

THE 2030 COMPREHENSIVE PLAN

FREDERICK COUNTY, VIRGINIA



Recommended by the Frederick County Planning Commission:
Day, Month, 2011

Adopted by the Frederick County Board of Supervisors:
Day, Month, 2011

THE 2030 COMPREHENSIVE PLAN

ACKNOWLEDGEMENTS

The 2030 Comprehensive Plan, The Plan, was adopted by the Frederick County Board of Supervisors on April 27, 2011, upon the recommendation of the Frederick County Planning Commission on April 6, 2011.

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THE 2030 COMPREHENSIVE PLAN

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Special appreciation is extended to the Working Groups and other stakeholder groups for their hard work and dedication to the County in drafting the chapters of the 2030 Comprehensive Plan.

THANK YOU.

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INTRODUCTION

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

***“The 2030 Comprehensive Plan
speaks Frederick County”.***

***- June Wilmot, Chairman,
Frederick County Planning Commission.***

PURPOSE OF THE PLAN

The 2030 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 2010. The Plan is guided by the Vision Statement and Core Values crafted and adopted by the Frederick County Board of Supervisors.

The 2030 Comprehensive Plan is the guide for the future growth of Frederick County.

The format of the 2030 Frederick County Comprehensive Plan is clear and concise. The chapters of The Plan address: **Urban Areas, Rural Areas, Residential Development, Business 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 2030, they provide policy guidance and methods of implementation, and they illustrate the benefits of the implementation of this future focus. 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**
- **FUTURE FOCUS**
- **COMMUNITY BENEFITS**
- **POLICIES/IMPLEMENTATION**
- **COMMUNITY PARTNERS AND STAKEHOLDERS**
- **SUPPORTING MATERIALS AND RESOURCES**

PUBLIC PARTNERSHIPS, INPUT, AND OUTREACH

A significant and rewarding undertaking throughout the year 2010, the draft of the County's 2030 Comprehensive Plan was guided by the Frederick County Planning Commission, through the efforts of the Comprehensive Plans and Programs Executive Committee (CPPC), and with the assistance of many others.

The public outreach for this project has been broad and successful. This effort is ongoing. The Comprehensive Plans and Programs Committee (CPPC) members collaborated with a large group of citizen volunteers to form working groups whose goal was to update the various chapters of the Comprehensive Plan. Following an initial kick-off meeting in April 2010, the working groups met throughout the year. The involvement of community partners and stakeholders provided a greater scope of involvement and expertise than in previous efforts.

A public informational and input meeting was held in December 2010. The purpose of this meeting was to present to the public for their information, the 2030 Comprehensive Plan, and to seek additional input and perspective.

Based upon the work of all of the participants, the valuable input received, and the numerous forums for discussion, the 2030 Comprehensive Plan was drafted in its new format and presented through the public hearing process.

The Plan, upon adoption, will 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 2030 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 want to be in 2030, 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 Working Groups evaluated the current conditions in their area of expertise, and then looked to the future; 2030. The Working Groups articulated the potential community benefits that would result. Doing so ultimately helped the Working Groups craft 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 and key stakeholders in the future will ensure the successful implementation of the Plan.

The Area Plans, Appendix I of the 2030 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 proactive and creative plans that will address the policies of the 2030 Comprehensive Plan, meet anticipated growth demands, assure a sustainable 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 2030 Comprehensive Plan. These tools for plan implementation include but are not limited to the Official Map, the Zoning Ordinance, Subdivision and Site Plan Regulations, and the Capital Improvement Plan.

INTRODUCTION

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 2030 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 proffers or some other means. A request for rezoning may 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 Comprehensive Plan. The Capital Improvements Plan 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 2030 Comprehensive Plan.

Frederick County continues to be at the forefront in its utilization of the various planning tools 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 2030 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 determined that the 2030 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 2030 Comprehensive Plan have been reviewed by the Virginia Department of Transportation in accordance with 15.2-2222.1.

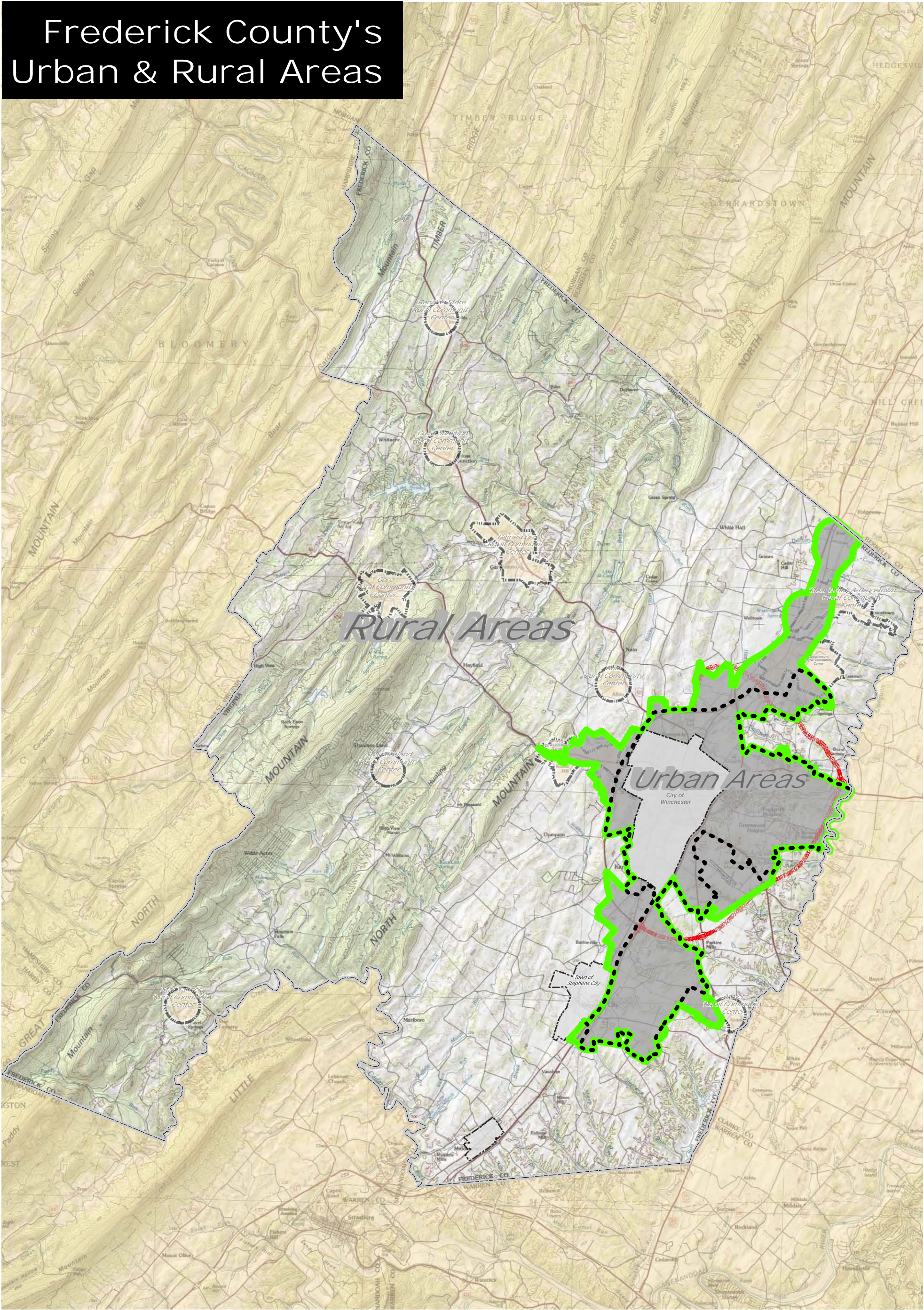
THE PLAN







- I. URBAN AREAS**
- II. RURAL AREAS**
- III. RESIDENTIAL DEVELOPMENT**
- IV. BUSINESS DEVELOPMENT**
- V. TRANSPORTATION**
- VI. PUBLIC FACILITIES**
- VII. NATURAL RESOURCES**
- VIII. HISTORICAL RESOURCES**

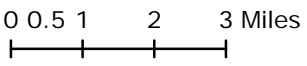
I. URBAN AREAS



Frederick County's Urban & Rural Areas



-  Frederick_County
-  TownandCityBoundary
-  Urban Development Area
-  Future Rt 37 Bypass
-  Sewer and Water Service Area
-  RuralCommunityCenter



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). Utilizing 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 sustainable 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 and sustainably accommodates the growth of the community. The principles of Neighborhood Design are supported within the Plan.

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 within the UDA would be appropriate for future development with the highest densities located within specifically designated areas within the UDA, known as Strategic Growth Areas.

URBAN 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.

FUTURE FOCUS

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

URBAN AREAS

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

These principles provide for a more sustainable 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 and urban design*
- *Sustainability and environmental quality*
- *Smart transportation*
- *Community focal points*
- *Enhanced design and planning*

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, multimodal transportation system. 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 infrastructure.

A goal of the Neighborhood Villages and Urban Centers is to create new neighborhoods with a balance between residential, employment, and service

URBAN AREAS

uses. A balance of uses for new developments should be achieved through a horizontal and vertical mix of uses that are integrated with one another.

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

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 multimodal transportation system. The County's efforts towards implementing Complete Streets policies should be integrated with the on-going land use planning efforts to ensure a nexus between these important elements of community growth and development. For additional information on Complete Street 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 Developmentally Sensitive Areas (DSA's) 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 of new or expanded 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 density and intensity in strategic locations within the urban areas where a greater sense of community and better public services may be provided.

URBAN AREAS

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 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 multimodal transportation systems encouraged by this plan de-emphasizes the automobile, allowing residents to walk or bike to destinations. 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 sustainable, 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 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.
- Ensure adequate water and sewer service capacity is available to accommodate new growth.

URBAN AREAS

- 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 NEIGHBORHOOD DESIGN PRINCIPLES WITHIN THE URBAN AREAS.**

IMPLEMENTATION:

- Ensure land use applications incorporate principles of Neighborhood Design as 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 MULTIMODAL TRANSPORTATION OPPORTUNITIES 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.

URBAN AREAS

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

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.

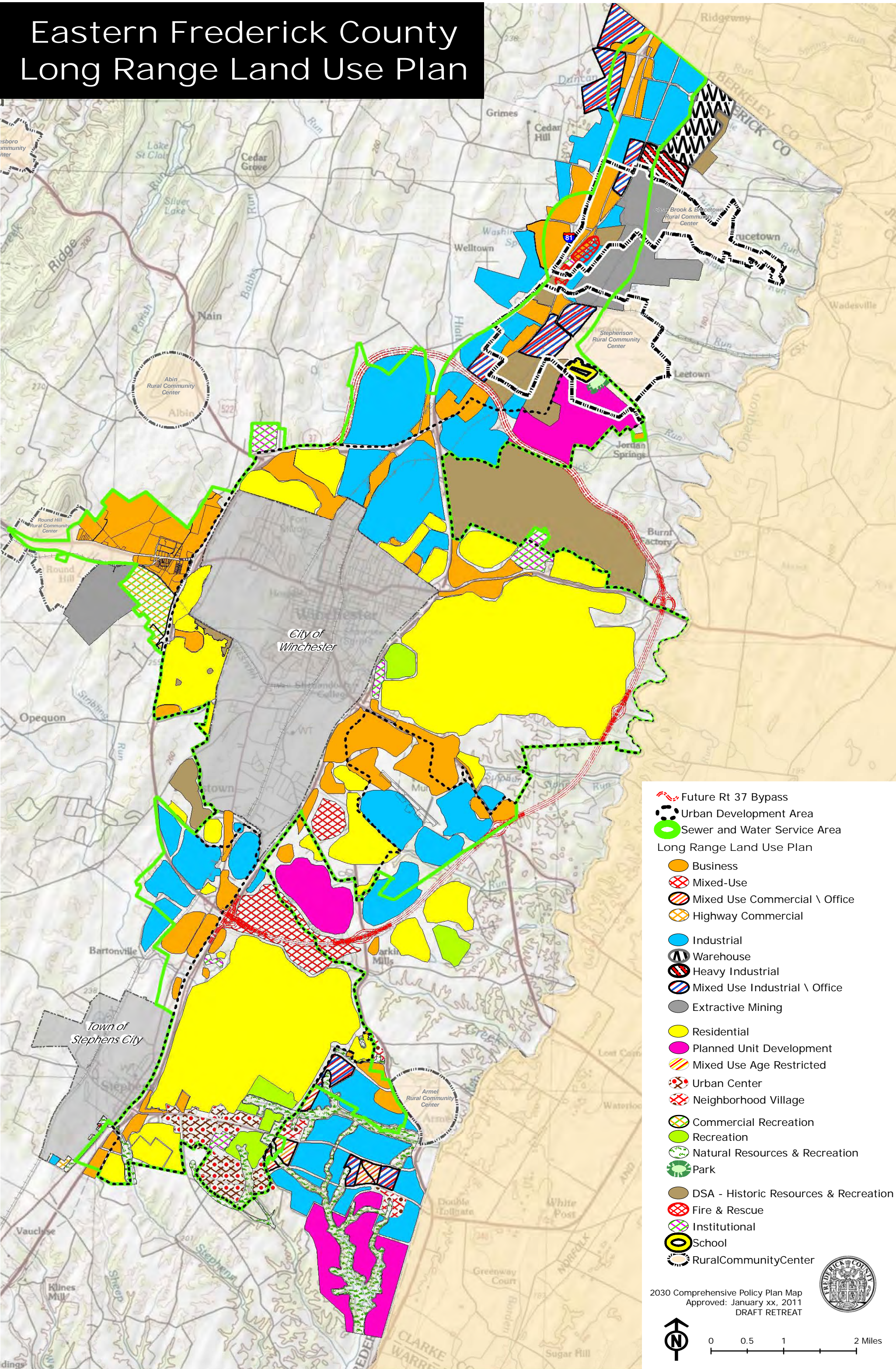
COMMUNITY PARTNERS AND STAKEHOLDERS

- Business Community
- Chamber of Commerce
- Top of Virginia Building Association
- Community Groups Homeowner Associations
- Winchester – Frederick County Economic Development Commission

