful implementation of The Plan.

Each chapter follows the same consistent format.

- **CURRENT CONDITIONS**
- **FOCUS FOR THE FUTURE**
- **COMMUNITY BENEFITS**
- **POLICIES/IMPLEMENTATION**
- **COMMUNITY PARTNERS AND STAKEHOLDERS**
- **SUPPORTING MATERIALS AND RESOURCES**

### **PUBLIC PARTNERSHIPS, INPUT, AND OUTREACH**

The 2030 Comprehensive Plan was a significant and rewarding undertaking in 2010 and 2011, and provided a foundation for this 2035 Comprehensive Plan update. Equally as rewarding an undertaking through 2015 and 2016, the draft of **the County's** 2035 Comprehensive Plan was guided by the Frederick County Planning Commission, through the efforts of the Comprehensive Plans and Programs Committee (CPPC), and with the assistance of the Blue Ribbon Panel and the Frederick County Department of Planning and Development staff, and many others.

The public outreach for this project has been broad, successfully, utilizing digital tools including: a project webpage and County social media which provided on-going updates, traditional public input meetings and public hearings. Public feedback on the 2035 Comprehensive Plan is ongoing. The Comprehensive Plans and Programs Committee (CPPC) members collaborated with a large group of citizen volunteers to form Blue Ribbon Panels whose goal was to update the various chapters of the Comprehensive Plan based on their expertise. Following an initial kick-off meeting in June 2015, the working groups met frequently throughout the winter of 2015-2016. The involvement of community partners and stakeholders, including inclusion of new stakeholders such as the Frederick County Sanitation Authority (FCSA), provided a wider scope of involvement and expertise than in previous efforts.

A series of public informational and input meetings was held in June 2016 at various locations around the community including:

- June 2 – Gainesboro Elementary School
- June 7 – Mid-Atlantic Farm Credit Union (Kernstown)
- June 9 – Greenwood Mill Elementary School
- June 14 – Stonewall Elementary School

The purpose of these meetings were to present draft elements of the Plan to the public for their information, and to seek additional public input and perspective through a facilitated discussion using targeted questions and open dialogue. In addition to staff, members of the Planning Commission and Board of Supervisors were in attendance to hear feedback first-hand and engage in a direct dialogue with citizens. Additionally, public feedback was solicited throughout the update through the project page on the County website. Online, citizens and stakeholders were also able to review draft documents, maps and respond to targeted questions regarding the future of their community.

A general summary of feedback received is provided in this section, while other feedback is incorporated through the updated Plan. Public input included:

- Water supply planning and projecting future water consumption;

## INTRODUCTION

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- Transportation and infrastructure improvements to support existing development and future growth projected in the Plan;
- Preservation of rural character and amenities, and planning for preserving historic resources such as battlefields;
- The pace of future growth and where future growth will be directed so as to not strain community resources;
- Anticipated changes in demographics and needs of the community;
- Planning for a variety of housing types and availability for different income levels and life-stages (1<sup>st</sup> time homebuyers, retiree's, millennials);
- Connectivity and safety along County and State-maintained roadways as a priority for future investment; and
- **The County's approach to growth management** (when and where) .

Based upon the work of all of the participants, the valuable input received, and the numerous forums for discussion, the 2035 Comprehensive Plan was updated with feedback from each stakeholder group and the public and presented to the Planning Commission and Board of Supervisors during a joint meeting in August 2016 and subsequently through the public hearing process in the fall of 2016.

The updated Plan, upon adoption, will continue to guide the County as it **seeks to implement the County's vision as expressed by the Board of Supervisors** and through the future focus of the chapters of the Plan.

## **CORE VALUES**

The Frederick County Board of Supervisors provided the framework for the 2035 **Comprehensive Plan**. The Plan's future focus, policies, and implementation strategies were crafted to reflect the Vision Statement and Core Values of the Board of Supervisors, approved on December 9, 2009.

### **Board of Supervisors Vision Statement:**

*"Insuring the quality of life of all Frederick County Citizens by preserving the past and planning for the future through sound fiscal management."*

### **Board of Supervisors Core Values:**

- A government that is accountable and dedicated to providing responsible stewardship for County funds and to insure the citizens receive the best services possible for the funds expended.
- A government concerned with long range planning that protects our rural heritage and directs its future growth through planned infrastructure.
- A government concerned with expanding commercial and industrial tax base in order to insure a viable and thriving economy.
- A government that looks to the future and implements plans to insure that the quality of life for future generations is preserved.
- A government that emphasizes a quality education through a cooperative effort with the school board.
- A government that recognizes the importance of maintaining a highly trained public safety program to provide efficient services and protection to county citizens.
- A government that promotes the spirit of cooperation with its regional local government partners and, in particular, the City of Winchester.
- A government unit based on honesty, trust, integrity, and respect that understands the importance of clear communication and a willingness to listen.

### **IMPLEMENTING THE PLAN**

Each of the chapters that make up the Plan have been structured to provide a clear focus for the future; where we envision the community to be in 2035, and policies to provide guidance on how to get there. In addition, identified methods of implementation have been drafted to guide the execution of the policies for each of the chapters of the Plan. The ultimate goal is to make the Plan **implementable, and by extension, achieve the Board of Supervisor’s** vision for the future of Frederick County.

In determining the future focus for the chapters of the Plan, the respective Blue Ribbon Panel (stakeholder working group) evaluated the current conditions in their area of expertise, and then looked to the future; 2035. The Blue Ribbon Panel articulated the potential community benefits that would result. Doing so ultimately helped the Blue Ribbon Panel craft and revise implementable policies.

Working with community partners and a variety of key stakeholders in the creation of the Plan has resulted in a well crafted, insightful, and much improved Plan. The continued involvement of a variety of relevant community partners, key stakeholders, and the public in the future will ensure the successful implementation of the Plan.

The Area Plans, Appendix I of the 2035 Comprehensive Plan, will be a primary implementation tool and will be instrumental to the future planning efforts of the County. Developed over the past couple of decades, the individual Area Plans have helped to guide the growth and development of areas of the County experiencing a variety of growth pressures. In the future, the Area Plans will be used to develop additional proactive and creative plans that will address the policies of the 2035 Comprehensive Plan, meet anticipated growth demands, assure a viable community, and maintain a high quality of life for its citizens.

### **SUPPORTING PLANNING DOCUMENTS**

In addition to the comprehensive plan, several other tools are available to Frederick County as it seeks to manage its growth and development and implement the 2035 Comprehensive Plan. These tools for plan implementation include but are not limited to the Official Map, the Zoning

## INTRODUCTION

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Ordinance, Subdivision and Site Plan Regulations, and the Capital Improvement Plan (CIP).

Frederick County will endeavor to utilize all of the planning tools available to it. As it does so, the County will continue to ensure that as new areas of urban uses are established in the Urban Areas, roads and public facilities of sufficient capacity should be provided to serve the new urban areas. In order for any proposed rezoning to be approved, the request shall be consistent with the updated 2035 Comprehensive Plan.

In addition, in order for any proposed rezoning to be approved, the applicants will be expected to contribute a reasonable portion of the costs of new or expanded infrastructure needed to serve the proposed development. Such contributions can be in the form of cash, dedicated land, or constructed improvements or in any other manner consistent with the Code of Virginia.

Rezoning requests should be evaluated to determine their potential impacts on public facilities. Costs to the County should be estimated in terms of what impact the development, which could result from the proposed rezoning, would have on public facilities and infrastructure.

Rezoning requests should not be approved unless the net impacts on public facilities are positive, or unless the negative impacts can be adequately addressed through proffered contributions or some other means. A request for rezoning may also be turned down even though all fiscal impacts appear to be addressed. If there are other impacts which are not addressed by the rezoning application, or if the request does not conform to this plan, a similar method should be developed for determining the impacts of proposed developments on transportation systems and other public facilities.

The Capital Improvements Plan (CIP) is the community's plan for public facilities. It provides a list of projects planned for five years and is updated each year as projects are completed and new projects added. The scheduling of projects needs to be coordinated with plans for development contained in the 2035 Comprehensive Plan. The CIP helps to guide development, to achieve the most efficient use of funds, and to maintain a stable financial program. The Comprehensive Plan may be used as a tool to aid in determining priorities among projects, for estimating required funding, and for scheduling projects. Adopted annually, the Capital Improvements Plan becomes part of the 2035 Comprehensive Plan.

Frederick County should continue developing the tools necessary to carry its vision into the future as enabled by the Code of Virginia.

### **The Code of Virginia**

The Code of Virginia requires that the Comprehensive Plan be updated every five years. The local Planning Commission is responsible for drafting and developing the plan, while the local governing body is required to adopt a Comprehensive Plan.

The Code calls for the comprehensive plan to be made with the purpose of

*"guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants."*

Frederick County meets this requirement of the Code of Virginia and, further, believes that the planning process should be a continuous and evolving effort. The 2035 Comprehensive Plan may be revisited from time to time through the Comprehensive Policy Plan Amendment process, and as directed by the Board of Supervisors through the individual Area Plans or specific studies, in order to implement the changing needs of the County and to further address the Code of Virginia.

This document contains policies which constitute Frederick County's implementation of the requirements of the Code of Virginia.

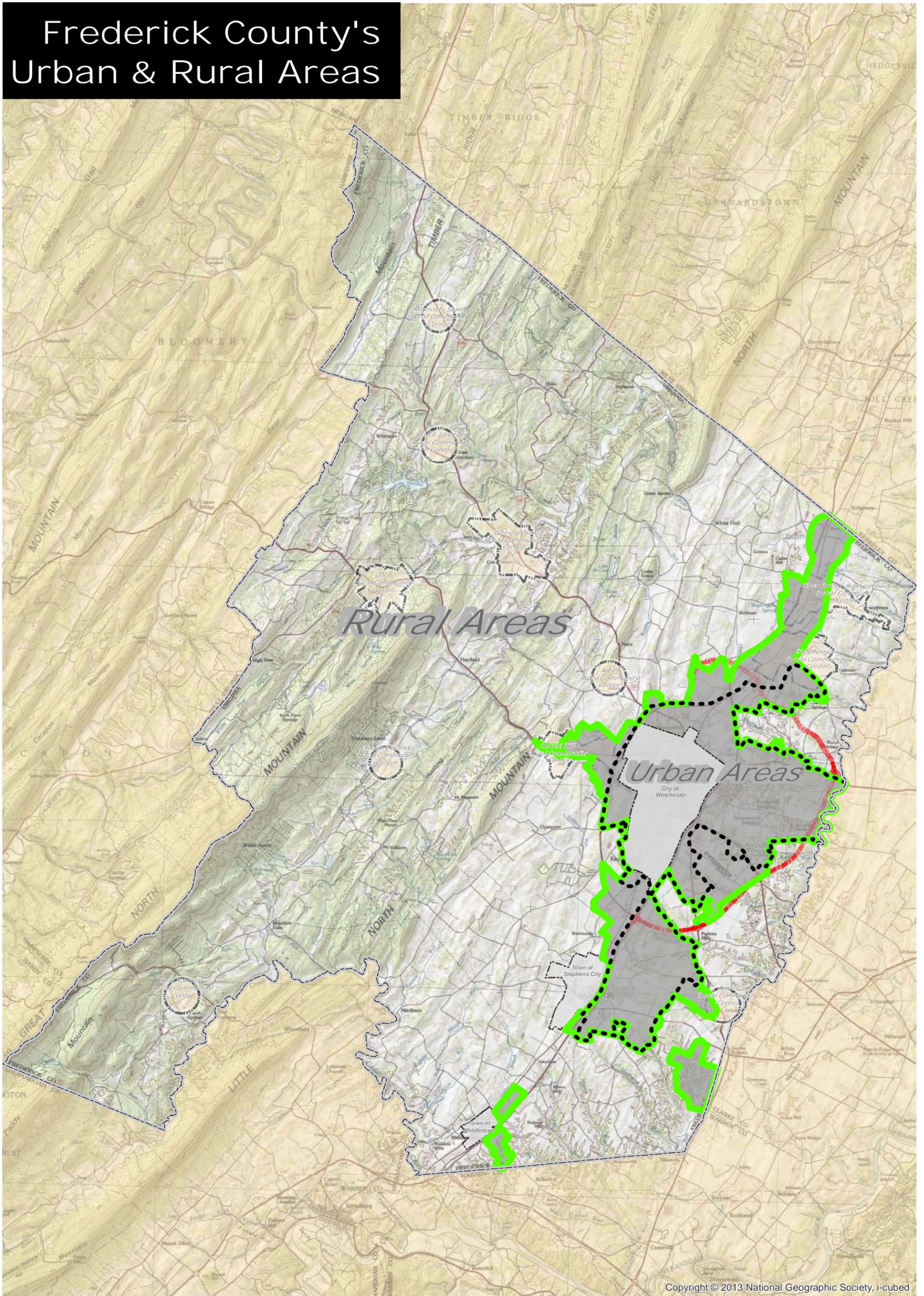
Frederick County will continue to meet, and strives to exceed, those requirements of the Code of Virginia that pertain to Urban Development Areas; 15.2-2223.1. The Frederick County Board of Supervisors has reaffirmed that the 2035 Comprehensive Plan, and its supporting documents, accommodates growth in a manner consistent with the requirements for Urban Development Areas as described in the Code of Virginia.

In addition, the transportation elements of the 2035 Comprehensive Plan have been reviewed by the Virginia Department of Transportation (VDOT) in accordance with 15.2-2222.1.

## I. URBAN AREAS



# Frederick County's Urban & Rural Areas



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-  Frederick County
-  Urban Development Area
-  Sewer and Water Service Area
-  Town and City Boundary
-  Future Rt 37 Bypass
-  Rural Community Center



## URBAN AREAS

### CURRENT CONDITIONS

The Urban Area of Frederick County includes those areas anticipated for higher intensity development within the Urban Development Area (UDA) and Sewer and Water Service Area (SWSA). Using the UDA and SWSA as urban growth boundaries, Frederick County seeks to focus growth in strategic areas where community facilities and public services are more readily available and can be provided in a more economical and viable manner. It is expected that the land uses within the UDA and SWSA will be served by public water and sewer.

The UDA and SWSA provide a clear boundary between the Urban Areas and the Rural Areas. They are designated to direct growth in a compact and highly efficient form within the Urban Areas, thereby reducing development pressures in the Rural Areas. Within the Urban Area there is a higher expectation in design standards to create a quality urban community that successfully accommodates growth. The principles of Neighborhood Design are supported within the Plan; these concepts are aimed at achieving a **“human-scale” built environment of mixed uses and interconnected streets** that are conducive to pedestrian movements, as well as motor vehicle movements.

The Urban Development Area defines the general area in which more intensive forms of residential development will occur. Commercial, industrial, and institutional land uses are also encouraged within the Urban Development Area. The Sewer and Water Service Area is consistent with the Urban Development Area in many locations. However, the Sewer and Water Service Area may extend beyond the Urban Development Area to promote commercial, industrial, and institutional land uses in areas where residential land uses are not desirable.

Future land uses are specifically depicted on the various Area Plans which are compiled in Appendix I. These Area Plans have been created over time, through a community planning process, and have been incorporated as part of the Comprehensive Plan. The aim of the Area Plans is to provide a more in depth, detailed plan that will guide the growth of each unique part of the **County’s Urban Area. As a whole, the** individual Area Plans make up the Eastern Frederick County Long Range Land Use Plan.

Historically, the average gross residential density of suburban type developments within the Urban Development Area has been between two and three units per acre. More recently, the densities of development in Frederick County have been increasing. The County should continually monitor the intensity and density of new development and its associated impacts. Residential densities higher than those previously experienced in the UDA would be appropriate for future development with the highest densities

## URBAN AREAS

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located within specifically designated areas within the UDA, known as Strategic Growth Areas.

Frederick County established the initial Urban Development Area boundary in 1987. In 2007, recognizing the importance of utilizing urban growth boundaries such as the UDA, the Virginia General Assembly adopted legislation requiring certain larger and higher growth jurisdictions to incorporate Urban Development Areas into their Comprehensive Plans. Frederick County continues to meet, and strives to exceed, those requirements of the Code of Virginia that pertain to Urban Development Areas.

**The boundary of Frederick County's Urban Development Area should be** examined regularly to ensure that it is adequately sized to accommodate future growth, and offers a diversity of housing types and locations which provides for a competitive land market and fosters consumer choice. The size of the Urban Areas (both UDA and SWSA) will also be affected by the ability to provide water and sewer service to accommodate future development

Historically, Frederick County has sought to achieve a balanced ratio between commercial/industrial and residential growth in terms of both available areas of land use and taxable value of the land uses. The target ratio for the Urban Area shall be 25 percent commercial/industrial within the Urban Areas to 75 percent residential and other land uses throughout the County as a whole. The purpose of this target is to achieve fiscal balance through land use planning. Maintaining a healthy and balanced ratio will help the County maintain its low tax rates while continuing to enhance the services provided to the residents. To encourage commercial and industrial (C & I) uses to help achieve the targeted ratio, Frederick County has designated certain areas solely for C & I type uses such as the Route 11 North corridor, Kernstown area, Round Hill, and in the vicinity of the Winchester Regional Airport.

In 2010, Frederick County adopted a Transfer of Development Rights (TDR) program which allows for dwelling unit rights to be transferred from parcels located in the rural areas to designated properties within the Urban Development Areas. This policy tool provides landowners within the rural areas the ability to obtain development value of their farm land without having to subdivide and sell the land. The density rights from the land can be severed and utilized within the Urban Development Area where community facilities and public services can be provided more efficiently. Policy tools such as the TDR program are key elements in maintaining a harmonious relationship between the Urban Areas and Rural Areas.

### **FOCUS FOR THE FUTURE**

The UDA Study of 2006 for Frederick County evaluated current land use patterns, comprehensive policy plan language, development trends, and contemporary planning practices. Using the UDA Study, Frederick County has identified locations which promote higher urban densities and a more compact

## URBAN AREAS

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form of development. These strategic growth areas within the Urban Areas are known as Neighborhood Villages and Urban Centers.

Neighborhood Design principles are intended to be effective growth management tool for the **County's Urban Areas**.

These principles provide for a more viable form of development focused on creating a sense of community. Future development within the Urban Areas will be based upon the following:

- Mix and integration of a variety of uses
- Mix and diversity of housing opportunities
- Increased density in an urban form
- Walkability
- Connectivity
- Traditional neighborhood structure
- High quality architecture, enhanced urban design and planning
- Environmental quality
- Community focal points
- Transportation policies for all users

The application of these development principles throughout the Urban Areas, and most importantly within strategic growth areas, seeks to ensure that the UDA of the County will be made up of walkable, mixed-use neighborhoods. These areas should feature a variety of housing choices, high quality retail, community facilities as focal points, employment opportunities, and provide for land uses that are connected by an attractive, efficient, transportation system designed for all users. The mixing of uses provides a greater choice in mobility. Further, focusing development around walkable centers affords people the opportunity to work, live, shop, and play in locations that are near each other.

Neighborhood Villages and Urban Centers will be the building blocks of the **urban fabric of Frederick County's urban areas**.

### ***Neighborhood Villages***

Neighborhood Villages are envisioned to be compact centers that focus and complement the surrounding neighborhoods, are walkable, designed at a human scale, and supported by existing planned road networks.

### ***Urban Centers***

The Urban Center is larger than the Neighborhood Village and is envisioned to be a more intensive, walkable urban area with a larger commercial core, higher densities, and designed around some form of public space or focal point. Urban Centers should be located in close proximity to major transportation routes and intersections.

## URBAN AREAS

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A goal of the Neighborhood Villages and Urban Centers is to create new neighborhoods with a balance between residential, employment, and service uses. Balanced new development should be achieved through a mix of uses that are integrated with one another; this may be achieved through multistory structures.

Potential locations for Neighborhood Villages and Urban Centers are strategically located to take advantage of existing development patterns and infrastructure locations.

The level of density projected within the Urban Centers or Neighborhood Villages should accommodate a range that would enable the various areas designated to development at a higher density and as envisioned in this plan.

The highest densities for the County are envisioned within the Neighborhood Villages and Urban Centers; therefore, special care should be taken in ensuring these areas provide a complete transportation system designed for all users. **The County's efforts towards implementing policies** designed for all users should be integrated with the on-going land use planning efforts to ensure a connection between these important elements of community growth and development. For additional information on **the County's transportation policies**, see the Transportation chapter.

The Urban Area should be carefully planned to take advantage of unique natural features and settings, protect and preserve natural and historic resources and features, identified environmental resources and enhance the natural, scenic, and cultural value of the urban areas of the County.

In order for new areas of urban uses to be established within the Urban Areas, adequate roads and public facilities with sufficient capacities to accommodate the new uses should be provided. For any proposed rezoning to be approved, applicants will be expected to contribute a reasonable portion of the costs, relative to the scale of the development, of new or expanded public facilities and infrastructure needed to serve the proposed development. It is important that anticipated impacts of proposed developments are mitigated to ensure that they are not placing an undue burden on the community and to further implement the goals of the Comprehensive Policy Plan. Special care must be taken to ensure that the necessary infrastructure improvements, community facilities, and transportation improvements are available and provided to support the Urban Areas and Neighborhood Villages and Urban Centers.

### **COMMUNITY BENEFITS**

Establishment of the urban areas, utilizing the Urban Development Area and the Sewer and Water Service Area as urban growth boundaries, has focused growth away from the rural areas of the County and into areas that can be provided more readily, and efficiently, with public services and infrastructure. The plan envisioned for the future of the urban areas focuses on increased

## URBAN AREAS

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density and intensity in strategic locations within the urban areas where a greater sense of community and better public services may be provided.

The benefits of focusing new growth within the urban areas are numerous. When residential growth occurs outside of the designated growth boundaries and into the rural areas, the County has to extend public services such as schools and emergency services out into those areas. These expanded service areas increase the costs of operation for these services and facilities while decreasing effectiveness. Focused growth limits development pressures within the rural areas, thereby helping to preserve the environment and promote agribusiness and tourism. The compact form of development envisioned within the Urban Areas allows these services to be provided as efficiently and effectively as possible.

Incorporating Neighborhood Design principles such as those identified in this chapter within the urban areas will help to improve the sense of community and promote close knit, walkable communities where residents have greater opportunities to live, work, and play in the same area. The transportation systems encouraged by this plan de-emphasizes the automobile, allowing residents to walk or bike to destinations. They are designed for all users. These transportation options improve public health and allow for the automobile transportation network to operate more efficiently due to decreased traffic volumes.

Dedicated areas for commercial and industrial development helps to ensure a strong tax base to provide public services and community facilities and also provide for retail opportunities for the benefit of local residents.

In general, these principles are more efficient, more viable and ultimately more economical for the community.

### **POLICIES/IMPLEMENTATION**

**POLICY: AS FREDERICK COUNTY CONTINUES TO GROW, IT IS ESSENTIAL THAT THE VISION OF THE COMPREHENSIVE PLAN FOR THE URBAN AREAS BE IMPLEMENTED IN ORDER TO ACCOMMODATE GROWTH IN A VIABLE MANNER. GROWTH SHOULD PRIMARILY BE FOCUSED WITHIN THE URBAN AREAS.**

### **IMPLEMENTATION:**

- Focus new residential growth within the Urban Development Area (UDA).
- Monitor size of UDA and the Sewer and Water Service Area (SWSA) to ensure appropriate land area is made available to accommodate residential growth as well as commercial and industrial opportunities.

## URBAN AREAS

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- Ensure adequate water and sewer service capacity is available to accommodate new growth.
- Provide for various densities within the Urban Areas to encourage concentrated growth while also accommodating consumer choice for a variety of housing options.

**POLICY:        PROMOTE THE NEIGHBORHOOD DESIGN PRINCIPLES IDENTIFIED IN THIS CHAPTER WITHIN THE URBAN AREAS.**

**IMPLEMENTATION:**

- Ensure land use applications incorporate the principles of Neighborhood Design identified in this chapter where appropriate.
- Closely monitor newly adopted zoning ordinances which enable mixed use development to ensure the effectiveness of the ordinances and the ability for development to implement the ordinance requirements. Revise the ordinance if necessary to increase the effectiveness or to enable better implementation.
- Develop the Neighborhood Village and Urban Center concepts which promote strategic growth areas within the Urban Areas. Community Area Plans could be utilized to identify potential locations for these concepts.
- Promote the location of community facilities as focal points within identified strategic growth areas.

**POLICY:        PROVIDE FOR TRANSPORTATION OPPORTUNITIES FOR ALL USERS WITHIN THE URBAN AREAS.**

**IMPLEMENTATION:**

- Ensure the Bicycle Plan included as part of the Comprehensive Plan provides for trail facilities in the desired locations.
- Encourage new developments to provide interconnected trail networks and on street shared travelways.
- Connect “missing links” across existing developments to the extent possible.

**POLICY:        OBTAIN 25/75 RATIO OF COMMERCIAL & INDUSTRIAL USES TO RESIDENTIAL AND OTHER LAND USES WITHIN THE URBAN AREAS OF THE COUNTY.**

## URBAN AREAS

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### **IMPLEMENTATION:**

- Ensure adequate services, including water and sewer infrastructure, are available to obtain target business users in a competitive market.
- Monitor location of SWSA and consider expansions when necessary to accommodate demand or a highly desirable business user, and to implement the Long Range Land Use Plan.
- Continue to evaluate the availability of land that will specifically accommodate desired amount of commercial and industrial land uses and incorporate sufficient acreage into Area Plans.
- Seek to attract uses that will generate the desired tax revenue and employment opportunities for the County.

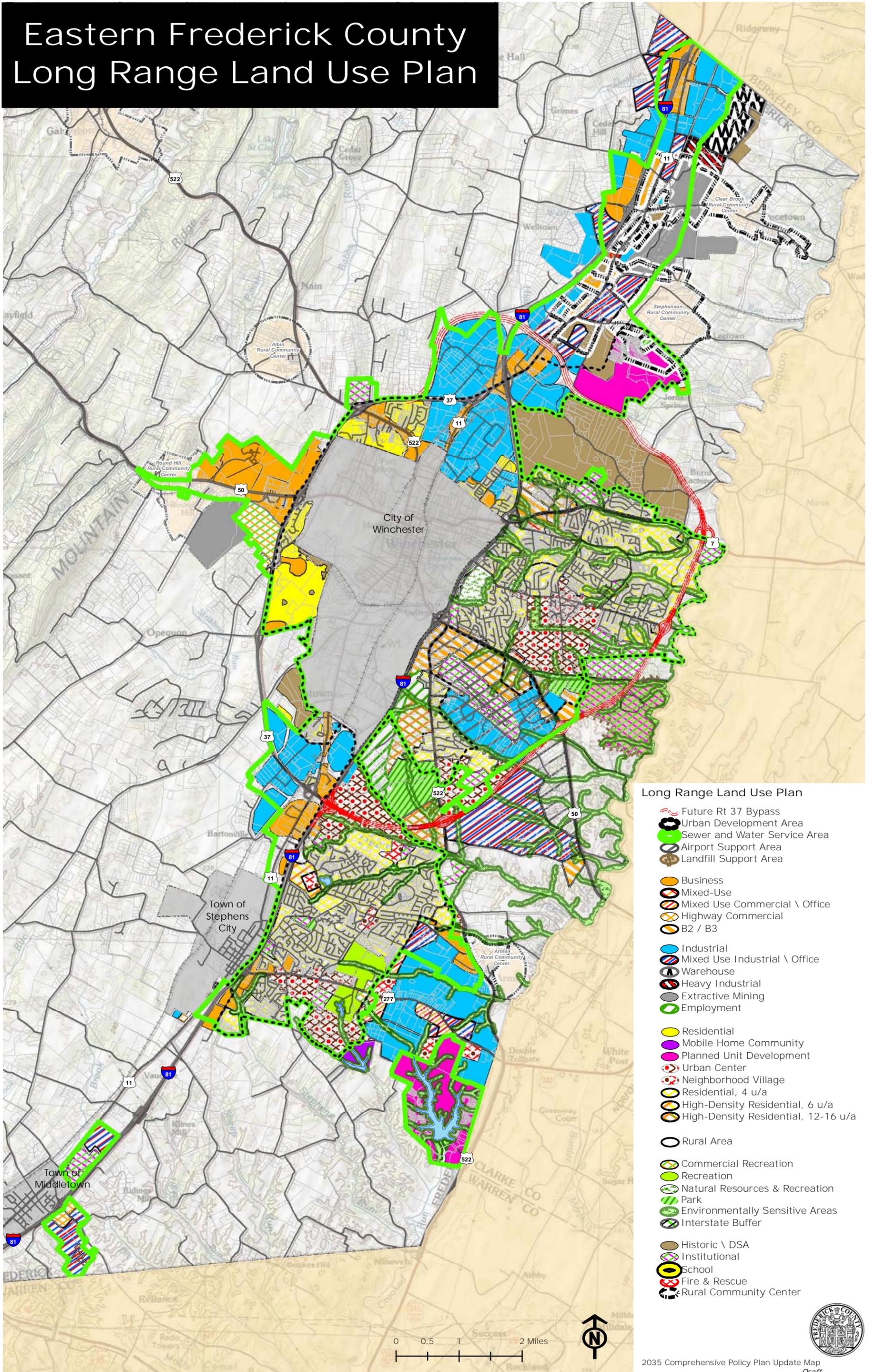
### **COMMUNITY PARTNERS AND STAKEHOLDERS**

- Business Community
- Chamber of Commerce
- Top of Virginia Building Association
- Community Groups and Homeowner Associations
- Frederick County Economic Development Authority (EDA)

### **SUPPORTING MATERIALS AND RESOURCES**

- 2006 UDA Study
- Planning Area Analysis'

# Eastern Frederick County Long Range Land Use Plan

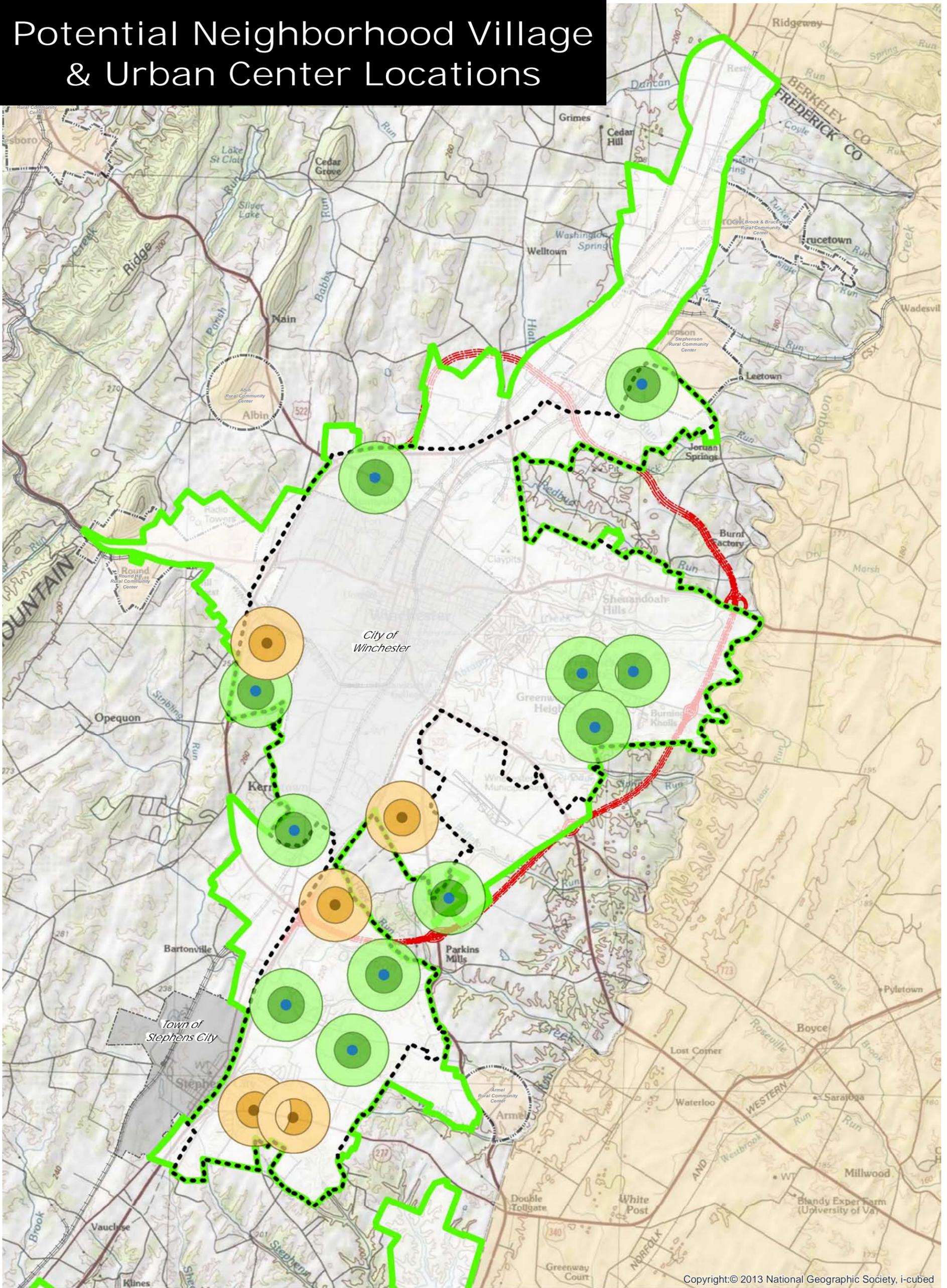


## Long Range Land Use Plan

- Future Rt 37 Bypass
- Urban Development Area
- Sewer and Water Service Area
- Airport Support Area
- Landfill Support Area
- Business
- Mixed-Use
- Mixed Use Commercial \ Office
- Highway Commercial
- B2 / B3
- Industrial
- Mixed Use Industrial \ Office
- Warehouse
- Heavy Industrial
- Extractive Mining
- Employment
- Residential
- Mobile Home Community
- Planned Unit Development
- Urban Center
- Neighborhood Village
- Residential, 4 u/a
- High-Density Residential, 6 u/a
- High-Density Residential, 12-16 u/a
- Rural Area
- Commercial Recreation
- Recreation
- Natural Resources & Recreation
- Park
- Environmentally Sensitive Areas
- Interstate Buffer
- Historic \ DSA
- Institutional
- School
- Fire & Rescue
- Rural Community Center



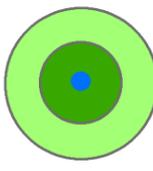
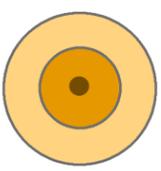
# Potential Neighborhood Village & Urban Center Locations



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 Urban Development Area    
  Sewer and Water Service Area    
  Future Rt 37 Bypass

2035 Comprehensive Policy Plan Update Map  
Draft

 Potential Neighborhood Villages (with Ped Sheds (.25 & .5 miles))    
  Potential Urban Centers (with Ped Sheds (.25 & .5 miles))



0 0.5 1 2 Miles

## **II. RURAL AREAS**



## RURAL AREAS

### CURRENT CONDITIONS

Most of Frederick County's land area is rural in character. Of the County's 266,000 acres, approximately 243,000 acres are rural and located primarily west of Interstate 81. The remaining acreage comprises the Urban Development Area (UDA) **where the majority of the County's future growth is directed.**

The Rural Areas best exhibit the beauty, view sheds, and tranquility for which Frederick County is known. The primary land uses in the Rural Areas are agricultural and forestal operations. The Rural Areas have been reduced in size and acreage in recent years; however, income per acre has increased (see Agribusiness, Chapter 4 - Economic Development). These agricultural uses not only **play an important role in the County's economy by providing** income to farmers but also benefit the community because they require far fewer County services.

