

## *Land Use*

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This plan contains general land use concepts for the future development of Frederick County. It describes the general development patterns that are presently taking place and those that are anticipated or planned. As planning efforts continue, more specific concepts will be developed for interchange areas, rural community centers, and other areas. Such plans will combine planning for land use with planning for roads and facilities.

The primary land use concept in this plan is the Urban Development Area (UDA), which in effect divides the County into rural and urban areas. The Urban Development Area defines the general area in which more intensive forms of residential development will occur.

In general, areas to be planned for urban development or for other forms of development can be determined based on the location of existing facilities and uses and on the physical characteristics of the land. By carefully evaluating these and other factors, a land use plan can be adopted which is reasonable and sustainable against challenge.

### **Urban Development Area**

In order to manage growth it is important to appropriately designate the general location of planned urban development. The area designated would contain more intensive development and will therefore need to be provided with utilities, improved roads, and other urban facilities. By designating the Urban Development Area and confining urban development to that area, the County is able to determine where to direct special, intensive efforts at providing facilities and services. The Urban Development Area is intended to contain enough land to accommodate the urban and suburban development that will occur throughout the next decade.

To determine the shape, location, and size of the Urban Development Area, the existing patterns of land use, the suitability of land for development, and the existing and planned sewage facilities were considered. The drainage areas in the eastern half of the County, including all that might reasonably be provided with sewer and water service, have been evaluated according to existing development and zoning, the location of existing sewer and water facilities, and the potential for future development. These evaluations have been used to group drainage areas and portions of drainage areas into a reasonable boundary for an Urban Development Area.

There is a need to provide a diversity of types of locations for various types of development in order to accommodate a competitive land market, and provide for consumer choice. Therefore, sufficient land needs to be included in the Urban Development Area. In addition, providing sufficient land in the Urban Development Area should also decrease development pressures in the rural areas. Though there are other areas that could potentially be included in the Urban Development Area, important agricultural areas such as the Agricultural and Forestal Districts should not be included.

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The Urban Development Area is drawn primarily according to the existing development patterns, sewer facilities, and physical characteristics. It is not expected that the Urban Development Area will be fully developed during the next five or ten years. More urban land needs to be provided than will actually be developed to maintain a competitive housing and real estate market. Urban and suburban residential development should be confined to the Urban Development Area in order to allow for the provision of the facilities and services needed to support such development.

There are a number of drainage areas in the County that currently contain sewer and water facilities, including the following:



- Abrams Creek, east of Interstate 81
- Abrams Creek, inside of the Route 37/Interstate 81 loop
- Upper Opequon, east of Interstate 81 and west of Route 522 South
- Upper Opequon inside the Route 37/Interstate 81 loop and in the Route 11/Route 37/Interstate 81 interchange area
- Redbud Run inside the Route 37/Interstate 81 loop
- Redbud Run north of Route 37 (Stonewall Industrial Park)
- Wrights Run, west of Route 636
- The Senseny Road area
- Stephens Run (a small portion)
- Buffalo Lick Run (western portion)
- Sulphur Springs Run (western portion)