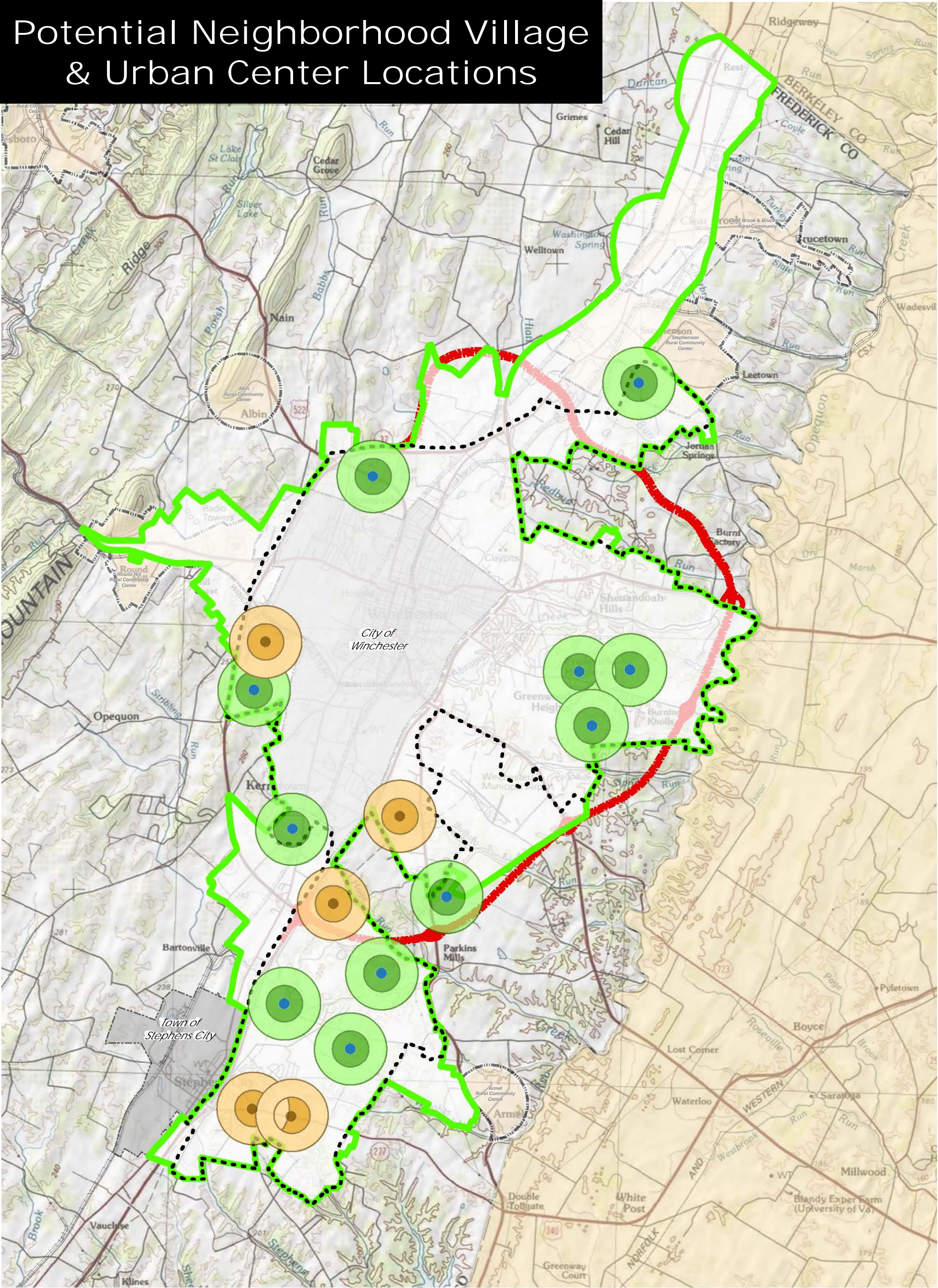
SUPPORTING MATERIALS AND RESOURCES

- 2006 UDA Study
- Planning Area Analysis

Eastern Frederick County Long Range Land Use Plan



Potential Neighborhood Village & Urban Center Locations



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

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 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, Business 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 incentivizes the

RURAL AREAS

preservation of rural land by permitting the sale of severed development rights in the Rural Areas (sending areas) through the private market. These rights are then transferred to, and developed in the Urban Development Area within 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 furthers 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
- Utilize 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 eleven identified Rural Community Centers. These are:

RURAL AREAS

GORE

REYNOLDS STORE

GAINESBORO

ROUND HILL

ARMEL

SHAWNEELAND/NORTH MOUNTAIN

STAR TANNERY

WHITACRE/CROSS JUNCTION

ALBIN

CLEARBROOK/BRUCETOWN

STEPHENSON

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 village area along with commercial uses along U.S. 50 west of its interchange with the Route 37 By-Pass (see Area Plans).

FUTURE FOCUS

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 incentivize 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 will remain at the forefront in developing the tools necessary to carry this vision into the future.

RURAL AREAS

COMMUNITY BENEFITS

The rural areas of the County provide benefit 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 to not only 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.

POLICIES/IMPLEMENTATION

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

IMPLEMENTATION:

- Employ principles of Conservation Design by preserving 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 Green Infrastructure 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.
- Limit access to major road systems.
- Avoid Developmentally Sensitive Areas (DSA's), historic districts, sending TDR areas, recreational overlays, and Agricultural and Forestal districts.

RURAL AREAS

POLICY: UTILIZE NEIGHBORHOOD CENTER CONCEPT 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 (package treatment plants, fire and rescue, satellite county offices, library) and use such community facilities as focal points.
- Rural Community Centers should be located at existing transportation nodes.
- Encourage appropriate mixed residential/commercial services within the Rural Community Centers.

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

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 thereby leveraging county money 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 and add depth as agricultural uses evolve.

RURAL AREAS

POLICY: SUPPORT AGRICULTURAL OPERATIONS AND RURAL RECREATION

IMPLEMENTATION:

- Support the agricultural economy in Frederick County and adapt to changes in practices.
- 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 to inform 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
- Preserve Rural Life
- Preserve Frederick County

SUPPORTING MATERIALS AND RESOURCES

- Rural Areas Report and Recommendations

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

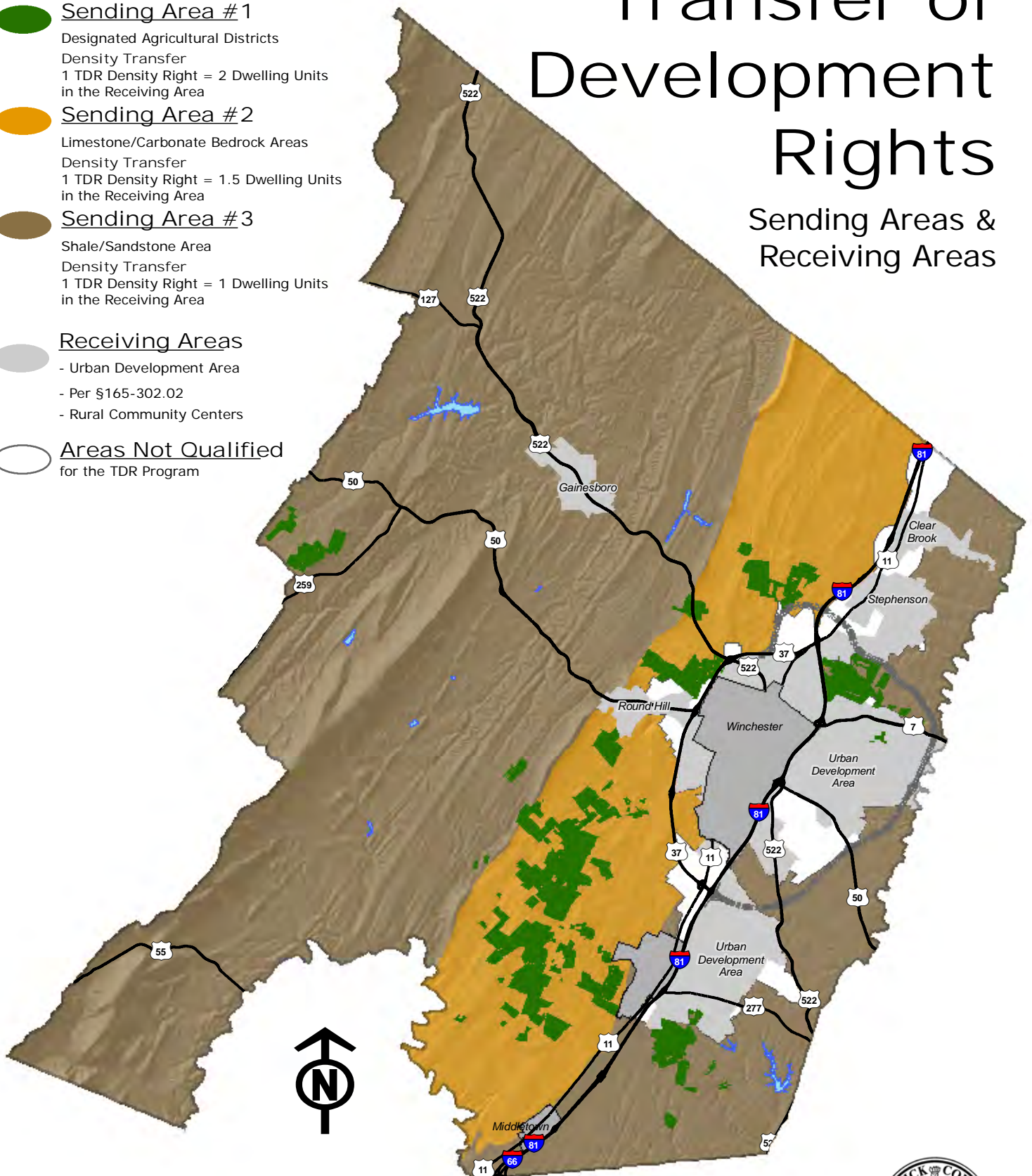
- Per §165-302.02

- Rural Community Centers



Areas Not Qualified

for the TDR Program



0 0.5 1 2 3 4 5 6
Miles



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 2000 Census and more recent studies performed by the Economic Development Commission, Frederick County remains an in-commute location. 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. 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's in the latter years of the 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 does continue, 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

RESIDENTIAL DEVELOPMENT

lot sizes, higher densities and commercial uses. Residential developments 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 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, that will meet the anticipated residential growth of the community, and provide for a high quality of life for the citizens of 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.

FUTURE FOCUS

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 with 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 high quality 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. The land use policies of the Urban Areas will

RESIDENTIAL DEVELOPMENT

further guide this residential development and community growth.

In the Urban Area, the long-term livability of residential neighborhoods will be enhanced by sustainable development practices that incorporate the principles of Neighborhood Design and Green Infrastructure 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 services in defined areas where they can reach the majority of the population. By focusing growth and services to the urban areas, the County can develop community facilities that become focal points to the residential areas. Focusing new residential development around walkable centers allows people to work, go to school, live, shop, and play in locations that are near each other.

Most importantly these planning steps enable residents, both now and in the future, to choose from an array of housing types that suite their needs. The construction of affordable housing opportunities should also be promoted 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 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.
-

RESIDENTIAL DEVELOPMENT

- 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: GREEN INFRASTRUCTURE 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 Conservation Design should be implemented.
- The design of new residential neighborhoods should promote sustainable development practices and incorporate the conservation of green infrastructure elements as outlined in the Natural Resources chapter
- 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

- 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 plan 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
- 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. BUSINESS DEVELOPMENT

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BUSINESS DEVELOPMENT - INTRODUCTION

The 2030 Frederick County Comprehensive Plan relating to new business 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 all interconnected and help form a well rounded economy.

Frederick County's attractiveness as a residential community will continue to expand our population. Recognizing that each new residence generates less than 50% of the taxes needed to offset the service burden created by the residence, the goal of planning for new business development is to attract businesses that will balance the tax base. 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 business development plan. The opportunity 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.

The business development policies outlined in this plan will work collectively to further a positive economic future for Frederick County and its citizens.

CURRENT CONDITIONS

In order to develop a sound business development plan, an assessment of the current market, economic, demographic, political, and infrastructure conditions must be conducted for each of the four business development areas comprising this plan. Each segment of the plan includes an introductory analysis in order to effectively identify the base from which the future can be built. Further analysis will be essential in capturing the community's future potential.

BUSINESS DEVELOPMENT

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. Frederick County as of 2010 has 16,700 acres designated to business and industrial uses. This chapter has a segment dedicated to each of the business development focuses (office and industrial; retail; tourism; and agribusiness).

FUTURE FOCUS

In order to maximize the effectiveness and benefit of economic development within Frederick County, strategic planning is essential. Efficient utilization of land, transportation networks, demographic changes, and spending patterns is crucial to ensuring strong economic development. In addition, recognizing the importance of the growth of existing businesses to future economic development is essential.

Where appropriate, the plan recognizes the changing nature of the social and economic environment and identifies potential adjustments to existing resource utilization.

Historically, Frederick County has sought to achieve a balanced ratio between commercial/industrial and residential and other use growth in terms of both available areas of land use and taxable value of the land uses. However, determining the percentage of balance was not institutionalized as a policy.

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. The area planning process will continue to identify opportunities for economic development.

COMMUNITY BENEFITS

A comprehensive plan cannot be considered effective if it does not serve the needs of the community and enhance the quality of life of its citizens. Adequate amounts of land must be planned for and set aside for commercial and industrial uses. This is beneficial to the community because these uses help support the community, provide services to its citizens, while at the same time keep the overall tax base low for the residents of Frederick County. A balanced approach to all of the above will ultimately ensure a high quality of life for the citizens of Frederick County.

BUSINESS DEVELOPMENT – OFFICE AND INDUSTRIAL

CURRENT CONDITIONS

Strategically placed in the Mid-Atlantic region of the United States, Frederick County's location on the eastern seaboard is a valuable asset to companies serving the US markets and Europe.

Frederick County is the northernmost community in the Commonwealth of Virginia. 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, Baltimore-Washington International Airport, and Ronald Reagan Washington National Airport. 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 fifth 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 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, a high quality of life, education, healthcare, workforce, and a diverse current office and industrial community. Frederick County is currently home to several

BUSINESS DEVELOPMENT – OFFICE & INDUSTRIAL

government agencies including, FEMA, Corps. of Engineers, and the FBI.

Frederick County has an incredibly low tax rate in comparison to neighboring communities. Supported by a proactive Economic Development Commission (EDC), the areas workforce has a high work ethic and a low turnover rate. The area has an educated workforce with 84% of county residents being high school graduates and 24% with bachelors or more advanced degrees.

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
- Lord Fairfax Community College

The community has an excellent healthcare system which is centered around the Valley Health Systems. Facilities include:

- Winchester Medical Center
 - Regional Referral Center
 - Level II Trauma Center
- Quick Care / Urgent Care Centers
- Health and Wellness Center

Frederick County provides a high quality of life 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 area is not linked to one major industry or employer. There is a redundancy in resources offered at certain business parks. In addition, a Foreign Trade Zone with several locations provides tax free trade areas.

FUTURE FOCUS

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:

BUSINESS DEVELOPMENT – OFFICE & INDUSTRIAL

Food Processing

Anticipate increase in number of food processors locating in area as out-sourcing internationally is not an option. Processers seek access to resources, location and workforce within a right-to-work locality. Water resources will be necessary for this industry.

Distribution/Repackaging and Assembly Centers

Anticipate increase in distribution and repackaging centers based on area location and proximity to transportation

Healthcare Research & Development

Anticipate increase in healthcare related research and development operations

Plastics Manufacturing

Anticipate increase in plastics manufacturing, an industry already common in this area. Water resources will be necessary for this industry.

Back Office Support

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

Government Activity

Anticipate an increase in government agencies locating operations to Frederick County. Location plays major factor, in particular, Homeland Security locational factors are extremely favorable in Frederick County. COOP's, Continuity of Operations Plans, highlight the attributes of Frederick County.