The Rural Areas of the County have traditionally seen about 30% of the **County's new residential growth. This is due to the fact that many residents** are attracted to the beauty and lifestyle offered by the rural areas.

With the exception of the **County's Rural Community Centers**, the predominant new residential development pattern has been five acre lots or two acre clustered lots with dedicated preservation tracts, both of which are served by individual onsite sewage disposal systems and wells. It should be noted that the band of prime agricultural soil which runs north-south west of Interstate 81 is the same area where a majority of new rural residential growth has been experienced.

To deal with increasing development pressures in the Rural Areas over the last decade, the Board of Supervisors established the Rural Areas Subcommittee in 2008. This committee was tasked with identifying growth and development trends and related issues in the Rural Areas of the County, gathering ideas to address those issues and forwarding a recommendation for resolution. **The committee's final report, "The Rural Areas Report and Recommendations" was** adopted by the Board of Supervisors on April 22, 2009 as a policy component of the Comprehensive Policy Plan. One of the recommendations contained within the report was the creation of a Transfer of Development Rights (TDR) Program. This program encourages the preservation of rural land by permitting the sale of severed development rights in the Rural Areas (Sending Areas) through the private market. These

## RURAL AREAS

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rights are then transferred to, and developed within the Urban Development Area in designated receiving areas.

The TDR Program joined other existing land use tools to form what could be described as financial vehicles for the agriculturalists and rural landowners. They include:

- Land use taxation (local)
- Conservation easements (non-profit)
- Purchasable development rights (public)

The Report also affirmed the existing land use policies for the Rural Areas, which includes preserving rural character and open space; and improving the rural view shed. These policies are supported by a belief that preserving these attributes and resources **further the community's attractiveness and value.**

Added to this list are policies for the broader community:

- Maintain the rural character of areas outside the Urban Areas
- Ensure that land development activities in the Rural Areas are of an appropriate quality
- Protect the rural environment
- Use the Urban Areas to provide public services at a lower cost

Historically, the County has taken great care to allow residential land to co-exist with agriculture uses. Tools implemented by the County in recent years include buffering, clustering, right-to-farm, and the promotion of Agricultural and Forestal Districts. All of these provide protections to both homeowners and farmers and enable equal use and enjoyment of the Rural Areas.

Within the Rural Areas of the County there are several established residential developments called Rural Community Centers. There are currently twelve identified Rural Community Centers. These are:

**GORE**

**GAINESBORO**

**ARMEL**

**STAR TANNERY**

**ALBIN**

**STEPHENSON**

**REYNOLDS STORE**

**ROUND HILL**

**SHAWNEELAND/NORTH MOUNTAIN**

**WHITACRE/CROSS JUNCTION**

**CLEARBROOK/BRUCETOWN**

**WHITEHALL**

## RURAL AREAS

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These centers consist of small lot residences and commercial uses typical of a village. There are currently no public utility services in these communities. The Rural Areas Subcommittee recommended studying private utility systems to serve these Communities. In addition, four of the existing centers have been identified as potential receiving area for TDRs. Of the Rural Communities, Round Hill, has had a plan developed which incorporates the community village area and commercial uses adjacent to U.S. 50 west of its interchange with the Route 37 By-Pass (see Area Plans).

### **FOCUS FOR THE FUTURE**

Frederick County has a recognizable Rural Area where agricultural operations are promoted, natural resources are respected and its beauty and heritage are preserved. While the **County's** agriculture industry is likely to evolve into operations of a very different scale and intensity than currently seen, the County should continue to support and encourage these operations. The Agribusiness Business Development section further promotes the evolution of **agriculture in the County's Rural Areas.**

The Rural Community Centers of Frederick County will continue to play a role as focal points for the Rural Areas, and small area land use plans for the centers should be created. Additionally, other types of rural residential development should take on patterns similar to these centers. The natural landscape should be used as the background of development with a greater emphasis placed on conservation design for growth within the rural areas. The inclusion of new recreational opportunities and the growth of existing ones within the rural areas are also encouraged.

Frederick County should continue developing the tools necessary to carry this vision into the future.

### **COMMUNITY BENEFITS**

The rural areas of the County provide benefits to the community in a number of ways. These areas not only contribute to the identity of Frederick County, they provide jobs, recreation and a way of life. The agricultural lands and open spaces help reduce the costs of public services and transportation costs for the State. Preserving and protecting the rural areas of Frederick County is important not only to ensure the economic viability of agricultural and forestal operations but to also guarantee that those lands are present for the use and enjoyment of future generations.

# RURAL AREAS

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## **POLICIES/IMPLEMENTATION**

**POLICY: CLUSTER RESIDENTIAL DEVELOPMENT TO CREATE CONNECTED GREEN SPACE, AND APPROPRIATE TRANSITIONS WITH THE URBAN AREAS.**

**IMPLEMENTATION:**

- Preserve the desired physical characteristics of the Rural Areas. Position residential clusters considering physical characteristics of the land. Avoid prime soils, minimize land disturbance and grading, and minimize drainage changes.
- Attempt to make open space and preservation areas contiguous and preserve larger areas of natural and environmental resources by clustering residential uses and promoting rural corridors. Maintain inventory of open space of differing qualities adequate for perceived needs of the future.
- Maintain transition areas between radically different uses, most importantly, between the Rural and Urban Areas.
- Avoid Developmentally Sensitive Areas (DSA's), historic districts, sending TDR areas, recreational overlays, and Agricultural and Forestal districts.

**POLICY: USE NEIGHBORHOOD CENTER CONCEPTS WITHIN THE RURAL COMMUNITIES.**

**IMPLEMENTATION:**

- Boundaries should be established for each Rural Community Center and small area land use plans for each center. These centers should remain the focal point of the rural community and their character and scale should be preserved.
- Provide improved services within the neighborhood centers (wastewater treatment, package treatment, fire and rescue, satellite County offices, library) and use such community facilities as focal points.
- Rural Community Centers should be located at existing transportation systems.
- Encourage appropriate mixes of residential, commercial and business uses within the Rural Community Centers.

**POLICY: SUPPORT VOLUNTARY LAND PRESERVATION TOOLS AND THE LAND USE TAX DEFERRAL PROGRAM**

## RURAL AREAS

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### **IMPLEMENTATION:**

- Support Conservation Easement Authority, Transfer of Development Rights, Agricultural and Forestal districts, and Purchase of Development Rights programs, among others. Provide education to the public about programs available to them to preserve land.
- Participate in state grant programs to the greatest extent possible.
- Follow changes to state code that would enable new land preservation tools.
- Encourage good forestry and best management practices within the Rural Areas.
- Review taxation policies as agricultural uses evolve.

### **POLICY:      **SUPPORT AGRICULTURAL OPERATIONS AND RURAL RECREATION****

### **IMPLEMENTATION:**

- Support the agricultural economy in Frederick County and adapt to evolving practices and new agricultural opportunities.
- Identify local, regional, and national rural recreation opportunities **within the County's Rural Areas. Support and expand the number of** users of rural recreation. Examples include, the Big Blue and Tuscarora Trails, numerous Civil War Battlefields, Cedar Creek and other waterways, George Washington National Forest, to name a few.
- Create overlays that support and preserve rural recreation opportunities.
- Work regionally to preserve, expand and create rural recreation opportunities.

### **COMMUNITY PARTNERS AND STAKEHOLDERS**

- Conservation Easement Authority
- Frederick County Farm Bureau
- Frederick County Fruit Growers Association
- Agriculture and Forestal District Advisory Board
- George Washington National Forest
- Shenandoah Valley Battlefield Foundation
- National Park Service
- Lord Fairfax Soil and Water Conservation District
- Virginia Cooperative Extension Service

**SUPPORTING MATERIALS AND RESOURCES**

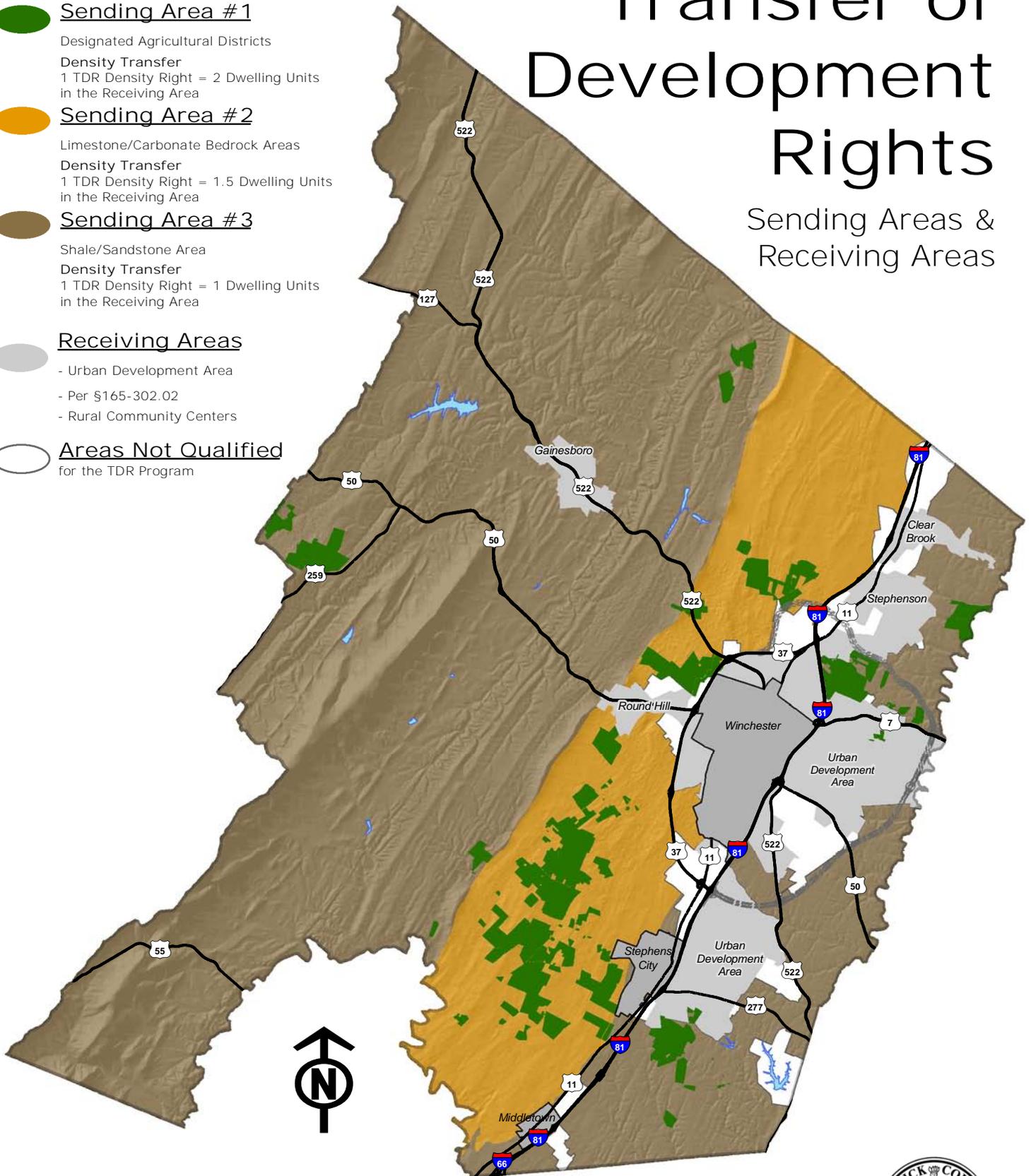
- Rural Areas Report and Recommendations

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# Transfer of Development Rights

## Sending Areas & Receiving Areas

-  **Sending Area #1**  
Designated Agricultural Districts  
Density Transfer  
1 TDR Density Right = 2 Dwelling Units in the Receiving Area
-  **Sending Area #2**  
Limestone/Carbonate Bedrock Areas  
Density Transfer  
1 TDR Density Right = 1.5 Dwelling Units in the Receiving Area
-  **Sending Area #3**  
Shale/Sandstone Area  
Density Transfer  
1 TDR Density Right = 1 Dwelling Units in the Receiving Area
-  **Receiving Areas**  
- Urban Development Area  
- Per §165-302.02  
- Rural Community Centers
-  **Areas Not Qualified**  
for the TDR Program



### **III. RESIDENTIAL DEVELOPMENT**



## RESIDENTIAL DEVELOPMENT

### CURRENT CONDITIONS

Over the past two decades, the amount of residential development in Frederick County has grown, increasing at a relatively consistent rate of approximately 3 percent a year. Supporting this growth was a period of **significant expansion in the County's** commercial and industrial base. According to the 2010 Census and more recent studies performed by the Economic Development Authority (EDA), Frederick County remains primarily an in-commute location. However, this Plan acknowledges Frederick County is also home to a large population of residents that commute out of the County for employment. The main contributor to the population growth was the migration of people inside the Washington Metropolitan Statistical Area (WMSA) to Frederick County for a higher quality of life including lower housing costs and a lower tax rate. Frederick County, because of its location and excellent access to Northern Virginia and Washington, DC, it has become a place of choice to live for those commuters. Frederick County has also become an attractive place to live for retirees.

There is little doubt that **Frederick County's housing** market was impacted along with the rest of the Nation in the mid- to late-**2000's**. New home construction in the County has been impacted the most by the problems with the housing industry. 580 residential building permits for new construction were issued in 1999 and 305 in 2009. The highest number of permits issued was in 2005 (1,261). The average number of permits for the past decade was 789 per year. While this current economic downturn has subsided, the number of housing units sold in 2009 (1,041) was nearly equal to the number sold in 1999 (1,052). The highest number was in 2004 when 1,850 housing units were sold.

**Residential opportunities exist in both the County's** urban and rural areas. In recent years Frederick County has seen approximately one third of its new residential growth constructed in the Urban Development Area and two thirds in the rural areas, including the R5 Residential Recreational Communities.

The Rural Areas are home to the agricultural, forestal and open spaces of the County. Within the rural areas, the predominant types of residential unit are single family dwellings with a density of one house per five acres. In addition to the traditional five acres lots seen in the past, dwellings at the same density can be clustered using a two acre lot size with the remainder being preserved through a 60% preservation tract. Older rural communities exist throughout the rural areas and are typically **found within one of the County's** Rural Community Centers. These community centers typically have smaller lot sizes, higher densities and commercial uses. Residential developments

## RESIDENTIAL DEVELOPMENT

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located in the rural area, including Rural Community Centers are on private individual water and sewer systems.

The Urban Development Area (UDA) is the portion of the county which has been identified as the area where more intensive forms of residential development will occur and to accommodate the anticipated residential growth within the community. While this area currently consists of primarily suburban residential types of development, with some multifamily and retirement units, it is planned to accommodate a more intensive mix of land uses and residential housing opportunities. The UDA is designed to accommodate increased residential densities because it is adjacent to or in the near proximity to the necessary infrastructure and public facilities, such as public water and sewer, schools, emergency services and a transportation network. Within the Urban Areas, planning and development principles, such as Neighborhood Design, have been promoted which are proactive and creative, that will meet the anticipated residential growth of the community, and provide a lifestyle that will retain the citizens and encourage an influx of new residences to Frederick County.

To further encourage residential development in the Urban rather than Rural Areas, the County adopted a Transfer of Development Rights Program (TDR) in the spring of 2010. This program allows rural land owners to strip development rights from agricultural land and sell them to developers for use **within designated areas within the UDA. More information on the County's** TDR Program can be found in the Rural Areas chapter. In order to make this program attractive to the Residential Developers the zoning of the receiving area must be conducive to the acceptance of the additional density. The ultimate benefit to developers would be to provide a means to increase the density on a property without being required to rezone the property.

### **FOCUS FOR THE FUTURE**

Future residential growth in Frederick County is anticipated to continue and expand. The County must ensure that land use policies are established to adequately direct and shape that growth to guarantee that it is positive for the community and located in areas that are capable of accommodating that growth. While new residential growth is expected in both the rural areas and the urban areas, new residential growth should be focused primarily within the urban areas of the County. The UDA is better able to accommodate higher density growth and is able to provide public services to those new residents.

The County should continue to establish policies which result in attractive and welcoming residential neighborhoods which are able to accommodate a growing population and expanding workforce. Such residential development should be comprised of a mixture of housing types and lot sizes to provide options for a range of lifestyles and incomes, **such as retiree's, millennials and**

# RESIDENTIAL DEVELOPMENT

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younger families. The land use policies of the Urban Areas will further guide this residential development and community growth. The County should work in concert with the builders and developers to promote a variety of housing products which will provide housing to a wide range of economic needs.

In the Urban Area, the long-term livability of residential neighborhoods will be enhanced by development practices that incorporate the principles of Neighborhood Design, affordability, and natural and environmental resources elements into the community.

## **COMMUNITY BENEFITS**

Proactive planning efforts are essential in both the Urban and Rural Areas to ensure that the County is able to deal with its future residential growth in a cost-effective and attractive manner.

Proper planning and land use policies enable the County to identify where future residential growth should be accommodated. It enables the County to plan for and provide infrastructure and services in defined areas where they can reach the majority of the population. By directing growth and services to the urban areas, the County can develop community facilities that become focal points to the residential areas. Encouraging new residential development around walkable centers allows people to work, go to school, live, shop, and play in locations that are near each other and not totally dependent on a vehicle. Public transportation will be a critical component in the urban centers.

Most importantly, these planning steps enable residents, both now and in the future, to choose from an array of housing types that suit their needs. The construction of affordable housing opportunities should also be promoted through increased densities to ensure that the needs of all residents are met.

## **POLICIES / IMPLEMENTATION**

**POLICY:**            **NEW RESIDENTIAL DEVELOPMENT SHOULD BE FOCUSED WITHIN THE URBAN DEVELOPMENT AREA (UDA).**

### **IMPLEMENTATION:**

- The county will attempt to assure that the Comprehensive Plan will allow a variety of housing units and will maintain consistency with the Code of Virginia. The Urban Development

# RESIDENTIAL DEVELOPMENT

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Area in the Comprehensive Plan should allow for housing that will meet the needs of first time buyers, move-up residences, and seniors.

- Higher density residential development is encouraged in close proximity to or mixed with commercial areas to enhance walkable access to employment, shopping, and entertainment. **The County's strategic growth areas**, the Urban Centers and Neighborhood Villages, are the most desirable locations for this type of development.
- Residential housing types and design guidelines should be flexible to accommodate evolving demographic trends, and to ensure that housing choices are maximized.

**POLICY:**      **NATURAL SYSTEMS AND OPEN SPACES SHALL BE AN IMPORTANT COMPONENT OF NEW RESIDENTIAL DEVELOPMENT IN THE URBAN AND RURAL AREAS.**

**IMPLEMENTATION:**

- When new development occurs in the rural areas, the rural preservation option should be encouraged as the preferred subdivision form and design to preserve natural and environmental features should be implemented.
- The design of new residential neighborhoods should promote viable development practices and incorporate the conservation of green infrastructure elements as outlined in the Natural Resources chapter. The Comprehensive Plan should include a provision for moderate size lots (i.e. 8,000 to 10,000 square feet) clustered to preserve open space, and be served by a private sewer and water system.
- New residential neighborhoods will include open space amenities, active, passive, and natural, located in close proximity to all dwellings, with an emphasis on the provision of usable open space for resident use and enjoyment.

**POLICY:**      **THE COUNTY WILL WORK TOWARD ENABLING AND ENCOURAGING NEW AND INNOVATIVE HOUSING CHOICES, THAT ALSO ACCOMMODATE A FULL RANGE OF AFFORDABILITY.**

**IMPLEMENTATION:**

- The County will examine existing ordinances and make changes as appropriate to ensure that adequate housing options are available to the development community.

## RESIDENTIAL DEVELOPMENT

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- Rural Community Centers should be enhanced as viable and desirable places to live, as they can serve an important role as a location with lower development costs, thus reducing the housing costs.
- Promote the completion of a land use plans for the Rural Community Centers and provide incentives to increase the viability of these neighborhoods.
- Maintain an awareness of the public role and how it impacts the cost of housing when promoting housing innovation and affordability.

### **COMMUNITY PARTNERS AND STAKEHOLDERS**

- Top of Virginia Building Association
- Association of Realtors
- Community Groups
- Home Owners Associations
- Habitat for Humanity
- Shenandoah Area Agency on Aging
- Access Independence

### **SUPPORTING MATERIALS AND RESOURCES**

- 2006 UDA Report
- Rural Areas Report and Recommendations

## **IV. ECONOMIC DEVELOPMENT**

- **OFFICE AND INDUSTRIAL**
- **RETAIL**
- **TOURISM**
- **AGRIBUSINESS**



## **ECONOMIC DEVELOPMENT**

### **INTRODUCTION**

The goal of the economic development policies and practices recommended herein are focused on two key areas:

First, to retain desirable businesses and foster the growth of an economically diverse commercial tax base comprised of environmentally-sound industries that create quality jobs for the citizens of Frederick County and attract ongoing commercial investment.

The second key area is to use the county's land and natural resource assets in a manner that provides a high quality of life that fosters the retention of a diverse population and attracts citizens to live and work in the county as well as encourage growth in Frederick County's tourism revenue by providing expanded options and a high quality experience for business and leisure travelers.

The 2035 Comprehensive Plan relating to new economic development focuses on four discreet areas that are all integral to the economy of the County. These areas are:

- **OFFICE AND INDUSTRIAL**
- **RETAIL**
- **TOURISM**
- **AGRIBUSINESS**

While each of these segments differs from one another, they are interconnected to make our economy well rounded.

**Frederick County's attractiveness as a residential community will** continue to expand our population. Each new residence within the Winchester-Frederick County area generates approximately 50% of the taxes needed to offset the service burden created by the residence; the goal of planning for new economic development is to attract businesses that will balance the tax base and jobs.

Enhanced real estate valuations, business specific taxes such as machinery and tools, increased sales tax revenues, and meals and lodging taxes are all the results of a well-executed economic development plan. The opportunity

## ECONOMIC DEVELOPMENT

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for local residents to have an expanded employment base affords not only an enhanced quality of life and increased income, but also results in increased local spending and therefore increased sales tax collections.

Currently there are 31,587 households in Frederick County that have a median household income of \$68,424. Population growth averaged 2.0% per year between 2000 and 2010 and is forecasted to grow by roughly 2% per year between 2013 and 2018. The median age of Frederick County residents is 39.1 years.

The land use related economic development policies advocated in this plan work collectively to create an economic environment to benefit both the citizens and the growth of commerce.

### **CURRENT CONDITIONS**

In order to develop a sound economic development plan, an assessment of the current market, economic, demographic, political, and infrastructure conditions should be conducted for each of the economic development areas on an annual basis. Much of the information used for the analysis of these items is available through the Frederick County Economic Development Authority (EDA) and the items listed in the Supporting Materials and Resources section of this document. A summary of this analysis is provided below.

The largest employment sector in Frederick County is Manufacturing, (5,093 workers) followed by Retail Trade (3,725 workers) and Educational Services (3,057). Sectors in Frederick County with the highest average wage per worker are Management of Companies and Enterprises (\$74,902), Mining, Quarrying, and Oil and Gas Extraction (\$71,244), and Public Administration (\$63,215).

Frederick County has a proven track record in economic development and is committed to supporting existing businesses as well as welcoming new companies to the area. In addition to strong workforce and access to a robust highway and rail network to support businesses there are over 700 acres fully zoned and available to the market. The **County's** Planning Area Analysis identifies approximately 10,000 additional acres planned for economic development land uses.

### **FOCUS FOR THE FUTURE**

Efficient use of land, transportation networks, demographic changes, and spending patterns is crucial to ensuring strong new economic development. In addition, recognizing the importance of the growth of

## ECONOMIC DEVELOPMENT

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existing businesses to future economic development is essential.

The Plan recognizes the changing nature of the social and economic environment and identifies potential adjustments to existing resource use.

**In an effort to provide an appropriate balance between the County's land use planning and fiscal policies, as well as to reinforce a sound planning policy basis, the 25/75 percent ratio between commercial/industrial uses and residential and other uses, in terms of both available areas of land use and taxable value of the land uses, will be the established benchmark.** By achieving this policy goal, the taxable land values equate to the projected expenditures. The County seeks to achieve fiscal balance through land use planning.

To encourage commercial and industrial (C & I) uses to help achieve the targeted ratio, Frederick County has designated certain areas solely for commercial and industrial type uses such as the Route 11 North corridor, Kernstown area, Round Hill, the Route 277 Triangle area, and in the vicinity of the Winchester Regional Airport. Future planning processes and the Business Development Area Study will continue to identify opportunities to align land uses to promote ~~for~~ economic development and enhance quality of living that attracts a productive and diverse population.

### **COMMUNITY BENEFITS**

An effective comprehensive plan and the execution of the recommendations and policies outlined herein will serve the needs of the community and enhance the quality of life of its citizens. Adequate amounts of land must be planned for and designated for commercial and industrial uses and residential developments. In addition, retaining the rural and agricultural character of the county and preserving its historical and natural resources are equally important. Striking a balance of these land uses and ensuring that the tax rates remain low and that services are available to support these initiatives will help make Frederick County an economic engine within the region.

### **Countywide Future Focus & Policy Objectives**

The following items represent common land use focus areas that can influence economic development on a broad countywide basis and as such should be adopted to support the five focus areas that will be presented in detail on the following pages. Some of these elements are included in the recently developed Area Plans and merit inclusion in this section.

## **POLICIES/IMPLEMENTATION**

**POLICY: Develop a strategy that promotes the expansion of the following business and industrial land uses in the county:**

**Frederick County EDA Targets (as of February 2016):**

- **Light Industrial (Plastics & Metals)**
- **Food Processing (Organic, Beverages, Packaged, Perishable)**
- **Life Science (Pharmaceutical & Medicine Manufacturing, Scientific R&D, Lab Services)**
- **Business Services**
  - **Service & Call Centers**
  - **IT – Data Centers, Hosting Services, Transaction Processing**
  - **Business & Facilities Support Services**
- **Retail (Restaurants, Apparel, Entertainment)**

**Additional Recommended Target Areas:**

- **Federal & State Facilities**
- **Healthcare & Health Services**
- **Lodging / Event / Dining**
- **Vineyard, Wineries, Micro-Breweries / Distilleries**
- **Telecommuting & Home Based 'Remote' Employees**

**IMPLEMENTATION:**

- Give targeted businesses and industries priority when processing applications for the development of new, or expansion of existing facilities.
- Recognizing that the refresh of the Comprehensive Plan occurs only twice a decade it is recommended that periodic reviews (IE - on an annual basis) between the Planning Commission with interested stakeholders such the Frederick County Economic Development Authority, the Winchester-Frederick County Convention and Visitors Bureau, The Small Business Development Center and other optional stakeholders to report on progress, identify areas where there is misalignment in the policies or practices outlined in this plan and identify further opportunities to positively influence economic development via the Comp Plan and land use related initiatives in general.
- New residential and commercial development should be designed to promote/support pedestrian and bike access, making this a walkable community.
  - Included in this should be a requirement that developers fund

## ECONOMIC DEVELOPMENT

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the cost of creating access to existing walking or biking trails that run adjacent or within close proximity (1/4 mile) to their development(s).

- Developers should consider including in their Proffers Statements funding helping offset the cost related to the planned or prior construction of Frederick County Parks and Recreation walking and biking trails that are adjacent to or within close proximity (1/4 mile) of their development(s).
- Expand walking and biking trails to provide access to the undeveloped land identified as Natural Resource & Flood Plain.
  - Additionally, these Natural Resource and Flood Plain lands should be targeted for future development of suitable walking and biking trails.
- Promote redevelopment and revitalization of vacant or older commercial and industrial properties to support the development of targeted business and land uses as identified on the prior page of this plan.
- Encourage the implementation of generally accepted zoning strategies that promote water conserving construction standards in high density / large square footage new construction.
- Encourage the collection and reuse of household wastewater from sinks, tubs, showers and dishwashers, commonly known as 'greywater', for irrigation purposes on new construction on parcels of ½ acre or larger regardless of their location within the SWSA. This would decrease demand on Sanitation Authority resources and enable population growth without the need to incrementally increase capacity.
- Revise zoning guidelines and relax, where appropriate, height ordinances in order to promote expanded coverage and access to high-speed communication and internet resources. Examples include the placement of communication towers on industrial land, antennas on existing structures such as water towers and the ability for land owners to place towers that provide wireless internet access to other residences when no other high-speed service (EG – DSL, Cable Modem, etc.) are available.
- Allow consolidation of Density Rights into higher density configurations on large parcels (>99 acres) to maximize the

## ECONOMIC DEVELOPMENT

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amount of open space retained in the county's rural areas.

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# ECONOMIC DEVELOPMENT

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### **ECONOMIC DEVELOPMENT – OFFICE AND INDUSTRIAL**

#### **CURRENT CONDITIONS**

Recognized in the top 20 in Forbes' list of "Best Small Places for Business and Careers" and earning the highest forecasted annual average growth among Virginia Metropolitan Statistical Areas (MSA) in employment, wages and building permits for 2015, Frederick County has not only weathered the 'Great Recession of 2008' better than most localities, it has continued to thrive. This is further evidenced by its low unemployment rate of 5% and 2015 forecast as #3 in retail sales revenue among Virginia MSA's.

Geographically, it is strategically placed in the Mid-Atlantic region of the United States and along major North/South and East/West transportation routes. This is a valuable asset to companies serving the North American and European markets.

**The County's location places its businesses halfway between the** markets of the north and south, within a one-day haul of 50% of the U.S. population. Over 60% of the goods manufactured in the United States are distributed from the 750-mile (1,207 kilometers) area.

In addition to being half way between Boston and Atlanta, Winchester-Frederick County is well positioned equidistant between Los Angeles and London. For national and international companies, being in the Eastern Time Zone maximizes their hours of operations, which helps to improve efficiencies.

Excellent road, rail, inland ocean port and the Dulles World Cargo Center provide access to the major markets in North America, Latin America, and globally.

Interstate 81 runs directly through the County. Several major airports are within 100 miles of Frederick County, including Washington-Dulles International Airport (IAD), Baltimore-Washington International Airport (DWI), and Ronald Reagan Washington National Airport (DCA). Frederick County is home to a growing regional general aviation airport. **These assets support access to Frederick County's economic development opportunities.**

With the formation of the Washington-Baltimore Metropolitan Statistical Area after the 1990 US Census, the sixth largest USA market begins at the County Line. This close proximity to Washington D.C. also provides access to the unique opportunities associated with the Federal Government and the **County's location is supportive of those policies established for purposes of**

## ECONOMIC DEVELOPMENT

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Homeland Security.

In addition to the ideal geographic location of Frederick County, other significant strengths of the Frederick County market, particular to attracting new office and industrial development, include favorable tax rates, quality of life, numerous education options, nationally recognized healthcare provider, workforce, and a diverse current office and industrial community. Frederick County is currently site of several government facilities, including, FEMA, the Army Corps of Engineers, and a recently selected site for a Federal Bureau of Investigation (FBI) Records Storage facility.