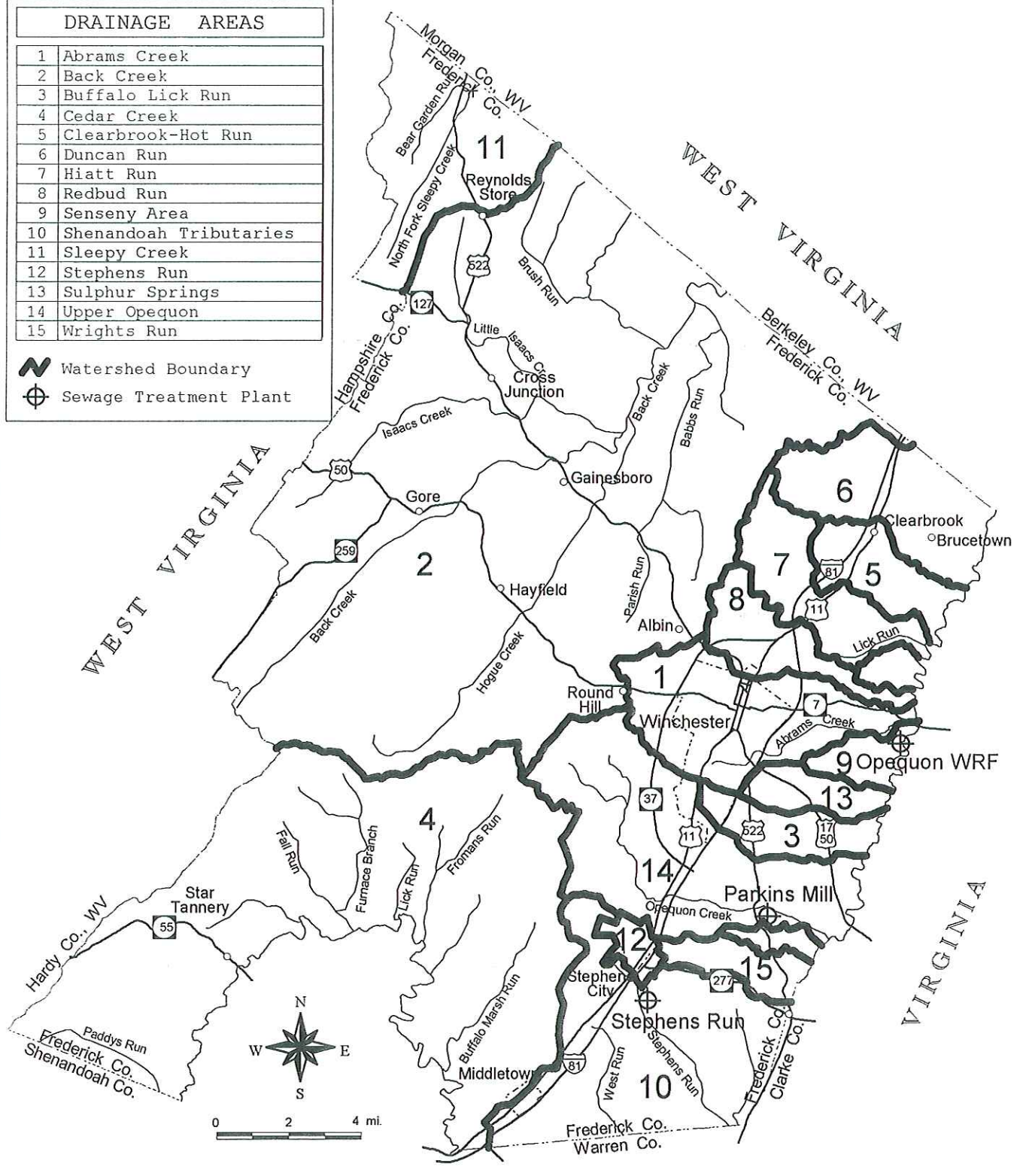
These areas are included in the Urban Development Area. The boundaries of these areas can be defined by either drainage divides or by following roads, streams, and other features. Combining these drainage areas, we can estimate that there are over 16,000 acres of land contained in the Opequon plant service area. As of 1987, there were 2,701 dwellings, 13,544 acres vacant, and 1,230 acres of vacant land zoned RP. There is obviously sufficient land in this area to contain the new dwellings that can be accommodated using planned facilities.

Because it is developed in a large lot suburban pattern, the Apple Pie Ridge area has been included in the Urban Development Area. However, there is no plan to serve that area with public sewerage.