Additional government activity in Frederick County will result in an increase in the number of jobs directly related to their presence. Those jobs will typically be highly skilled, high paying jobs. In addition, there will be an increase in support and ancillary jobs. Similarly, there will be a significant increase in ancillary support business opportunities such as support contractors, many of which will be higher tech. As previously noted, this will drive a need for services, housing, entertainment, retail, and other businesses.

A well planned business development marketing strategy will not be effective if insufficient acreage has been set aside to accommodate desired business uses in suitable key locations. The Area Plans will need to identify and

BUSINESS DEVELOPMENT – OFFICE & INDUSTRIAL

incorporate ample areas of business and industrial land use in support of the business development goals of The Plan.

Frederick County is supportive of green initiatives in the field of economic development. Sustainable development initiatives should be recognized and their implementation incentivized. 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.

Frederick County should be proactive in ensuring the resources necessary for economic development are planned in a sustainable way and available in support of the 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. 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 business 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 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

BUSINESS DEVELOPMENT – OFFICE & INDUSTRIAL

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 identified and reserved 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.
- Communications infrastructure, such as voice and data fiber, should be extended to areas identified for office and industrial use.
- 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.

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.
 - Minimize distribution centers as they have a minimal personal property tax, typically result in lower paying jobs, and absorb greater land mass than other uses.

BUSINESS DEVELOPMENT – OFFICE & INDUSTRIAL

- Maximize targeted industries such as governmental facilities, as well as high-tax base industries that have a low resource requirement.
- Continue to examine and fund business location marketing that builds or modifies the current business base to take the County forward to 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.
- Address how the County's public role could be used more effectively in lowering development costs.

COMMUNITY PARTNERS AND STAKEHOLDERS

- Winchester-Frederick County Economic Development Commission
- Industrial Development Authority
- Industrial Parks Association
- Blue Ridge Board of Realtors

BUSINESS DEVELOPMENT – OFFICE & INDUSTRIAL

SUPPORTING MATERIALS AND RESOURCES

- Economic Development Commission Targeted Business Plan
- WinVa.com

BUSINESS DEVELOPMENT – RETAIL

CURRENT CONDITIONS

The retail sales potential of any geographic market is based upon two factors:

- 1) The number of households within the market and the income of those households. These variables are dynamic and depend, in large part, upon a variety of factors beyond the control of any entity tasked with maximizing a market's retail potential.
- 2) The market's ability to compete successfully against neighboring markets. Meaning that if there are gaps in the local market's supply of desirable retailers, residents are forced to shop and dine in neighboring markets. Or conversely, is the market pulling shoppers and diners in from outside of its borders?

Consumers are often willing to forego secondary costs when they desire products and services being offered outside of their local trade area, thus it is imperative for any market to draw retail spending dollars from neighboring areas and to fend off the outflow of retail spending beyond its borders. With regards to this inflow/outflow of retail sales, Frederick County naturally finds itself in a tug-of-war with the City of Winchester. Because potential incoming retailers likely consider Frederick County and Winchester as a single market containing "pocket markets", little can be done to influence the end results of this competition. The availability of land, the location of new developments and the location of "pocket markets" within the Frederick County/Winchester market as a whole, are all determining factors in whether a new development or incoming retailer locates within the city or the county. However, the Winchester/Frederick County market collectively finds itself in a larger tug-of-war with neighboring markets, particularly Martinsburg/Berkeley County, and Front Royal/Warren County, where recent retail development has likely reduced both the city and the county's inflow of retail sales.

Beyond the basic service retailers (grocery, drug, general and discount department, gas, fast-food, etc.), there are countless specialty retailers that, due to their internal growth structure and nature of their products, look at non-urban markets from a distinctly regional perspective. Examples of such retailers include Pottery Barn (home furnishings), and The Cheesecake Factory (dining). It is unlikely that we will see any such retailer open an establishment in Frederick County/Winchester and another in a neighboring market. Thus the stage is set for an ongoing inflow/outflow specialty retail sales competition, and the Frederick County/Winchester market must be prepared to position itself to win this competition against its neighboring markets.

FUTURE FOCUS

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

With such growth, specialty retailers will, in considering the potential of Frederick County and neighboring markets, select sites to establish their brands within the region. Each site selection will have an effect on subsequent decisions made by other specialty retailers creating a domino effect where one market within the region gains a cumulative prominence. Due to its size, 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. If successfully promoted against neighboring markets, Frederick County will establish itself as the dominant market within the region.

To achieve this goal, 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.

To assure retail growth preserves the aesthetic integrity of the area (which in turn will make it more attractive to potential retailers), Frederick County must encourage high standards with regards to the architectural design and upkeep of retail developments.

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

BUSINESS DEVELOPMENT - RETAIL

indirectly (a strong retail environment plays a role in drawing relocating employers to the area).

POLICIES/IMPLEMENTATION

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

IMPLEMENTATION:

- Engage National and Regional Trade Organizations.
- Strategically identify prime areas for commercial land use in key locations to capitalize on future commercial opportunities.
- Participating as an exhibitor in events such as the International Council of Shopping Center's National Trade Exposition and Leasing Mall (which brings together more than 30,000 developers, owners, retailers, lenders, and municipalities) or smaller events of a regional nature (The ICSC also holds an annual event in Washington, D.C.).

POLICY: **REQUIRE FUTURE DEVELOPMENTS TO BE OF A HIGH QUALITY AND REQUIRE UPKEEP OF EXISTING DEVELOPMENTS, THUS ASSURING LONG-TERM VIABILITY OF DEVELOPMENTS, AND THE ONGOING ABILITY TO MAKE A POSITIVE IMPRESSION ON POTENTIAL DEVELOPERS AND RETAILERS CONSIDERING ENTRY IN THE MARKET.**

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: **PROVIDE EASY ACCESS TO UP-TO-DATE MARKETING MATERIALS AND RESOURCES TO POTENTIAL DEVELOPERS, RETAILERS, AND TENANT-REPRESENTATION REAL ESTATE AGENTS AND BROKERS.**

BUSINESS DEVELOPMENT - RETAIL

IMPLEMENTATION:

- Develop and periodically update general retail marketing materials for the market, including brand-establishing information (history, appeal, etc.), demographics (population disbursement, income data, etc.), and access and existing retail locations (maps).
- Provide electronic access to these materials (via web download) for developers, agents/brokers, and retailers.

POLICY:

CONDUCT AN IN-DEPTH ANALYSIS OF THE MARKET'S RETAIL POTENTIAL VERSUS ITS CURRENT PERFORMANCE. UNDERSTAND IF THE DAILY RETAIL DEMANDS OF THE CITIZENS OF THE FREDERICK COUNTY/WINCHESTER MARKET BEING MET BY THE EXISTING SUPPLY OF RETAIL ESTABLISHMENTS. ANECDOTAL EVIDENCE SUGGESTS THE MARKET ENJOYS SUCH BALANCE, WITH AN EVER-GROWING ARRAY OF RETAIL AND DINING ESTABLISHMENTS.

IMPLEMENTATION:

- A comprehensive analysis of census and business data for the region should be conducted to determine if Frederick County has an adequate supply of retail and dining establishments.
- Conduct an analysis to determine which retail segments in Frederick County are underperforming and determine where new opportunities for retail growth lie.

COMMUNITY PARTNERS AND STAKEHOLDERS

- Winchester – Frederick County Economic Development Commission
- Chamber of Commerce

SUPPORTING MATERIALS AND RESOURCES

BUSINESS DEVELOPMENT – TOURISM

CURRENT CONDITIONS

Each year, thousands of visitors come to the Frederick County/Winchester area. Events and attractions such as the Shenandoah Apple Blossom Festival, the Museum of the Shenandoah Valley, the Cedar Creek and Belle Grove National Historic Park, orchards, farm markets, and historic homes are key assets in bringing travelers to the area.

Currently tourism and travel related business contributes an estimated \$93,503,585 to Frederick County's economy and provides an estimated 1,038 jobs, and \$3,616,084 in revenue in the form of lodging occupancy taxes and food service taxes. The Virginia Tourism Corporation estimates that the average dollars spent per visitor is approximately \$100.

In the last four years, four new lodging facilities have been built in Frederick County, adding to the number of available rooms. The County also continues to lure new restaurant and lodging as a result of present position and future potential in the market.

In the year 2009, international visitation to Virginia increased by 16% with more than 380,000 travelers. This places Virginia as the 14th most visited state by international travelers. The Smith Travel Research, which is the leading lodging industry research company, published its 2010 1st quarter results that show that room demand in the state of Virginia is up 2.3% over 2009. The Virginia Tourism Corporation identified travelers from New York, Washington, D.C., Ohio, Pennsylvania and Maryland as the top visitors to the state.

As the economy improves and travel increases, it is critical that the Frederick County area be poised to capitalize on the growth in the arena of travel and tourism. The current, jointly funded, Convention and Visitors Bureau is a key component to driving the marketing effort for the present and future effort to draw additional visitors to the area.

The value of travel and tourism's economic impact reaches every citizen of Frederick County 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, serve the local community.

FUTURE FOCUS

First impressions frame the rest of a visitor's experience and most travelers arrive in Frederick County through its roadways. So the character of Frederick County's entrance corridors, especially in areas adjacent to the city of Winchester, is a key factor for the visitor experience and their decision to stay longer. Enhancing these corridors will improve visitor impressions, and will benefit the quality of life for residents.

In addition, the traditional, small-town character that is a distinctive feature of the Shenandoah Valley is a unique asset that is marketable for cultural heritage tourism. Cultural heritage tourism is defined as "traveling to experience the places and activities that authentically represent the stories and people of the past and present. It includes historic, cultural and natural resources." *Source: National Trust for Historic Preservation Heritage Tourism Program.*

Frederick County should concentrate on how to increase the County's ability to attract visitors – especially the heritage traveler – through policies and projects that enhance the visitor experience, ensuring that visitors to Frederick County are left with an exceptional memory of their visit, positive stories to share with friends and family, and a desire to return.

Heritage tourists are a valuable demographic to attract because they:

- stay longer - 4.7 nights compared to 3.4;
- spend more during their travels - \$623 per trip compared to \$457;
- shop more – 44% compared to 33% for other travelers.

Source: Travel Industry Association of America and Smithsonian Magazine: "The Historic/Cultural Traveler, 2003 edition.

Heritage tourists are looking for authentic experiences. Market research conducted for the Shenandoah Valley Battlefields Foundation in 2007 found that visitors to the Valley who said their visit exceeded their expectations were more likely to have experienced the region's historical sites. Frederick County should continue to create a unique visitor destination, offering authentic experiences that are not available in other communities.

The presence of the Cedar Creek and Belle Grove National Historic Park is another important feature in Frederick County. There are less than 350 national park units nationwide and Frederick County is fortunate to have one of them within its borders. The park can be a key economic driver and a unique cultural and recreational resource for visitors and County residents

BUSINESS DEVELOPMENT - TOURISM

today and in the future. The success of the park will rely on its ability to offer a meaningful, engaging experience for visitors, one that leaves them with a sense of respect and appreciation for the northern Shenandoah Valley's history and exceptional landscapes.

Other tourism opportunities that should be developed in the future include recreation, sports, commercial recreation, and wineries.

POLICIES/IMPLEMENTATION

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 and surrounding jurisdictions to update and improve the regional bike/ped 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.
- 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 among other community facilities such as schools and parks.
- 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.**

BUSINESS DEVELOPMENT - TOURISM

IMPLEMENTATION:

- Foster a compact community design that uses traditional building features to help maintain Frederick County's unique historic character to help maintain 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: **MAXIMIZE THE OPPORTUNITY PRESENTED BY THE NEW CEDAR CREEK AND BELLE GROVE NATIONAL HISTORICAL PARK.**

IMPLEMENTATION:

- Encourage cooperation between the National Park Service, the non-profit partners who operate facilities within and near the park's boundary, the Winchester-Frederick County CVB, and surrounding towns, landowners, and businesses.
- Ensure that the park's historic, natural, and cultural resources are protected as land use and public policy decisions are made that affect areas in or near the park.
- Support efforts to create recreational and public access facilities within and adjacent to the park, such as trails and other visitor services.
- Continue and promote the County's membership in the Cedar Creek and Belle Grove National Historical Park Federal Advisory Commission.

POLICY: **PURSUE COMBINED COMMERCIAL AND RECREATION USES.**

IMPLEMENTATION:

- Identify new areas of land uses that would specifically promote the recreational and open space attributes of the County in conjunction with surrounding localities, landowners, and businesses.

BUSINESS DEVELOPMENT - TOURISM

- Enable the development of commercial and recreational land uses which will provide economic development, tourism, and entertainment benefits to Frederick County.
- Recognize opportunities to create a well-designed conference facility integrated with those tourism related commercial and recreational land uses.

COMMUNITY PARTNERS AND STAKEHOLDERS

- The Winchester-Frederick County Convention and Visitors Bureau
- The Mid-Atlantic Tourism Public Relations Alliance
- The Quad State Tourism Partners
- Virginia Tourism Corporation
- The Shenandoah Valley Travel Association
- Kernstown Battlefield Association
- Cedar Creek and Belle Grove National Historical Park
- Belle Grove Plantation
- The Cedar Creek Battlefield Foundation
- Frederick County and Winchester Parks and Recreation
- Old Town Development Board
- Top of Virginia Chamber of Commerce
- Winchester-Frederick County Economic Development Commission
- Shenandoah Valley Battlefields Foundation
- The Museum of the Shenandoah Valley.

SUPPORTING MATERIALS AND RESOURCES

- National Trust for Historic Preservation's "How to Get Started in Cultural Heritage Tourism" website:
<http://www.culturalheritagetourism.org/howToGetStarted.htm>.
- 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 2009.
- Smith Travel Research Lodging Demand Results 1st Quarter 2010.
- Winchester-Frederick County Economic Development Commission.

BUSINESS DEVELOPMENT – AGRIBUSINESS

CURRENT CONDITIONS

Agriculture has traditionally been an important aspect of Frederick County, not only in terms of its economic impacts but also its value to the identity and character of Frederick County. The rural areas are not a mere scenic backdrop for the urban areas, but also a source of jobs and a way of life worth preserving. A thriving rural economy is a critical component of the future vision for the rural areas.

While the County has seen a continuous decline in the total acreage of farmland, Frederick County's interest and support of its agricultural economy remains strong. From 2002 to 2007, Frederick County experienced a reduction in the number of farms (676 from 720), the amount of land in farms (98,278 acres from 112,675) and the average size of a farm (146 ac. from 156). However, the market value of products sold (71% crop and 29% livestock) increased by 29% to \$27.9 million, an average of 38% per farm according to the U.S. Census of Agriculture. Top crops were forage, apples, corn, and soybeans. Leading livestock inventory included cattle, hogs, laying chickens, horses, and goats.

This period of time included significant population growth and residential development in the County that spilled into the rural area. The amount of housing in the Rural Area now represents 50% of the current total of 28,338 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 above reductions.

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 2010, there were six 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 Development rights Program and the Transfer of Development Rights Program. These programs are discussed further in the Rural Areas chapter.

Not insignificant is the location of the Alson H. Smith Agricultural Research and Extension Center in Frederick County operated by Virginia Polytechnic Institute and State University.