Frederick County currently has a consistent and competitive real estate tax rate in comparison to neighboring communities. Supported by a proactive Economic Development Authority (EDA), the areas workforce has a high work ethic and a low turnover rate. The county has a population of 121,944 and over 62,000 residents in the workforce. Of that number 84% of county residents are high school graduates and 24% hold bachelors or more advanced degrees.

### **Employment Trends**

Declines in manufacturing, construction and housing related jobs since 2000 and the corresponding decrease in the tax base from these industries should soften as the US economy continues to improve. It is encouraging to note that the primary driver for new job growth (Education, Health & Financial Services and Tourism) have centered on higher wage positions in recent years.

The primary areas of job growth in the first 14 years of the new century have been Financial Services (150% growth) and Education and Health Services (128% combined growth). This is reinforced by the fact that the primary providers of Education and Health Services, Shenandoah University, Lord Fairfax Community College and Valley Health have made substantial capital and operational investments in the last decade to broaden their offerings and expand capacity.

This is followed by Tourism and Hospitality, which enjoyed close to 30% growth during the same time period. In addition to providing employment opportunities, Tourism and Hospitality also bring revenue *into* the county with very low impact on county provided services required in return.

Education opportunities abound in Frederick County which has a well-respected primary education system. In addition, higher education opportunities exist with a growing student base at the following establishments;

- Shenandoah University

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- Lord Fairfax Community College
- Old Dominion University
  - Satellite Office on the Lord Fairfax campus

The community has an excellent healthcare system which is centered around the Valley Health System. The rate of expansion of the Valley Health System has increased significantly in the last 10 years. Facilities in the Winchester-Frederick County area now include:

- Winchester Medical Center
- Regional Referral Center
- Level II Trauma Center
- Heart and Vascular Center
- Cancer Center
- Diagnostic and Imaging Center
- Quick Care / Urgent Care Centers
- Health and Wellness Center

Frederick County provides a quality of living which is considered to be an important factor in recruiting companies and maintaining a desirable workforce. The City of Winchester, with its successful downtown walking mall, is a resource for additional workforce and provides numerous retail and entertainment opportunities.

Current office and industrial operations within the community provide for diversity in current business markets. The economic strength of the area is further enhanced by the fact that the area is not linked to one major industry or employer. There is a redundancy in resources offered at certain business parks.

### **FOCUS FOR THE FUTURE**

Frederick County should focus on targeted office and industrial economic development opportunities over the next twenty years. It can be anticipated that there will be an increased opportunity to capitalize on the following operations:

#### **Light Manufacturing**

These areas include plastics (IE – Food containers, packaging, foam insulations, pipes, etc.) and metals (IE – Structural and fabrication products, architectural, part stamping, pipes and containers). There are over 3,000 jobs generated from these activities in the region and as traffic in the Northeast corridor continues to increase, the placement of these types of manufacturing facilities close to the less congested road and

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rail networks in our region will help to support future growth.

### **Food Processing**

Frederick County's proximity to interstate highways and rail networks, along with access to a workforce that resides in a 'right to work' location, make it favorable for processors. Water and sewer resources are a primary requirement for this type of industry. It should be noted that large food processors require a significant amount of water *per day* to support their operations. The county needs to be able to support these demands if it seeks to attract these types of industries.

### **Distribution/Repackaging and Assembly Centers**

Anticipate increase in distribution and repackaging centers based on area location and proximity to the Virginia Inland Port and interstate highway and rail networks.

### **Healthcare Resource and Support Industries**

In addition to the aforementioned economic benefits associated with Valley Health's operations in the area, the increase in the 55+ population will drive the expansion of supporting healthcare-related industries.

### **Back Office Support**

Anticipate increase in back office support organizations. Current examples operating in Frederick County include Navy Federal Credit Union and American Background.

### **Software Development, R&D and Data Centers**

In addition to being in close proximity to one of the nation's largest technology corridors, Frederick County has available square footage and an abundant and stable supply of energy that modern data centers require. The area is home to a large amount of IT professionals, (many of which who currently commute outside of the region every day) to staff and support the operational needs of modern data centers. These assets could be effectively leveraged to draw IT service and Cloud Solutions providers to locate their facilities in the county.

### **Tourism and Agribusiness**

In addition to the specific business activities outlined in this section please refer to the Tourism and Agribusiness sections of this document for additional targeted growth opportunities specific to those two areas.

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A well planned economic development marketing strategy will not be effective if sufficient acreage has not been designated to accommodate desired business uses in suitable key locations. The Area Plans will continue to identify and incorporate ample areas of business and industrial land use in support of the economic development goals of The Plan.

Frederick County supports green initiatives in the field of economic development. Viable development initiatives should be recognized and their implementation encouraged. Such an example is rail access and transportation which will become more valuable and expected in industrial settings due to desire to operate effectively and efficiently. Taking a leadership role in these types of initiatives is the Opequon Water Reclamation Facility. In the spring of 2016 it will begin using methane gas generated from the bio-solids obtained from waste water treatment activities to fuel onsite production of electricity. In addition to diverting a significant amount of material that would otherwise be trucked to the local landfill, the production of electricity will reduce demand on the grid and result in the opportunity to pass along the energy cost savings to county residents and businesses.

Frederick County should be proactive in ensuring the resources necessary for economic development are planned for in a viable way and available to support identified office and industrial users.

With regards to water, waste water treatment, and electricity, manufacturers will be concerned with quantity and availability, but also of equal or greater importance will be quality and service reliability. There is a finite capacity of these resources that must be managed accordingly.

The concept of redundancy will need to be a priority; redundancy is the duplication of critical systems in the form of a backup. Manufacturers and government agencies will require redundancy in services necessary to support their economic investment and growth.

### **COMMUNITY BENEFITS**

The value of office and industrial economic development to Frederick County **is immeasurable. As part of the County's economic development effort, office and industrial growth is a key component for ensuring a selection of employment opportunities for the citizens of Frederick County.**

The continuation of a low residential tax rate is a direct result of the expansion of the commercial and industrial tax. Currently commercial and industrial tax **revenue accounts for approximately 13% of the County's tax**

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base. The County's goal indicates this should be around 25% to ensure a balanced fiscal environment and a continuance of low real estate taxes.

The County's development impact model projection for a single-family home anticipates tax revenue of approximately fifty percent of the projected costs to the County. The County's fiscal survival is dependent upon recruiting office and industrial occupants which offset those residential costs.

An effective office and industrial business development strategy will also ensure the stabilization of the workforce and maintain low levels of unemployment. An increase in high skill, high paying jobs locally will result in a decrease in number of skilled residents commuting outside the region to the Northern Virginia region.

Overall, a sound office and industrial business development strategy will result in the conservation of a variety of finite resources and promote a high quality of life for the citizens of Frederick County.

### **POLICIES/IMPLEMENTATION**

**POLICY: IDENTIFY AND RECOGNIZE AREAS IN THE COUNTY MOST STRATEGICALLY SUITED TO MEET THE REQUIREMENTS OF OFFICE AND INDUSTRIAL DEVELOPMENT**

**IMPLEMENTATION:**

- Complete review of area land use plans to ensure sufficient acreage is designated for office and industrial use to enable a balanced County tax base.
  - Lands identified for business use should avoid limestone areas where karst geology is present.
  - Ensure these lands are properly located in relation to transportation and water, sewer, and natural gas.
  - Business Development Advancement Study identified sites.
- Communications infrastructure, such as voice and data fiber, should be extended to areas identified for office and industrial uses and non-rural residential areas.
- The zoning process and support should be examined by the County to encourage willingness on the part of landowners of properties identified in Area Plans (see Appendix I) to proceed with rezoning.

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**POLICY: PROACTIVELY ATTRACT DESIRED BUSINESS ENTITIES**

**IMPLEMENTATION:**

- Review/revise office and manufacturing zoning to minimize the number of low tax generating entities locating in the area.
  - The targeted industries outlined herein have been selected due to the quality and diversity of the job opportunities that they bring and the positive impact that they will have on the tax base. These industries should be given clear priority in terms of favorable zoning and ordinances. Additionally, these items should be reviewed and amended to ensure that they do not contain any ambiguous language or omit any terms that would inadvertently restrict or otherwise delay the establishment of the targeted business types and activities.
- Continue to examine and fund business location marketing that builds or modifies the current business base, to help the County forward its goal of increased income for its citizens and tax value for the County.

**POLICY: CONSIDER REGULATIONS ENCOURAGING AND/OR REQUIRING SERVICE REDUNDANCY IN OFFICE & INDUSTRIAL AREAS**

**IMPLEMENTATION:**

- Complete an analysis to determine services most desirable for redundancy and determine the feasibility of service redundancy in currently zoned office and industrial areas.
- Create incentives for industrial site developers to implement service redundancy.

**POLICY: FUNDING OF POLICIES**

**IMPLEMENTATION:**

- Determine funding plan for policies such as service redundancy, water availability, electric service, communication, etc. These could include public/private funding and transportation access funds for industrial development.

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- Address how the County's public role could be used more effectively in lowering development costs.

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## **ECONOMIC DEVELOPMENT – RETAIL**

### **CURRENT CONDITIONS**

The retail sales potential of any geographic market is based upon a mixture of many factors, a few of which are:

- 1) The number of households within the market.
- 2) The average disposable income of those households.
- 3) The sophistication and depth of surrounding competing markets.
- 4) The presence of a marketing effort for the area (as opposed to the marketing of an individual venue).

In the complex shopping world of the 21st century a general label for traditional retail no longer pertains. From a land use perspective as well as general economic development retail needs to be viewed in at least 3 parts:

- National Retail
- Small Retail
- Meals Away from Home

One discernible difference is \$1 of sales at a “national” retailer contributes approximately \$.40 to the local economy. The same dollar spent in a “small” locally owned business contributes approximately \$.60 to \$.70 to the local economy. This observation is weakened when it is realized the “small” retailer may not be able to provide the depth of line offerings that the “national” retailer can. The point is though; a balance needs to be sought.

Meals away from home can take many shapes but today’s mobile families have come to think of this category as a normal expense occurring multiple times a week.

### **FOCUS FOR THE FUTURE**

Over the next twenty years, population growth in Frederick County and its environs will continue to fuel retail development and the opening of varied retailers throughout the area.

Frederick County has already taken necessary steps to prepare. The establishment of the Frederick County Economic Development Authority (EDA) is a key indicator. With access to resources such as Retail Leakage and Surplus Analysis reports and similar studies, the EDA will be key in assessing potentially successful retail operations.

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A locality has little impact on the decision of the “national” retailer to locate in an area unless items #1 and #2 (above under “Current Conditions”) meet their individual business model. With a “small” retailer the driving factor is affordable available space.

Another “future focus” emerging as we move toward the third decade of the 21<sup>st</sup> century is the increased demand for meals away from home with specific emphasis on casual dining, family dining and in some case fine dining. Even fast food has recognized this and has taken steps to emulate casual and family dining both in menu and service.

Driving retail growth in Frederick County is the average household income, central location within the region, access, the continued growth of Winchester Medical Center, the establishment of federal agency operations, and **intangible factors such as the County’s historical, architectural, and aesthetic charm**, Frederick County is well-positioned to gain such prominence. In addition to these factors the overall growth and diversity of Frederick County’s population, low traffic and presence of other nationally recognized retailers will help the county to attract and retain targeted retailers. If successfully promoted against neighboring markets, Frederick County will establish itself as the dominant market within the region.

Frederick County must strategically identify prime areas for commercial land use in key locations to capitalize on future commercial opportunities. In addition, Frederick County must effectively market itself to the network of developers, national and regional retail trade organizations, retailers, and tenant-representation real estate agents and brokers that influence site selection decisions.

**While the county’s ability to attract national and regional developers and retailers to the area cannot be understated, the county must not underestimate the importance of supporting locally-owned and operated developments and retail establishments. The growth of such locally-owned businesses within the market’s retail mix will have a direct positive impact to the vitality of the market’s retail profile and the quality of life of local residents.**

### **COMMUNITY BENEFITS**

The community benefits of a vital retail environment cannot be understated. Successful growth of retail equates to an increase in sales tax revenue to support county services and capital improvements. A strong retail environment also plays a key role in the quality of life for the residents of any geographic area and thus plays an integral role in an individual family, a corporation, or other entity deciding to relocate to that area. Retail growth also equates to more jobs, both directly (with the retailers themselves) and indirectly (a strong retail environment plays a role in drawing employers to the area).

## **POLICIES/IMPLEMENTATION**

**POLICY:        PROMOTE FREDERICK COUNTY AS A DYNAMIC, VITAL RETAIL MARKET.**

**IMPLEMENTATION:**

- Develop a unified marketing plan for the county and its businesses.
- Promote existing businesses to join together in the marketing effort.
  - Strategically identify prime areas for commercial land use in key locations to capitalize on future commercial opportunities.

**POLICY:        REQUIRE FUTURE DEVELOPMENTS TO BE OF A HIGH QUALITY, PRESERVE THE ASTHETIC INTEGRITY OF THE SURROUNDING AREAS, AND REQUIRE UPKEEP OF EXISTING DEVELOPMENTS.**

**IMPLEMENTATION:**

- Promote enhanced architectural/design requirements for future retail development, including structure appearance, landscaping, and signage.
- Establish and implement regulations regarding upkeep of existing and future retail development including the removal of exterior debris, the removal of non-approved signage, and the maintenance of landscaping.

**POLICY:        ENCOURAGE MIXED USE DEVELOPMENT (such as the R4 district) for FUTURE RESIDENTIAL DEVELOPMENTS TO INCORPORATE SPACE FOR COMMERCIAL EXPANSION AND for COMMERCIAL DEVELOPMENTS TO INCLUDE LIMITED RESIDENTIAL SPACE.**

**IMPLEMENTATION:**

- Identify zoning regulations and related ordinances that may require modification to support the inclusion of a limited retail component within residential developments.
  - o 'Limited Retail' uses pertain to businesses that offer convenience to a residential population. These uses include, but are not limited to:
    - Small grocery stores
    - Neighborhood convenience stores
    - Dry cleaners
    - Small dine-in or carry-out restaurants
    - Banks

## **ECONOMIC DEVELOPMENT – TOURISM**

### **CURRENT CONDITIONS**

The Frederick County/Winchester area plays host every year nationally recognized events such as the Shenandoah Apple Blossom Festival and Belle Grove Civil War living history reenactments. It also is home to the Museum of the Shenandoah Valley, the Cedar Creek and Belle Grove National Historic Park, the North-South Skirmish, various year-round live theater and performance centers, a revitalized and vibrant Old Town Winchester and other key assets such as orchards, farm markets, historic homes, battlefields, and natural resources that bring travelers and their tourism dollars to the area.

The county also supports a growing number of wineries and the potential for new craft breweries and distilleries, as well as outstanding outdoor recreational opportunities such as the Tuscarora hiking trail, an ATV trail, seasonal navigable waterways, and access to regional spots such as the Appalachian Trail, Shenandoah River, and the Shenandoah National Park.

Between 2010 and 2014 annual direct tourism spending in the Frederick County – Winchester area has increased from \$186.6 million to \$235.5 million.

- This represents an increase of 21%, with 4% of that growth occurring between 2013 and 2014.
- These activities are supported by a workforce of over 2,300 who earn \$43.8 million in tourism-related income.
- Tourism generated close to \$9 million in City and County tax revenue and \$7 million in State revenue.

The positive impact of tourism in the region cannot be understated and the recent growth trends, while encouraging, also demonstrate that, when compared to neighboring Loudoun County and its \$1.6 billion in tourism-related revenue in 2014, there is a significant opportunity for increasing the rate of growth. At the state level, tourism brought in over \$22.4 billion in direct spending in 2014, making it one of Virginia's top 5 industries.

As the economy improves and travel increases, it is critical that the Frederick County area be poised to capitalize on the growth in travel and tourism. The Winchester – Frederick County Convention and Visitors Bureau, a city/county tourism marketing partnership, is a key component to driving the marketing strategy and efforts for the present and future desire to drive additional visitors and spending to the area.

The value of travel and tourism's economic impact reaches every citizen of Frederick County (each household pays less each year in local & state taxes due to the revenue generated by tourism) by means of providing employment and tax revenues as well as offering a diverse portfolio of local events, attractions and activities that are not only marketed to the destination traveler but, more importantly, it improves the quality of life for local residents and increases employee recruitment and retention for our local businesses and schools.

### **FOCUS FOR THE FUTURE**

First impressions often set the tone for a visitor's experience, and the great majority of travelers arrive in Frederick County through its roadways. Therefore, **the character of Frederick County's entrance corridors, especially** in areas adjacent to the city of Winchester, is a key factor for the visitor's experience and their decision to stay longer and hopefully return. Enhancing these corridors will improve visitor impressions, and will benefit the quality of life for residents. This includes both aesthetic and traffic flow enhancements.

The Frederick County – Winchester area should concentrate on how to bolster **the County's ability to attract** an increasing number of overnight visitors – through targeted, strategic and collaborative branding and marketing efforts that focus on visitor experiences rather than political boundaries. The ultimate goal will thus be to enhance the visitor experience, ensuring that tourists choosing Frederick County are left with an exceptional memory of their visit, positive stories to share with friends and family, and a desire to return.

### **MULTI-GENERATIONAL TOURISM**

Multi-generational travel is defined as a group of at least three generations partaking in leisure travel. In a recent study, multi-generational travelers make up at least 40% of the U.S. leisure travel market, 75% are married, and most have household incomes over \$100,000. This is quickly becoming a competitive marketplace, and one that will continue to grow into the foreseeable future with the continuing increase of baby-boomer travelers and dispersed families. While the grandparents foot the bill, the millennials are driving the planning and decisions.

Most attractive to the Winchester-Frederick County region, though, is the research indicating that far and beyond all other physical activities, having enough time to just relax and unwind was the biggest factor in planning a

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trip (88% of all multi-gen travelers). This positions the Frederick County / Winchester area above larger, more crowded destinations such as New York City, Northern Virginia, Virginia Beach, etc.

The Frederick-County / Winchester area is primed for this market, with a rich array of activities and attractions for all age levels. Just a few of these highlights include:

### For kids:

- An outstanding children's museum in downtown Winchester
- Great year-round weekly activities at the Handley Libraries
- Great county, town and city parks
- Attractions with designated kid's areas (such as Marker-Miller Orchards)

### For parents:

- Outdoor recreation (hiking, kayaking, ATV trails)
- Breweries, wineries and cideries
- Large selection of unique local restaurants
- Coffee shops, boutique shops, farm markets, etc in the City and County
- Outstanding pedestrian downtown

### For grandparents:

- Bed and breakfasts and inns
- Golf
- Civil War Battlefields, excellent museums and historic sites (including Belle Grove)
- Wineries
- Hiking trails
- Proximity to Shenandoah National Park

### Events:

- Shenandoah Apple Blossom Festival
- Wine-centered events and festivals
- October / fall events and festivals
- Christmas and holiday events
- Battlefield Half Marathon, Triathlons, bicycle and running races and tournaments
- Year-round theatre

Frederick County, in partnership with the City of Winchester, should capitalize on these outstanding shared assets and focus heavily on multi-generational travel.

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The majority of lodging is actually in Frederick County. Therefore, increasing overnight visitors should be a key focus of this shared tourism strategy. However, neither the City nor the County can successfully market themselves without each other's assets (be it lodging, outdoor recreation, the pedestrian downtown, historic sites and museums, etc.), so a branding and marketing strategy focused on the overall visitor experience versus strict political boundaries needs to be adopted for the overwhelming benefit of all localities, lodging, small businesses and attractions involved.

### **Agritourism**

Agritourism is a type of vacation that takes place on a farm or ranch and may include the opportunity to assist with the day to day activities associated with running the farm or to participate in the use of these lands for outdoor related events or activities. The term *agritourism* has also been broadened now to include wineries, breweries and distilleries, which, combined, are the hottest trend in tourism product development in the commonwealth.

Frederick County is fortunate to have numerous working farms and successful examples of how diversified uses of its rural lands can increase the income from farm operations as well as help to preserve the open space and rural character that is so important to the identity and quality of life for the area. As detailed in the Agribusiness section of this plan there are numerous opportunities for the county's agriculture industry and rural land owners to tap into this growing segment of the tourism industry. The agritourism trend is one of the fastest growing segments of the tourism industry.

Included in this category are tours, hospitality activities and retail operations for vineyards, wineries, breweries and distilleries. These farm-based activities draw tourists who are more likely to spend their money in the area's premium dining and lodging establishments.

### **POLICIES/IMPLEMENTATION**

**POLICY:        REVIEW LANGUAGE IN ALL COUNTY ZONING AND DEVELOPMENT PROCESSES TO RECOGNIZE DIVERSIFIED LAND USE FOR TOURISM RELATED ACTIVITIES**

#### **IMPLEMENTATION:**

- Review all relevant zoning and permit language to identify areas

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that require revision to 'speak to' the various activities and land uses detailed within this section. The primary goal would be to ensure that business owners are not hampered in their efforts to bring these types of activities to the tourist and local consumer market due to omissions or lack of specificity in the current language.

- Continue to support rural agribusiness such as breweries, wineries and distilleries.
- Non-traditional lodging policies need to be addressed due to the dramatic increase in internet booking sites such as AirB&B and HomeAway that enable residential property owners to 'sell' space in their homes or on their property for the purpose of short-term lodging. Policies should not discourage this trend. However the landowners need to comply with residential zoning requirements and ensure that they are collecting and paying the appropriate taxes.

**POLICY: LINK THE AREA'S VISITOR ATTRACTIONS WITH A TRAIL NETWORK THAT FACILITATES NON-VEHICULAR MOVEMENT FROM PLACE TO PLACE.**

**IMPLEMENTATION:**

- Work with the Northern Shenandoah Valley Regional Commission (NSVRC) and surrounding jurisdictions to update and improve the regional bicycle and pedestrian plan, "Walking and Wheeling in the Northern Shenandoah Valley".
- Support the Redbud Run Greenway project to provide a trail network that will link natural areas, battlefields, including the existing five-mile trail on the Civil War Preservation Trust property, schools, and other facilities in the Redbud Run corridor.
- Upon the approval of this plan:
  - Update and implement plans for a trail network within Frederick County that will connect attractions to one another and to retail and hospitality areas. Such plans may include connectivity with community facilities such as schools and parks.
  - Identify and examine potential increased public access development to existing trails and waterways, such as the Tuscarora Trail (hiking) and Cedar Creek (kayaking).

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- Identify potential projects as candidates for transportation enhancement grants, and encourage the incorporation of segments of the regional trail network into development projects. These projects could be included as part of the Capital Improvements Plan.

**POLICY: PRESERVE AND ENHANCE THE HISTORIC CHARACTER OF FREDERICK COUNTY’S ROADWAYS AND NEW CONSTRUCTION, MAKING THEM ATTRACTIVE AND APPEALING TO VISITORS AND RESIDENTS.**

**IMPLEMENTATION:**

- Foster a compact community design that uses traditional building features to maintain Frederick County’s unique historic character to give a sense of place that sets the community apart from other areas in Virginia.
- Strengthen the use of corridor overlay districts.
- Strengthen the effort to focus development in compact centers, using Neighborhood Design guidelines, and keeping the rural, agricultural landscape as part of the visitor experience in Frederick County.

**POLICY: CONTINUE EFFORTS TO DEVELOP EVENT CENTER BUSINESS IN THE COUNTY**

**IMPLEMENTATION:**

- Currently Winchester-Frederick County is viewed as a ‘non-traditional’ location for large trade and corporate events. However with its proximity adjacent to the Washington DC SMSA and to three major airports and north/south and east/west transportation routes the county could serve as a lower cost option to events that are typically held in the Metropolitan DC area. In conjunction with the efforts currently underway, it is recommended that the following steps be taken:
  - Identification of target locations that could support an event center in the county based on a current Needs and Capability Assessment.
  - Identify required changes to current land use plans and/or zoning ordinances required to support the development of an events center in the county.

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### **ECONOMIC DEVELOPMENT – AGRIBUSINESS**

#### **CURRENT CONDITIONS**

Frederick County's rural character is a key component in its identity and one of the primary items that draw visitors and new residents to the area. Historically, these rural areas have supported a wide array of agricultural uses, which at one time was the primary industry in the county. Today those agricultural activities not only generate roughly \$30 million per year but they preserve close to 100,000 acres of rural land. While the number of farms and the amount of land dedicated to agricultural uses has declined in the last 20 years the market value of the products produced has actually increased. More importantly recent 'Farm to Table' trends, 'Buy Fresh, Buy Local' initiatives and the willingness for families to invest in higher quality, locally sourced and environmentally friendly produced groceries will help drive additional market growth for the county's farms and find an increasing market for its top crops consisting of forage, apples, corn, and soybeans and its primary livestock inventory of cattle, hogs, laying chickens, horses, and goats.

It should be noted that as the economy improves and regains losses following the recession of 2008 there is a risk of further erosion of the county's agricultural resources as development of these areas for residential purposes will be on the increase. As of 2015, the amount of housing in the Rural Area represented approximately 50% of the current total of 33,912 homes in the County. The Rural Area has both a low housing density and by right development (see Residential chapter). Residential conversion because of rising value of agricultural land was likely a major cause of the earlier erosions and a key threat over the course of the next 20 years.

To protect the amount of land available for agricultural use, the County makes a variety of tools and programs available to land owners. The County continues to allow land owners to participate in the Land Use Tax Deferral Program which allows taxpayers to apply for specially reduced assessments, such as qualifying agricultural, horticultural, and forestry uses. Participation in **one of County's many Agricultural and Forestal Districts is available to County property owners.** As of 2016, there were eight Districts covering approximately 10,000 acres.

Over the past few years, Frederick County has worked on implementing new tools to not only help protect the agricultural lands in the County but at the same time also help the farmer capture value of the property without actually developing or selling the land. These programs include the Purchase of

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Development Rights Program and the Transfer of Development Rights Program. These programs are discussed further in the Rural Areas chapter.

### **FOCUS FOR THE FUTURE**

Frederick County agriculture will evolve in a way that is likely to be more intensive and by necessity more diverse. While this will require less acreage than traditional farming activities, activities it is expected that income from agricultural operations will increase. As such the county should focus on implementing policies that seek to prioritize the protection of these rural areas as well as streamline the process for approving the diversified land uses as described within this section. Reduction in permit fees and taxes generated from these new opportunities should be considered as well.

In addition to reclaiming the value of traditionally produced products via these trends and initiatives the county's farms have an opportunity to increase revenue through additional diversified uses of their land in the following areas:

- Farm Markets (EG – Retail operations located on the premise)
- Farmers Markets (EG – Centrally located markets that enable multiple vendors to sell their products, generally on a limited basis)
- Community Support Agriculture (CSA) operations
- Lodging for overnight stays related to rehabilitative purposes (post-op recovery, etc.)
- Agritourism (refer to the Tourism section of this plan for more information):
  - Vineyards
  - Distilleries
  - Breweries
  - Day Camps
  - Immersion Programs (hands-on chores, livestock care)
  - Petting zoos
  - Self-harvesting (EG – pick your own) produce operations
  - Fall / Winter hay and sleigh rides
  - Corn mazes, haunted farms
  - Overnight stays on working farms
  - Farm Weddings and Picnicking
  - Outdoor adventures:
    - Hunting, fishing, horseback riding, bird watching, hiking, photography

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## **COMMUNITY BENEFITS**

It should be recognized that once land is converted from agricultural use it is unlikely that it can ever be reclaimed. The rural economy of Frederick County plays a significant role in the life and livelihood of its inhabitants. In addition to providing food products for the region, agriculture is a revenue generator which requires very few local services, including transportation. It is agriculture which contributes to Frederick County's extraordinary viewsheds while providing a living to its farmer citizens, and a place of enjoyment for its visitors. Agriculture also has a role in preserving structures that are part of the historic fabric. Most importantly, an active, profitable agriculture operation reduces the amount of land converted to more dense uses. Diversification of land use for the expanded agricultural-based uses outlined in this section can not only generate notable income and drive more tourism dollars to the county, it can also offer future protection the land from conversion to residential use and in doing so continue to preserve the county's rural character and natural resources.

## **POLICIES/IMPLEMENTATION**

**POLICY: THE COUNTY SHOULD SUPPORT ITS AGRICULTURAL INDUSTRIES WHILE ALSO RESPONDING TO CHANGES IN THE INDUSTRY.**

### **IMPLEMENTATION:**

- Diversified uses on the farm site such as farm markets, alternative fuels, animal boarding, Pick-Your-Own operations, agritourism vineyards, wineries, distilleries and micro-breweries and specialty crops, etc., should be encouraged to help preserve farming and agricultural uses in Frederick County.
- The ordinances of Frederick County should be reviewed ~~to~~ upon the approval of this plan to reference and enable the full range of agriculturally related activities as outlined in the prior bullet in the rural areas. Care must be taken to ensure that such activities are compatible in scale, size and intensity with surrounding land uses and the rural character.
- Value added processes and support businesses should be examined for location within the Rural Area. These processes currently are permitted in the business districts.
- Continue to allow and encourage the use of the Land Use Tax Deferral Program, Agricultural and Forestal Programs, Purchase of Development Rights Program and the Transfer of Development Rights Program. The County should also pursue new permitted policies in support of agriculture as they are developed and become available.

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- The county should establish a working committee that includes the EDA and Winchester- Frederick County Convention and Visitors Bureau to identify and implement strategies to further develop and promote agritourism and additional high-end diversified uses of its agricultural land.

### **COMMUNITY PARTNERS AND STAKEHOLDERS**

- Frederick County Economic Development Authority
- Industrial Development Authority
- Industrial Parks Association
- Blue Ridge Association of Realtors
- Top of Virginia Regional Chamber of Commerce
- Lord Fairfax Small Business Development Center
- Winchester-Frederick County Convention and Visitors Bureau
- Shenandoah Valley Travel Association
- Kernstown Battlefield Association
- Cedar Creek and Belle Grove National Historical Park
- The North-South Skirmish
- Winchester & Frederick County Lodging Facilities
- Winchester & Frederick County Parks and Recreation Departments
- Winchester Old Town Development Board
- Shenandoah Valley Battlefields Foundation
- The Museum of the Shenandoah Valley
- Frederick County Farm Bureau
- Frederick County Fruit Growers Association
- Virginia Apple Board
- Virginia Cooperative Extension Service
- Virginia Vineyards & Wineries Associations

### **SUPPORTING MATERIALS AND RESOURCES**

- Frederick County Economic Development Authority
  - 'Year in Review' Report & Various Fact Sheets
- 2013 Virginia State Tourism Plan
- Weldon Cooper Center for Public Service
  - Various reports
- National Trust for Historic Preservation's "How to Get Started in Cultural Heritage Tourism" website:
- Marketing and Interpretive Plans for the Shenandoah Valley Battlefields National Historic District
- "Walking and Wheeling in the Northern Shenandoah Valley"
- Winchester-Frederick County Joint Funding Agreement creating the Convention & Visitors Bureau.
- Virginia Tourism Corporation Economic Impact Study

## ECONOMIC DEVELOPMENT

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- Smith Travel Research Lodging Demand Report
- Travel Agent Central study on "How to Sell Multi-Generational Travel."
- General internet market research on:
  - Manufacturing and Industrial trends
  - Workforce demographics & Technical / Professional job trends
  - Healthcare and related health services
  - Tourism trends
  - Diversified use of agricultural lands
  - Local Vineyard & Wineries and Breweries associations

DRAFT



## TRANSPORTATION

### CURRENT CONDITIONS

Frederick County has grown significantly in the past two decades in both population and economic development, placing a significant demand upon the Frederick County transportation system. Current County policy follows State Code guidance to ensure that new development offsets its impacts to the transportation system. A significant portion of congested roadways in the County can be linked to by-right development that does not offset its transportation impacts since it is not required by the Code of Virginia. This has had the greatest impact upon Interstate 81 and the primary highways in the County. Primary Highways include Routes 37, 522, 50, 7, 277 and 11.

Based upon the most recent Virginia Department of Transportation (VDOT) data available (**2016**) Frederick County has **1,853** lane miles of roadway that are part of the state system. As of 2008, VDOT estimates that vehicles traveled **3,040,103** miles per day on Frederick County roadways. This is **an over 200%** increase since 1990. The vast majority of this travel is focused upon the Interstate and Primary systems.

It is the County's policy to focus future growth in the Urban Areas, within the boundaries of the Urban Development Area (UDA) and Sewer and Water Service Area (SWSA). In addition, the County has recently taken additional steps for growth within the UDA by adopting a transfer of development rights (TDR) ordinance which allows by-right residential development rights to be sold by landowners in the Rural Areas to landowners inside the UDA. Ultimately, while this results in increased traffic in the UDA, this is still a net financial benefit to the County. This allows the County and State to focus roadway improvements within the UDA as opposed to having to expand roadways throughout the entire County. The Eastern Road Plan is the guide to roadway development/improvements in and around the Urban Areas.

Improvements to secondary roads in the more rural western portion of the County are focused on safety and maintenance as opposed to creating additional capacity. The possible exception to this would be areas where the Comprehensive Plan proposes the development of Rural Community Centers. Capacity and safety improvements to primary roadways in the rural areas will be addressed on an as needed basis.