FUTURE FOCUS

Frederick County agriculture will evolve in a way that is likely to be more intensive. Ultimately, this will require less acreage than traditional farming activities, while increasing the income from operations. It will also continue a trend of diversifying into related enterprises that support the land base, such as new value added products, new processes, new retail opportunities, and agritourism. Agriculture will also change to take advantage of the technical results of research and development.

The County should not only protect and promote its agricultural industry, but should do so while accommodating development that is appropriate for the rural area.

COMMUNITY BENEFITS

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.

BUSINESS DEVELOPMENT - AGRIBUSINESS

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 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 enable the full range of agriculturally related activities 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.

POLICY: THE COUNTY SHOULD EXAMINE THE BROADER CONTEXT OF THE BUSINESS OF AGRICULTURE AND CONSIDER ACTION TO ACCOMMODATE THE VARIETY OF USES WITHIN THE RURAL AREA.

IMPLEMENTATION:

- Ancillary agricultural operations such as a livestock market or fruit growers' labor camp should be looked at if the preference of the agriculturalists and appropriate locations are identified in the Rural Area.

BUSINESS DEVELOPMENT - AGRIBUSINESS

- Frederick County should be proactive in providing opportunities for combining agricultural operations with recreational uses, resulting in a cooperative enterprise which strengthens both. Ready examples include equine operations, and golf courses.
- Frederick County should engage agricultural associations, County organizations and private business associations to proactively promote agriculture as an important element of the local economy. Specifically, these organizations should be challenged to undertake community education initiatives, industry and market research, as well as strategic marketing and small business development in support of local agriculturalists.

COMMUNITY PARTNERS AND STAKEHOLDERS

- Frederick County Farm Bureau
- Frederick County Fruit Growers Association
- Old Time Apple Growers Association
- Virginia Cooperative Extension Service

SUPPORTING MATERIALS AND RESOURCES

- Alson H. Smith Agricultural Research and Extension Center, Virginia Polytechnic Institute and State University



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 (2007) Frederick County has 1663 lane miles of roadway that are part of the state system. As of 2008, VDOT estimates that vehicles traveled 2,966,846 miles per day on Frederick County roadways. This is a 213% increase since 1990. The vast majority of this travel is focused upon the Interstate and Primary system.

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 to incentivize 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

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 in the process of adopting the 2035 Long Range Transportation Plan, which is expected to be adopted before or shortly after this document.

Recent 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.

FUTURE FOCUS

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 encourage the integration of National Complete Streets principles into its transportation practices. Complete Streets are streets that serve all users, not just those using a car. Instituting a Complete Streets policy ensures that transportation agencies routinely design and operate the entire right of way to enable safe access for drivers, transit users and

TRANSPORTATION

vehicles, pedestrians, and bicyclists, as well as for older people, children, and people with disabilities. These principles aim to balance the diverse needs of all users of the public right of way and promote an integrated, multi modal transportation system. Simply put, following complete streets principles means that the County will consider all potential users of the transportation system when making improvements or constructing new facilities. Complete Street policies will benefit Frederick County as they address important safety, health, and environmental considerations, target special populations, and promote growth and revitalization within the community. Many states, including Virginia and over 200 localities, have adopted some form of complete streets policy.

It is expected that transit will begin to play a larger role in Frederick County's transportation network. This would likely begin with on 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. A Complete Streets policy will also help to move these goals forward.

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.

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 furthers promotes these policies.

The transportation system is always a key consideration for business locations. An efficient transportation system will make the County more

TRANSPORTATION

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 and 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.

POLICY: **TO CRAFT AND ADOPT A COMPLETE STREETS POLICY TO GUIDE 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.
- Support State efforts to implement Complete Streets policies and advance local implementation of complete street policies.
- Work with new development and redevelopment to implement the complete streets policy and transportation plan. This may require analysis and modification of the existing subdivision ordinance.

TRANSPORTATION

- 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, PRINCIPALLY 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.
- Coordinate with the 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.
- 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 the trip generation and new movements do not degrade the transportation system, increase delays, or reduce service levels.

TRANSPORTATION

- Coordinate with VDOT, local and state law enforcement, and the schools division to identify and address safety concerns. Coordination to be handled by the Department of Planning and Development and Transportation Committee.
- 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.

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:

- Create a working group comprised of members from interest groups, staff, and the Transportation Committee to review the form of proffers and develop a preferred approach for developing transportation proffers that will best aid the competitiveness of local industrial sites, while ensuring needed transportation improvements are put in place.
- 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 incentivize 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.

TRANSPORTATION

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.

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 MPO resources to identify areas of most critical need.
- Monitor existing data source updates to determine areas of growing need.

TRANSPORTATION

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
- WinFred MPO
- Northern Shenandoah Valley Regional Commission

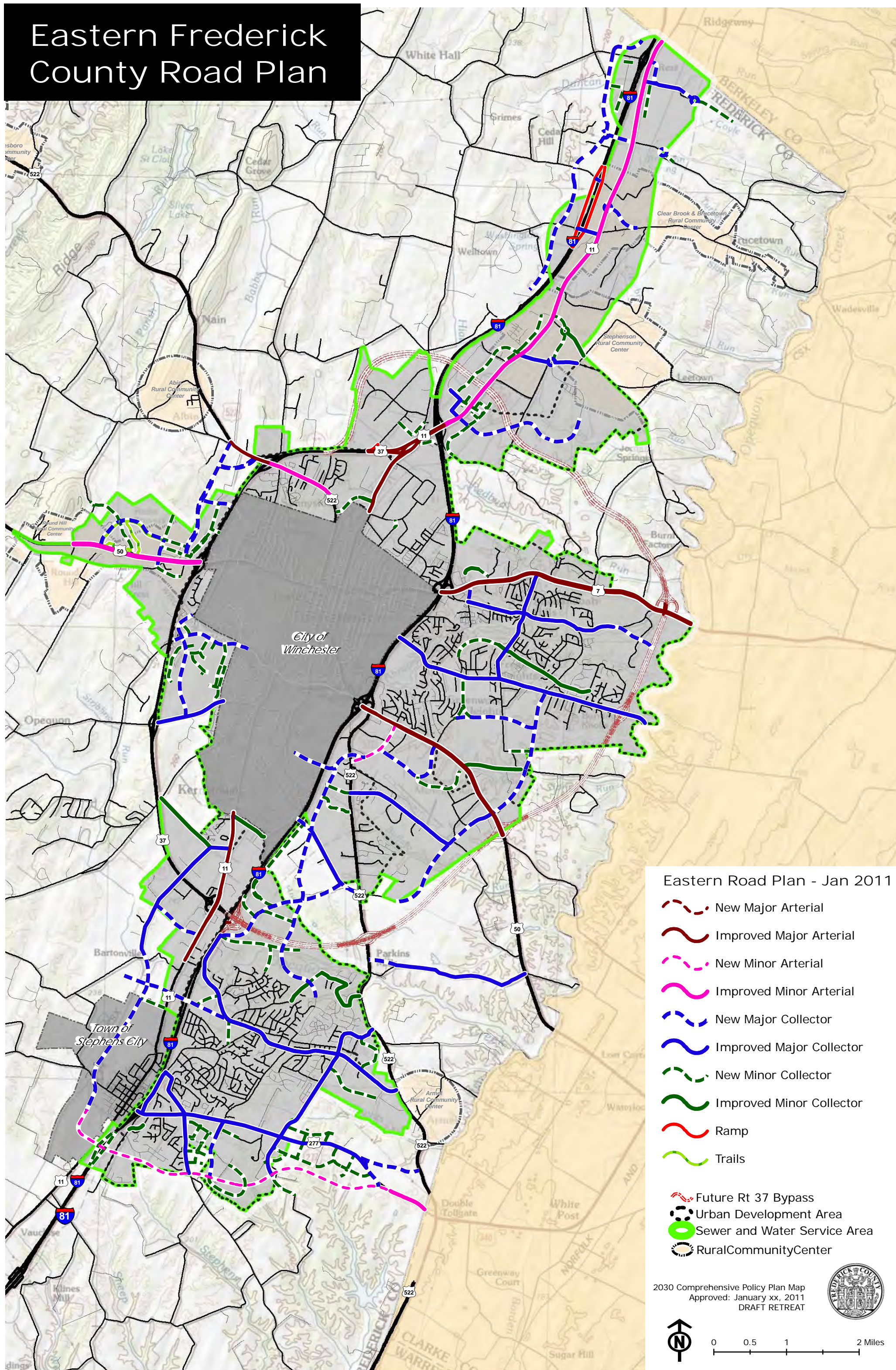
In addition to the above agencies the TC often works with the following groups on different special projects.

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

SUPPORTING MATERIALS AND RESOURCES

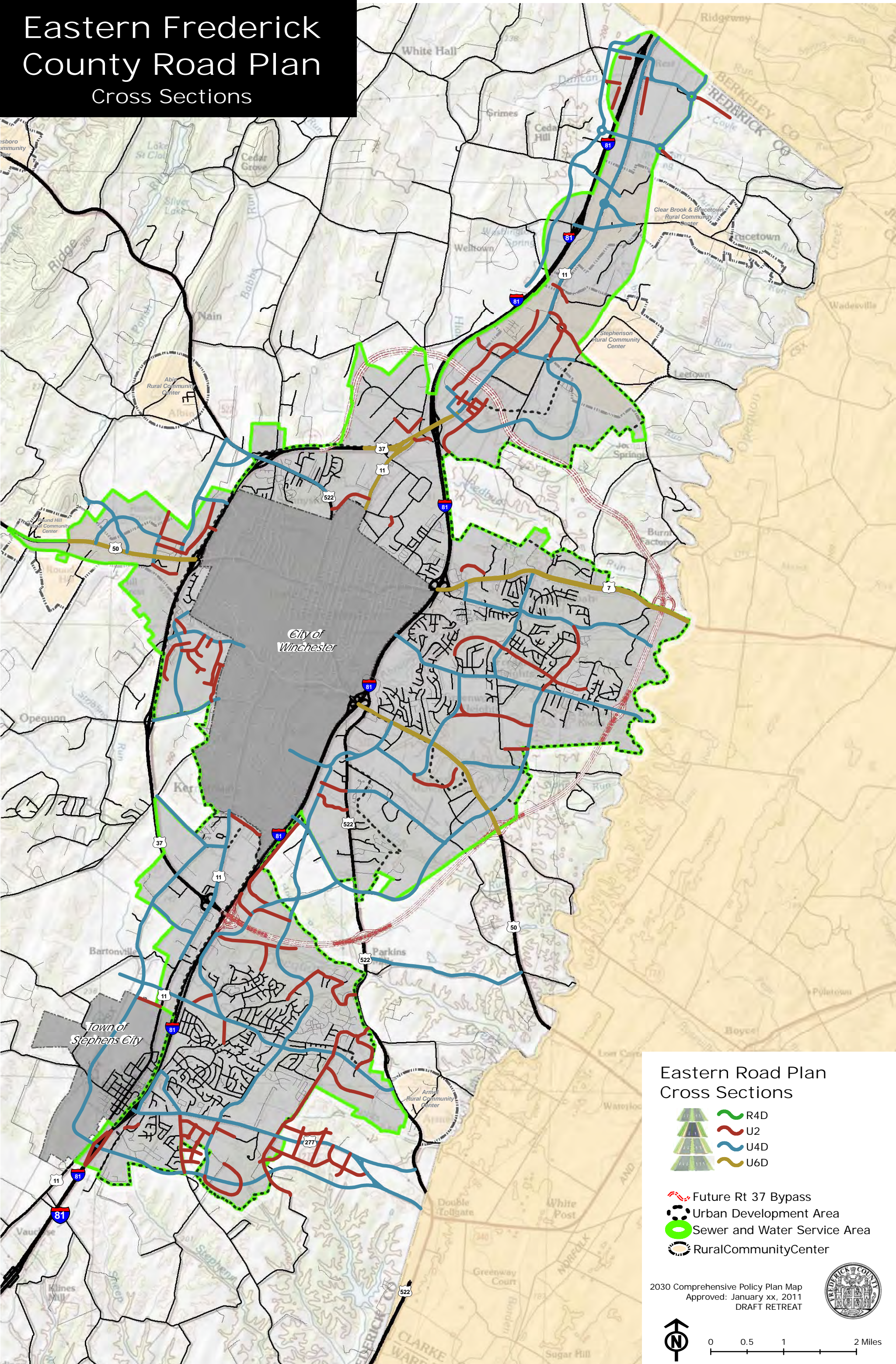
- Airport Master Plan
- National Complete Streets Coalition
- MPO 2030 Transportation Plan
- Frederick County Annual Road Plans (Primary, Secondary, and Interstate)
- VDOT Access Management Standards

Eastern Frederick County Road Plan



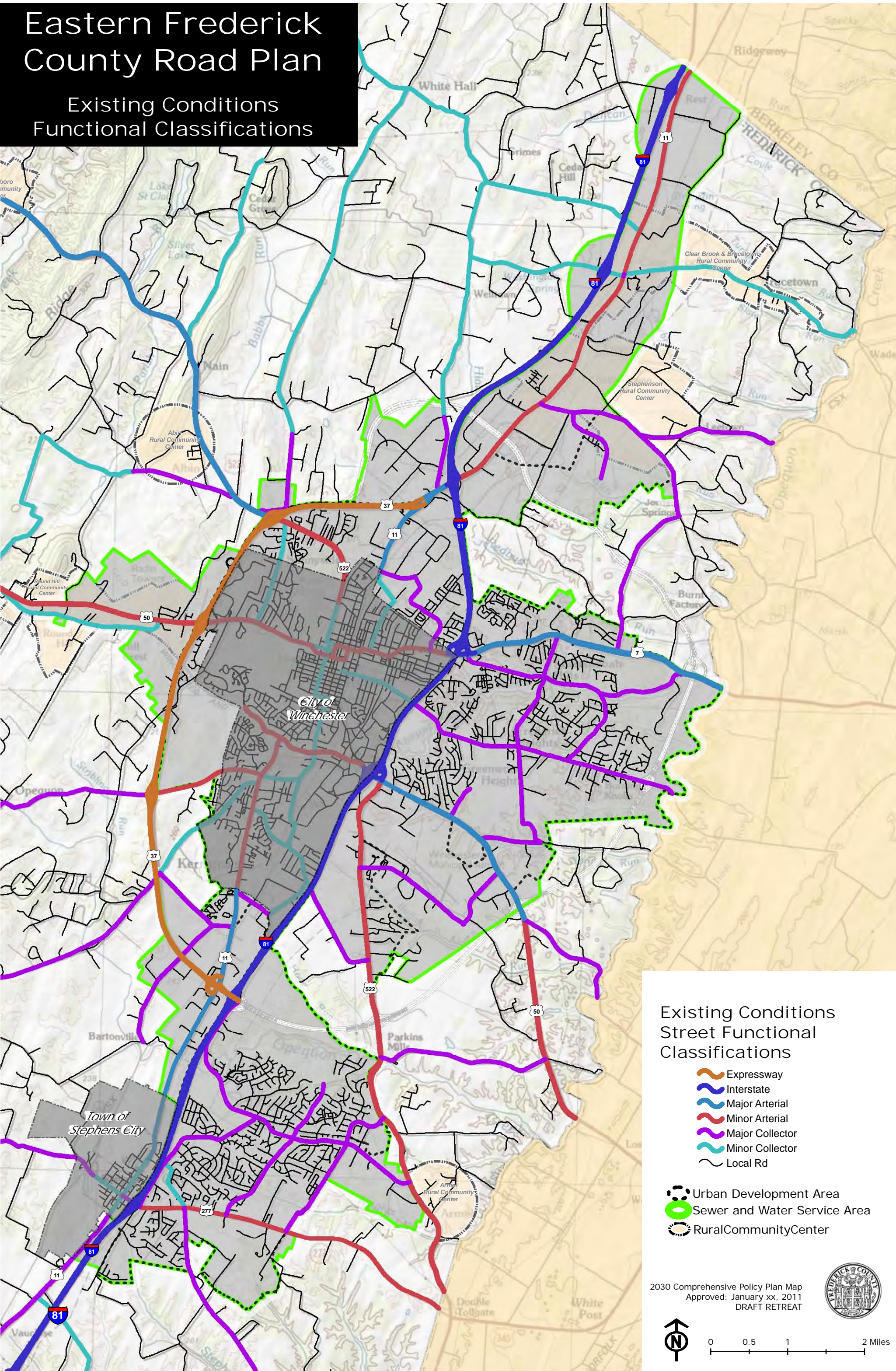
Eastern Frederick County Road Plan

Cross Sections



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
- RuralCommunityCenter

2030 Comprehensive Policy Plan Map
Approved: January xx, 2011
DRAFT RETREAT



0 0.5 1 2 Miles

VI. PUBLIC FACILITIES

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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.

PUBLIC FACILITIES

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

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

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 11th 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 year. With over 2,000 full time employees Frederick County Public Schools is the second largest employer in the Frederick-Winchester 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, and the transportation facility. There are a total of 24 schools and support facilities operated by FCPS. Five new schools were constructed over the past 10 years.

Residential growth continues to impact the school system as additional homes are built throughout the County. During the past several decades, the student enrollment in the school division has increased steadily. Student enrollment has grown by 2,360 students in the past ten years alone, an increase of 22%. Recently, student membership growth has been flat, a reflection of the real estate market slump and the broader economic crisis.

PUBLIC FACILITIES

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.

FUTURE FOCUS

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. 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). To meet the continuing challenge of student population growth, more new schools will be needed.

FCPS also has the responsibility of providing instruction that prepares students to work and live in the 21st 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, expansion, or outright replacement of certain schools will be needed to meet needs created by technological advancement, evolving educational practices, implementation of full-day kindergarten, building safety and security, aging facilities, and a desire to implement green building practices. These same circumstances plus an increasingly rigorous regulatory environment drive the need for larger, technologically modern support facilities.

Detailed descriptions of the school division's capital needs are included in the Frederick County Capital Improvements Plan, which is updated annually. The anticipated location of the proposed facilities is shown on the Potential New School Locations map.

PUBLIC FACILITIES

COMMUNITY BENEFITS

The mission of Frederick County Public Schools' (FCPS) is to ensure all students an excellent education. The school system works hard to meet the needs of all students, from those who will go to college to those who are challenged to master the most basic of life skills. FCPS fosters a culture of success and collaboration as well as a desire to constantly improve. All Frederick County schools are fully accredited by the Virginia Department of Education. Over the past ten years, the student dropout rate has decreased dramatically from just over 3% to 1.34%. Eighty-seven percent of the class of 2010 planned to pursue continuing education.

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 helps adults with limited educational opportunities reach their individual goals and potential as workers, citizens, and family members by providing quality adult education services through the GED program. GEDs are also offered to students 16 and 17 years old through the ISAEP (Individual Student Alternative Education Plan) Program. 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 also provides enriched and expanded instruction for students who qualify for Gifted Education.

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.
- 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

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 are mostly excerpts from the FCPS 2007-2013 Division Comprehensive Plan. 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, nearby petroleum releases, and other 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, petroleum releases and other 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 colocated 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.

PUBLIC FACILITIES

POLICY: FCPS WILL CONTINUE TO FOCUS ON STUDENT ACHIEVEMENT AND WILL PROVIDE EDUCATIONAL OPPORTUNITIES MEETING STUDENTS' NEEDS.

IMPLEMENTATION:

- Students in all population groups will demonstrate high levels of achievement in the core academics and the fine arts as evidenced by increased levels of proficiency on standards of learning assessments, on advanced placement tests, and by grades in dual enrollment courses.
- Students will enroll in coursework that provides opportunities to earn college credit or industry certifications while enrolled in secondary school.
- Students will be prepared for continued learning and application of learning to the workforce.
- Students' academic success, core character traits, and citizenship will be enhanced by parental involvement.
- Student achievement and progress will be reported efficiently to parents.
- Students will benefit from collaborative teacher planning and problem solving.
- Students and staff will learn and work in buildings that are conducive to learning, cost-effective, energy-efficient, at or below program capacity, attractive, and well-maintained.
- Students who are highly talented academically and in the arts will have access to multiple learning opportunities grades 2–12.
- Students will be able to make choices that lead to a healthy and productive lifestyle such as walking or bicycling to school when feasible and safe to do so.

POLICY: FCPS WILL PROVIDE A HIGH QUALITY OF STUDENT LIFE.

IMPLEMENTATION:

- Students will have access to high quality guidance and academic counseling services.
- Students will learn in a safe and orderly environment.

PUBLIC FACILITIES

- Students will have access to nutritious and healthy meals that meet RDA guidelines.
- Students will be encouraged to participate in school-sponsored extra- and co-curricular activities.

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:

- Northwest Regional Education Program, or NREP.
- Frederick County Educational Foundation.
- Frederick County Parks and Recreation.
- Frederick County Sheriff's Office.
- Mountain Vista Governor's School, or MVGS.
- Performing and Visual Arts Northwest, or PAVAN.
- Blue Ridge Environmental Studies Regional Summer Governor's School.
- Access Independence.
- The ARC of Northern Shenandoah Valley.
- Child Development Clinic of Northwestern Virginia.
- Child Parent Center.
- Frederick County Parent Resource Center.
- Northwestern Community Services.
- Parent to Parent.
- Shenandoah University.
- Virginia Board for People with Disabilities.
- Youth Development Center.
- Winchester Area Autism Spectrum Disorder Family Support Group.
- Virginia Autism Resource Center.

PUBLIC FACILITIES

SUPPORTING MATERIALS AND RESOURCES

- Frederick County Public School Division Comprehensive Plan – Charting Progress 2007 – 2013
- 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

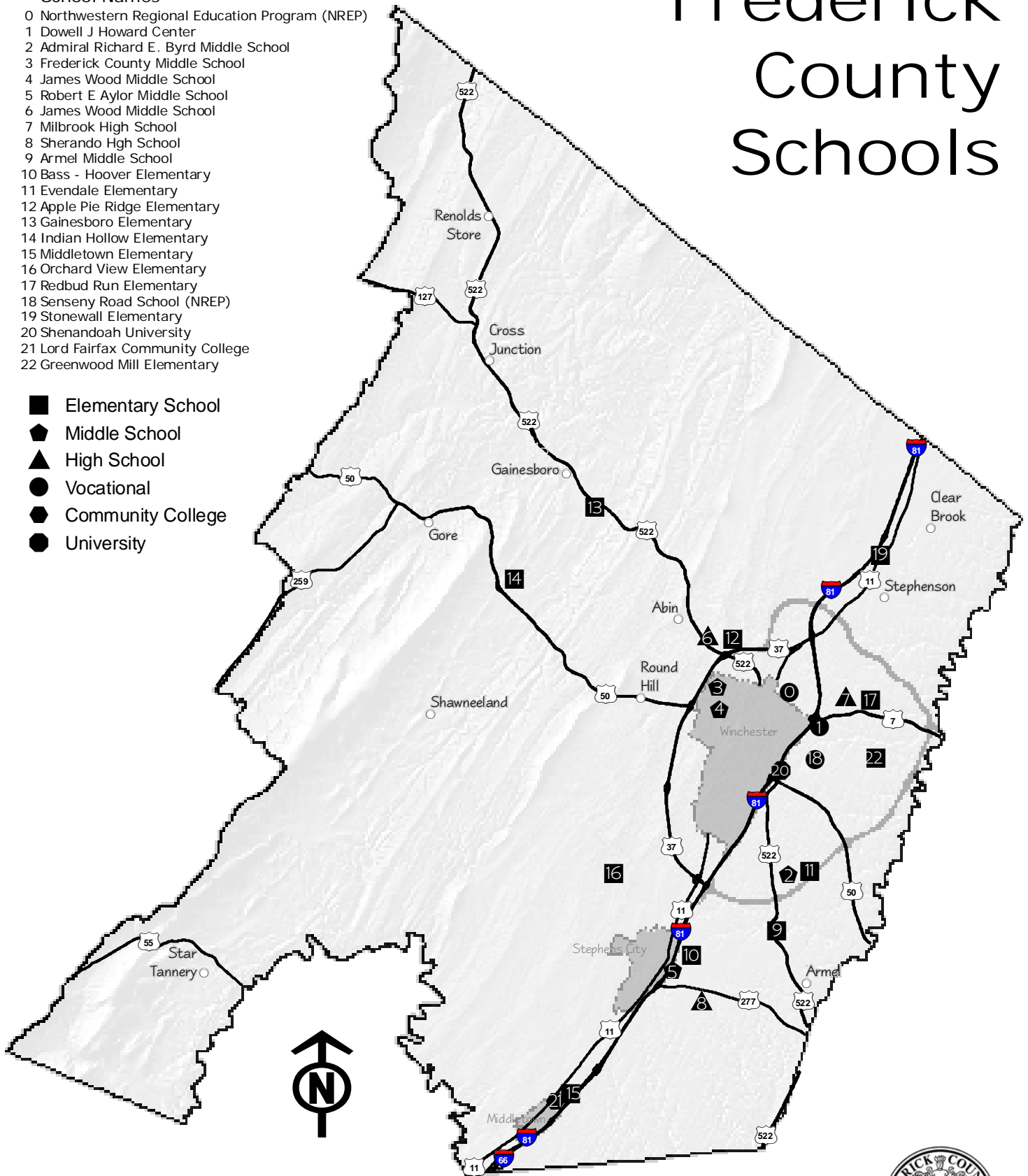
PUBLIC FACILITIES

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 Millbrook 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



2030 Comprehensive Plan
Adopted April __, 2011

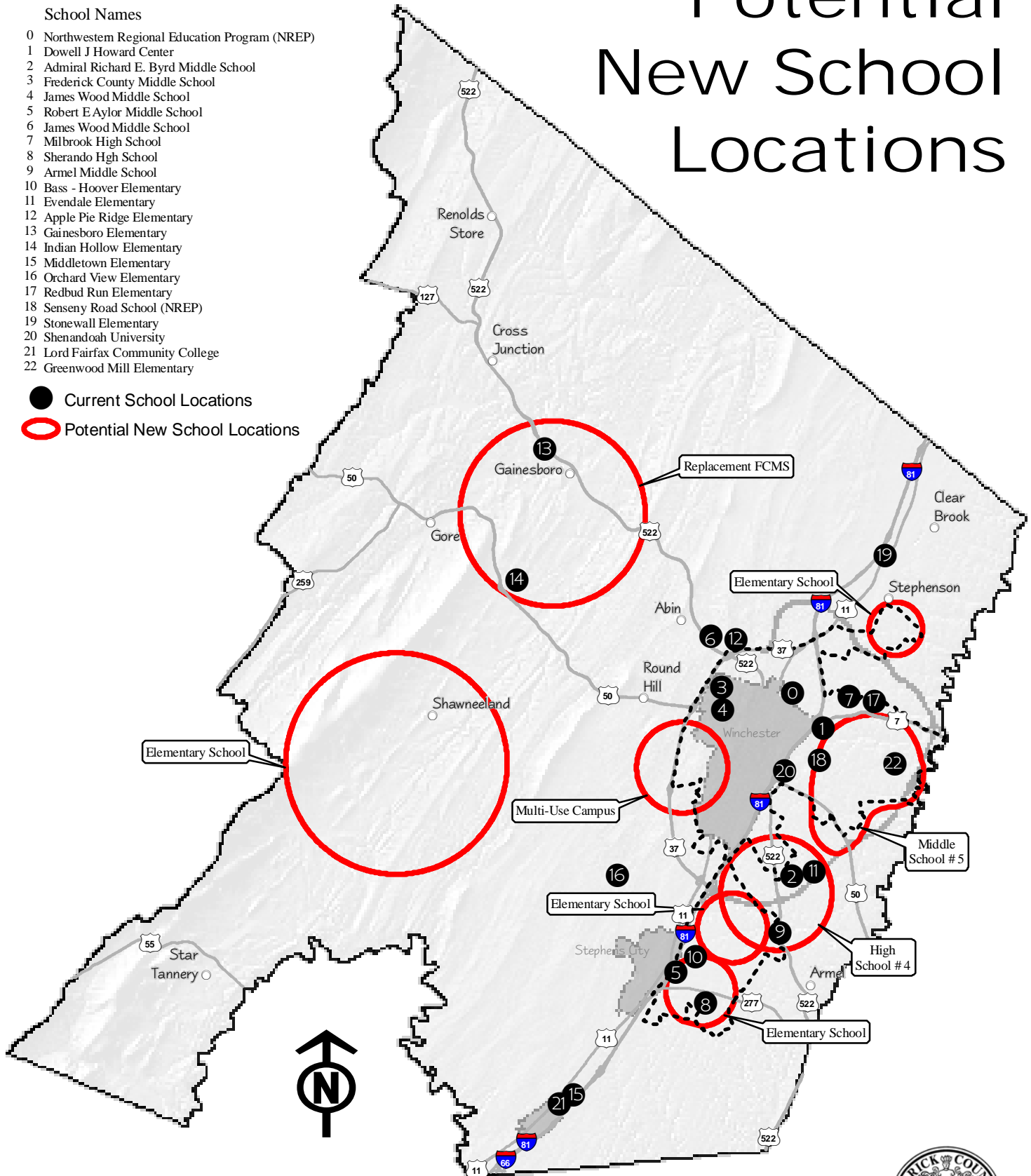


Potential New School Locations

School Names

- 0 Northwestem 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

- Current School Locations
- Potential New School Locations



FREDERICK COUNTY PARKS AND RECREATION

"The Frederick County Parks and Recreation Department is committed to promoting and providing quality parks and recreational facilities, programs, and leisure opportunities for our community" (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 important to promote the importance of small playgrounds and open spaces being near every dwelling. Accordingly, parks and recreation facilities are a critical component of building community with community facilities.

CURRENT CONDITIONS

Facilities

There are five classifications of parks including Mini, Neighborhood, Community, and 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 four neighborhood parks. Both 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. The four County neighborhood parks are located at the Reynolds Store Fire Company

PUBLIC FACILITIES

and Gainesboro Fire Company in the Gainesboro District, the Round Hill Fire Company in the Back Creek District, and the Frederick Heights subdivision in the Red Bud District. These neighborhood parks consist primarily of playground equipment for young children.