## TRANSPORTATION

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As of the year 2000 census, the urbanized portions of Frederick County, Winchester, and Stephens City area reached the population threshold (50,000) that led to the federally required creation of a Metropolitan Planning Organization (MPO). In Frederick County the MPO boundary is concentrated around the development in the eastern section, and along Route 11 to West Virginia in the north and to Stephens City in the South. Staffed by the Northern Shenandoah Valley Regional Commission, the MPO is responsible for creating a long range transportation plan that meets air quality standards. The MPO is currently operating under the 2035 Long Range Transportation Plan; a planned update will be undertaken in 2016.

Funding of transportation improvements in Frederick County has largely been accomplished through development proffers and the VDOT revenue sharing program. Whenever possible, the County uses public private partnerships to make improvements. The County is also active in the areas of rail access funding and economic development road access funding. The State's role in transportation funding has been declining over the years and has now reached the point where some federal funds are being used for maintenance with very little new construction taking place. The State has been actively encouraging localities to take on maintenance of their road systems. However, roadway construction and maintenance in Frederick County primarily remains the responsibility of the State and Federal Government. How the County, State, and Federal governments work together to create a long term funding policy for transportation will have far reaching impacts on transportation systems in Frederick County.

Recent Transportation Legislation, namely HB2 and HB1887, has significantly changed the process by which transportation projects will be funded within the Commonwealth. The stated purpose of the new system is to score transportation projects and remove politics from the decision making process. At this time the results of the first round of this process are pending. Based on Commonwealth Transportation Board (CTB) adopted criteria, economic development is the most influential factor in scoring criteria for Frederick County. This makes it particularly important that the County coordinate with the Economic Development Authority (EDA) to highlight the economic development importance of key roadways.

# TRANSPORTATION

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## **FOCUS FOR THE FUTURE**

In the next twenty to thirty years it is expected that a number of key transportation milestones will be reached. The issue of long-term road construction funding must be resolved, which will allow significant transportation system improvements to move forward. Most crucial is the completion of Route 37 east, which is critical for both residential and economic development traffic. Completion of this roadway has been a top priority for Frederick County for many years. The Eastern Road Plan will continue to guide road projects and will evolve to address the long range transportation needs of the County.

The County will work to insure that development and transportation agencies routinely design and operate the entire right-of-way to enable safe access for drivers, transit users and vehicles, pedestrians, and bicyclists, as well as for older people, children, and people with disabilities. This goal aims to balance the diverse needs of all users of the public right-of-way and promote an integrated, multi-modal (or multiple modes of transportation) transportation system. Simply put, this means that the County will consider all potential users of the transportation system when making improvements, working with development, or constructing new facilities. This goal will benefit Frederick County as it addresses important safety, health, and environmental considerations, and promotes growth and revitalization within the community.

Over time, it is expected that private transit options will begin to play a larger role in Frederick County's transportation network. This would likely begin with demand type services for the special needs populations, elderly, and disabled.

As densities increase in the UDA and citizen preferences continue to shift, it is expected that bicycle and pedestrian accommodations will continue to increase in importance. The Frederick County School System has recently opened its first elementary school (Greenwood Mill Elementary) with a walk zone, and they plan to continue promotion of this type of school.

Finally, with the growth potential of the Virginia Inland Port in Warren County, Frederick County can expect a continuing increase in freight movement via rail and roadways. The development of the County's transportation infrastructure should continue to address transportation improvements that will further the economic growth of the community. This would also include fulfilling the potential of the Winchester Regional Airport.

# TRANSPORTATION

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## **COMMUNITY BENEFITS**

The benefits to the community of a healthy transportation system are immeasurable. An efficient transportation system leads to communities that are less stressed, healthier, less polluted, safer, and more attractive to economic development opportunities and new residents.

A policy that creates an interconnected system of bicycle and pedestrian facilities will lead to a healthier and fitter community as well as increased home values. Removal of cars from the roadway would reduce congestion and air pollution. The mixed use land use pattern promoted by New Urbanism and the Urban Center concept of this Plan further promotes these policies.

The transportation system is always a key consideration for business locations. An efficient transportation system will make the County more attractive to new businesses and will also keep existing businesses from looking to locate elsewhere. In addition, continued focus in intermodal opportunities (the transfer of goods between different transportation modes such as truck to rail or air) in the area will make the county more attractive to businesses looking to take advantage of rail sidings or locations near the airport. The County's willingness to support both road and rail access funding has already led to increased economic development interest. The result is more jobs for County citizens as well as a more valuable and diverse tax base.

## **POLICIES/IMPLEMENTATION**

As residential and commercial development continues, increasing demands will be placed upon the County's transportation infrastructure. Challenges will continue to be placed on the County by users of I-81 and commuters through the area. Transportation demands need to be addressed while protecting and promoting the goals of the Comprehensive Plan as a whole. This will include the uses of tools such as context sensitive design that encourages planning/locating roadways with consideration of future planned land uses and types.

The role of Frederick County is to first plan the transportation system and then work with new and existing development to preserve corridor rights of way and implement construction needs. It is the role of the state and federal government along with development to fund transportation improvements necessary to ensure the future health of the County's transportation network.

# TRANSPORTATION

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**POLICY:** TO PROMOTE THE DEVELOPMENT OF NEW ROADWAYS AND THE REDEVELOPMENT OF EXISTING ROADWAYS IN A MANNER THAT MAKES THEM OPEN, AVAILABLE, AND SAFE TO ALL MODES OF TRANSPORTATION.

**IMPLEMENTATION:**

- Match desired form of development to roadway classification to simplify the determination of which roadways receive which treatment. That is, different types of streets for different land uses. For example, while some roadways would require a separate bicycle and pedestrian trail in order to be more accessible to bicyclists and pedestrians. In rural areas a wider shoulder section may be more appropriate.
- Work with new development and redevelopment to implement this policy and the overall transportation plan. This may require analysis and modification of the existing subdivision ordinance.
- Work cooperatively with the schools division to identify school locations that meet both school and County goals of public access and safe walkability.
- Seek outside funding sources to fill in gaps in order to attach separate segments and create a fully interconnected system.

**POLICY:** IMPLEMENT THE ROADWAY PRIORITIES OF THE COUNTY AS OUTLINED ANNUALLY IN THE CAPITAL IMPROVEMENT PLAN AS WELL AS THE INTERSTATE, PRIMARY AND SECONDARY ROAD PLANS, IN ADDITION TO THE EASTERN ROAD PLAN, AND PARTICULARLY ROUTE 37 EAST.

**IMPLEMENTATION:**

- Work with new development and redevelopment to implement the Eastern Road Plan through construction and preservation of right-of-ways.
- Continue to work closely with VDOT, State and Federal representatives, and any other available revenue sources to increase transportation.
- In the absence of outside funding, continue to protect rights-of-way and move forward on planning transportation priorities.

## TRANSPORTATION

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- Coordinate with VDOT to make sure the required percentage of maintenance funds to be spent on other accommodations is used on County priorities.
- Maintain the character of the rural roadways in the county while addressing safety issues as they may arise.

**POLICY:      IMPROVE UPON EXISTING TRANSPORTATION SAFETY AND SERVICE LEVELS IN THE COUNTY.**

**IMPLEMENTATION:**

- Coordinate with VDOT in the scoping and review of Traffic Impact Analyses (TIA).
- Analyze VDOT Access Management standards and, when needed, adopt County standards that are stronger.
- Investigate the creation of a facility standards manual.
- Work with new development and redevelopment to ensure that trip generation and new movements do not degrade the transportation system, increase delays, or reduce service levels.
- Create an informal working group with staff, VDOT, and law enforcement to identify and address safety concerns with coordination to be handled by the Department of Planning and Development and the Transportation Committee (TC).
- Work with State officials to bring another General District Court Judge to the area as previously approved.
- Work with State officials to increase financial and staff support to the Sheriff's Department.
- Work with State officials to increase financial and staff support of the State Police Kernstown Barracks.

## TRANSPORTATION

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**POLICY:**     **FIND WAYS TO IMPLEMENT TRANSPORTATION NEEDS WHILE KEEPING THE COST OF INDUSTRIAL PROPERTY COMPETITIVE. WORK TO ENHANCE USE OF INTERMODAL FREIGHT MOVEMENT WHEREVER POSSIBLE.**

**IMPLEMENTATION:**

- Coordinate with local business to maximize the use of Economic Development Road Access funding as well as Rail Access funding.
- Actively work with rail carriers through the Economic Development Commission and Industrial Parks Association to maximize the amount of material that is shipped into and out of Frederick County via rail.
- Perform a study to discern where opportunities to bring air freight into the regional airport may be available.
- Work to encourage and maximize opportunities presented by expansion of the Virginia Inland Port and the new multimodal facility coming to Martinsburg, WV.
- Make use of revenue sharing funds for development of industrial property when the Board of Supervisors determines that it is in the best interest of Frederick County.
- Incorporate the Airport Master Plan into County planning efforts.

**POLICY:**     **IMPROVE THE BEAUTY OF TRANSPORTATION CORRIDORS AT THE COUNTY GATEWAYS AND ALONG COMMERCIAL ROADWAYS.**

**IMPLEMENTATION:**

- Work with VDOT to create roadway design plans that meet standards while beautifying local gateways and commercial corridors.
- Through the Transportation Committee, develop a plan and actively promote corridor beautification. This should include working with local institutions to create more attractive County entrances into their facilities.

## TRANSPORTATION

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**POLICY:      ENSURE SAFE OPERATION OF FIRE AND RESCUE VEHICLES AND SCHOOL BUSES.**

**IMPLEMENTATION:**

- Investigate the existence and potential removal of barriers between neighborhoods that lead to delays in response, particularly for the Greenwood and Millwood companies.
- Promote the adoption of a uniform locking technology acceptable to the Fire and Rescue Department for use on gated and locked emergency access points.
- Analyze driving, road, and parking standards and actively seek Fire and Rescue Department input for driveways and roads to ensure that all approved developments are accessible by fire equipment.

**POLICY:      PROVIDE COST-EFFECTIVE ALTERNATIVES TO AUTOMOBILE TRAVEL AS NEEDED, FOR THE ELDERLY, DISABLED, AND WORK FORCE.**

**IMPLEMENTATION:**

- Coordinate with existing agencies such as Shenandoah Area Agency on Aging and Access Independence to secure outside funding to enhance service to the elderly and disabled in the community.
- Make use of the Winchester-Frederick Metropolitan Planning Organization (MPO) resources to identify areas of most critical need.
- Monitor existing data source updates to determine areas of growing need.

### **COMMUNITY PARTNERS AND STAKEHOLDERS**

The Frederick County Transportation Committee (TC) is appointed by the Board of Supervisors to review issues in the County including transportation planning, safety, and regional coordination. The TC reviews and provides recommendations to the Board of Supervisors regarding transportation planning and policy related matters. As staff and the TC work on these items there are a number of agencies with whom they regularly engage including:

- Virginia Department of Transportation
- Virginia Department of Rail and Public Transit
- Federal Highway Administration
- Winchester-Frederick Metropolitan Planning Organization (MPO)

## TRANSPORTATION

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- Northern Shenandoah Valley Regional Commission (NSVRC)

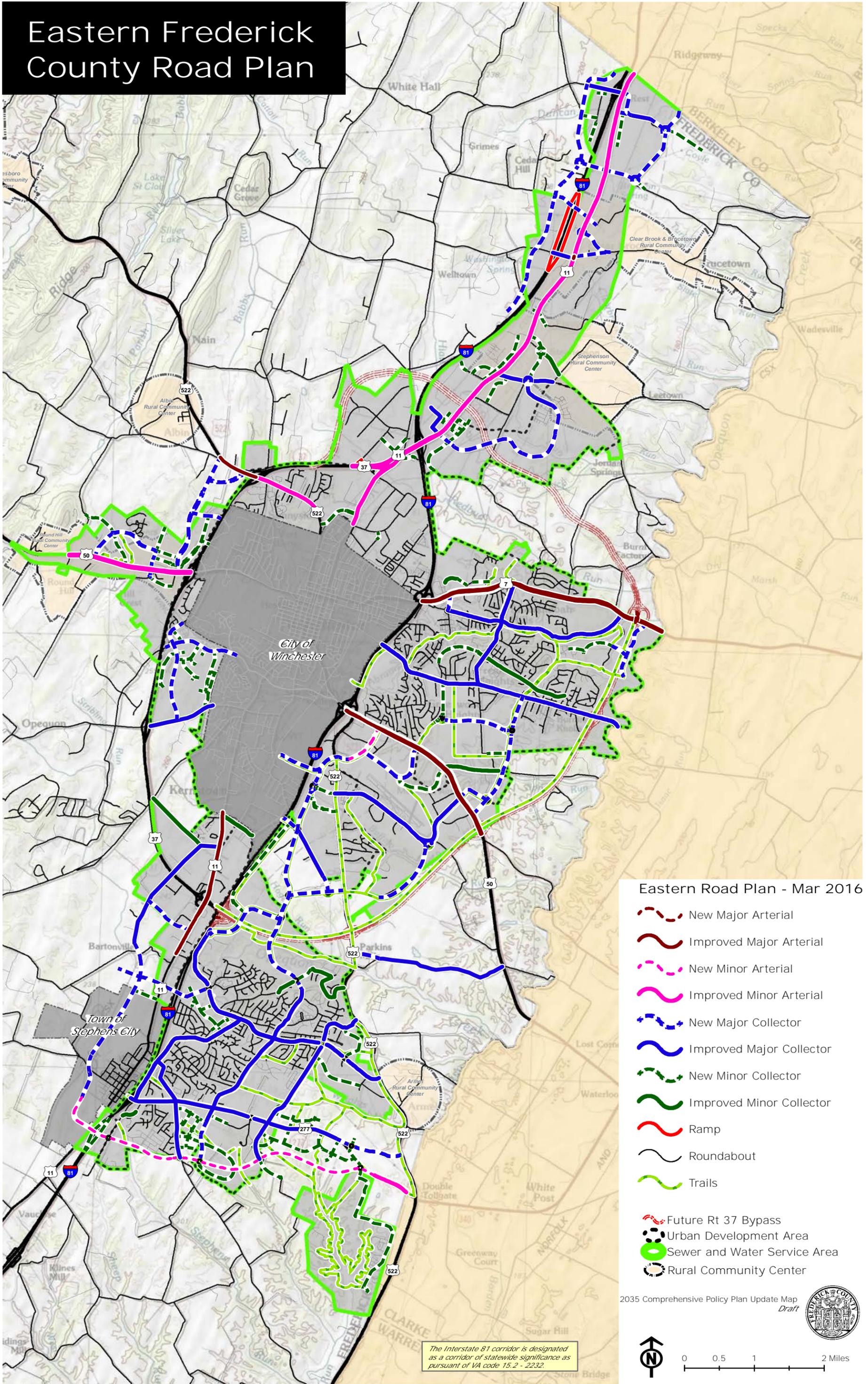
In addition to the above agencies the TC often works with the following groups on different special projects.

- Frederick County Sherriff's Department
- Virginia State Police (Kernstown Barracks)
- Frederick County Fire and Rescue
- Frederick County Public Schools
- Winchester Frederick Economic Development Authority

### **SUPPORTING MATERIALS AND RESOURCES**

- Airport Master Plan
- Winchester-Frederick MPO 2030 Transportation Plan
- Frederick County Annual Road Plans (Primary, Secondary, and Interstate)
- VDOT Access Management Standards guide

# Eastern Frederick County Road Plan



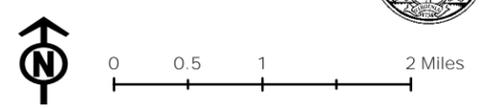
Eastern Road Plan - Mar 2016

- New Major Arterial
- Improved Major Arterial
- New Minor Arterial
- Improved Minor Arterial
- New Major Collector
- Improved Major Collector
- New Minor Collector
- Improved Minor Collector
- Ramp
- Roundabout
- Trails
- Future Rt 37 Bypass
- Urban Development Area
- Sewer and Water Service Area
- Rural Community Center

2035 Comprehensive Policy Plan Update Map  
Draft

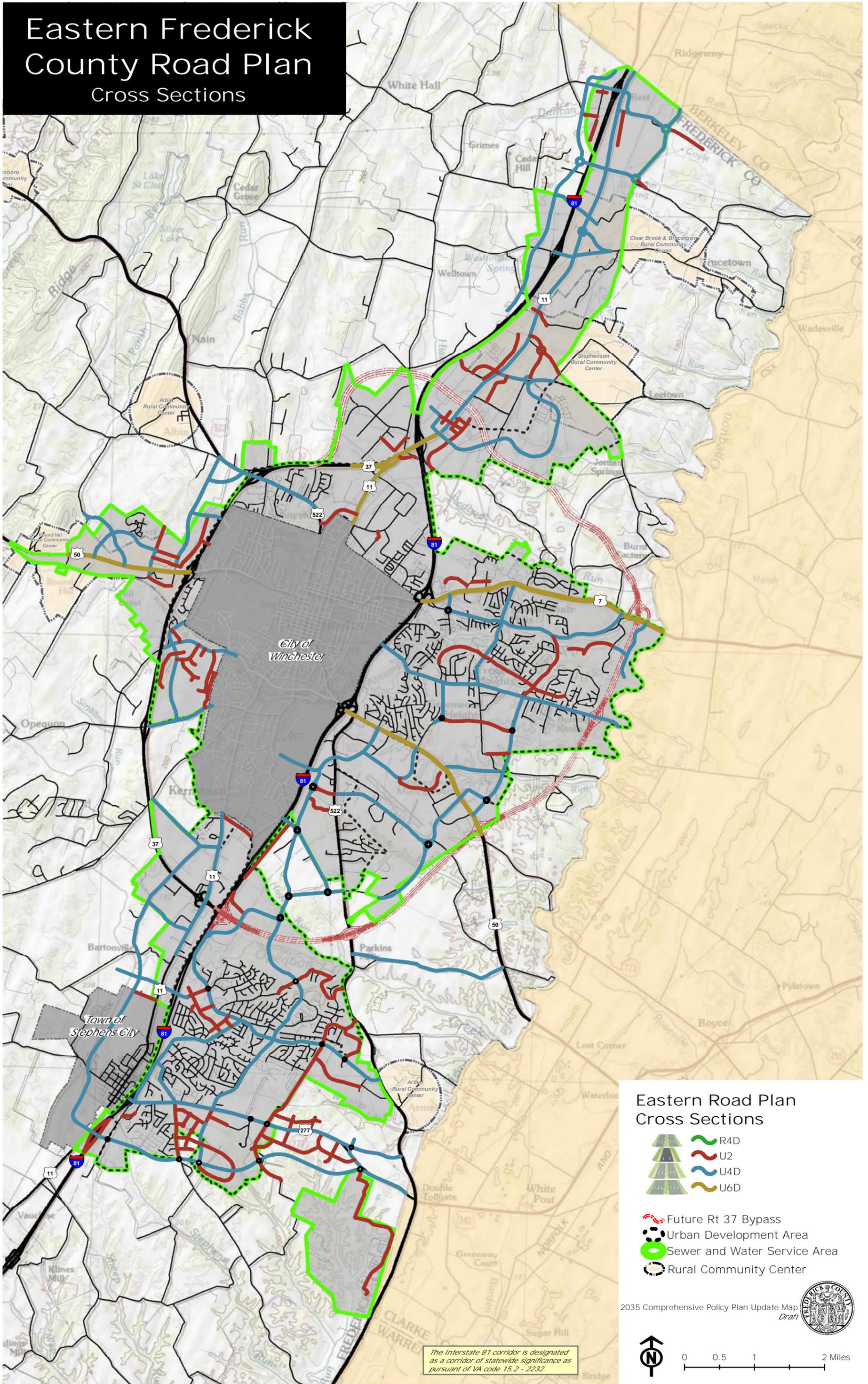


The Interstate 81 corridor is designated as a corridor of statewide significance as pursuant of VA code 15.2 - 2232.



# Eastern Frederick County Road Plan

## Cross Sections



### Eastern Road Plan Cross Sections



- Future Rt 37 Bypass
- Urban Development Area
- Sewer and Water Service Area
- Rural Community Center

2035 Comprehensive Policy Plan Update Map  
Draft

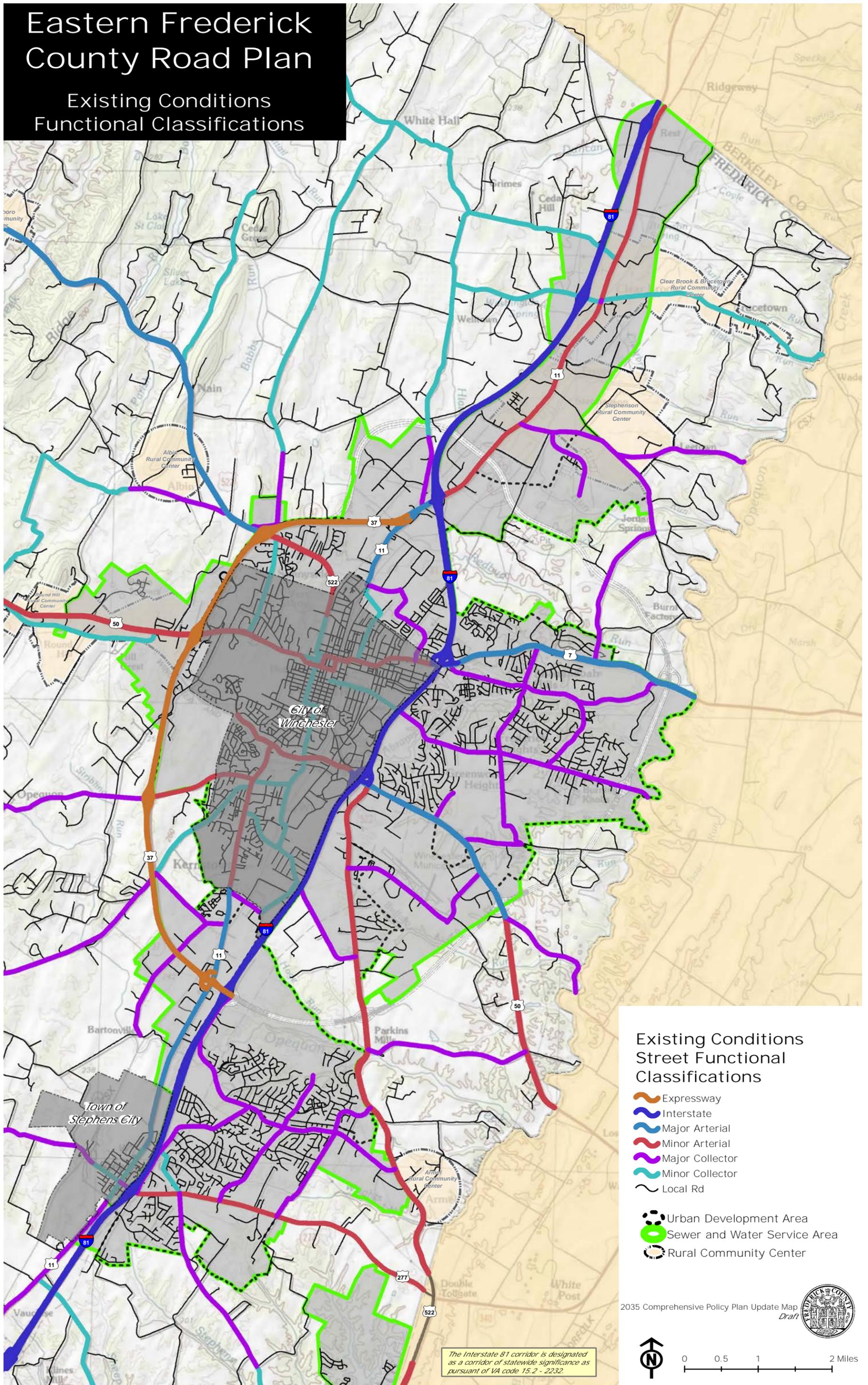


0 0.5 1 2 Miles

The Interstate 81 corridor is designated as a corridor of statewide significance as pursuant of VA code 15.2 - 2232.

# Eastern Frederick County Road Plan

Existing Conditions  
Functional Classifications



## Existing Conditions Street Functional Classifications

-  Expressway
-  Interstate
-  Major Arterial
-  Minor Arterial
-  Major Collector
-  Minor Collector
-  Local Rd
-  Urban Development Area
-  Sewer and Water Service Area
-  Rural Community Center

2035 Comprehensive Policy Plan Update Map  
Draft



The Interstate 81 corridor is designated as a corridor of statewide significance as pursuant of VA code 15.2 - 2232.



0 0.5 1 2 Miles

## **VI. PUBLIC FACILITIES**

- **FREDERICK COUNTY PUBLIC SCHOOLS**
- **FREDERICK COUNTY PARKS AND RECREATION**
- **HANDLEY REGIONAL LIBRARY**
- **FREDERICK COUNTY EMERGENCY SERVICES**
- **WINCHESTER REGIONAL AIRPORT**
- **FREDERICK COUNTY SANITATION AUTHORITY**



FREDERICK COUNTY, VIRGINIA

## **INTRODUCTION**

### **CREATING COMMUNITY WITH PUBLIC FACILITIES**

Creating a sense of community through the principles of Neighborhood Design is supported through the policies contained within the Urban Area Study completed in 2006. These policies will help transform areas within the Urban Development Area (UDA) into walkable, mixed-used, interconnected focal points.

By directing growth to the Urban Areas, through the UDA, the County can better direct services and community facilities to the citizens providing efficiency in community facilities including schools, parks, libraries and emergency services. At the same time, the County can better protect its Rural Areas and natural and cultural resources.

To facilitate the growth and development in the UDA, and to ensure that the right kind of development is occurring in the appropriate places, the placement of future community services should be based on the following principles:

- Mixing of various uses including schools, parks, and other County services.
- Locating community facilities to serve as community focal points
- Traditional development patterns.
- High quality architecture and design, especially in public buildings and spaces.
- Integrated community facilities that serve as community focal points.
- Respect for and incorporation of natural and historic resources.
- Providing linkages between trails, parks, open spaces and public facilities to create connectivity a more walkable community.

Public facilities, especially schools, parks and libraries, can provide focal points for walkable, mixed-use neighborhoods, intertwined with variety of housing, retail, and employment opportunities. Focusing development around walkable centers allows people to work, go to school, live, shop, and play in locations that are near each other. The location of public facilities and infrastructure and the thoughtful provisions for public spaces, recreational areas, and open spaces are essential to the creation of more walkable, livable communities.

This Chapter addresses the following County public facility providers and their focus and direction for the future.

- **FREDERICK COUNTY PUBLIC SCHOOLS (FCPS)**
- **FREDERICK COUNTY PARKS AND RECREATION**
- **HANDLEY REGIONAL LIBRARY**

## PUBLIC FACILITIES

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- **FREDERICK COUNTY EMERGENCY SERVICES**
- **WINCHESTER REGIONAL AIRPORT**
- **FREDERICK COUNTY SANITATION AUTHORITY (FCSA)**

Collaboration between County agencies should continue to be a priority goal in order to ensure that the investment made in the **County's community facilities** will continue to provide the best possible environment for positive and vibrant community growth.

Public facilities, in particular schools, parks and libraries have a tremendous effect on how our community grows. There is an opportunity to improve the quality of the community by applying contemporary planning principles to public facility planning. In general, public **facilities should serve as a focal point for the County's Neighborhood Villages, Urban Centers and Rural Communities**. These facilities are aimed at promoting more livable places and improving overall quality of life by building on and enhancing a sense of community.

### **FREDERICK COUNTY PUBLIC SCHOOLS**

The establishment of new community facilities creates opportunities to improve the quality of the surrounding community. Schools in particular through the incorporation of Neighborhood Design can serve as the focal point for Neighborhood Villages and Urban Centers within the UDA and Rural Community Centers in the Rural Areas. Neighborhood Design promotes neighborhood-centered schools as an element of a fully integrated community and as a resource and enhancement for the locality as a whole.

Schools should be located in existing or future neighborhoods, within walking distance and be accessible to residents. Community centered school planning makes good use of existing resources, while ensuring that schools are located within neighborhoods and fit into the scale and design of the area. They act as neighborhood anchors and community centers. Well planned school sites, by encouraging walking and bicycling, can improve student health and academic performance and reduce traffic around schools. A good example of community-centered school planning can be found in Greenwood Mill Elementary School, the County's 11<sup>th</sup> Elementary and newest school.

### **CURRENT CONDITIONS**

FCPS is the 19th largest of 134 school systems in the Commonwealth of Virginia, with just over 13,000 students in the 2010-11 school years. With over 2,000 full time employees, Frederick County Public Schools (FCPS) is the second largest employer in the Winchester-Frederick County area. The school district has 11 elementary schools, 4 middle schools, 3 high schools, and 1 alternative education/career & technical school. The school division also owns and operates a regional special education facility that provides special education services to students from Frederick and Clarke Counties and the City of Winchester. Support facilities include the administration building, the maintenance/warehouse facility, the Transportation Facility, the Smithfield facility, and Support Facilities West. There are a total of 25 schools and support facilities operated by FCPS. Four new schools plus the Transportation Facility were constructed over the past 10 years. Another school is currently under construction.

Residential growth continues to impact the school system as additional homes are built throughout the County. During the past several decades, the total student enrollment in the school division has increased steadily. Student enrollment has grown by 869 students in the past ten years, an increase of 7%. Recently, student membership growth has been flat, a reflection of the real estate market slump and the broader economic crisis.

## PUBLIC FACILITIES

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As the local real estate market recovers, school growth will regain momentum.

As growth occurs, it is important that new and refurbished schools serve as a focal point for Neighborhood Villages and Urban Centers. When located in the Rural Areas, new and existing schools should be located in or near Rural Community Centers when possible (for more information see Chapter 3 – Residential Development).

### **FOCUS FOR THE FUTURE**

As Frederick County looks toward the future, it will plan for new school facilities that are **strategically located where students live to optimize individual schools' population levels**. Where possible, schools should be located to provide a focal point for community life and where students can walk or ride their bicycles to school. Opportunities to co-locate schools with other community facilities should be sought. Several schools currently have Parks & Recreation Basic Rec programs within them. This program should be considered for new schools. Other Parks & Recreation programs could be co-located with schools. Fire & Rescue stations co-located with schools provides a specific benefit to FCPS, as schools are **identified by the Fire and Rescue Department as a "target hazard" (a land use having a higher risk of injury due to the demographics of the users)**.

FCPS also has the responsibility of providing instruction that prepares students to work and live in the 21<sup>st</sup> century. The use of technology as a tool in nearly every facet of education has dramatically changed the way in which instructional services are provided to students. Renovation, and/or expansion of certain schools will be necessary to meet needs created by technological advancement, evolving educational practices, building safety and security, aging facilities, and a desire to implement green building practices such as passive solar day lighting, energy and water conservation and reusable building materials. Detailed descriptions of the school division's capital needs are included in the Frederick County Capital Improvements Plan (CIP), which is updated annually. The anticipated location of the proposed facilities is shown on the Potential New School Locations map.

### **COMMUNITY BENEFITS**

It is the mission of Frederick County Public Schools' (FCPS) is to ensure all students an excellent education. To that end, FCPS envisions providing the highest quality, most cost effective education possible by:

- **Increasing students' enthusiasm for learning**
- Promoting individual learning ability
- Recruiting and retaining excellent personnel
- Encouraging parental and community support and involvement
- Fostering an inviting environment

## PUBLIC FACILITIES

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- Using continual data analysis
- Emphasizing curriculum renewal
- Offering a meaningful staff development program
- Using current technology
- Requiring efficient operating procedures
- Evaluating progress and revising goals to achieve this vision

Frederick County Public Schools strives to be a premier school division in the Commonwealth of Virginia. Teachers and staff maintain high expectations for students so the children of Frederick County are equipped with the necessary knowledge, skills and competencies to be successful in their chosen career and life goals. As a result, the mean composite score of FCPS students taking the SAT in 2014-15 exceeded the national mean composite score, 1516 to 1490. Eighty percent of the class of 2015 planned to continue their education. Our student dropout rate in 2015 was less than the State average, 3.3% to 5.2%, and improved from 6.8% in 2011. Our on-time graduation rate (the rate of students completing high school in four years) was better than the State average as well, 93.3 to 90.5.

There are specific programs offered by FCPS to meet the varying needs of special groups of students. In collaboration with the City of Winchester and Clarke County, FCPS provides an education for children who are emotionally disturbed or who have multiple disabilities. FCPS offers a variety of trade and industrial programs and health occupations programs designed to meet the needs of students who wish to improve their employability skills and explore different career possibilities. FCPS provides enriched and expanded instruction for students who qualify for Gifted Education, including the **Mountain Vista Governor's School**. FCPS also participates in two summer programs: Performing and Visual Arts Northwest (PAVAN), a regional summer arts and culture program, and **Blue Ridge Environmental Studies Regional Summer Governor's School, which offers** gifted students opportunities to work on real problems in environmental management.

In addition to the above, FCPS provides a number of additional benefits to the community

- Varsity and junior varsity athletics help provide each community an identity and give participating students competitive skills that can be used throughout their lives.
- School buildings serve as a center where various community activities can take place. Some schools even include community centers operated by the Parks & Recreation Department.
- The cafeteria offers two nutritious meals a day to all students. This is particularly important for students who qualify for free or reduced cost meals.