Master development plans were adopted for both Clearbrook and Sherando Parks which established development goals for each park, identified unmet recreational needs, provided unified facility plans, and proposed 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 a swimming pool complex, additional sports venues, picnic areas, and maintenance support facilities. Since the adoption of the Master Plans, the County has completed the construction of: two outdoor swimming pool complexes, four irrigated soccer fields, a maintenance building, three shelters, a gazebo, two playground areas, two sand volleyball courts and two fields of a four field softball complex. The County has also purchased an area to house the maintenance operations for Clearbrook Park. Additional recreational facilities currently provided are athletic fields, playground, and picnic areas with a variety of recreational opportunities such as horseshoes, fishing, paddleboats, volleyball, open space areas, and support facilities. Clearbrook Park, Sherando Park, neighborhood parks and all public schools are maintained by the Parks Division of the County Parks and Recreation Department.

In addition to the improvements completed at the park sites, the County has also constructed a 3mile bicycle/pedestrian trail that serves several residential areas east of Stephens City.

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, as well as, trips and excursions.

PUBLIC FACILITIES

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.

FUTURE FOCUS

In order to meet the future service demands on the County's two district parks, the Parks and Recreation Department plans to continue implementing the improvements adopted on the Master Plans. 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 the ability to travel safely from their homes to schools, stores, work or recreation areas without having to share the overcrowded arterial and collector roads with automobiles.

As suggested by the 2007 Virginia Outdoor Plan, the area standard for local recreation and park sites in Virginia is ten acres of developed park land per thousand populations. Frederick County has a population of approximately 77,864 (based on 2010 estimates provided by the Planning Department) and currently manages 401 acres of park land. Of the 401 acres assigned to the parks, about 220 acres are developed for both active and passive uses.

PUBLIC FACILITIES

Using the population projections provided by the Frederick County Planning Department, an additional 559 acres of developed park land are needed to meet the current demand; another 178 acres by 2020, and a further 189 acres by 2030 will be required if we are to keep pace with the recommended standards of the ten acres per thousand population. It is estimated by the Parks and Recreation Department that by the year 2030, Frederick County will need approximately 1,145 acres of developed park land to adequately serve the County's projected population of 114,539.

There are five classifications of parks including Mini, Neighborhood, Community, and District Parks and Greenways. The classification depends on the size, service area, purpose, character, and location. Maps illustrating potential park locations based on population estimates and tables illustrating the current and existing facility standards and shortfalls are included within Appendix II of this Plan.

COMMUNITY BENEFITS

The Frederick County Parks and Recreation Department is building a sense of community through people, parks, and recreational opportunities. Families and organizations alike look to Frederick County Parks and Recreation to meet their leisure needs. Over 1.1 million recreational contact hours to youth, senior, and family programs are provided through programs offered by or facilitated through Frederick County Parks and Recreation in 2010. An estimated 430,000 people visited the two District Parks in that same year.

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.
- Promote the completion of a County-wide recreation plan which identifies recreational, park, and open space needs.

PUBLIC FACILITIES

- 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 utilize State and Federal grants and loans for financing and programming County recreational needs and especially for 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 AS THE MAJOR SOURCE OF RECREATIONAL FACILITIES AND ACTIVITIES.**

IMPLEMENTATION:

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

PUBLIC FACILITIES

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 Green Infrastructure resources to identify appropriate locations for greenways, Community, Neighborhood and Mini Parks including connectivity consistent with the 2007 MPO Bike and Pedestrian Plan.
- Strategically locate parks in or near Neighborhood Villages and Urban Centers to meet population based needs

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

IMPLEMENTATION:

- Prepare 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.

PUBLIC FACILITIES

Cosponsored Youth Recreation Providers.

These organizations provide recreation to county youth and are provided field space and other services.

- National Little League Baseball and Softball
- American Little League Baseball and Softball
- American Legion Baseball
- AAU Rising Stars Basketball
- AAU Mavericks Softball
- Blue Ridge Youth Soccer Association.

Frederick County Public Schools

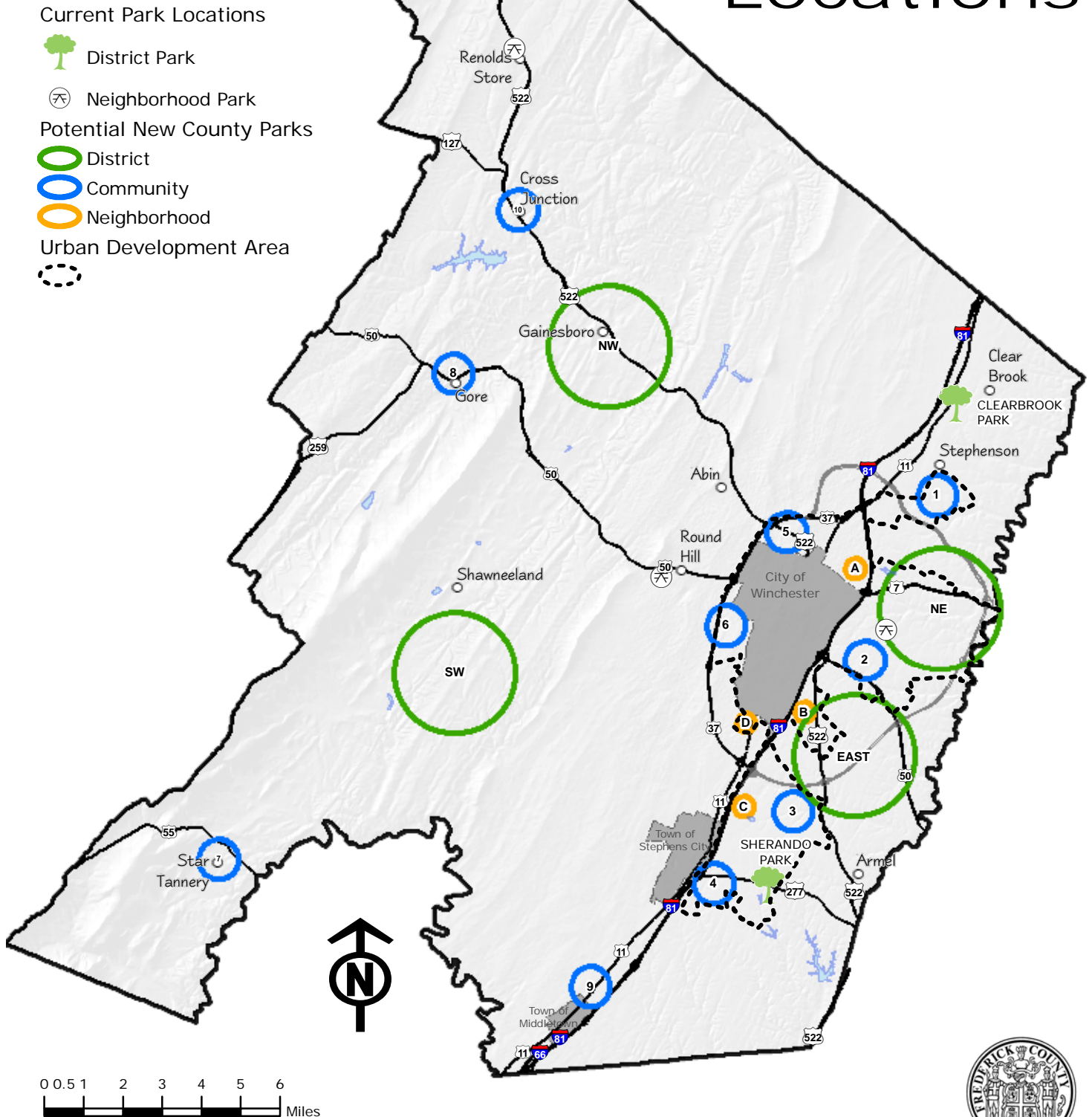
Frederick County Public Schools (FCPS) locations provide recreation areas for recreation programming and general public use. Under a cooperative use agreement with FCPS, Frederick County Parks and Recreation operates five community centers at FCPS sites and maintains a large percentage of FCPS open space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

SUPPORTING MATERIALS AND RESOURCES

- 2007 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

PUBLIC FACILITIES

Potential New County Park Locations



PUBLIC FACILITIES

HANDLEY LIBRARY

CURRENT CONDITIONS

Frederick County participates in the Handley Regional Library with Winchester and Clarke County. Handley Regional Library currently supplies library services through three libraries: the Mary Jane & James L. Bowman Library in Stephens City (35,000 sq. ft.), Handley Library in Winchester (34,000 sq. ft.), and the Clarke County Library in Berryville (5,000 sq. ft.). Frederick County residents borrow about 60% of their materials from the Bowman Library and 39% from the Handley Library. Frederick County residents account for 85% of all the items loaned at Bowman Library and 55% at Handley Library (June 2008-May 2009).

Currently, library services include the selection and checkout of materials (books, magazines, audio books, DVDs and videos, and music CDs) to children and adults. Library staff provides assistance to users to find answers to questions, to locate library materials, and to use library computers and software. Children's Services staff provides activities that encourage reading and learning in children from preschool through high school. Through the library's webpage, users with library cards have access to databases that provide newspaper articles, magazine and journal articles, books, and downloadable audio books. The Stewart Bell Jr. Archives collects materials relating to the history of the northern Shenandoah Valley and helps local residents and visitor from all over the world locate the documents and information they seek. Library staff members also teach basic introductory courses in computer use and software.

The Handley Regional Library Board's Long-Range Plan directs the planning and decision making of the regional system. It is revised annually and fully updated every five years.

FUTURE FOCUS

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.

PUBLIC FACILITIES

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.

COMMUNITY BENEFITS

The mission of Handley Regional Library is to provide our community access to the best resources that educate, inform, entertain, and inspire. Handley Regional Library serves those in the population who cannot afford to purchase books as well as those that lack computers and Internet access. Through the pooling of funds, the library makes available to the public at large expensive printed works, audio books, downloadable books, and computer databases that an individual or most companies cannot afford. In addition, the Stewart Bell Jr. Archives maintains a large collection of historic documents and media for public consultation.

The Library serves all age groups from very young children to senior citizens providing both recreational and education materials. The libraries in the system are favorite locations for families to visit together and serve many children and adults when they are working on school assignments or for self-improvement.

PUBLIC FACILITIES

Through its participation in the Regional Library system, Frederick County receives the benefit of the Commonwealth's contribution to the library system, the contributions of other two jurisdictions, the revenue from the library's endowments (that were provided by donations from residents of all jurisdictions), and the use of the Clarke County and Handley Library. All these provide a much richer library environment than any single jurisdiction can provide.

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.
- 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.

PUBLIC FACILITIES

COMMUNITY PARTNERS AND STAKEHOLDERS

The Handley Regional Library Board is the governing board for the regional library system and acts as its own fiscal agent. The Code of Virginia, §42.1-37 to §42.1-42, treats the powers and duties of regional library boards.

Frederick County appoints five members to the 10-member Library Board. A member of the Frederick County Board of Supervisors also serves as a non-voting liaison to the Library Board.

Handley Regional Library works with the following to promote reading and literacy and in some purchasing decisions:

- Frederick County schools,
- Lord Fairfax Community College
- Shenandoah University

SUPPORTING MATERIALS AND RESOURCES

- Handley Regional Library Joint Operating Agreement, 1995.
- Planning for Library Excellence: Standards for Virginia Public Libraries, Library of Virginia, 2009.
- Requirements which must be met in order to receive [state] Grants-in-Aid. Library of Virginia, 1991.

FREDERICK COUNTY EMERGENCY SERVICES

CURRENT CONDITIONS

The Frederick County Fire and Rescue Department was established in 1990 to provide support and guidance for the eleven volunteer fire and rescue companies that provide fire suppression and emergency medical services to the citizens of Frederick County. Each of the volunteer fire and rescue company provides fire suppression and Emergency Medical transport services, nine provide advanced life support (ALS) emergency medical service, and two provide basic life support emergency medical service.

Most of the apparatus operated by the volunteer fire and rescue companies are owned by and have been purchased through the fund raising efforts of each individual company. In addition, the County owns and operates two ALS first response vehicles, which are stationed at Company 16, Gainesboro Volunteer Fire and Rescue Company and Company 18, Greenwood Volunteer Fire and Rescue Company. In 2007, the Training Division acquired a used pumper from Fairfax City to be used for training volunteer and career personnel. The pumper has been fully equipped and been used by the volunteer fire and rescue companies when they have apparatus out of service.

Staffing of the fire and rescue stations is accomplished by a combination of volunteers from each community and is supplemented by career fire and rescue personnel employed by Frederick County. The volunteers provide 24 hour a day, seven day a-week coverage in all of the fire and rescue stations. The career fire and rescue personnel staff ten of the eleven stations, three stations with daytime staffing only five days a week and the remaining seven with a combination of daytime staffing of two persons providing 24 hour coverage seven days a week.

The Fire and Rescue Department office is divided into four divisions. These divisions are Operations, Training, Life Safety and Emergency Management. The office is headed by a full-time Chief who is employed by the County. The Chief is responsible for the supervision of all of the Departments operations. This includes the supervision of all career personnel, coordinating the service delivery of the volunteer fire and rescue companies, overseeing emergency services planning, providing volunteer and career training programs, disaster and hazardous material coordination, and managing Department resources.

FUTURE FOCUS

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

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.

COMMUNITY BENEFITS

Over the years, the County Fire and Rescue Companies have provided much more than fire and rescue services. The Stations or "fire halls," as commonly referred to, evolved out of necessity. They have become the social hub for the community in which they serve. Small groups of forward thinking citizens, realizing the need for fire and rescue services, chartered many of the companies. As the community has changed, the fire companies have adapted. In many cases, the firehouse has always been the community meeting place. Many of the companies hold fundraisers such as bingo, dinners, and yard parties to support their needs and the civic commitment.

PUBLIC FACILITIES

Civic organizations, homeowners associations, and businesses utilize the social halls for meetings, training, and seasonal gatherings. The community firehouse is viewed as a “safe haven” during any large emergency incident, natural or manmade. The companies offer important community information and training classes of various topics, including proper child safety seat installation to first aid and C.P.R. instruction. The potential for community outreach is endless. Community based service delivery is more economical and convenient to the citizens and business partners of the county.

Primarily the companies are self supporting through fundraising, donations, and contributions from the County government. Satellite services provide social character in common demographical areas in the community.

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.
- 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.

PUBLIC FACILITIES

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 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.

PUBLIC FACILITIES

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 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 county wide channel to a repeater configuration.
- 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.