## PUBLIC FACILITIES

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Bright Futures provides food packs to students from families in need to ensure they receive proper nutrition over the weekend. In addition, Bright Futures offers mentoring and clothing, and actively searches for ways to meet individual needs as they arise.

# PUBLIC FACILITIES

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## **POLICIES/IMPLEMENTATION**

Each local school board in Virginia is required by State Code to adopt a division wide comprehensive plan. Accordingly, the Frederick County Public Schools Division Comprehensive Plan is the document that governs the future direction of FCPS. Long-range school planning documents that are developed under the umbrella of the Division Comprehensive Plan include curriculum improvement plans, school improvement plans, a technology plan, enrollment projections, a capital improvement plan, and a staffing projection plan. The following policies include excerpts paraphrased from the FCPS Division Comprehensive Plan 2014-20. Please refer to that plan for the official version of these policies:

**POLICY:        CONSIDER THE SURROUNDING NEIGHBORHOOD VILLAGES, URBAN CENTERS, AND RURAL COMMUNITIES; SITE LOCATION, SITE SUITABILITY, PROGRAM DESIGN, AND THE NEEDS OF OTHER AGENCIES IN LOCATING NEW FACILITIES.**

### **IMPLEMENTATION:**

- In evaluating potential school facility locations, consider the role of the site in building diverse, walkable communities in the UDA.
- In evaluating potential school facility locations, consider each location relative to arterial roads, planned roadways, the SWSA, the UDA, surrounding neighborhoods, floodplains, Civil War battlefields, and Agricultural and Forestal Districts. Also consider surrounding land uses, , and potential environmental hazards.
- In evaluating individual candidate sites, consider each site’s zoning, planned land use, topography relative to program requirements, historical features, water features, wetlands, potential environmental hazards, geology, soil suitability, and **tree cover**. Also consider constraints contained in the site’s deed and plat and the potential for the presence of rare, threatened, and endangered species.
- Purchase sites that are suitable for co-locating school facilities with facilities other agencies have identified in their CIP or other studies if doing so does not interfere **with FCPS’ educational mission and is a responsible use of public funds**. Future school sites have the potential to be collocated with future fire and rescue stations, parks, community centers, libraries, convenience sites, and satellite offices for several County Departments. Additionally, future school sites could become part of the network of properties needed to execute the Eastern Road Plan.

**POLICY:        STUDENT LEARNING RESULTS FROM COLLABORATIVE TEAMS DESIGNING INTENTIONAL EXPERIENCES THAT HONOR ALL STUDENTS AS LEARNERS. FREDERICK COUNTY PUBLIC SCHOOL EDUCATORS EMBRACE A CULTURE OF INNOVATION, COLLABORATION, AND POSITIVE RELATIONSHIPS, MAKING STUDENT SUCCESS THE ONLY OPTION. ALL STUDENTS LEAVE FREDERICK COUNTY PUBLIC SCHOOLS PREPARED TO ACHIEVE AND SURPASS THEIR LIFE GOALS AS THEY BECOME VALUED CONTRIBUTORS TO THEIR COMMUNITY.**

## PUBLIC FACILITIES

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### **IMPLEMENTATION:**

- Students will demonstrate functional and critical thinking skills.
- Students will be engaged in relevant learning experiences through high quality instruction.
- Educators use data to make instructional decisions to meet individual needs of all students.
- School and division improvement teams will develop and implement instructionally focused improvement plans to increase academic rigor and student achievement.
- Through research, professional development, and collaborative discourse, teachers have a vision of excellence and relevant learning opportunities for their students.
- Teachers allow for and encourage a global learning approach, where students use technology to move beyond the four walls of the classroom to learn from and connect with any appropriate resource.
- Teachers, administrators, counselors, paraprofessionals, and other staff work together to enhance their own learning, and students are given the same opportunities.
- Through continuous feedback, assessment and strong relationship building, teachers know their students as learners and as people, and they use that quantitative and qualitative information to design meaningful learning experiences.
- All employees are active participants in professional learning communities committed to continuous improvement, collective responsibility, and goal alignment to increase educator effectiveness and improve student progress, mastery or achievement.
- Involvement and support from all parents and community stakeholders are critical to school improvement efforts that focus on student achievement. Frederick County Public Schools recognizes that timely and meaningful communication with parents and community members encourages partnerships that support student learning.
- Frederick County Public Schools believes educational facilities are an integral part of the learning process. Warm, inviting spaces equipped with appropriate learning tools including current technology and laboratory equipment encourage students to explore and understand concepts and critical knowledge necessary to be successful. Facilities provide spaces for collaborative learning and work, individual classrooms for discreet teaching and laboratory experiences, and public spaces shared with the community.
- Educational facilities represent a lasting investment in the future by the citizens of Frederick County. Contemporary learning facilities are energy

## PUBLIC FACILITIES

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efficient, employ natural lighting and provide properly conditioned spaces conducive to work.

- Support services must be effective, efficient, and enable instructional leaders to focus on student learning. The School Board is committed to investing in teaching and learning, and recognizes that appropriate supports must be provided in a cost-effective manner.

### **COMMUNITY PARTNERS AND STAKEHOLDERS**

The Frederick County School Board is the elected body which governs the school division. The School Board adopts broad goals and objectives for the school system's operation, sets and enforces school policy, prepares and adopts annual budgets, oversees student instruction and division administration, and manages school division property. In performing this work, the School Board coordinates effort with numerous agencies:

- Access Independence.
- Aids Response Awareness
- The ARC of Northern Shenandoah Valley.
- Blue Ridge Environmental Studies Regional Summer Governor's School.
- Bright Futures
- Child Development Clinic of Northwestern Virginia.
- Child Parent Center.
- Commonwealth Autism Services
- The Family to Family Network of Virginia
- Frederick County Department of Social Services
- Frederick County Educational Foundation.
- Frederick County Juvenile and Domestic Relations Court
- Frederick County Parent Resource Center.
- Frederick County Parks and Recreation.
- Frederick County Sheriff's Office.
- Mountain Vista Governor's School, or MVGS.
- Northwest Regional Education Program, or NREP.
- Northwestern Community Services.
- Parent to Parent.
- Performing and Visual Arts Northwest, or PAVAN.
- Shenandoah University.
- Virginia Autism Resource Center.
- Virginia Board for People with Disabilities.
- Youth Development Center.

## PUBLIC FACILITIES

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### **SUPPORTING MATERIALS AND RESOURCES**

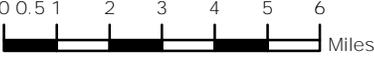
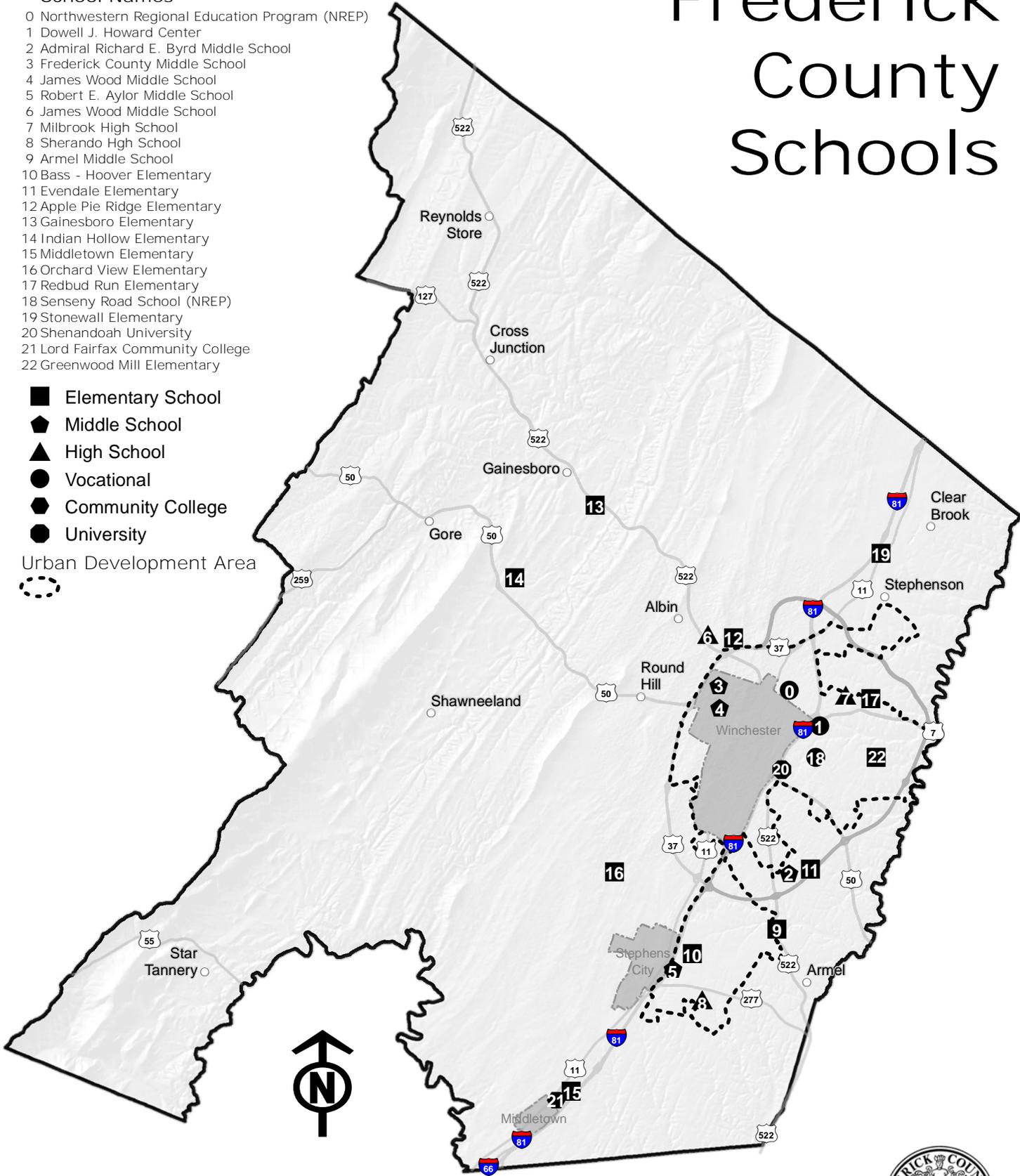
- Frederick County Public School Division Comprehensive Plan 2014-20
- Frederick County Public Schools School Board Approved Budget Fiscal Year 2010
- Frederick County Public Schools Capital Improvement Plan 2009 - 2014
- Frederick County Public Schools September 15, 2009 Enrollment History and Projections
- Frederick County Public Schools Character Education Core Traits
- Frederick County Public Schools 2009 – 2010 High School Program of Studies
- Frederick County Public Schools 2009 – 2010 Middle School Program of Studies
- Frederick County Public Schools 2006 – 2011 Local Plan for the Education of the Gifted
- Frederick County Public Schools Six-Year Technology Plan 2003-2009
- Commonwealth of Virginia 2008 Standards of Quality
- Commonwealth of Virginia Standards of Accreditation
- Educational Technology Plan for Virginia 2003-2009

# Frederick County Schools

### School Names

- 0 Northwestern Regional Education Program (NREP)
- 1 Dowell J. Howard Center
- 2 Admiral Richard E. Byrd Middle School
- 3 Frederick County Middle School
- 4 James Wood Middle School
- 5 Robert E. Aylor Middle School
- 6 James Wood Middle School
- 7 Milbrook High School
- 8 Sherando High School
- 9 Armel Middle School
- 10 Bass - Hoover Elementary
- 11 Evendale Elementary
- 12 Apple Pie Ridge Elementary
- 13 Gainesboro Elementary
- 14 Indian Hollow Elementary
- 15 Middletown Elementary
- 16 Orchard View Elementary
- 17 Redbud Run Elementary
- 18 Senseny Road School (NREP)
- 19 Stonewall Elementary
- 20 Shenandoah University
- 21 Lord Fairfax Community College
- 22 Greenwood Mill Elementary

- Elementary School
- ◆ Middle School
- ▲ High School
- Vocational
- Community College
- University
- Urban Development Area
- (dashed line)



# PUBLIC FACILITIES

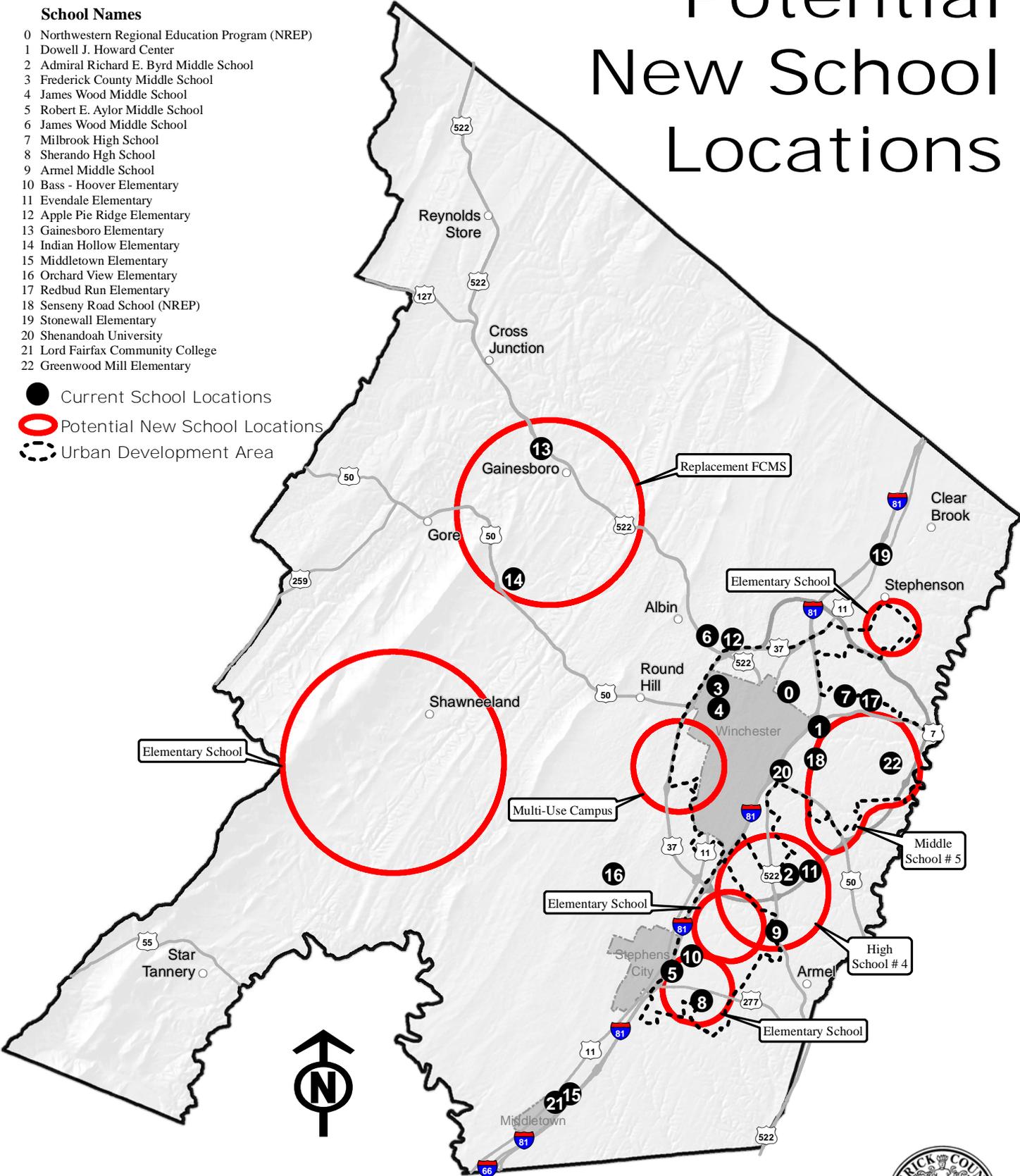
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# Potential New School Locations

**School Names**

- 0 Northwestern Regional Education Program (NREP)
- 1 Dowell J. Howard Center
- 2 Admiral Richard E. Byrd Middle School
- 3 Frederick County Middle School
- 4 James Wood Middle School
- 5 Robert E. Aylor Middle School
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- 17 Redbud Run Elementary
- 18 Senseny Road School (NREP)
- 19 Stonewall Elementary
- 20 Shenandoah University
- 21 Lord Fairfax Community College
- 22 Greenwood Mill Elementary

- Current School Locations
- Potential New School Locations
- ⋯ Urban Development Area



# PUBLIC FACILITIES

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### **FREDERICK COUNTY PARKS AND RECREATION**

**“The Frederick County Parks and Recreation Department strives to enhance the quality of life through recreational opportunities and programs, parks, and facilities for the community and to protect resources for future generations.”**

(From the Frederick County Parks and Recreation Department Mission Statement). Parks and other public places can provide focal points for walkable, mixed-use neighborhoods that are vibrant and community centered. Focusing development around walkable centers allows people to work, go to school, live, shop, and play in locations that are near each other.

As discussed in the Introduction to the Public Facilities section of the Comprehensive Policy Plan, through use of the principles of Neighborhood Design, provisions for new community facilities including parks, greenways, and other recreational facilities, can create opportunities to improve the quality of the community.

The location of public facilities and infrastructure and well planned provisions for public spaces, recreational areas, and open spaces are essential. Parks should be carefully planned to respect and take advantage of natural and historic resources as well as to enhance the natural, scenic, and cultural value of the Urban Areas of the County.

It is also necessary to promote the importance of small playgrounds and open spaces being near every dwelling. Accordingly, parks and recreation facilities are a critical component of developed residential communities.

### **CURRENT CONDITIONS**

#### **Facilities**

There are five classifications of parks including Mini, Neighborhood, Community, District Parks and Greenways. The classification depends on the size, service area, purpose, character, and location. The County currently owns and operates two district and two neighborhood parks. Additionally, two community parks are planned for the near future; one being created through a partnership with the Museum of the Shenandoah Valley at the historic Rose Hill location (opening 2016), and the other adjacent to the Snowden Bridge development where the County has taken possession of 25 acres of land for a future community park.

**The two district parks currently serve the County’s population with active and passive recreational programs and facilities.** Clearbrook Park, located five miles north of Winchester on Route 11, consisting of approximately 55 acres (44 which are owned by the County) and Sherando Park, located two miles east of Stephens City on Route 277, consisting of approximately 334 acres.

## PUBLIC FACILITIES

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Two neighborhood parks include space at the Reynolds Store Fire Company, and the Frederick Heights subdivision near Senseny Road. These neighborhood parks consist primarily of playground equipment for young children.

Master development plans were adopted for both Clearbrook and Sherando Parks which establish goals for each park, identify unmet recreational needs, provide unified facility plans, and propose a development program for each park. The Master Plans for these parks reflect the recommendations of the County residents and national standards as outlined in the Virginia Outdoor Plan. These plans emphasize the development of additional sports venues, picnic areas, and maintenance support facilities. Clearbrook Park, Sherando Park, neighborhood parks and all public schools are maintained by the Parks Division of the Parks and Recreation Department.

### **Programs**

The Recreation Division of the Frederick County Parks and Recreation Department was created to provide a comprehensive and accessible program of recreational services and activities for the residents of Frederick County. A diverse range of recreational and enrichment programs is provided for all age groups. This broad base of activities includes, but is not limited to, instructional classes, outdoor adventure programs, sports and athletics, lifetime leisure and fitness programs, cultural and community events, and trips and excursions.

**Programming responsibilities are assigned within the Division's four interest sections:**

1. Community Events
2. Before and After School Programs
3. Sports and Athletics
4. Lifetime Leisure and Fitness

Staff members work together to identify, develop, and implement those activities which most closely meet the interests and desires of the community. The Division typically implements programs within age categories such as preschool, youth, teen, adult and senior adult.

The majority of recreation programs offered by the Parks and Recreation **Department are held within the Parks and Recreation Department's** Community Centers, District Parks and the Frederick County Public Schools. The joint efforts of the Frederick County Public Schools and the Parks and Recreation Commission/Department resulted in the inclusion of recreational facilities within Sherando High School, Orchard View Elementary, Evendale Elementary, Gainesboro Elementary, and Greenwood Mill Elementary.

### **FOCUS FOR THE FUTURE**

In order to meet the future service demands on the County's two district parks, the Parks and Recreation Department intends to continue implementing the improvements adopted on the Master Plans and in the Department Strategic Plan. Additionally, in support of Neighborhood Design, new parks and usable open spaces should be located within the UDA, near or at the center of Neighborhood Villages and Urban Centers or in Rural Community Centers in the Rural Area to help create more walkable, livable communities. The construction of additional trails throughout the community is also important. Additional trails would provide residents with the ability to travel safely from their homes to schools, stores, and work or recreation areas without having to share roadways with vehicle traffic.

Frederick County is fortunate to have multiple entities providing publicly accessible land citizens can use for recreation and leisure purposes. Frederick County currently manages 431 acres of park land with almost half of those acres yet to be developed for active and passive recreation purposes. Additionally thousands of acres of publically accessible land is provided by Federal, State, school system and non-profit entities within the borders of Frederick County, and adjoining jurisdictions allow the use of their facilities for County residents. In combination these publically accessible lands provide an outline of current conditions from which remaining needs are determined.

The Frederick County Parks and Recreation Community Survey provides insight into the park needs as determined by Frederick County residents. Survey results show Small Parks, Natural Areas, and Large Parks identified in the top 5 of desired facilities indicating a need for adding these facilities. Meeting the park land need will likely continue to be accomplished through the efforts of multiple private and government entities. Recognizing the capabilities and limits of potential partners will allow Frederick County to focus its efforts on ensuring citizen needs are met.

A map illustrating current parks, publically accessible land and potential park locations is included within Appendix II of this Plan.

### **PARTNERSHIPS:**

Frederick County Parks and Recreation has a long history of utilizing partnerships to provide recreation and leisure activities. The Rose Hill Park project is one example of a partnership serving to address parkland needs. Another is the cooperative use agreement between Parks and Recreation and the Frederick County Public School system. Recognizing the wide variety of publically accessible land gives a comprehensive portrayal of partners addressing publically accessible recreation land. Growing existing or creating

## PUBLIC FACILITIES

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new partnerships to increase access for Frederick County residents will serve to advance the mission of the Parks and Recreation Department.

### **COMMUNITY BENEFITS**

The Frederick County Parks and Recreation Department is building a sense of community through people, parks, and recreational opportunities benefitting all residents. Parks and recreation activities stimulate economic activity and property values are increased by proximity to parks and through the added quality of life and sense of community. Families and organizations alike look to Frederick County Parks and Recreation to meet their leisure needs. Approximately 1.5 million recreational contact hours for youth, senior, and family programs are provided through programs offered by or facilitated through Frederick County Parks and Recreation with nearly two-thirds of Frederick County households reporting they use Parks and Recreation services and facilities in the past year. Nearly ½ million visits are counted at the two District Parks on an annual basis.

### **POLICIES /IMPLEMENTATION**

**POLICY:   CONTRIBUTE TO THE PHYSICAL, MENTAL, AND CULTURAL NEEDS OF THE COMMUNITY; ITS ECONOMIC AND SOCIAL WELL-BEING, AND ITS SENSE OF CIVIC PRIDE AND SOCIAL RESPONSIBILITY THROUGH THE IMPLEMENTATION OF AN INTEGRATED PLAN FOR RECREATION PROGRAMS AND PARK FACILITIES.**

#### **IMPLEMENTATION:**

- Continue to solicit public opinion in planning parks and recreation.
- Maintain a County-wide recreation plan which identifies recreational, park, and open space needs.
- Use a County-wide recreation plan to develop standards for open space and recreational facilities in new urban development.
- Identify recreation needs associated with the Rural Community Centers.
- Continue to encourage the participation and financial support of civic groups businesses, and other organizations and individuals for recreational needs.
- Continue to support the Development Impact Model as a means to ensure level of service is maintained as the population grows.
- Continue to utilize State and Federal grants and loans for financing and programming County recreational needs and especially for

## PUBLIC FACILITIES

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major capital projects.

- Continue to expand our cooperative relationship with the Frederick County School Board in jointly meeting identified County recreational needs.
- Continue to cooperate with the private sector, the semi-public sector and other public providers of recreation in meeting identified recreational needs.
- Promote the development of a comprehensive trail system and bikeway plan.
- Review land development regulations to ensure that appropriate standards are provided for open space recreational facilities in new developments.

**POLICY: CONTINUE TO DEVELOP THE COUNTY'S DISTRICT PARKS IN ACCORDANCE WITH PARK MASTER PLANS.**

**IMPLEMENTATION:**

- Use the capital improvements planning process to provide improvements to the district parks.
- Seek alternative sources of funding for park improvements.

**POLICY: TO HAVE EVERY RESIDENT OF FREDERICK COUNTY'S URBAN DEVELOPMENT AREA WITHIN WALKING OR BIKING DISTANCE OF A RECREATION AREA.**

**IMPLEMENTATION:**

- Inventory the County's natural and environmental resources to identify appropriate locations for greenways, Community, Neighborhood and Mini Parks including connectivity consistent with the 2014 Metropolitan Planning Organization (MPO) Bicycle and Pedestrian Plan.
- Strategically locate parks in or near Neighborhood Villages and Urban Centers to meet population-based needs
- Ensure that development recreation and open space requirements are adequate.
- Actively pursue parkland in areas where publically accessible land does not or is not anticipated to meet citizen needs.

# PUBLIC FACILITIES

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**POLICY:    PROVIDE RECREATIONAL PROGRAMS AND ACTIVITIES BASED ON IDENTIFIED NEEDS AND AVAILABLE FUNDING.**

**IMPLEMENTATION:**

- Maintain a County-wide recreation plan identifying program needs.
- Develop and maintain citizen participation in the identification of recreational program and program facility needs.
- Actively solicit contributions for the provision of recreational programs and program facility needs, from all segments of the community, both private and public.
- Structure the provision of all program facilities, such as indoor community centers, to recognize land use decisions and policies.
- Actively utilize public, semi-public, and private facilities for the provision of recreational programs.

## **COMMUNITY PARTNERS AND STAKEHOLDERS**

### **The Parks and Recreation Commission**

The Parks and Recreation Commission is a citizen advisory board recommending the development of the Countywide recreation plan. Recommendations are either implemented or approved by the Board of Supervisors.

### **Youth Sports Partners:**

These organizations provide recreation to County youth and are provided field space and other services at a discounted rate.

- National Little League Baseball and Softball
- American Little League Baseball and Softball
- Blue Ridge Youth Soccer Association.

### **Frederick County Public Schools**

Frederick County Public Schools (FCPS) locations provide recreation areas for recreation programming and general public use. Under a cooperative use agreement with FCPS, Frederick County Parks and Recreation operates five community centers at FCPS sites and maintains a large percentage of FCPS open space and athletic fields.

### **SUPPORTING MATERIALS AND RESOURCES**

- 2012 Frederick County Parks and Recreation Strategic Plan
- 2012 Frederick County Parks and Recreation Community Survey
- 2012 Virginia Outdoors Plan
- **National Parks and Recreation Association, "Park, Recreation, Open Space & Greenway Guidelines"**
- 2007 Frederick County Planning Department Planning Area Analysis
- Geographic Information System (GIS) Information

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## PUBLIC FACILITIES

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# Potential New County Park Locations

## Existing County Parks

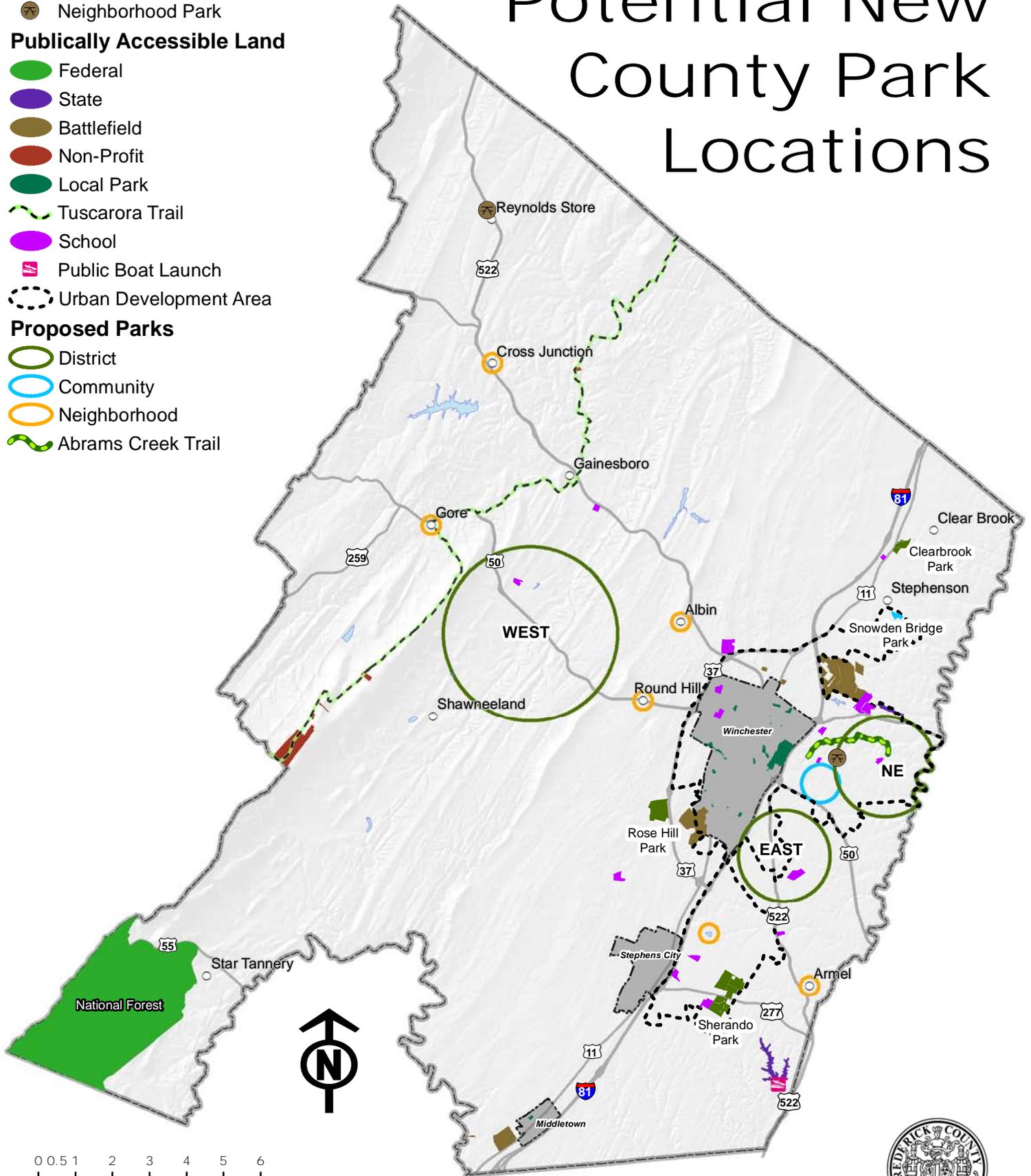
- District Park
- Community Park
- Neighborhood Park

## Publically Accessible Land

- Federal
- State
- Battlefield
- Non-Profit
- Local Park
- Tuscarora Trail
- School
- Public Boat Launch
- Urban Development Area

## Proposed Parks

- District
- Community
- Neighborhood
- Abrams Creek Trail



# PUBLIC FACILITIES

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### **HANDLEY LIBRARY**

#### **FOCUS FOR THE FUTURE**

Currently the Library System has one library in each jurisdiction served. As population grows in Frederick County, the demand for library services also **continues to grow. Frederick County's larger population and land area mean** that there are Frederick County locations not well served by the Winchester or Stephens City libraries. Additionally, new residents from Northern Virginia and from areas outside Virginia have higher expectations for library services.

Each library in the Handley Regional Library system functions as a community center, a search engine, and a place that welcomes everyone to lifelong learning. Ideally, a new library can best serve as community centers when they are located within a walkable community, near schools, parks and retail establishments.

Additionally, in response to the 2007 amendments to the Comprehensive Policy Plan and in support of Neighborhood Design, new and existing libraries should be co-located with schools and parks in or near Neighborhood Villages and Urban Centers in the UDA or in Rural Community Centers in the Rural Area.

As the residential population in Frederick County continues to grow the Library System has plans for opening new facilities. Within the next five years the Library Board plans for a library to open in the Gainesboro district and new libraries at Senseny and Greenwood and at 522 and Justice Drive are planned for the next ten years. The inclusion of small library branches that can offer delivery of materials from anywhere in the system as well as providing information and training to customers about new online services is also being considered.

Also part of the Long-Range Plan is an examination of alternative delivery mediums. The library plans to offer citizens access to more formats that are downloadable.

#### **POLICIES/IMPLEMENTATION**

**POLICY: IMPROVE SERVICES TO PATRONS THROUGH THE PROVISION OF THREE BOOKS PER CAPITA.**

**IMPLEMENTATION:**

- Handley Regional Library will continue to review and revise marketing procedures to make citizens aware of our services.