PUBLIC FACILITIES

COMMUNITY PARTNERS AND STAKEHOLDERS

- Frederick County Fire and Rescue Department
- Volunteer Fire and Rescue Companies:
 - *Company 11 – Stephens City Fire and Rescue Company*
 - *Company 12 – Middletown Fire and Rescue Company*
 - *Company 13 – Clear Brook Fire and Rescue Company*
 - *Company 14 – Gore Fire and Rescue Company*
 - *Company 15 – Round Hill Community Fire and Rescue Company*
 - *Company 16 – Gainesboro Fire and Rescue Company*
 - *Company 17 – Star Tannery Fire and Rescue Company*
 - *Company 18 – Greenwood Fire and Rescue Company*
 - *Company 19 – North Mountain Fire and Rescue Company*
 - *Company 20 – Reynolds Store Fire and Rescue Company*
 - *Company 21 – Millwood Station Fire and Rescue Company*
- Frederick County Sheriff's Office
- Frederick County Treasurer's Office
- Frederick County Commissioner of Revenue's Office

SUPPORTING MATERIALS AND RESOURCES

- National Fire Protection Association (NFPA) 1720, Standard for Organization and Deployment of Fire Suppression Operations by Volunteer Fire Departments.
- Frederick County Capital Improvements Plan 2009-2010.
- Government Service Learning Project 1999.
- Frederick County Fire and Rescue Proposed Fiscal 2008-2009 Budget.
- Federal Communications Commission Second Report and Order, February 20, 1997
- Federal Communications Commission Third Report and Order, March 22, 2007

PUBLIC FACILITIES

WINCHESTER REGIONAL AIRPORT

CURRENT CONDITIONS

The Winchester Regional Airport is a 375-acre, all weather, 24-hour general aviation airport with a 5,500 foot runway located southeast of Interstate 81, Exit 313A. The facility currently has 75 tie down spaces, two 12,000 square foot public common hangars, 52 T-hangars, and three private corporate hangars. Based aircraft total 80, and range in size from single engine to large cabin class business aircraft. Services available include 24-hour U.S. Customs and Immigration, 24-hour on call line service, automated weather observation system, computerized weather and flight planning equipment, full instrument landing system, and rental car service.

The Winchester Regional Airport Authority (WRAA) was formed by the Virginia General Assembly on July 1, 1987. The Authority consists of representatives from the City of Winchester and Frederick, Clarke, Shenandoah, and Warren Counties. Since its formation, the WRAA has embarked on an extensive airport improvement program. Major capital improvements have been accomplished in order to comply with Federal safety and design standards.

Collaborating with Frederick County and the Virginia Department of Transportation (VDOT), the Authority has also made improvements to primary access roads for the Airport. To date, more than \$19 million dollars has been invested in the Winchester Regional Airport's capital improvements, equipment, and promotions through funding received from the Federal Aviation Administration, Virginia Department of Aviation, and the local jurisdictions.

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 rezonings 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.

FUTURE FOCUS

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 rezonings 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.

Airport Support Area

Winchester

Legend:

- Airport Tarmac & Runway
- Airport Support Area

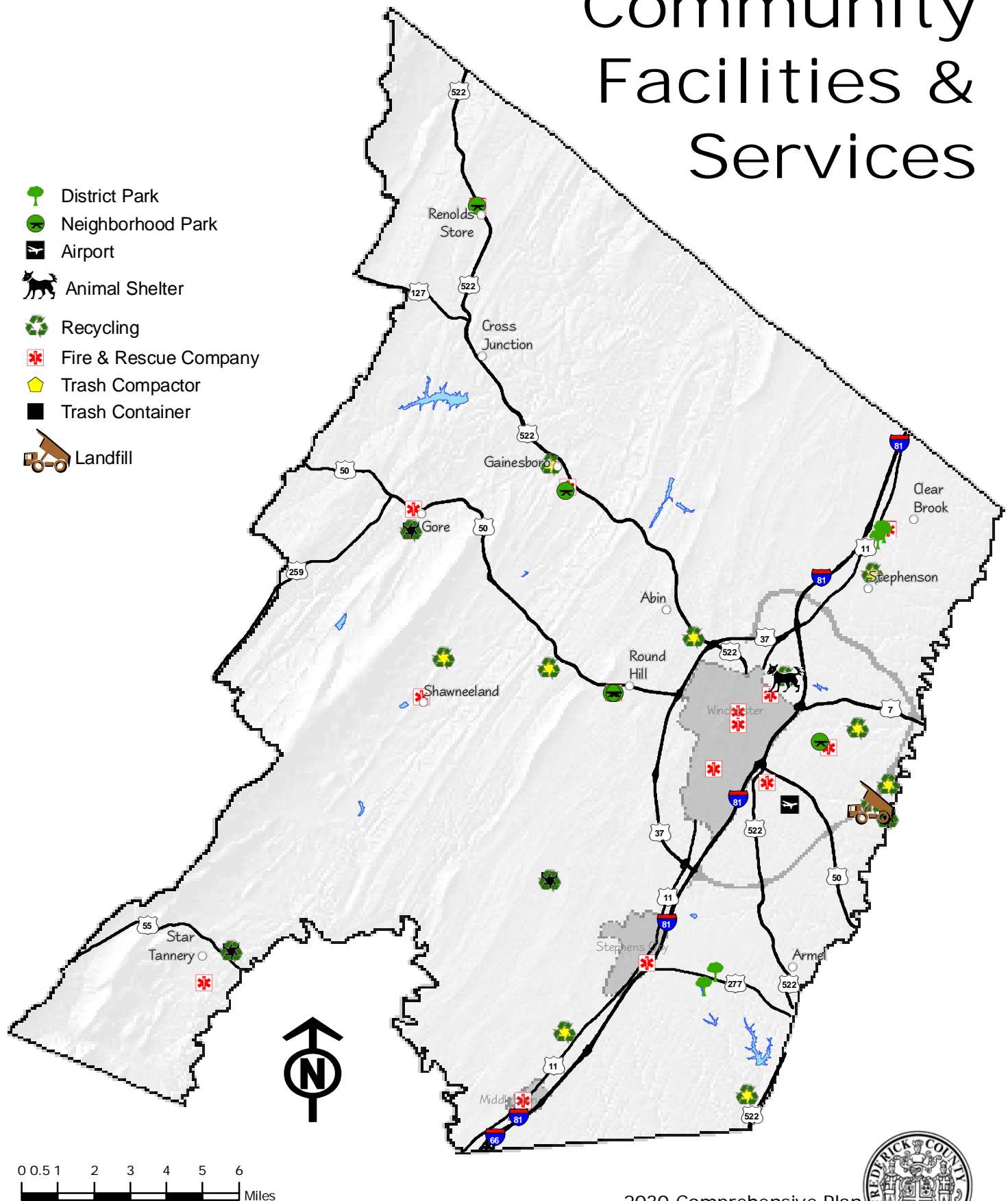
2030 Comprehensive Plan
Adopted April __, 2011

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Frederick County



Community Facilities & Services



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 sustainable 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

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
- Developmentally Sensitive Areas
- Agricultural and Forestal Areas
- Stormwater Management
- Erosion and Sediment Control
- Green Infrastructure
- Light and Noise Pollution

FUTURE FOCUS

The intent of this Chapter is to provide guidance that the future of the County's natural resources is sustainable. 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, County representatives 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.

NATURAL RESOURCES

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 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.

NATURAL RESOURCES

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 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 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 TO ENSURE THAT ADEQUATE WATER SUPPLIES ARE MAINTAINED, AND WORK TOWARD DEVELOPING INCREASED WATER SUPPLIES TO MEET FUTURE NEEDS.**

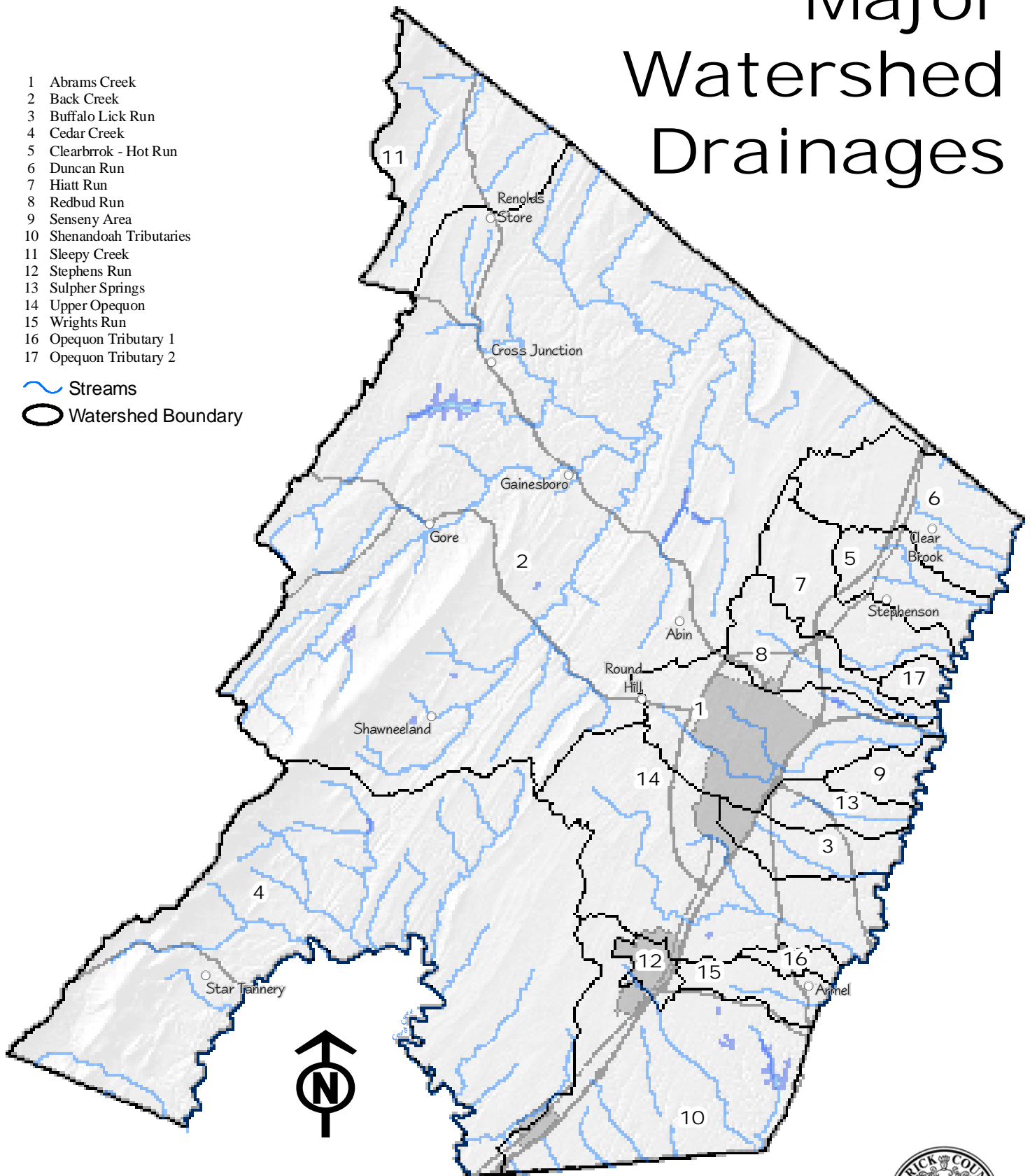
IMPLEMENTATION:

- 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.

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



0 0.5 1 2 3 4 5 6
Miles

2030 Comprehensive Plan
Adopted April __, 2011



NATURAL RESOURCES

NATURAL RESOURCES

NATURAL RESOURCES

- 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 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 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.

NATURAL RESOURCES

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 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 collaboratively promote agricultural best management practices.
- Work with the above to collaboratively 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.

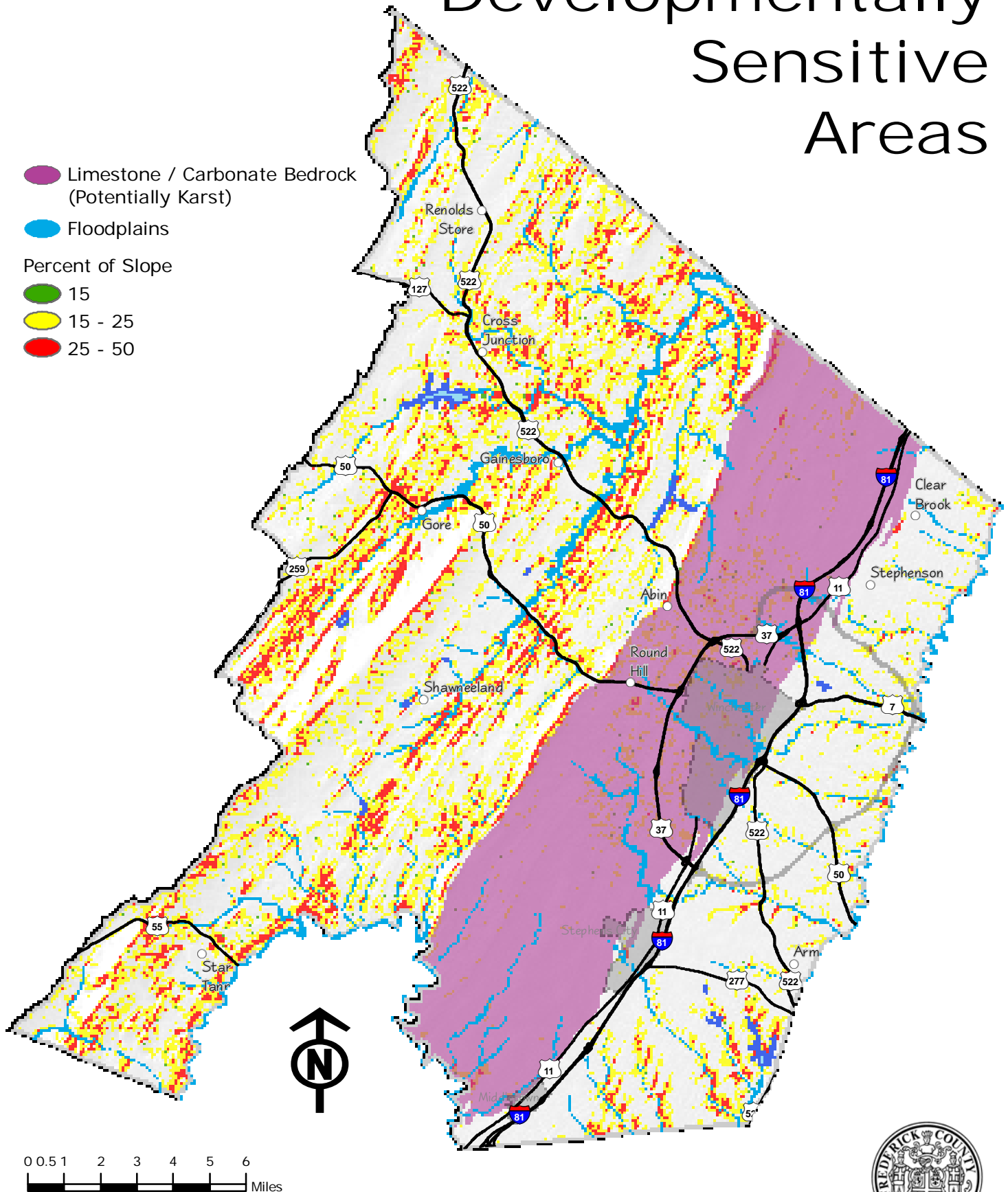
DEVELOPMENTALLY SENSITIVE AREAS

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 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.

Developmentally Sensitive Areas



NATURAL RESOURCES

NATURAL RESOURCES

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 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.