## PUBLIC FACILITIES

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- The Library will update its collection development policies and procedures to make certain the materials purchased meets current needs.
- The Board and staff will review procedures to make certain services offered are needed and meet a high standard of service.
- The Board and staff will investigating and adopt new media and **technology when such adoption meets current and users' needs and is cost effective.**

**POLICY:           STUDY AND PLAN FOR GROWTH WITH THE AIM OF PROVIDING  
ADEQUATE LIBRARY SPACE FOR LIBRARY USERS IN THE FUTURE.**

**IMPLEMENTATION:**

- The Handley Regional Library Board will review and update its long-range plan for facilities growth, using the criteria of cost, need, safety, and proximity to the greatest number of residents.
- Continue to monitor the growth throughout the County to determine where new library facilities are needed.

### **FREDERICK COUNTY EMERGENCY SERVICES**

#### **FOCUS FOR THE FUTURE**

As residential and commercial developments continue to locate and expand in Frederick County, there will be an increased need for fire and rescue stations to provide services to protect the citizens and transient population. The ultimate goal of the fire and rescue system is to provide the most efficient fire and rescue services Countywide. Responses include, but are not limited to, emergency medical services, fire suppression, hazardous materials, swift water rescue, technical rescues, and natural disasters. Timely responses by emergency services personnel and equipment enable resuscitation efforts to begin in the critical minutes immediately following a cardiac related incident and also minimize fire related deaths.

Future challenges for the Fire and Rescue Department include meeting training and certification requirements, increasing emergency medical service capabilities, improving radio communications, developing additional fire and rescue stations to meet future growth within the County and keeping up with the staffing needs to continue to provide quality timely service to the citizens.

Planning for future fire and rescue station locations and equipment needs must be accomplished by developing a five year strategic plan. This plan will identify future fire and rescue station sites and equipment needs based on projected service demands and response times. The plan will encourage the dedication of sites for new fire and rescue stations within the identified areas during the rezoning process.

A response study was conducted in 1999 and concluded the need for five additional fire and rescue stations. These stations are to cover the areas of:

- Green Springs / White Hall
- Route 522 South / Route 277 East
- Middle Road / Cedar Creek Grade
- Apple Pie Ridge / Route 522
- Route 7 / Redbud Road

The study indicated that in many areas a ten minute total response time was not being met. Redistribution of current Volunteer apparatus to these stations can enhance response performance. Non-residential areas such as retail, office, and industrial areas require increased fire protection because specialized equipment is necessary to ensure safety for these land uses. Other land uses identified as target hazards continue to grow. These include land uses such as schools, nursing homes, daycare centers, and industrial facilities. These land uses have a higher risk of injury due to the specific demographics of person utilizing these facilities.

## PUBLIC FACILITIES

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In using the mentioned criteria above, the proposed development of Crosspointe Center near the Route 37 South area at Tasker Road presents an opportunity to expand services. This development is expected to have over 1,500 residential units with commercial properties as well. The impact will be tremendous on existing services and a new fire and rescue station is needed to cope with these needs and increase the service delivery in existing areas around this development.

Existing road conditions, primarily those with gravel or dirt surfaces and horizontal and vertical curvatures, located **outside of the county's Urban Development Area (UDA)** create longer response times. The greatest factor contributing to the need for new fire and rescue stations is the rapid population growth and increases in dwelling units within the County.

The development of new fire and rescue stations could provide an opportunity to extend satellite services provided by other County Departments and agencies. Allocation of space could be created within new fire and rescue stations for community services provided by **the Sheriff's Office, the Treasurer's Office, the Voter Registrar's Office, and the Commission of the Revenue's Office**. Also, in support of Neighborhood Design, it is encouraged that the location of future facilities be located within the UDA, near Neighborhood Villages and Urban Centers or in Rural Community Centers.

Another project to be considered is the replacement of aging fire and rescue training facilities currently being used by Winchester, Frederick County, Shenandoah County, Warren County, and several businesses with fire brigades and emergency responders. Constructing a Regional Public Safety Training Center potentially consisting of an administrative building, burn building, training tower, vehicle driving range, shooting range and numerous other facilities and props outside of the City of Winchester would incorporate fire, rescue, law enforcement, industrial and educational institutions located in Clarke County, Frederick County, Shenandoah County, Warren County, Winchester, State Agencies, Federal Agencies and potentially jurisdictions within the State of West Virginia.

### **POLICIES / IMPLEMENTATION**

**POLICY:            WHEN PLANNING NEW FACILITIES, CONSIDER SITE LOCATION, SITE SUITABILITY, BUILDING DESIGN, AND CONSTRUCTION TIMING.**

**IMPLEMENTATION:**

- Co-locate fire and rescue stations with other County facilities and agencies for maximum efficiency.

## PUBLIC FACILITIES

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- Locate fire and rescue stations with easy access to a major arterial or at an intersection of two major arteries to gain both east-west and north-south access.
- Encourage sites to be large enough to accommodate equipment storage and facilitate maneuverability, allowing equipment to either pull-through or be backed into garage bays without hindering traffic flows in the public right-of-way.
- Locate fire and rescue stations on sites of between two and five acres to allow for future expansion. Sites may be smaller when developed as part of a Neighborhood Design in an Urban Center or Neighborhood Village.
- Select and design sites to minimize the adverse impact of sirens and other noise on residential areas.

**POLICY: INVESTIGATE THE NEED FOR A REGIONAL PUBLIC SAFETY TRAINING CENTER AS THE DEMANDS FOR PUBLIC SAFETY RELATED TRAINING INCREASE AND EXISTING FACILITIES AGE.**

**IMPLEMENTATION:**

- Co-locate a regional public safety training center with other County agencies, outside municipal agencies, and private entities to maximum the efficiency of the facility.
- Locate a regional public safety training center with easy access for participants and general population while maintaining capabilities for municipal services.
- Encourage sites to be large enough to accommodate all of the buildings, facilities, and props as well as facilitate maneuverability in a safe manner. A site between 60-80 acres should be planned for to allow for future expansion.

**POLICY: ACHIEVE STAFFING OF THE FIRE AND RESCUE COMPANIES THROUGH VOLUNTEERS FROM EACH OF THE COMPANIES SUPPLEMENTED BY AUTHORIZED AND CERTIFIED UNIFORM OPERATIONAL FULL TIME CAREER FIRE AND RESCUE STAFF AND PART-TIME STAFF WHO PROVIDE SUPPORT IN THE FIRE AND RESCUE STATIONS.**

**IMPLEMENTATION:**

- Propose staffing increases over an eight (8) year period using the National Volunteer Fire Council's "On-line Calculator" at a 45% reduced rate.
- Stations located in the Western portions of the County could be reduced between 55% and 82% from the NVFC Calculator based on lower call volumes, slower growth in their respective response

## PUBLIC FACILITIES

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areas and volunteer participation on emergency responses in the respective companies.

- Allow Volunteer Companies to achieve their requested additional staffing over a manageable period without a significant burden to the County. It also allows those stations that have an increase in volunteer participation to forfeit their staffing request and allow another Station to receive their request earlier.

**POLICY: TO PROVIDE THE CITIZENS AND VISITORS OF FREDERICK COUNTY WITH THE BEST CUSTOMER SERVICE AVAILABLE IN EMERGENCY RESPONSE, TRAINING OPPORTUNITIES SHOULD BE PROVIDED TO BOTH VOLUNTEER AND CAREER PERSONNEL. AN INCREASE IN EMERGENCY MEDICAL SERVICE CAPABILITIES IS ALSO NEEDED.**

**IMPLEMENTATION:**

- Provide opportunities for Volunteer and Career personnel to attend Advanced Life Support training classes.
- Increase station staffing to provide more Emergency Medical Service Providers.
- Provide incentives to volunteer/career personnel for performing at a higher certification level.
- Continue to work with the Frederick County Public Schools EMT program.
- Continue to work with the Lord Fairfax Community College (LFCC) EMT-Enhanced and EMT-Intermediate Programs.
- Assist the Lord Fairfax Community College with the implementation of an EMT-Paramedic Program.

**POLICY: UPDATE AND CONSTRUCT COMMUNICATIONS INFRA-STRUCTURE AS DEFICIENT COVERAGE AREAS IN THE SYSTEM ARE IDENTIFIED AS FUTURE CALL VOLUME INCREASES.**

**IMPLEMENTATION:**

- Replace mobile, portable, and base transmitters with narrow band compliant equipment. Non-compliant older equipment shall be taken out of service.
- Convert the primary transmitters to a satellite receiver voting comparator system. Convert primary communications channel and the countywide channel to a repeater configuration.

## PUBLIC FACILITIES

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- Add additional transmitter sites to increase specific zone coverage problems and countywide unit to unit coverage.
- Install UHF interoperability equipment and updated antennas at the site to enable inter-connection with adjacent counties.
- Install simulcast transmission capabilities at select transmitter sites.

### **WINCHESTER REGIONAL AIRPORT**

#### **Airport Support Area**

The Winchester Regional Airport is recognized as an important component of **the County's Economic Development efforts. Therefore, the Winchester** Regional Airport Authority has developed an airport support area for inclusion in the plan. Business and industrial uses should be the primary land uses in the airport support area and will be supported. The airport support area is an area in which further residential **rezoning's** will be prohibited in order to protect fly-over areas and noise sensitive areas. Conflicts between airports and residential development can be significant in growing communities. Residents of areas in the vicinity of the airport tend to oppose airport activities and the expansion of such activities because of concern for noise and fly-overs. The airport support area was also established to ensure the feasibility of continued airport use and future airport expansion and the implementation of the Comprehensive Plan.

#### **FOCUS FOR THE FUTURE**

There is a need to continue to implement the airport support area expectations. Business and industrial uses should be the primary uses in the airport support area; residential **rezoning's** will be prohibited.

The Capital Improvement Plan will continue to be a key tool that will facilitate the growth and development of the airport. Remaining capital projects include the acquisition of land along Bufflick Road for noise abatement, development of the northern side of the runway, renovation of the 17 year old terminal building and construction of an aircraft wash rack.

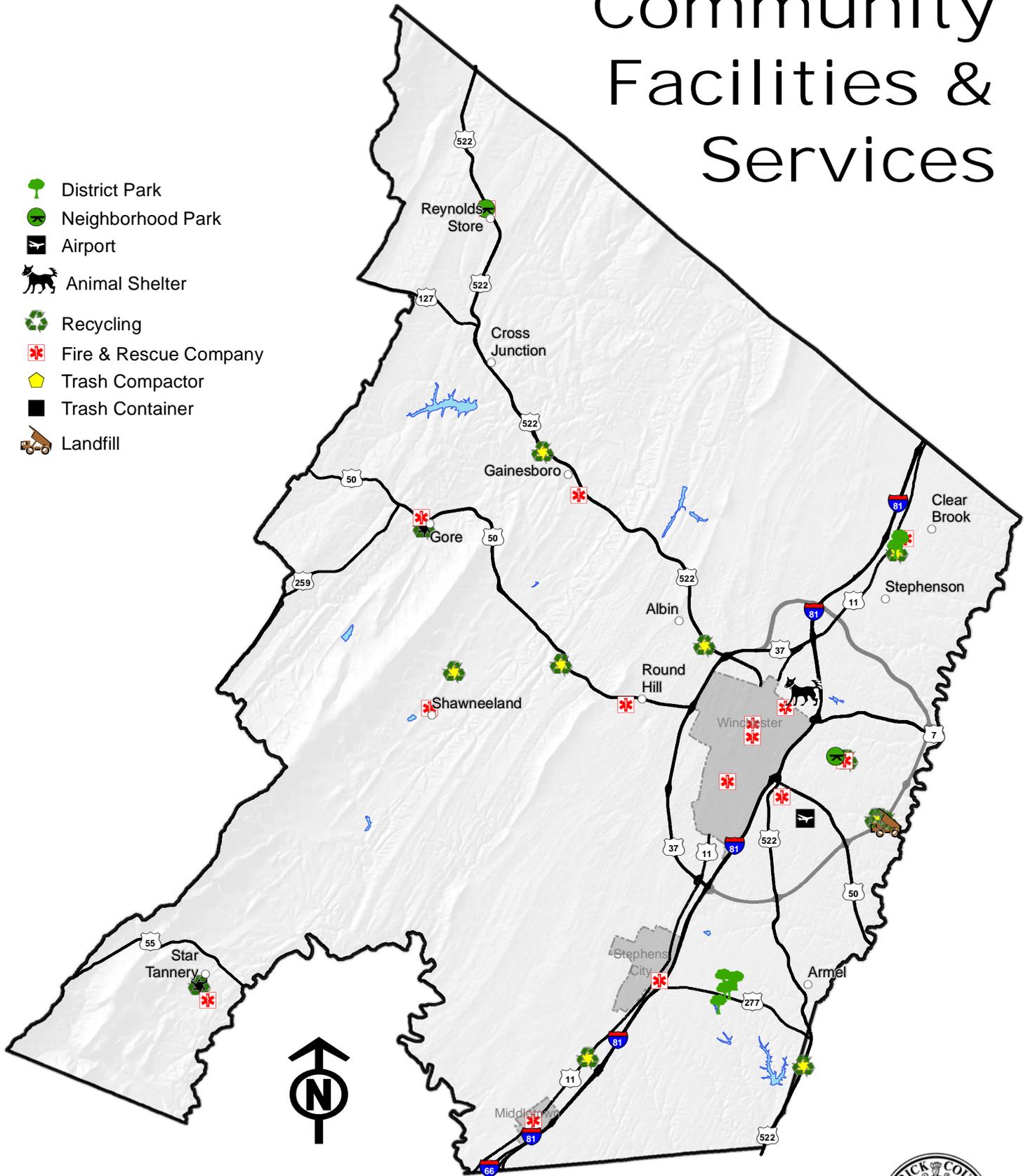
Through the support of the member jurisdictions, the Airport will continue to evolve into a modern, first class air transportation facility which will assist economic development endeavors in the attraction of new industrial and commercial businesses to the region, furthering the business development goals of the Comprehensive Plan.

# PUBLIC FACILITIES

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# Community Facilities & Services

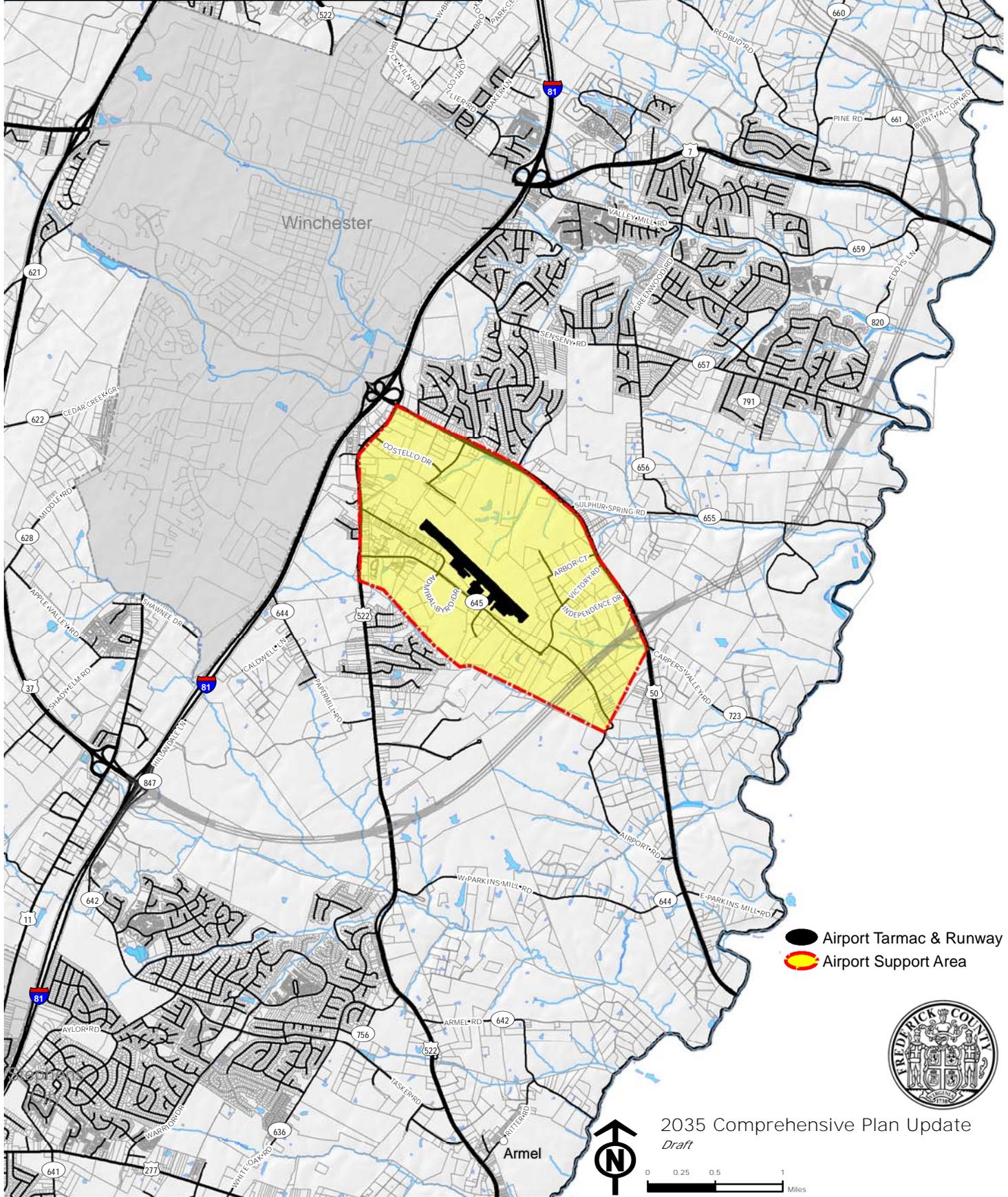
-  District Park
-  Neighborhood Park
-  Airport
-  Animal Shelter
-  Recycling
-  Fire & Rescue Company
-  Trash Compactor
-  Trash Container
-  Landfill



## PUBLIC FACILITIES

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# Airport Support Area



● Airport Tarmac & Runway  
● Airport Support Area



2035 Comprehensive Plan Update  
Draft



0 0.25 0.5 1 Miles

### **FREDERICK COUNTY SANITATION AUTHORITY (FCSA)**

#### **CURRENT CONDITIONS**

The Sewer and Water Service Area (SWSA) and the Urban Development Area (UDA) are important policy tools used by Frederick County to determine where public water and sewer service may be provided. The Board of Supervisors approves the location of the UDA and SWSA boundaries through the adoption of the Comprehensive Plan; the 2035 Comprehensive Plan, and amendments thereto. As a result, properties located within the UDA and SWSA may enjoy access to public water and sewer.

The Frederick County Sanitation Authority (FCSA) has the primary responsibility to manage the provision of water and sewer services in Frederick County. Other public entities may serve properties within Frederick County, if approved by the Board of Supervisors. This is the case in some areas adjacent to the City of Winchester and in the vicinity of the Town of Middletown and the Town of Stephens City. The Middletown/Lord Fairfax and Middletown/Reliance Road Area Plans established Sewer and Water Service Areas (SWSA) with the express stipulation that the Frederick County Sanitation Authority (FCSA) will be the party responsible for providing water and sewer in this area. This may be done in cooperation with those adjacent public entities.

#### **Water and Sewer Services**

The location of public sewer and water lines within the UDA and SWSA determines where urban development can occur. The Urban Development Area defines the general area in which more intensive forms of residential development can occur. Commercial, industrial, and institutional land uses are also encouraged within the Urban Development Area. The Sewer and Water Service Area is consistent with the Urban Development Area in many locations. However, the Sewer and Water Service Area may extend beyond the Urban Development Area to promote commercial, industrial, and institutional land uses in areas where residential land uses are not desirable.

It is the clear policy direction and intent of the Comprehensive Plan that additional extensions of sewer and water service will reflect and respect the boundaries of the UDA and SWSA. The extension of mains into areas not in those areas will require an amendment to the comprehensive plan. In this way, the County will maintain an orderly process of development. All sewer and water mains extended shall be publicly owned mains.

The Frederick County Sanitation Authority has the responsibility for the treatment, transmission, and distribution of potable water and the collection and transmission of wastewater. Most of the sewer and water mains and

## PUBLIC FACILITIES

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laterals in the County are owned, operated, and maintained by the Sanitation Authority.

Frederick County and the Frederick County Sanitation Authority (FCSA) have executed a Facilities Planning Agreement which sets forth procedures for the planning of sewer and water mains in the County. The agreement includes: provisions for adopting a water and sewer facilities plan as a part of the Comprehensive Plan; specifies the location of water and sewer mains over eight inches in size; provides for review and update of the plan and for including sewer and water facilities projects in the Frederick County Capital Improvements Plan.

The City of Winchester owns and maintains sewer and water lines in portions of the County adjacent to the City corporate limits. Such lines have been extended into the County following a previous agreement between the City and the County.

### **Wastewater Facilities**

The Frederick-Winchester Service Authority (FWSA) is the wholesaler providing wastewater service for the FCSA and the City of Winchester. The FWSA currently owns the Opequon Water Reclamation Facility, the Parkins Mill Wastewater Treatment Plant and the Crooked Run Wastewater Treatment Plant and has operational agreements with the City and the FCSA for their operation. The City operates and maintains the Opequon Facility while the Sanitation Authority is responsible for operation and maintenance of the Parkins Mill and Crooked Run Facilities.

**Treatment of wastewater generated from within the County's Sewer and Water Service Area (SWSA)** is undertaken at all plants. The Opequon Service Area is comprised of the Abrams Creek drainage area which includes the City of Winchester and adjacent drainage areas located east, west and north of the City of Winchester. The Parkins Mill Wastewater Treatment Plant serves Sanitation Authority customers located in the upper Opequon Creek, Wrights Run, and Stephens Run drainage areas along with the Town of Stephens City. The Crooked Run Service Area services the Lake Frederick/Shenandoah Community in southeastern Frederick County.

The Opequon Water Reclamation Facility presently has a treatment capacity of 12.6 million gallons per day. The Frederick Winchester Service Authority (FWSA) is currently constructing a Green Energy Facility at the Opequon Water Reclamation Facility scheduled to commence operations in 2016. The Parkins Mill Wastewater Treatment Plant which serves the upper Stephens Run, Wrights Run, and Opequon drainage areas has a treatment capacity of 5.0 million gallons per day. In addition, the Crooked Run Wastewater Treatment Facility opened in support of the Lake Frederick development and has an ultimate capacity of 0.626 million gallons per day, with a current capacity of 0.375 million gallons per day.

## PUBLIC FACILITIES

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### **Water Facilities**

The FCSA manages a system with a water capacity of 7.42 Million Gallons per Day (MGD), with an average daily use of 5.5 MGD. Various quarries provide **the majority of the system's water supply, with an agreement with the City of Winchester** supplementing the system with up to 2MGD.

Two water treatment facilities are owned and operated by the FCSA. The James H. Diehl Water Filtration Plant, put into operation 1994, treats up to 3 million gallons of water per day. Additional pumps can increase this capacity to 4 MGD. The water source is 3 million gallons of ground water pumped from quarries on the west side of Stephens City.

The James T. Anderson Treatment Plant, opened in 2002, has an initial capacity of 4 MGD expandable to 6 MGD. The water source is a quarry in Clearbrook and nearby wells.

In addition, the Authority has in operation one elevated tank and three ground storage tanks with a total capacity of 9.5 million gallons of system water storage.

### **FOCUS FOR THE FUTURE**

The Frederick County Board of Supervisors establishes the framework for where development is to occur, and the Frederick County Sanitation Authority (FCSA) is tasked with accommodating and serving this new development.

The 2035 Comprehensive Plan includes the Eastern Frederick County Long Range Land Use Plan which **identifies the County's Urban Areas, including the Urban Development Area (UDA) and Sewer and Water Service Area (SWSA)**, and describes future land uses. This is significant as it provides guidance as to the future growth of the County and the anticipated community facility needs. The approved Area Plans in Appendix I of the Comprehensive Plan provide further detail.

The Comprehensive Plan utilizes the UDA and SWSA to designate those areas that are envisioned to be developed within the next 20 years. Therefore, areas within the SWSA should be provided public water and sewer service over the next 20 years as development advances. Those areas identified with future land uses but are not presently within the SWSA are expected to develop over the next 20-40 years; public water and sewer should be planned to serve these future areas. It is the role of the Frederick County Sanitation Authority (FCSA) to plan for and accommodate sewer and water service to these areas of anticipated new growth and development.

Historically, the County and the FCSA have collaborated on long range planning efforts and this has previously been reflected in the Comprehensive

## PUBLIC FACILITIES

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Plan. Continued cooperation and collaboration between the FCSA and the Board of Supervisors is necessary in implementing the 2035 Comprehensive Plan.

To that end, the FCSA continues to;

- participate in all Area Plan efforts and updates to the Comprehensive Plan
- provide comment on proposed amendments to the Comprehensive Plan.
- comment on proposed developments (rezoning's, master development plans, subdivisions, and site plans),
- evaluate water supply opportunities and relationships with jurisdictions located adjacent to, and within Frederick County, upon direction by the Frederick County Board of Supervisors.

In **addition, the FCSA should update its master plan to reflect the FCSA's** current plans to service land inside the SWSA and to include an overview of their plans to service future land uses outside of the current SWSA boundary. Such a master plan should build upon the future water and sewer needs of the County and guide the development and acquisition of water resources and waste water treatment options. The FCSA should proactively identify major **capital projects aimed at increasing the County's water supply** or implementing the anticipated future land use plan.

As noted in the Natural Resources Chapter of the Comprehensive Plan, water supply is critical to both the natural and built environment, and viable sources are essential for future economic development in the County. The future focus of the FCSA and County should continue to be to protect the water supply and to identify and secure viable sources of water for the future growth and development of the County.

# PUBLIC FACILITIES

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## **COMMUNITY BENEFIT**

The Frederick County Sanitation Authority is a non-profit organization whose mission statement is to provide affordable and reliable water and wastewater service to our customers while protecting public health and the environment. The ultimate benefit to the community is significant and noted throughout this Plan and as follows.

The Urban Development Area (UDA) and the Sewer and Water Service Area (SWSA) are the portions of the County which have been identified as the areas where more intensive forms of both residential and business development will occur and will be accommodated. The UDA is designed to accommodate increased residential densities because it can provide the necessary infrastructure and public facilities, such as public water and sewer, schools, emergency services and a transportation network. Within the Urban Areas, planning and development principles, such as Neighborhood Design, have been promoted which are proactive and creative, and that will meet the anticipated residential growth of the community, and provide for a high quality of life for the citizens of Frederick County.

## **POLICIES/IMPLEMENTATION**

**POLICY:        *PROTECT GROUNDWATER SOURCES AND THE AREAS THAT CONTRIBUTE RECHARGE TO ENSURE THAT ADEQUATE WATER SUPPLIES ARE MAINTAINED, AND WORK TOWARD DEVELOPING INCREASED WATER SUPPLIES TO MEET FUTURE NEEDS.***

### **IMPLEMENTATION:**

- Frederick County and the Frederick County Sanitation Authority should continue coordinated planning of sewer and water facilities following the procedures described by the Facilities Planning Agreement.
- The Frederick County Board of Supervisors, with the support of the Frederick County Sanitation Authority, should work with adjacent communities to evaluate regional water supply issues. As a result, a regional water supply partnership could be formed that would combine water resources and address water supply issues as one regional entity to ensure common goals.
- Water and sewer service should be provided to service areas in

## PUBLIC FACILITIES

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the UDA and SWSA through an orderly process following the Facilities Planning Agreement and using the Capital Improvements Plan.

**POLICY:        *FACILITIES AND SERVICES SHOULD BE CAREFULLY PLANNED TO MEET PROJECTED NEEDS. APPROPRIATE SERVICES AND FACILITIES SHALL BE PROVIDED TO SERVE PLANNED LAND USES AND DEVELOPMENT.***

**IMPLEMENTATION:**

- The Frederick County Sanitation Authority should carefully monitor sewer and water use and develop up-to-date improvement plans for sewer and water facilities.
- The Frederick County Sanitation Authority and County shall develop and maintain formal and regular relationships and procedures between the County and providers of facilities and services, including the Sanitation Authority, the City of Winchester, the Service Authority, and the Towns of Middletown and Stephens City.
- The Frederick County Sanitation Authority should identify those areas in the SWSA that are better situated to be served with water and sewer and prioritize facility and infrastructure development to more effectively serve those areas and the SWSA.
- The Capital Improvements Plan shall be used to carefully plan community facilities and to coordinate facilities planning with land use plans. The FCSA Capital Improvement Plan shall be **included within the County's Capital Improvement Plan.**
- Require that the impacts of new developments on facilities be described and require that the impacts are addressed through proffers and other means.
- Any sewer or water main eight inches in diameter or larger, extended or existing within an area proposed for inclusion within the County's **Sewer and Water Service Area or Urban Development Area**, should be dedicated as a public line to be owned and maintained by the Frederick County Sanitation Authority or City of Winchester when appropriate.
- Plans for new facilities should be based on demand projections as derived from population projections in the Comprehensive Plan and from future land use plans which depict the planned

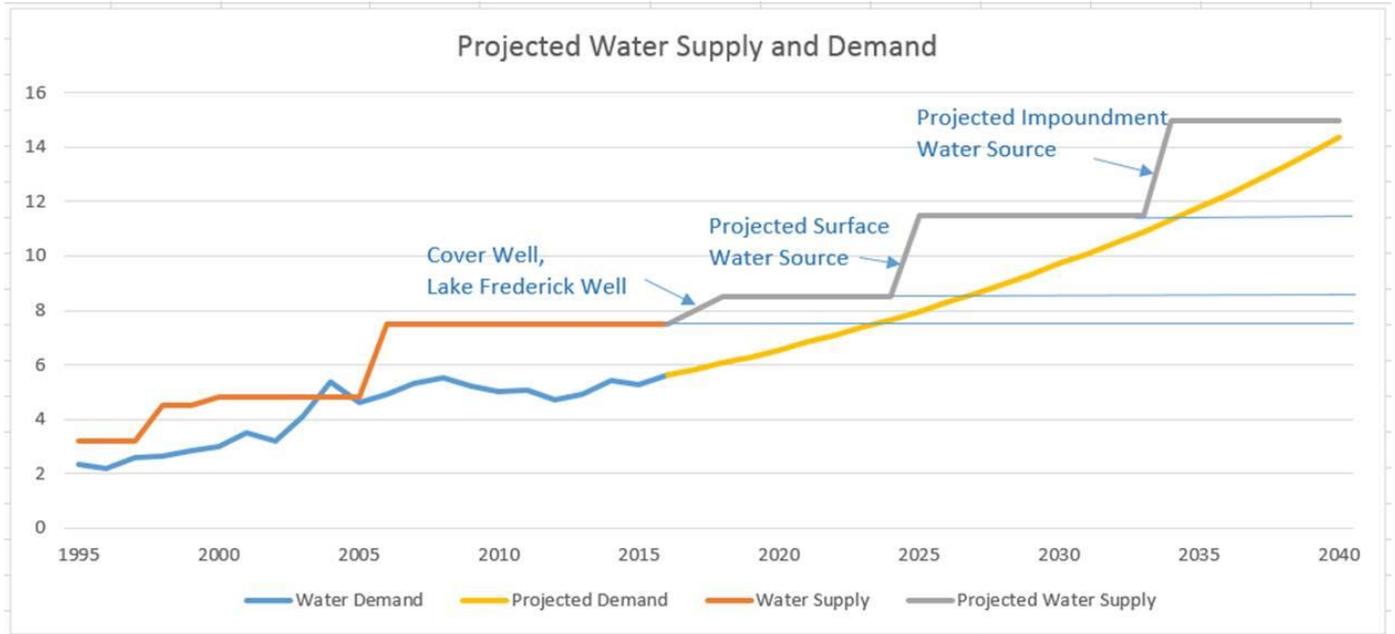
## PUBLIC FACILITIES

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future land uses that will accommodate the anticipated community growth.

- Together with the County and the City, the Frederick County Sanitation Authority and the Frederick-Winchester Service Authority should carefully plan needed sewage treatment capacity based on trends in usage.

**PROJECTED WATER SUPPLY AND DEMAND CHART**



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## PUBLIC FACILITIES

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### **RELATED POLICIES/IMPLEMENTATION RESTATED FROM THE 2035 COMPREHENSIVE PLAN.**

(Recognized and can be incorporated into the FCSA section also, if desired)

**POLICY: AS FREDERICK COUNTY CONTINUES TO GROW, IT IS ESSENTIAL THAT THE VISION OF THE COMPREHENSIVE PLAN FOR THE URBAN AREAS BE IMPLEMENTED IN ORDER TO ACCOMMODATE GROWTH IN A SUSTAINABLE MANNER. GROWTH SHOULD PRIMARILY BE FOCUSED WITHIN THE URBAN AREAS.**

**IMPLEMENTATION:**

- Focus new residential growth within the Urban Development Area.
- Monitor size of UDA and SWSA to ensure appropriate land area is made available to accommodate residential growth as well as commercial and industrial opportunities.
- Pursue adequate water and sewer service capacity to accommodate new growth.
- Provide for various densities within the Urban Areas to encourage concentrated growth while also accommodating consumer choice for a variety of housing options.

**POLICY: OBTAIN 25/75 RATIO OF COMMERCIAL & INDUSTRIAL USES TO RESIDENTIAL AND OTHER LAND USES THROUGHOUT THE COUNTY.**

**IMPLEMENTATION:**

- Pursue adequate services, including water and sewer infrastructure, to obtain target business users in a competitive market.
- Monitor location of SWSA and consider expansions when necessary to accommodate demand or a highly desirable business user, and to implement the Long Range Land Use Plan.
- Continue to evaluate the availability of land that will specifically accommodate desired amount of commercial and industrial land uses and incorporate sufficient acreage into Area Plans.
- Seek to attract uses that will generate the desired tax revenue and employment opportunities for the County.

## PUBLIC FACILITIES

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**POLICY:**      **NEW RESIDENTIAL DEVELOPMENT SHOULD BE FOCUSED WITHIN THE URBAN DEVELOPMENT AREA (UDA).**

**IMPLEMENTATION:**

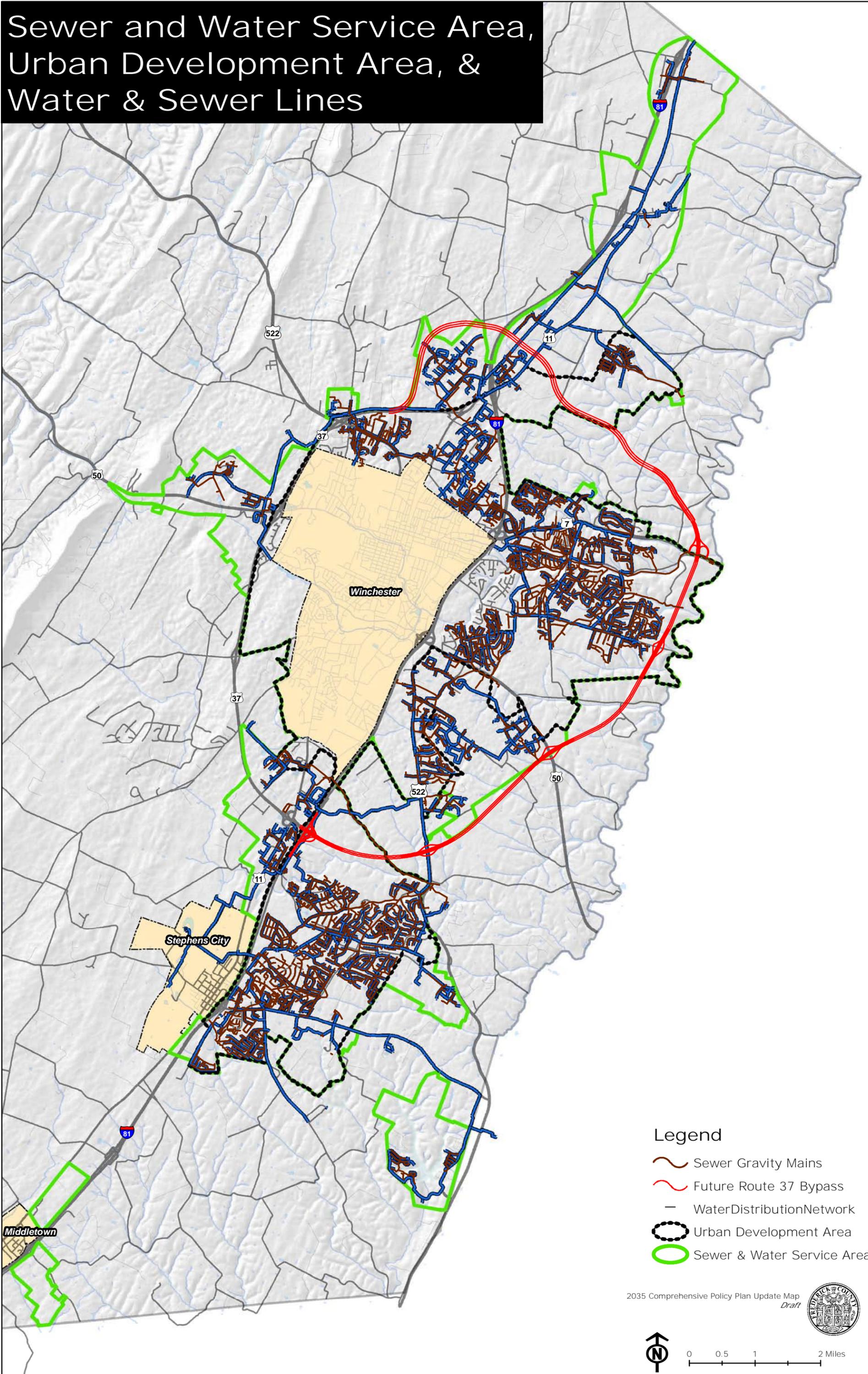
- The county will attempt to maintain a 10-year inventory of housing units in the development supply and will maintain consistency with the Code of Virginia.
- The UDA will be continuously evaluated to ensure that sufficient capacity exists for diversity in housing types, densities, and price points.

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## PUBLIC FACILITIES

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# Sewer and Water Service Area, Urban Development Area, & Water & Sewer Lines

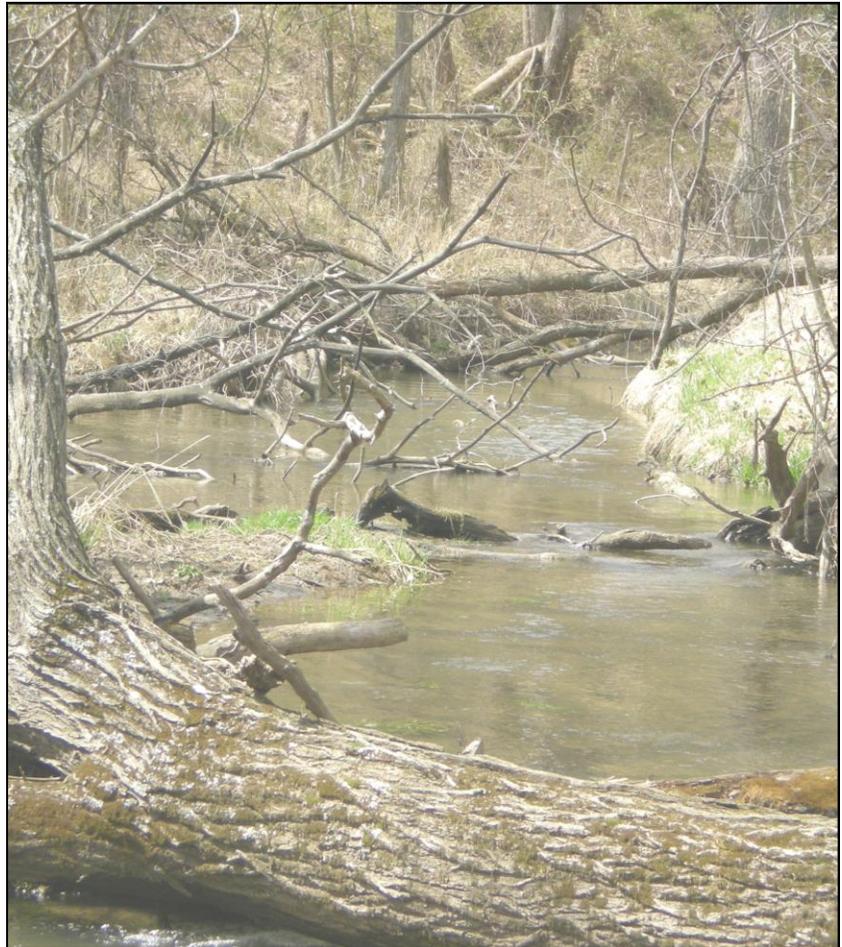


## Legend

- Sewer Gravity Mains
- Future Route 37 Bypass
- Water Distribution Network
- Urban Development Area
- Sewer & Water Service Area



## **VII. NATURAL RESOURCES**



## **NATURAL RESOURCES**

### **CURRENT CONDITIONS**

Frederick County's natural resources and geographic location has long influenced the County's history and settlement patterns. The last several decades has seen the community mature with a significant amount of residential and business growth. The greatest potential impact on our natural environment is the increasing population in the County which results in alteration of the land use. A step in managing this growth and guiding the **community growth was the County's establishment of the Urban Development Area (UDA)**. In this chapter, Frederick County is taking steps toward establishing further means to protect its natural resources while accommodating anticipated future growth and to celebrate those unique natural resources. This chapter is meant to apply to the County as a whole, **but may be applied differently to the County's rural and urban areas as both** of these distinct areas are subsets of the overall environment and are important for many reasons.

Conversion of land in the rural areas results in reduced open space and fragmentation of farm and forest lands. It can also disrupt natural and wildlife systems that help purify our air, recharge our groundwater and protect our local streams. Likewise, the denser growth in the UDA results in increased impervious surfaces which can impact natural resources. Lessening the impacts of development in both areas requires special and distinct considerations. A general goal for this chapter is to minimize further impacts to the natural resources in the rural areas of the County and to sensitively balance viable growth within the urban areas of the County.

Federal and State regulations are the primary management tools for the significant environmental considerations of air quality, water quality, stormwater management, and waste management practices. These levels of regulation provide the basis for a safe and healthy environment. Local regulations provide Frederick County the ability to tailor programs and regulations to meet the unique characteristics of the community and to **further promote the protection of the County's natural resources. To address** local environmental concerns the County may choose to require more than the standards set forth by the State government when permissible.

# NATURAL RESOURCES

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The priority local natural resource issues for Frederick County for the next two decades that are focused on in this chapter include:

- Water Supply and Water Quality
- Sensitive Natural Areas
- Agricultural and Forestal Areas
- Stormwater Management
- Erosion and Sediment Control
- Green Infrastructure
- Light and Noise Pollution

## **FOCUS FOR THE FUTURE**

The intent of this Chapter is to provide guidance that the future of the **County's natural resources** is viable and balanced, and able to meet the needs of the present community and that of future residents. As the County continues to grow and develop we should ensure that the natural beauty is preserved, air and water qualities are protected, property values and quality of life are enhanced, and ecological diversity is maintained. This plan can be used to address natural resource issues by helping County representatives in the identification of significant local resources. With this information, they can evaluate development proposals in their earliest stages. These strategies will also assist when developing ordinances and supporting compliance with local, state and federal regulations. With sound protection measures, such as those **presented in this chapter, Frederick County's citizens will enjoy a healthy and beautiful environment** for years to come. They will also be part of the solutions identified as we move forward.

## **Community Benefits**

The preservation, maintenance and enhancement of the natural resources within Frederick County are important to the community for many reasons. Principal are those which help support the economic wealth, health of citizens, and the sustainability of the County. Others include the protection of the scenic quality residents and visitors enjoy, and that supports native habitat and wildlife and maintains biodiversity. Biodiversity is a term which simply means "the variety of life on earth", where variety can be measured on several different levels—genetics, species and ecosystem diversity. Communities of plants and animals, together with the physical characteristics of their environment within this county include their relationship to geology, soil and climate which interlink together as an 'ecosystem'. It is important to recognize the importance of protecting biodiversity in the County for the ecological, aesthetic, ethical and economic benefits to the community. The **preservation of agricultural and forestal lands ("working lands") provide net**

# NATURAL RESOURCES

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economic benefits to the County because of lesser public service and infrastructure costs as compared to other land uses, especially residential.

On the land development side, good regulations on the part of the public and good practices on the part of the developer make for less costly public investment. New developments that protect the environment with quality systems present less cost to the County in the long term when maintenance may become a necessity. Recreational and aesthetic considerations are also part of our community resource management responsibilities.

Natural resources have few political or property boundaries. In identifying regional environmental concerns, it is more effective in the end that solutions be sought through a community-based process that is consistent with or part of a regional effort. Collaboration with neighboring communities in addressing our natural resources should be a priority.

One focus of this plan is to ensure that applications for development address environmental issues at the earliest planning phase. Projects that include components of green infrastructure can help foster community cohesiveness by engaging residents in the planning process. This chapter defines those areas of the County that are environmentally sensitive and need to be preserved. Environmental concerns that necessitate additional attention are also identified and it is encouraged that solutions be sought through a community-based process that is consistent with or part of a regional environmental policy.

## **WATER SUPPLY AND WATER QUALITY**

### **WATER SUPPLY**

Water supply is critical to both the natural and built environment, and viable sources are essential for future economic development in the County. There are no major rivers flowing through the county. The majority of the County contains small springs, seeps and headwater streams that contribute to three watersheds: the Opequon, Back Creek, and Cedar Creek. The County is within the larger Potomac River watershed, and ultimately the Chesapeake Bay watershed. The average flows from these streams within the County are marginal, and only Cedar Creek has been considered as a supplemental source with the potential for withdrawals during peak flows. With the exception of water purchased from the City of Winchester, which comes from the North Fork of the Shenandoah River, the county is entirely dependent on groundwater sources.

The most productive aquifers in the County are the limestone/carbonate aquifers. Ninety percent of the recharge areas for groundwater in Frederick County are located in the limestone-carbonate topography or karst areas (see map). As development continues to occur in this region it is important to consider the impacts to both groundwater recharge and the pollution of

## NATURAL RESOURCES

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groundwater from stormwater runoff. These are complex issues that also have a connection to surface water and will be referenced further in the water quality section. Groundwater studies in conjunction with the USGS Virginia Water Science Center should continue, and participation in a regional water authority should be investigated to ensure adequate water supplies are available for the future.

**POLICY:      PROTECT GROUNDWATER SOURCES AND THE AREAS THAT CONTRIBUTE RECHARGE (OR RESUPPLY OF WATER) TO ENSURE THAT ADEQUATE WATER SUPPLIES ARE MAINTAINED, AND WORK TOWARD DEVELOPING INCREASED WATER SUPPLIES TO MEET FUTURE NEEDS.**

**IMPLEMENTATION:**

- The Frederick County and Winchester City governments should evaluate the benefits of combined water resources and as deemed appropriate, address water supply issues as one regional entity to ensure common goals.
- Groundwater recharge areas should be identified and protected. Protecting recharge areas can be accomplished through both technology options and reduced land disturbance practices during building and construction activities.
- Water conservation and efficiency practices should be encouraged and practiced throughout the County. The use of rainwater harvesting practices should be encouraged to reduce the demand for potable water.
- Development within the limestone/carbonate geology should be limited and optimally these areas should be placed in conservation easements or their density (building) credits could be used elsewhere in the county through Transfer or Purchase of Development Rights (TDR and PDR) programs.

### **WATER QUALITY**

Land use and development activities have the potential to impact the ecological quality of streams and water bodies through the direct transport of pathogens and pollutants. Hydrologic changes can alter the character of flow in streams, resulting in alterations to stream morphology, such as increasing stream bank erosion, increased high-flow events and more critically low flows during low-flow periods.

Unlike point source pollution, which comes from a defined permitted source like industrial and sewage treatment plants, nonpoint source pollution (NPS) comes from many different and diffuse sources. NPS occurs when runoff from rainfall and snowmelt cause erosion and wash various pollutants from the land into our local waterways and potentially into our local waterways. In

## NATURAL RESOURCES

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addition, these pollutants can also enter the groundwater via karst recharge, without the benefit of any natural filtration or dilution. This is a significant issue, as most of the surface streams and rivers in the region are dependent on groundwater recharge for their base flow, rather than surface runoff. The majority of the streams in Frederick County and the City of Winchester are on **the state's impaired waters list and warrant efforts to improve water quality.** Volunteer efforts are underway to correct such situations.

On-site sewage disposal systems are a potential source of water pollution when not properly maintained. These systems are regulated by the Virginia Health Department and by the Virginia Department of Environmental Quality. Package treatment plant sewer systems designed to serve particular developments should only be allowed in areas planned for more intensive residential development, such as in the Rural Community Centers. Where such systems are allowed, they should be dedicated to a public authority or sanitary district to insure that the facilities are properly operated.

**POLICY:      PROTECT GROUND AND SURFACE WATER QUALITY.**

**IMPLEMENTATION:**

- The ecological integrity of the streams within Frederick County needs to be protected and restored where impacts such as runoff or pollution are evident. Watershed management throughout the County should encourage forested or vegetated streamside buffers to filter pollutants, stabilize stream banks and provide wildlife habitat.
- The types of onsite sewage disposal systems permitted in the county need to be managed to insure proper location, installation, operation, maintenance and inspection.
- Special emphasis should be placed on utilizing state and federal cost share programs specifically funded to address water quality in the Opequon Creek watershed and other environmentally sensitive areas. Work with local community and non-profit organizations to promote agricultural best management practices.
- Work with the above to develop and distribute public service information to educate rural and urban citizens on the role they play in protecting and improving local water quality through various efforts on individual lots.

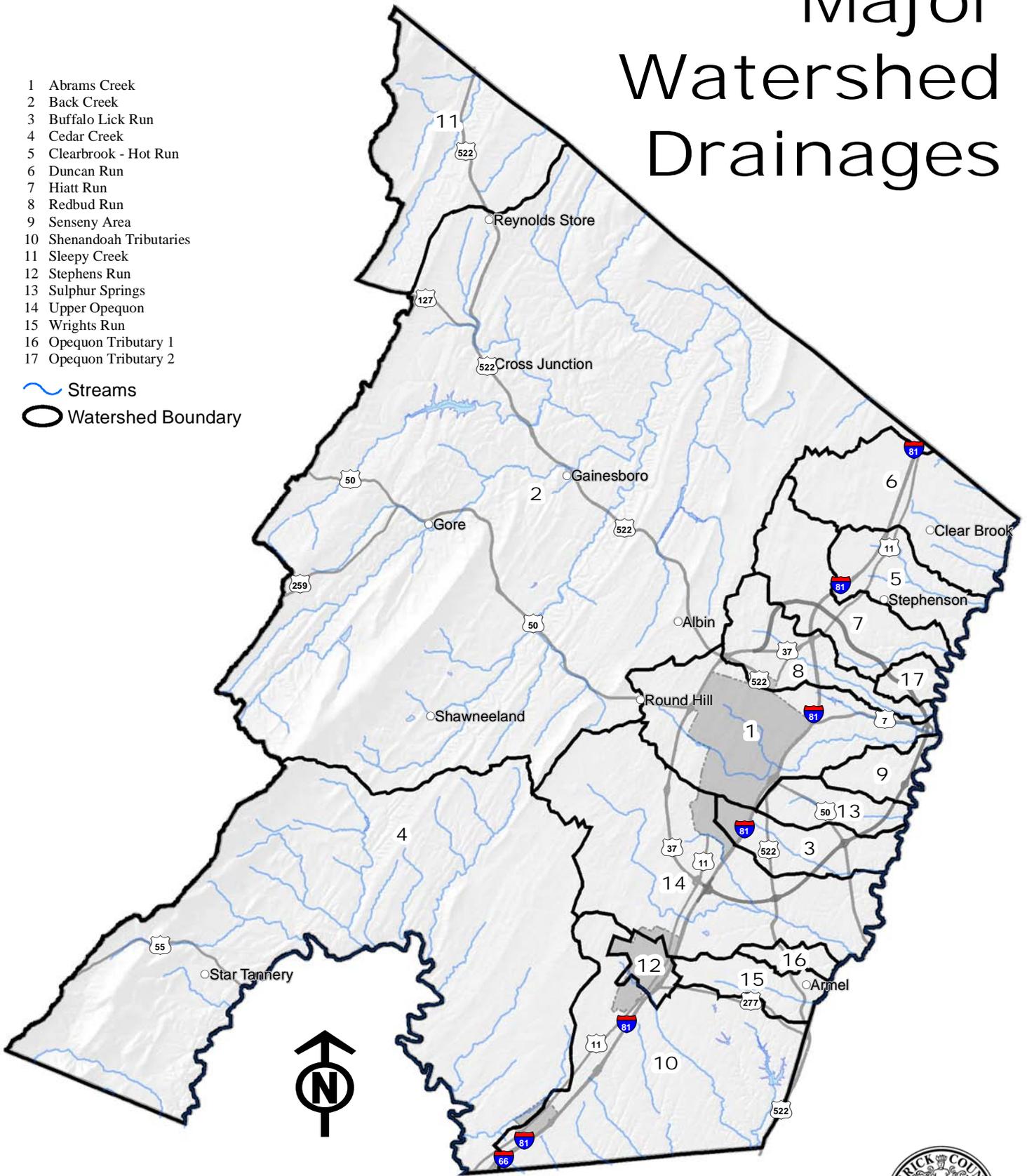
# NATURAL RESOURCES

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# Major Watershed Drainages

- 1 Abrams Creek
- 2 Back Creek
- 3 Buffalo Lick Run
- 4 Cedar Creek
- 5 Clearbrook - Hot Run
- 6 Duncan Run
- 7 Hiatt Run
- 8 Redbud Run
- 9 Senseny Area
- 10 Shenandoah Tributaries
- 11 Sleepy Creek
- 12 Stephens Run
- 13 Sulphur Springs
- 14 Upper Opequon
- 15 Wrights Run
- 16 Opequon Tributary 1
- 17 Opequon Tributary 2

 Streams  
 Watershed Boundary



# NATURAL RESOURCES

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## **SENSITIVE NATURAL AREAS**

Natural developmentally sensitive areas encompass various resources in the County, such as floodplains, steep slopes, karst terrain, and agricultural areas. This section describes the importance of these sensitive natural areas to Frederick County, and the need for protecting them. These resources are further identified and integrated into the small area land use plans contained within the Comprehensive Policy Plan. Development consistent with those small area plans should recognize these sensitive natural areas and strive to preserve and protect them.

### **FLOODPLAINS**

Floodplains provide a necessary interface between land and water. Floodplains by definition store water and accommodate fluctuations in stream volume during heavy rains and can become flooded. Floodplains provide essential environmental benefits such as reducing peak flows and improving water quality. Encroachment of development into floodplains removes those benefits as well as increasing the impact on life, health and property.

Regulations to protect floodplains and waterways from disturbance are **included in the County's Zoning Ordinance.**

Floodplain areas have been generally identified in studies conducted by the Federal Emergency Management Administration (FEMA). Detailed maps produced by FEMA show floodways, as well as 100 and 500-year floodplains.

### **STEEP SLOPES**

Areas of steep slopes are located throughout the County, predominately in the mountainous areas, stream valleys and drainage areas. Steep sloped areas are often susceptible to erosion. The amount that may occur varies according to the amount and intensity of precipitation, slope steepness and length, vegetated cover and the soil type and erodibility. Clearing steeply sloped areas can exacerbate erosion of soil and increase stormwater runoff resulting in increased siltation and sedimentation.

**While there are provisions in the County's Zoning Ordinance which regulate** the disturbance of actual steep slopes, careful consideration should also be given to avoid concentrated runoff when impervious surfaces are located close to steep slopes. Minimal disturbance of natural vegetative cover, in particular forest cover should be encouraged versus replant requirements. Appropriately located vegetative barriers assist in filtration of non-point discharges, in addition to reducing erosion and sedimentation.

### **KARST TERRAIN**

The central geophysical area of Frederick County is underlain by a band of carbonate bedrock consisting of limestone and/or dolomite and is identified as

## NATURAL RESOURCES

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karst terrain. Karst terrain is characterized by the presence of sinkholes, surface depressions, caves, large springs, and a highly irregular, pinnacled bedrock-soil interface. Karst terrain is inherently unstable and susceptible to subsidence and surface collapse. As a result, the alteration of drainage patterns in these areas by the placement of impervious coverage, grade changes, or increased run-off from site changes can lead to sinking of land levels and sinkholes.

It is important to realize that the most of the water recharge area for the drinking water for the County is located in the karst terrain. Groundwater supplies in these areas are particularly susceptible to contamination from surface activities. Fractures, fissures and solution openings in the bedrock may connect to public or private water supplies such as wells and springs, making those sources especially susceptible to groundwater contamination.

**POLICY:      APPROPRIATELY MANAGE IDENTIFIED DEVELOPMENTALLY SENSITIVE AREAS.**

**IMPLEMENTATION:**

- Protect floodplains and steep slopes from unsuitable uses and recognize their value for stormwater management and ecological functions.
- Enhancement and management of floodplains and riparian buffers using appropriate native species should be encouraged to improve stormwater management and reduce sedimentation.
- Development proposals should be adapted to fit the topography and natural setting of the County.
- Special consideration should be given in areas known for karst terrain prior to changes in land use. Preliminary site investigations should be performed to determine karst vulnerability and if warranted, additional detailed investigations should be considered.
- Prior to any development activities in areas known to have karst terrain, a geotechnical analysis should be performed by a certified geotechnical engineer and submitted to the Public Works Department for review.
- Stormwater design in karst areas should use small scale Low Impact Development (or low environmental and natural systems impacts) practices. Special consideration must be afforded to stormwater hotspots and sinkholes. The use of regional detention practices with large drainage areas should be strongly discouraged.
- The current definition of steep slopes should be examined if any adjustment would assist in reducing erosion.



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# NATURAL RESOURCES

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## **AGRICULTURAL AND FORESTAL AREAS**

Agricultural and forestal lands in Frederick County contribute to the natural environment as well as add to the historic rural character and scenic quality associated with the community. Agricultural lands and forests provide economic benefits related to agriculture, forestry and tourism, and require minimal county services. In the Rural Areas, it is desirable that development be directed away from soils which are well suited for agricultural production.

Frederick County has an Agricultural and Forestal District program supported by the Code of Virginia. This program allows landowners to voluntarily enroll their lands in a district which limits development. These districts are renewed every five years but property owners can request that their land be removed at any time. The County has six separate agricultural and forestal districts which contain a total of 10,744 acres. The use of conservation easements for the protection of agricultural and forestry lands is increasingly becoming popular and **encouraged, in addition to participation in the County's Agricultural and Forestal Districts.**

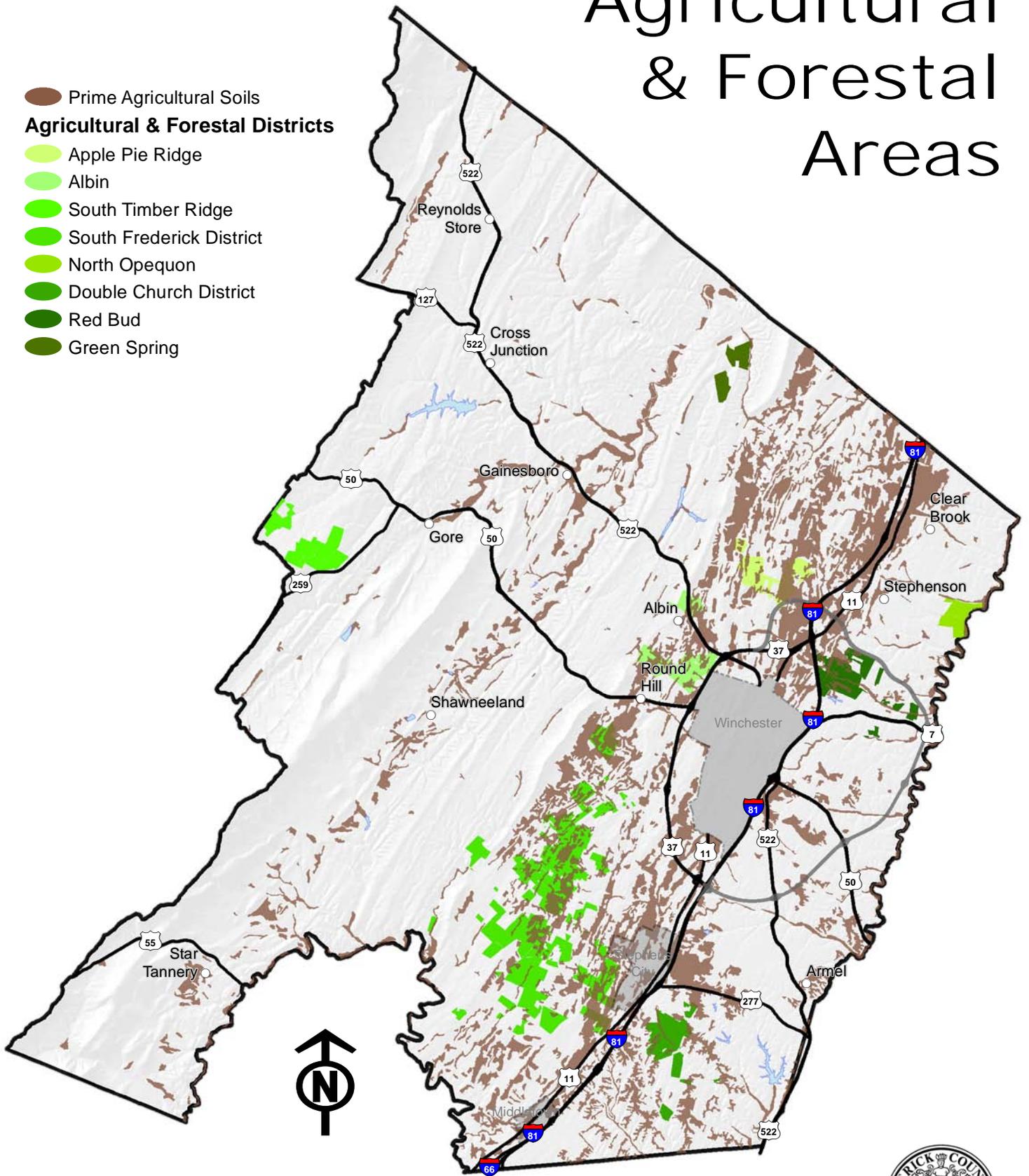
**POLICY:      PROTECT FREDERICK COUNTY'S AGRICULTURAL AND FORESTAL AREAS AS A RESOURCE BASE FOR ITS CITIZENS.**

### **IMPLEMENTATION:**

- Evaluate the existing agricultural and forestal districts program for effectiveness in helping preserve agricultural and forestry resources.
- Encourage and promote opportunities that support the continued use of farmlands and the consumption of locally grown products.
- Develop, promote and support voluntary measures to protect agricultural and forestry resources such as conservation easements, purchase of development rights (PDR) or transfer of development rights (TDR).

# Agricultural & Forestal Areas

- Prime Agricultural Soils
- Agricultural & Forestal Districts**
- Apple Pie Ridge
- Albin
- South Timber Ridge
- South Frederick District
- North Opequon
- Double Church District
- Red Bud
- Green Spring



# NATURAL RESOURCES

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# NATURAL RESOURCES

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## **EROSION AND SEDIMENT CONTROL**

Soils are natural resources that require proper use and conservation. Bare soil is the single greatest source of sediment which can enter waterways through erosion. In many instances, the greatest controllable source of soil erosion is through managing construction activities to reduce exposing the soil to the elements.

It is important to realize that the use of the soil be related to its suitability and limitations. Improper use may result in accelerated soil erosion, ground and surface water pollution, flooding, drainage problems, failed septic systems, construction problems and unproductive agricultural and forestal lands. The most environmentally sensible approach is to consider and adapt to soil types the planning and design of developments.

The 1987 Soil Survey of Frederick County, Virginia by the U.S. Department of Agriculture and the Soil Conservation Service includes general and detailed soil maps, descriptions of the soils; and the suitability, limitations, and management of the soils for specified uses. The general soils map can be used to compare the suitability of large areas for general land use while the detailed soil maps along with soil unit descriptions can be used to plan and design a specific site.

The Virginia Erosion and Sediment Control Act and the Frederick County Code require that properties and waters be protected from soil erosion and sedimentation resulting from development activities. The Frederick County Public Works Department is responsible for the implementation and enforcement of these requirements.

**POLICY: INCORPORATE SOIL TYPES INTO LAND USE PLANNING FOR THE DESIGN OF DEVELOPMENTS TO ENSURE PROPER USE OF THIS NATURAL RESOURCE AND GUARANTEE THAT DURING DEVELOPMENT PROPER EROSION AND SEDIMENT CONTROL MEASURES ARE MAINTAINED.**

**IMPLEMENTATION:**

- Vegetative cover should be encouraged as the most important physical factor influencing soil erosion. The removal of topsoil and permeable soils should be discouraged and when removed, requirements to replace the soils should be enforced.
- Developments should be planned to fit the particular topography, soils, waterways, and natural vegetation on a site to ensure that structures and grading are designed to fit the site.

## NATURAL RESOURCES

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- Planning that requires the smallest practical area of land be exposed for the shortest period of time (through scheduling and staging project activities) is encouraged.
- Soil erosion prevention practices as a first line of defense against onsite damage should be applied.

### **STORMWATER MANAGEMENT**

Urban development changes the nature of streams and drainage. Areas once woodlands or pastures that are developed with roads, parking lots, and buildings, increase the impervious area or imperviousness of the watershed. This process brings changes to the runoff characteristics of surface water, both in quantity and quality.

Stormwater management is regulated by Chapter 79 of the Code of Frederick County “Erosion and Sediment Control Ordinance” as authorized by the Virginia Erosion and Sediment Control Law of Virginia. The Department of Public Works is the agency responsible for the implementation and enforcement of the Stormwater Management Ordinance as managed by the DCR. An essential component of this ordinance involves the approval of a detailed site plan prior to the development of any parcel. Frederick County should become an approved stormwater management program reviewing agency on behalf of the Department of Conservation and Recreation (DCR).