NATURAL RESOURCES

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

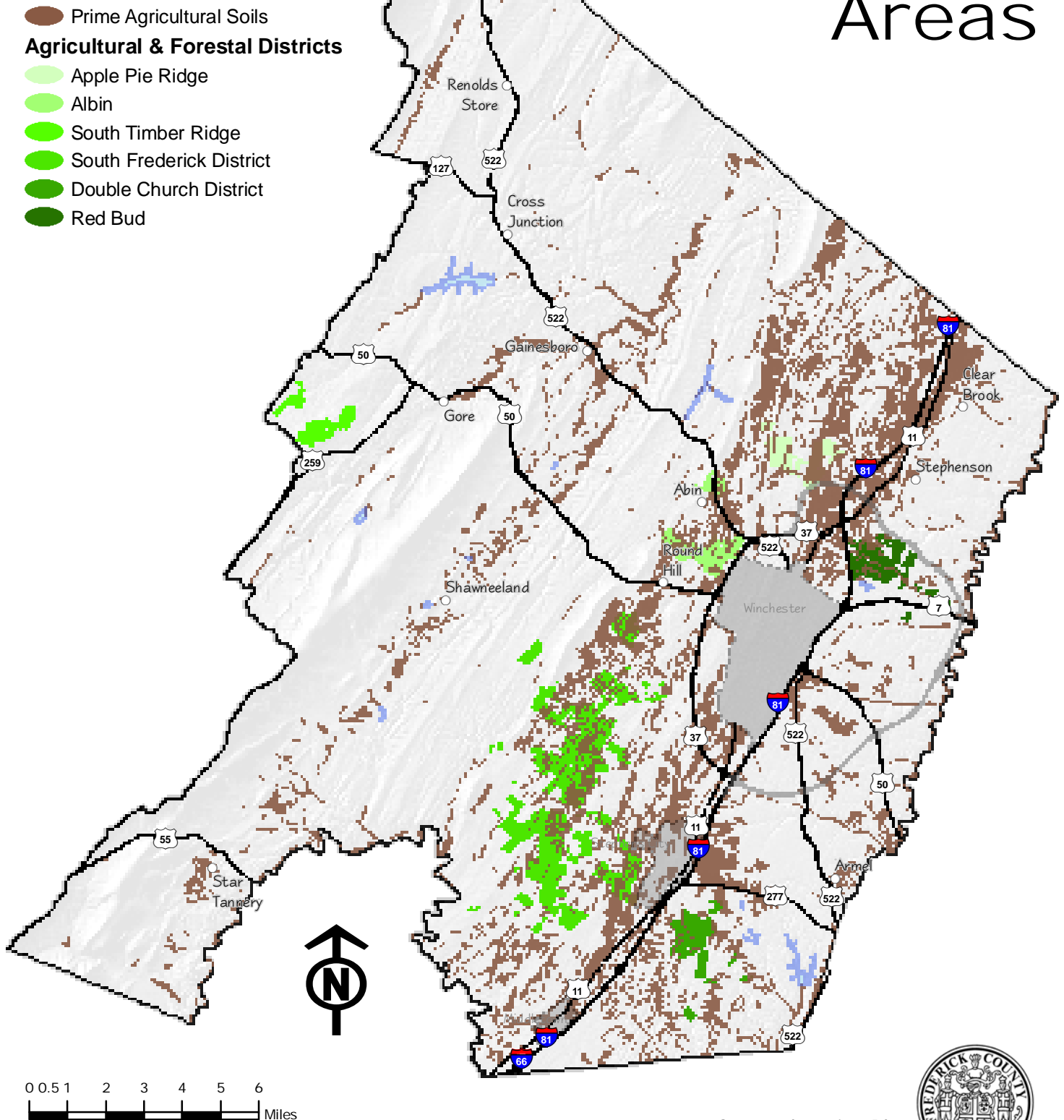
IMPLEMENTATION:

- 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 utilizing 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 utilize small scale Low Impact Development 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.

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 economical 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.

Agricultural & Forestral Areas



NATURAL RESOURCES

NATURAL RESOURCES

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 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).

NATURAL RESOURCES

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

NATURAL RESOURCES

to ensure that structures and grading are designed to fit the site.

- 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.

NATURAL RESOURCES

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 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.

NATURAL RESOURCES

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 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)

The use of aspects of Sustainable Sites design should be implemented in the County and encouraged for new developments. Sustainable Sites is a component of the United States Green Building Council's (USGBC) LEED® program and Green Building Initiative (Green Globes®) rating system programs. These programs give guidance that suggests 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. These programs state that 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.

NATURAL RESOURCES

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.

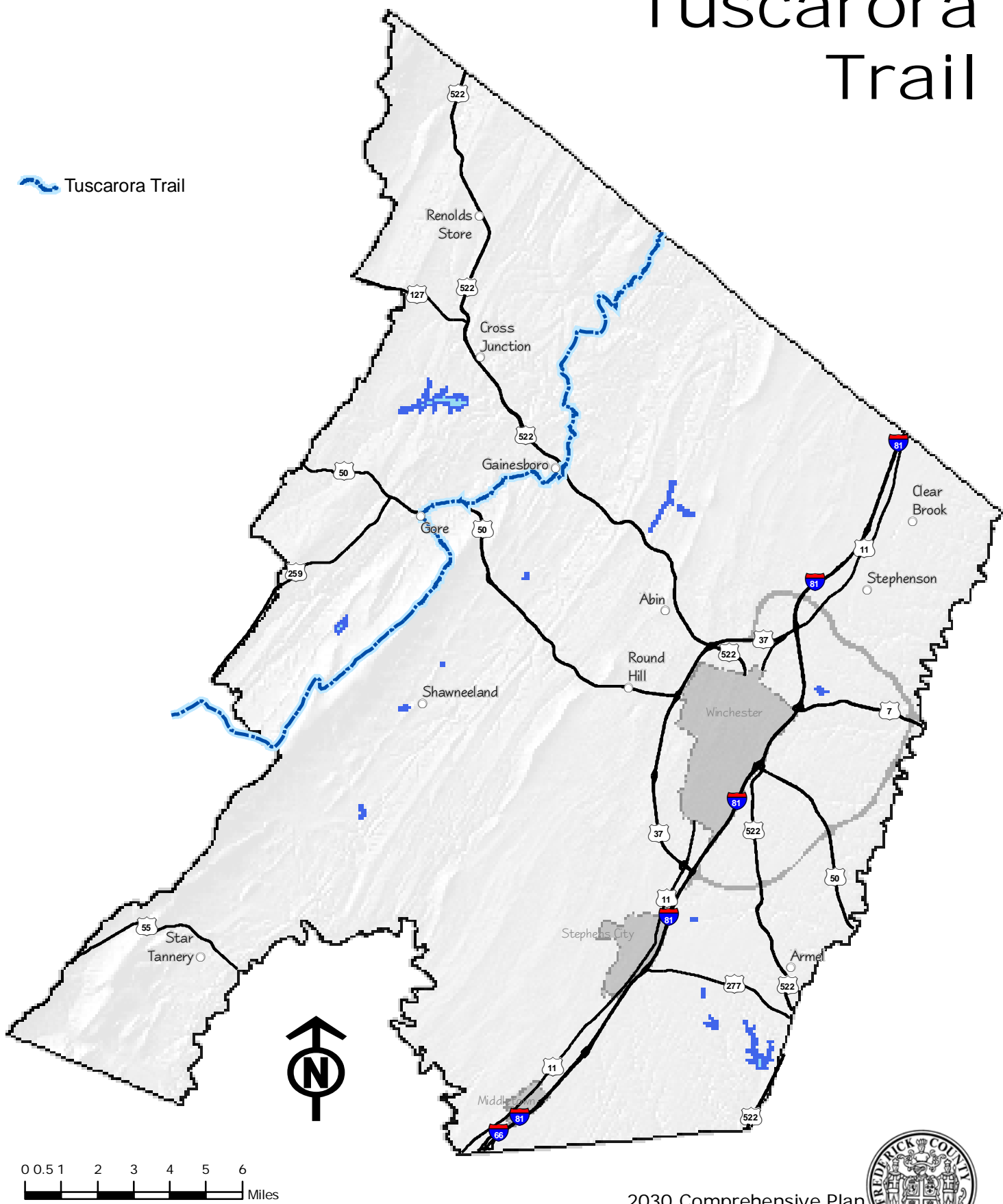
GREENWAYS

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.

GREENWAYS, TRAILS, AND THE 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.

Tuscarora Trail



NATURAL RESOURCES

NATURAL RESOURCES

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.

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.

NATURAL RESOURCES

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 OF URBAN AND RURAL NATURAL AREAS 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.

NATURAL RESOURCES

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

IMPLEMENTATION:

- Evaluate current lighting ordinances to assess effectiveness in reducing light pollution caused by up-lighting, excessive lighting, glare and light trespass.
- 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.

NATURAL RESOURCES

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 Department
- Frederick County Department of Public Works
- Frederick-Winchester Service Authority
- Frederick County Sanitation Authority
- 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, Frederick Office
- The Opequon Watershed, Inc.
- Northern Shenandoah Valley Regional Commission
- U.S. Army Corps of Engineers
- U.S. Fish and Wildlife Service

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. Hydrogeology and Ground-Water Availability in the Carbonate Aquifer System of Frederick County, Virginia, U.S. Geological Survey
7. Chesapeake Stormwater Network Technical Bulletin-Stormwater Design Guidelines for Karst
8. 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 more 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 an 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. The box to the right provides a list of these structures which are recognized on the National and State levels.

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 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.

HISTORIC RESOURCES

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.

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).

FUTURE FOCUS

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.

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.

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 others.

The economic and cultural importance of historic resources will be promoted. In combination with historic preservation and heritage tourism efforts, HRAB will partner with local agencies, organizations, and other appropriate groups to provide education sessions concerning preservation methods and programs.

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

HISTORIC RESOURCES

occurring in this area. Community and economic benefits follow a well-balanced development plan.

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 50 years old or older 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.

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

HISTORIC RESOURCES

resources and landscapes and new development. This balance can be 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 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, Indian 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

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 Department by reviewing specific development proposals for potential impact on historic components of the development site and surrounding areas and making recommendations regarding 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.
- 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 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

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.
- Develop regulations for reuse and rehabilitation of historic structures to maintain character of community, both residential and business.
- Create 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.
- Utilize and promote Federal, State, and Local tax credits to encourage rehabilitation of historic structures.
- 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 development planning.

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- Create zoning, impact analysis and engineering requirements, conservation easements, and tax incentives for voluntary and required protection of privately owned HDS&D.
- 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 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 works 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
- Frederick County-Winchester Battlefield Task Force

HISTORIC RESOURCES

- Shenandoah Valley Battlefield Foundation
- Winchester-Frederick County Convention & Visitors Bureau (CVB)
- 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

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

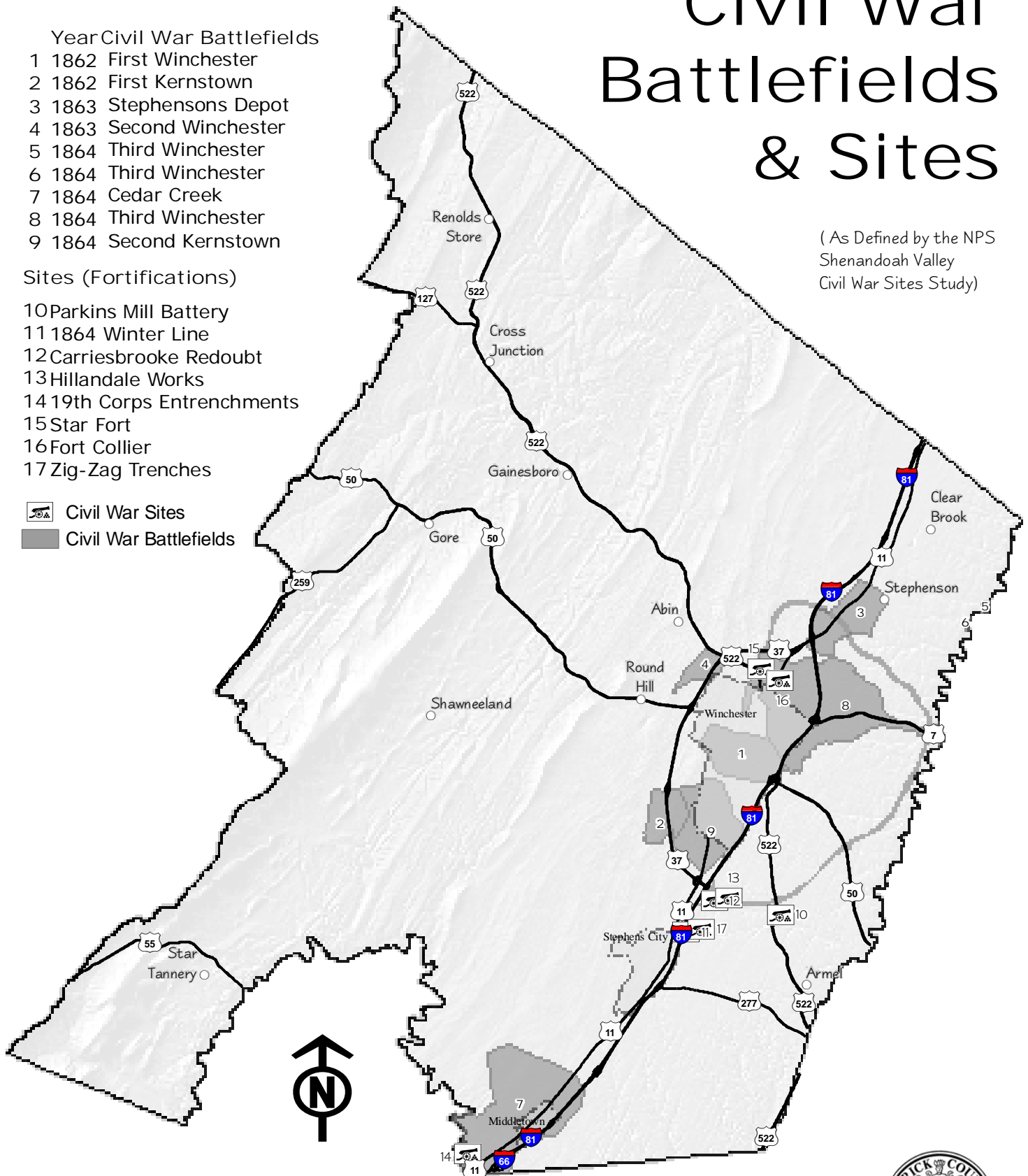
(As Defined by the NPS
Shenandoah Valley
Civil War Sites Study)

- | 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 Carriesbrooke 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 Battelfield
 - 4 Gravel Springs
 - 5 Green Spring
 - 6 Kernstown Battlefield
 - 7 Kline's Mill
 - 8 Marlboro
 - 9 Middletown
 - 10 Opgeun
 - 11 Star Tannery
 - 12 Stephens City (on Register)
 - 13 Third Winchester Battlefield
 - 14 White Hall

■ Possible Historic Districts