**SWM’s seeks to maintain post-development runoff at pre-development levels.** Where necessary, stormwater storage systems, such as detention ponds, are required to accommodate a post-development storm with a twenty-five-year frequency. Detention ponds function either as individual facilities within a development or function as a regional facility serving several developments. Most detention ponds in the County are individual facilities, where routine **maintenance is at the responsibility of the property owner or homeowner’s association.**

Stormwater management is currently handled through systems of storm drains and detention ponds. These conventional stormwater systems are designed to collect, convey and discharge runoff as efficiently as possible to prevent flooding and promote good drainage. A challenge with conventional stormwater systems are that they can lead to water quality degradation, stream erosion and a decrease in groundwater recharge. Catastrophic failure of SWM ponds in karst terrain due to sinkhole formation can lead to sudden influx of contaminants into the aquifer.

Low Impact Development (LID) is an alternative to conventional SWM. LID is a site design strategy with the goal of maintaining or replicating the pre-development hydrologic response through the use of design techniques to create a functionally equivalent hydrologic landscape. Some of the functions

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include water storage, infiltration, and groundwater recharge as well as management of the volume and frequency of water discharges. Elements of LID include minimizing land disturbance, limiting impervious surfaces, and utilizing runoff reduction practices such as bioretention, permeable pavements and grass swales.

Geology is an important consideration when considering the application of LID practices. In areas of karst terrain, infiltrating LID practices must be carefully planned due to the potential for sinkhole formation. Stormwater treatment and conveyance systems should be directed away from known sinkholes to prevent expansion or possible collapse. Other geologic issues involve the presence of shale which makes infiltration difficult to impossible. While the use of LID may not replace conventional SWM controls, a combination of the two measures makes for a better overall stormwater management program.

**POLICY:      ENSURE THAT STORMWATER IS MANAGED IN ACCORDANCE WITH THE COUNTY'S EROSION AND SEDIMENT CONTROL ORDINANCE AND VIRGINIA'S STORMWATER REQUIREMENTS, AND WORK TO IMPLEMENT LOW IMPACT DEVELOPMENT (LID) MEASURES WHERE APPROPRIATE.**

**IMPLEMENTATION:**

- Encourage the use of semi-pervious or pervious surfaces and other low impact development techniques, where appropriate. Shared parking areas and reduced parking requirements for developments should be utilized to reduce impervious areas.
- Encourage the use of bio-retention whenever possible. Large impervious areas should take advantage of bio-retention in their parking lots.
- Participate in regional efforts to integrate LID runoff reduction and pollution prevention practices in karst areas and areas with shale-derived soils.
- Frederick County should continue to serve as an approved stormwater management program reviewing agency by the Department of Conservation and Recreation (DCR) as the state updates its regulations.

### **GREEN INFRASTRUCTURE**

Green infrastructure is the strategically planned and managed networks of natural lands, agricultural and forestal lands, and other open spaces. As an interconnected system, green infrastructure provides greater environmental viability, value, and function than disconnected individual resources. In both rural and urban areas, the green infrastructure concept identifies critical areas for conservation and establishes priorities for protection. It encompasses aspects like greenways, scenic areas, open spaces, biodiversity, and

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environmental corridors as well as developmentally sensitive areas such as floodplains, karst areas and steep slopes. Green infrastructure provides environmental protection and a higher quality of life within communities as well as regulatory predictability for landowners and investors.

## **URBAN AND RURAL OPEN SPACE RESOURCES**

Open space resources in Urban Areas should be designed and created during development. Their value to the community is determined by their configuration, attributes and relationship to the surrounding areas. **Urban open spaces will increase in importance as the County's UDA is more densely developed.** Development in the Urban Areas should consider specifically designed open spaces incorporated as amenities to offset the higher densities.

Wooded areas are an important resource and should be considered during planning and designing open spaces. The benefits of wooded include areas the maintenance of ground and surface water quality, groundwater recharge areas, habitat for biological resources, added oxygen to the air, and help protect environmentally sensitive areas. Urban wooded areas provide buffers and potential recreational opportunities. These areas help to preserve the natural scenery and can make the Urban Area a more attractive place to live. Rural open spaces of prime agricultural areas, forested areas, mountainous areas and stream valleys have particular value to the community; and they should be conserved. (See Agricultural and Forestal Lands)

Inappropriate sites like prime farm land, floodplains, habitats for threatened or endangered species, wetlands and land near wetlands, land near bodies of water and designated park land should be avoided during site selection and development to reduce environmental impacts. Development should be channeled into urban areas with existing infrastructure which would help protect natural resources and that existing natural areas should be conserved and restored to provide habitats and to promote biodiversity.

**POLICY: OPEN SPACES IN THE URBAN AND RURAL AREAS OF THE COUNTY ARE IMPORTANT AND NEED TO BE RECOGNIZED, DELINEATED AND PROTECTED.**

## **IMPLEMENTATION:**

- In urban areas, open spaces should be planned. All types of urban open spaces like greenways, squares, plazas, urban parks, playgrounds and street medians should be considered as part of urban development planning and implemented wherever reasonable.
- In rural areas, open spaces should be protected not only through conservation easements but also transfer development rights programs to ensure that agricultural, forested, and mountainous areas are protected.
- Sustainable sites considerations should be used to manage the development of property throughout the County.

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## **GREENWAYS, TRAILS, AND THE GREEN INFRASTRUCTURE NETWORK**

### **GREENWAYS**

Greenways are areas of open space, usually linear in nature that form networks of trails. They are often located along streams, within utility easements, and along roadways, and can serve many different purposes. **They can help link people to the area's** natural, recreational and cultural resources, as well as provide a system of natural linkages for the areas wildlife to preserve biodiversity and protect habitats. When constructed along streams they can help preserve and protect buffers along the streams which can help protect biodiversity and help filter pollutants. Greenways can also provide recreational opportunities such as hiking or bicycling provide nature studies such as plant and animal behavior, as well as simply raising awareness of the environment.

### **GREEN INFRASTRUCTURE NETWORK**

The natural, historical, and cultural features of an area provide an opportunity to incorporate the unique features of an area into an enhanced park system for Frederick County.

In the rural and urban areas of the County, the Green Infrastructure concept identifies critical areas for conservation, establishes priorities for protection, and recommends tactics or implementation. It focuses on ecologically important resource areas (woodlands, quality wildlife habitat), and critical areas for the protection of aquatic resources (wetlands, riparian corridors, floodplains). Such resources can provide important components of neighborhood, community, and mini parks throughout the County.

### **The Tuscarora Trail**

The Tuscarora Trail is a 249 mile hiking trail situated generally along the mountain ranges to the west of the Shenandoah and Cumberland Valley. It connects to the Appalachian Trail in Shenandoah National Park and in Pennsylvania northeast of Carlisle.

Approximately 26 miles of the Tuscarora Trail is in Frederick County (see map). Of this total, approximately 11.25 trail miles are protected by easements on private property, 3.75 trail miles are on unprotected private property and 11 trail miles are on public roads.

This trail is an important feature in the county for recreation and for the promotion of tourism. For safety reasons, the county supports the relocation of the trail off of the public roads wherever possible. The county also supports voluntary trail easements for sections of the trail on private property to insure the long-term viability of the Tuscarora Trail.

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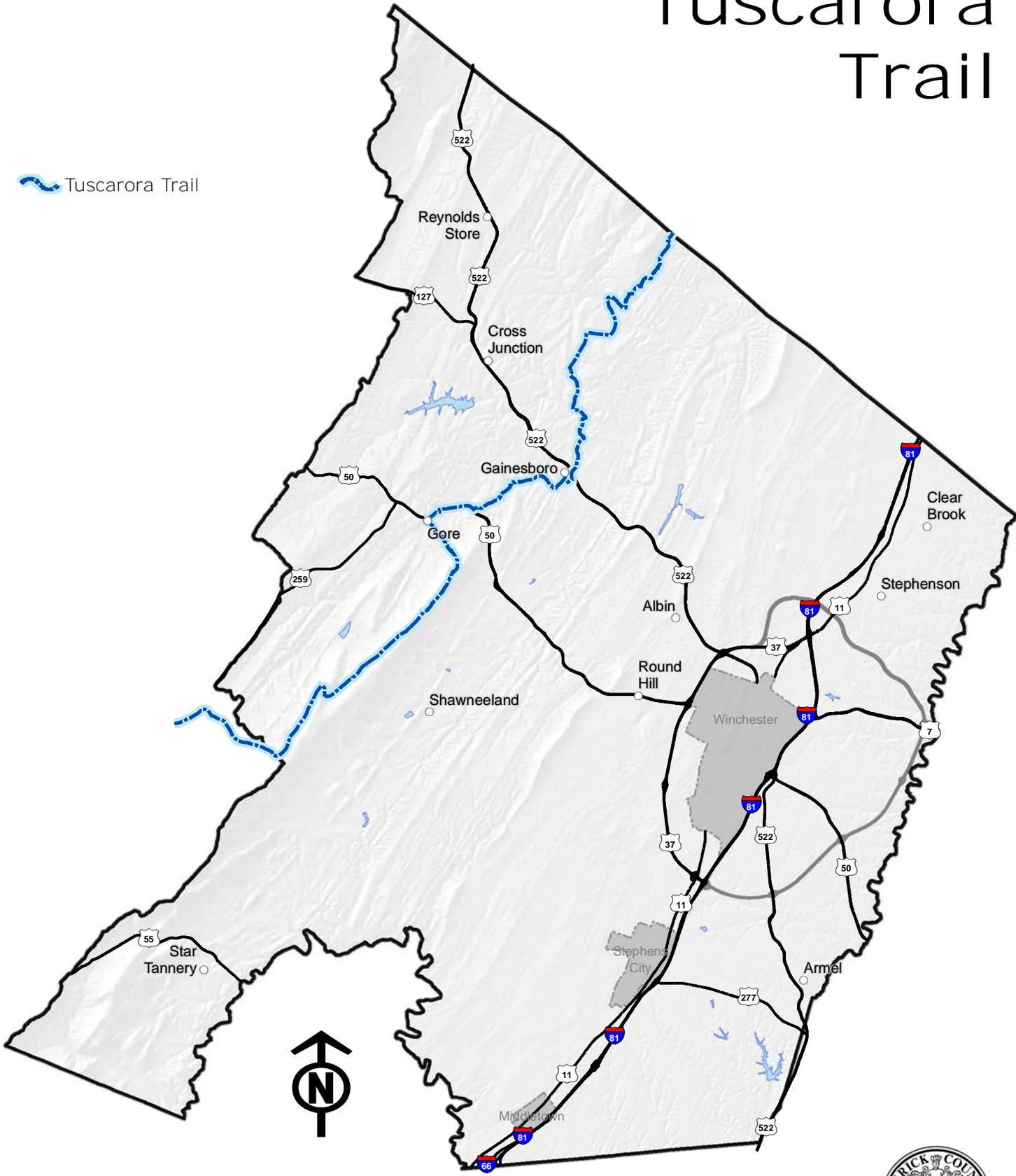
**POLICY:**     **ESTABLISH A NETWORK OF GREENWAY TRAILS FOR CONSERVATION, RECREATION AND TRANSPORTATION THROUGH THE URBAN AREAS OF FREDERICK COUNTY, AND LINK WITH THE TRAILS NETWORK IN THE CITY OF WINCHESTER.**

**IMPLEMENTATION:**

- Work with the Parks and Recreation Department, the City of Winchester and other organizations and community stakeholders to develop a greenway network plan that **highlights the area's natural and historic resources.**
- Ensure that when new developments are planned, connectivity of greenways is included through the project.

# Tuscarora Trail

 Tuscarora Trail



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## **HABITAT FRAGMENTATION AND ENVIRONMENTAL CORRIDORS**

One reason for the loss of habitat and the fragmentation of habitat is the subdivision and development of land. Habitat fragmentation reduces available wildlife areas and changes migratory pathways through environmental corridors. Past development has created small separated pockets of open space that sometimes conflict with the needs of local wildlife and their adaptability to these changes. Fragmentation can hinder the safe movement or migration of many species because it forces them to travel over roads and through developments.

**POLICY:      INCREASE THE CONNECTIVITY NATURAL AREAS AND ENVIRONMENTAL RESOURCES IN BOTH THE URBAN AND RURAL AREAS OF THE COUNTY TO AVOID FRAGMENTATION OF HABITATS AND MIGRATORY PATHWAYS.**

**IMPLEMENTATION:**

- Environmental corridors should be planned with all development activities to ensure safe movement and protection of species.
- The County should seek to reduce habitat fragmentation by maintaining large contiguous areas of forests, meadows, wetlands and streams.
- Large scale clearing of mature woodlands should be avoided during development activities.

## **LIGHT AND NOISE POLLUTION**

### **LIGHT**

Cycles of daylight and darkness have ecological consequences. Obtrusive lighting, often referred to as light pollution, obscures our view of the sky and primarily comes from inefficient and misdirected lighting sources. Misdirected lighting causes urban sky glow and glare, is a source of energy waste and can be a nuisance. Simply defined, light pollution is excess or obtrusive light created mainly by humans. Increasing urbanization requires that care be taken to reduce unfocused emissions of light.

**POLICY:      MINIMIZE LIGHT EMISSIONS TO THOSE NECESSARY AND CONSISTENT WITH GENERAL SAFETY AND RECOGNIZE THE NUISANCE ASPECT OF UNFOCUSED LIGHT EMISSIONS.**

**IMPLEMENTATION:**

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- Evaluate current lighting ordinances to assess effectiveness in reducing light pollution caused by up-lighting, excessive lighting, and glare.
- Light emissions need to be minimized to what is necessary and consistent with general safety. Recognition needs to be given to the nuisance aspect of unfocused light emission.

### **NOISE**

Noise pollution is unwanted noise, often described as a displeasing sound that disrupts the activity or balance of human or animal life. The source of most forms of noise pollution is from transportation systems like vehicles, aircraft or railroads. The daily activities of the Winchester Regional Airport are an example, and it is important that land developing around the Airport is respectful of this operation. The Airport Support Area helps designate what types of uses are appropriate in these developing areas to ensure the continued operation of the Airport.

Other sources of noise include industrial operations, highway traffic, car alarms, factory machinery and equipment, construction work, lawn care equipment, barking pets, car stereos, and power tools. Urban planning can play an important role in managing noise pollution, and the County must ensure that acceptable levels of noise are maintained. Currently the County only has maximum noise levels for industrially zoned property.

**POLICY:     MINIMIZE HUMAN EXPOSURE TO UNHEALTHY LEVELS OF NOISE.**

**IMPLEMENTATION:**

- Ensure that with new development, people are protected from unhealthy levels of noise.

Examine types of noise generators and determine if additional ordinances are appropriate.

### **COMMUNITY PARTNERS AND STAKEHOLDERS**

Numerous County departments as well as Federal, State and local agencies and organizations are involved in the protection and monitoring of the natural resources in Frederick County. Currently, the United States Environmental Protection Agency, the U.S. Army Corps of Engineers, Virginia Departments of Environmental Quality, Conservation and Recreation, and Health are the lead governmental agencies providing compliance management, implementation and enforcement. Working together, they assure that timely standards are adopted and enforced. They include:

- Frederick County Planning and Development Department
- Frederick County Department of Public Works
- Frederick-Winchester Service Authority
- Frederick County Sanitation Authority

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- Frederick County Conservation Easement Authority
- US Geological Survey-VA Water Science Center
- The United States Environmental Protection Agency
- Virginia Department of Environmental Quality
- Virginia Department of Conservation and Recreation
- Virginia Department of Health
- Virginia Department of Game and Inland Fisheries
- Lord Fairfax Soil & Water Conservation District
- Frederick County Farm Bureau
- Virginia Cooperative Extension Service
- The Opequon Watershed, Inc.
- Northern Shenandoah Valley Regional Commission
- U.S. Army Corps of Engineers
- U.S. Fish and Wildlife Service
- Virginia Outdoors Foundation

### **SUPPORTING MATERIALS AND RESOURCES**

1. Soil Survey of Frederick County, Virginia
2. The Frederick County Zoning and Subdivision Ordinances.
3. The Frederick County Erosion and Sediment Control Ordinance
4. The Virginia Erosion and Sediment Control Act
5. U.S. Green Building Council - LEED® for New Construction and Major Renovations
6. Renovations
7. Hydrogeology and Ground-Water Availability in the Carbonate Aquifer System of Frederick County, Virginia, U.S. Geological Survey
8. Chesapeake Stormwater Network Technical Bulletin-Stormwater
9. Design Guidelines for Karst
10. FEMA Floodplain Maps
11. FEMA Floodplain Maps

## **VIII. HISTORIC RESOURCES**



## HISTORIC RESOURCES

### CURRENT CONDITIONS

Frederick County has shifted in recent years from an agrarian community to one that has seen strong residential growth and an expanding business base. As a consequence of development and diversification, landscapes in Frederick County have changed more dramatically during this period than any other. New residential communities have emerged in what were once rural areas, and architectural styles have become more uniform. The number of historic properties in Frederick County has declined as natural elements have degraded delicate structures and materials and as population and development demands have increased.

The Rural Landmarks Survey of Frederick County, a survey of the majority of structures built prior to 1940 in Frederick County, was completed in 1992. It documents over 1800 properties, concluding that many are historically significant. Archaeological sites in the County have also been inventoried. Many of the historically significant properties are recognized on the local, state, and national levels. In 1992, Frederick County instituted a Historic Plaque Program that recognizes local properties of historic significance. The **County's** Historic Resources Advisory Board (HRAB) accepts nominations for the Plaque Program and chooses new recipients based upon criteria adapted from the National Register of Historic Properties criterion. Many of these properties are also listed on the Virginia Landmarks Register and the National Register of Historic Places.

In addition to the many structures in Frederick County, six Civil War battlefields of great national importance are located in the Frederick County and Winchester area. More than 12,000 acres of battlefield lands maintain high historic character and are enhanced by several fortifications and entrenchments. A partnership involving Winchester and Frederick County government, the Kernstown Battlefield Association, the Cedar Creek Battlefield Foundation, the North-South Skirmish, and others is underway to protect local battlefield sites and create a battlefield park network. The Frederick County-Winchester Battlefield Task Force completed the Frederick County-Winchester Battlefield Network Plan in 1996. The Frederick County Board of Supervisors and the Winchester City Council adopted the plan.

The Historic Overlay Zoning District has been developed as an option for owners who seek to protect the historic resources on their property. This option provides a more regulated approach to the preservation of structures and may be appropriate in areas seeking to establish a historic district.

# HISTORIC RESOURCES

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Currently the County has four recognized historical districts: Newtown/Stephensburg, Opequon, Middletown, and Bartonsville.

The County has also identified Rural Community Centers throughout the County that have a strong rural and historical character (See Rural Areas, Chapter 2).

## **FOCUS FOR THE FUTURE**

The next twenty years should see the remainder of unidentified historic sites and archeological resources discovered and recorded. Sites that qualify as historic will be added to an on-going inventory. Such an inventory will include archeological surveys of properties surrounding known battlefields, encampments, trenches, and cemeteries. Additional historic districts should also be identified, such as the battlefield area surrounding the Grim Farm.

During the same period, priority sites for preservation will be identified and efforts begun to preserve those of highest need. Methods and criteria for the preservation of historic resources will have been developed. A hierarchy for the preservation of these historic resources should be developed. This could include but not be limited to: preservation, adaptive reuse or the continuation of the existing use. Heritage tourism will be a strong component of Winchester-**Frederick County's tourism program, and efforts to develop the** battlefield park network will be underway in partnership with the Shenandoah Valley Battlefield Foundation and other community stakeholders.

The economic and cultural importance of historic resources will be promoted. In combination with historic preservation and heritage tourism efforts, **the** County should partner with local agencies, organizations, and other appropriate groups to provide education sessions concerning preservation methods and programs. In addition, the HRAB will coordinate with these agencies when reviewing development applications.

## **COMMUNITY BENEFITS**

The value of protecting our historical resources is immeasurable; once lost, historic structures and areas cannot be replaced. They provide a sense of who we are and where we have been. Our community benefits from a balance between surviving historic resources and the new development occurring in this area. Community and economic benefits follow a well-balanced development plan.

## HISTORIC RESOURCES

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A battlefield park network in Frederick County and Winchester will provide substantial economic and educational benefits and will create a much desired avenue for heritage tourism. Battlefield parks act as a means of meeting the **County's growing need for green space and parkland** by providing the opportunity for recreational facilities within the Parks and Recreation Department.

Archeological sites, generally defined as areas more than 50 years old and having physical remains of past human activities, are important to the development of public education and heritage tourism programs. Further, they provide a more detailed story of **Frederick County's history**.

Preserving battlefields and historic sites provides open spaces and scenic vistas. Incorporating trails, such as the five miles linking Route 661 to the Regency Lakes Community and Millbrook High School at the Third Battle of Winchester, complements the pedestrian and bike component of our Transportation Plan. Historic corridors should also be designated to protect and enhance areas that have the potential to become historic districts.

Heritage tourism is designed to promote historic preservation and areas of natural beauty in order to stimulate economic development through tourism. Heritage areas are envisioned as discrete geographic areas or regions with a distinctive sense of place embodied in their historic buildings, neighborhoods, traditions, and natural features. Several areas in the County contain clusters of historic structures and battlefields. Walking and driving tours provide connections among these features and present visitors with a comprehensive approach toward understanding the **county's history**. **A link between the past and the present** is formed by blending these connections with new developments, specifically those that include additional buffers, pedestrian trails, interactive educational centers, and adaptive reuse of historic properties.

Many structures exist throughout the County that could provide advantageous cultural and recreational elements for residential and business developments alike (**See** Supporting Materials.)

### **POLICIES/IMPLEMENTATION**

As commercial and residential developments continue to locate and expand in Frederick County, there is a need for balance to maintain the historic integrity, both structurally and scenically, between surviving historic resources and landscapes and new development. This balance can be

# HISTORIC RESOURCES

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achieved by recognizing both the current development needs of the community and the historic and rural character of Frederick County's past.

The County's role is to support protection, promotion, and preservation of the existing and future inventory of Historically Designated Sites and Districts (HDS&D), including historic battlefields, through planned and proposed development(s), long-range land-use planning, economic development, incentives, and enforcement.

**POLICY: IDENTIFY AND RECOGNIZE HISTORIC RESOURCES IN THE LONG-RANGE PLANNING EFFORTS OF THE COUNTY.**

**IMPLEMENTATION:**

- The Historic Resources Advisory Board (HRAB) will provide input and assistance in developing community area plans.
- Use the Rural Landmarks Survey as a primary source for determining properties and districts that qualify for official recognition.
- Update and maintain the Rural Landmarks Survey regularly in order to keep current the inventory of structures older than fifty years.
- Develop, update, and maintain an inventory of archaeological sites and cemeteries in Frederick County.
- Require archaeological surveys to be conducted prior to development, particularly any that involve battlefield areas, homesteads, Native American encampments, and waterways.
- Initiate and complete the application process for properties that are potentially significant according to the criteria set forth by the National Register of Historic Places Federal Program Regulations. (*See Supporting Materials.*)

# HISTORIC RESOURCES

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**POLICY:           COMPLEMENT ECONOMIC AND RESIDENTIAL DEVELOPMENT THROUGH THE PROTECTION AND PRESERVATION OF THE COUNTY'S HISTORIC PROPERTIES, STRUCTURES, AND LANDSCAPES.**

**IMPLEMENTATION:**

- The Historic Resources Advisory Board (HRAB) will assist the Frederick County Planning and Development Department by reviewing specific development proposals for potential impact on historic components of the site and surrounding areas and making recommendations regarding impact mitigation.
- Development should include a comprehensive approach to historic preservation that will result in a system of sites and battlefields dedicated or protected in a coordinated fashion, such as the Battlefield Park Network that preserves key sites, attracts tourists, and supports education.
- Historic Corridors should be designated, especially within areas designated as potential historic districts. Design guidelines for these corridors should be considered that include provisions for walkability, screening and architectural requirements.
- Design standards for new construction should accommodate the historic character of the villages while still promoting growth in the rural community centers. Methods to protect, enhance and preserve the especially significant historical sites should be incorporated in new development:
  - Whenever possible, development materials should resemble those of the historic properties nearby.
  - Building materials, architectural features, open space, and landscaping should seek to create a harmonious blend of new development relevant to the historic setting.
  - Adaptive reuses of historic structures located within the proposed development should be considered.
  - Monuments or historic markers may be appropriate on properties where only the remnants of structures remain.

# HISTORIC RESOURCES

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**POLICY:        INCREASE THE REHABILITATION, ADAPTIVE REUSE, OR RESTORATION OF HISTORIC STRUCTURES.**

**IMPLEMENTATION:**

- Study, develop, and adopt methods and criteria to identify historic resources in need of preservation.
- Support the reuse and rehabilitation of historic structures to maintain character of community, both residential and business.
- Promote incentives for private land owners to comply voluntarily with **Secretary of Interior’s Standards for Rehabilitation**. (See Supporting Materials.) Incentives allowed by law for the rehabilitation, adaptive reuse, or restoration of historic structures in the Historic Overlay Zoning District should be considered.
- Assist property owners in the application process for tax credits and listing on the appropriate registers.
- Create land dedication methods, regulations, policies, and documents.

**POLICY:        CONSIDER DESIGNATION OF VOLUNTARILY OFFERED RURAL HISTORIC DISTRICTS THAT CAN BE DEFINED AS SCENICALLY COHESIVE RURAL AREAS CONTAINING WELL-PRESERVED COLLECTIONS OF HISTORIC BUILDINGS.**

**IMPLEMENTATION:**

- Organize a comprehensive approach to analyzing and registering Historically Designated Sites and Districts (HDS&D).
- Partner with Conservation Easement Authority to identify, protect, and promote HDS&D.
- Create identifiable GIS coordinates for each HDS&D to assist with future planning and development of sites.
- Create zoning, historic resource impact analysis and engineering requirements, conservation easements, and tax incentives for the protection of privately owned HDS&D.

## HISTORIC RESOURCES

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- Promote educating the public about the tax benefits of voluntarily submitting privately-owned sites into historic districts and easements.
- Identify HDS&D eligibility for State and/or National register(s). HRAB shall assume leadership in making application to the appropriate register(s).

**POLICY:            INCORPORATE HISTORIC RESOURCE DEVELOPMENT IN AN EFFORT TO STRENGTHEN HERITAGE TOURISM.**

**IMPLEMENTATION:**

- Developments should incorporate and/or convert historic properties into recreational elements, including but not limited to: pedestrian trails, parks, and museums.
- Develop the Battlefield Park Network as a major heritage tourism component.
- Create dedicated pedestrian-sensitive trails, sites, and routes of interest that will not adversely impact private property owners, as well as develop public scenic byways.
- Permit events, reenactments, tours, and exhibits to attract visitors.

### **COMMUNITY PARTNERS AND STAKEHOLDERS**

Frederick County Board of Supervisors created the Historic Resources Advisory Board (HRAB) to **monitor, plan, and review the County's historic** structures and resources. The HRAB reviews all re-zonings and new developments within or near any historic resource and recommends to the Planning Commission and Board of Supervisors actions to protect these resources. Additionally, HRAB should continue to work to raise awareness, gather information, and seek funding opportunities along with other partnership groups involved in preservation work. They include:

- Kernstown Battlefield Association
- Cedar Creek Battlefield Foundation
- Shenandoah Valley Battlefield Foundation
- The North-South Skirmish
- The French and Indian War Society
- Winchester-Frederick County Convention & Visitors Bureau (CVB)

## HISTORIC RESOURCES

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- McCormick Civil War Institute of Shenandoah University
- Fort Collier Civil War Center, Inc.
- Civil War Preservation Trust
- Winchester-Frederick County Historical Society
- Frederick County Cooperative Extension Service
- Frederick County Farm Bureau
- National Park Service

### **SUPPORTING MATERIALS AND RESOURCES**

1. Historic Resources Advisory Board
2. Frederick County Historic Plaque Program
3. Virginia Landmarks Register (VLR)
4. National Register of Historic Places (NRHP)
5. National Register of Historic Properties
6. Rural Landmarks Survey of Frederick County (RLS) (1988-92)
7. Frederick -Winchester Battlefield Network Plan (1996)
8. Secretary of the Interior's Standards for Rehabilitation

# Civil War Battlefields & Sites

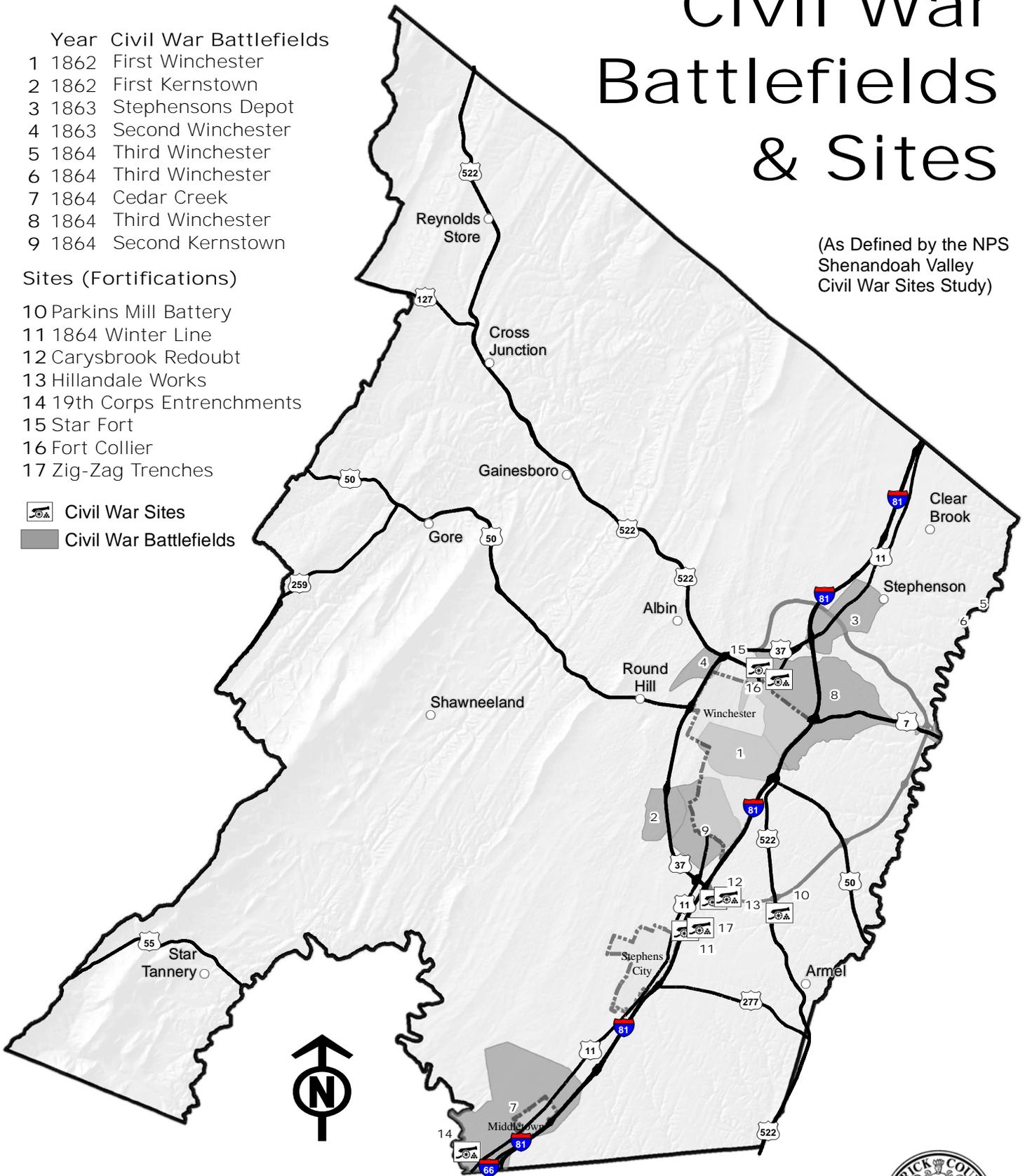
(As Defined by the NPS Shenandoah Valley Civil War Sites Study)

- | Year | Civil War Battlefields |
|------|------------------------|
| 1    | 1862 First Winchester  |
| 2    | 1862 First Kernstown   |
| 3    | 1863 Stephensons Depot |
| 4    | 1863 Second Winchester |
| 5    | 1864 Third Winchester  |
| 6    | 1864 Third Winchester  |
| 7    | 1864 Cedar Creek       |
| 8    | 1864 Third Winchester  |
| 9    | 1864 Second Kernstown  |

## Sites (Fortifications)

- 10 Parkins Mill Battery
- 11 1864 Winter Line
- 12 Carysbrook Redoubt
- 13 Hillandale Works
- 14 19th Corps Entrenchments
- 15 Star Fort
- 16 Fort Collier
- 17 Zig-Zag Trenches

-  Civil War Sites
-  Civil War Battlefields



# Possible Historic Districts

- Name
- 1 Bartonsville
  - 2 Brucetown
  - 3 Cedar Creek Battlefield
  - 4 Gravel Springs
  - 5 Green Spring
  - 6 Kernstown Battlefield
  - 7 Kline's Mill
  - 8 Marlboro
  - 9 Middletown
  - 10 Opequon
  - 11 Star Tannery
  - 12 Stephens City (on Register)
  - 13 Third Winchester Battlefield
  - 14 White Hall

■ Possible Historic Districts