### DRAINAGE AREAS

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

-  Watershed Boundary
-  Sewage Treatment Plant



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**Table 8:**  
**Potential Dwellings, Size in Acres, and Zoning of Drainage Areas  
 in the Urban Development Area**

Drainage Area	Existing Dwellings	Vacant RP Land	Potential Dwelling RP Land	Vacant Business or Industrial	Total Vacant Land	Total Land
Abrams, East of 81	1,343	434	1,302	122	2,735	3,649
Abrams, inside 37 & 81	209	155	465	115	1,119	1,299
Redbud, inside 37 & 81	224	91	273	642	1,258	1,587
Redbud, north of 37	79	107	321	490	1,649	1,986
Senseny Area	334	138	414	0	1,663	1,977
Sulphur Springs	280	230	690	190	2,056	2,640
Buffalo Lick	232	75	225	471	3,064	3,338
<b>Total Abrams Creek/Opequon Regional</b>	<b>2,701</b>	<b>1,230</b>	<b>3,690</b>	<b>2,030</b>	<b>13,544</b>	<b>16,476</b>
Opequon, east of 81, south branch	652	965	2,895	0	2,631	2,916
Opequon, inside 37 and 81	106	43	129	85	1,595	1,907
Stephens Run	133	11	33	35	219	302
Wrights Run, west of 636	703	180	540	18	458	1,077
<b>Total Parkins Mill/Stephens Run</b>	<b>1,594</b>	<b>1,199</b>	<b>3,597</b>	<b>138</b>	<b>4,903</b>	<b>6,202</b>
<b>Total for UDA</b>	<b>4,295</b>	<b>2,429</b>	<b>7,287</b>	<b>2,168</b>	<b>18,447</b>	<b>22,678</b>

*Source: Frederick County Planning and Development Department, 1987*

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**Table 9:  
Potential Dwellings, Acres, and Zoning within Drainage Areas Outside the Urban Development Area**

Drainage Area	Existing Dwellings	Vacant RP Land	Potential Dwellings RP Land	Vacant B or M Land	Total Vacant Land	Total Land
Abrams, west of Winchester, east of 37	103	0	0	0	2,270	2,413
Clearbrook- Hot Run area	362	0	0	28	2,833	3,417
Hiatt Run	148	84	252	60	3,211	3,486
Opequon, east of 81, north of Opequon Creek	47	4	12	26	2,253	2,345
Redbud, east of 81	21	0	0	0	1,104	1,167
Wrights, east of 636	41	26	78	0	1,258	1,443
<b>Total for Proposed Additions</b>	722	114	342	114	12,929	14,271

*Source: Frederick County Planning and Development Department, 1987*

The population and household projections in the Plan have been used to project housing distributions and densities in the Urban Development Area. Average gross densities of suburban developments in the Urban Development Area have slightly exceeded three units per acre in recent years. The average overall density of the Urban Development Area should at no time exceed three units per acre. There is a need to monitor densities and intensities of development and associated impacts.

In order for new areas of urban and suburban uses to be established in the Urban Development Area, 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 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.

### **Urban Development Area Conclusion**

The Urban Development Area is that area of the County which is intended to be provided with sewer and water service. The Urban Development Area is located in the eastern portion of the County which is underlain primarily by the Martinsburg shale formation. Any new suburban residential development served by sewer and water will have to be located within this area. Suburban residential

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development will be the predominant land use within the area although business and industrial uses will also be present.

Large scale, planned communities with urban densities are proposed as an appropriate form of development in the Urban Development Area. Such planned communities should only be approved if roads and facilities are provided with sufficient capacity to support such developments.

As land is developed in the eastern portion of the Urban Development Area, the stream valleys are being preserved as environmental open space. This approach contributes to the protection of floodplains and water quality and provides a continuous system of green space. This approach should be continued.

New development within the Urban Development Area should only be approved when roads and other infrastructure with sufficient capacity have been provided. Special efforts should be undertaken to provide the necessary infrastructure.

### *Issue:*

- ▶ *Growth within the UDA needs to be continuously monitored to determine the need for new or expanded facilities as well as for expansion of the UDA itself.*

### **Suburban Residential Land Uses**

The majority of land in the Urban Development Area will be used for suburban residential uses. Suburban residential land in Frederick County consists mainly of land zoned RP (Residential Performance) which is served by public sewer and water. This type of residential development has occurred in the eastern portions of the County near Winchester and the Town of Stephens City.

In 1987, it was estimated that there were over 4,500 acres of land in the County zoned RP with sewer and water service available. Of this land, approximately half was used for residences and half remained vacant. Approximately 2,000 acres of this suburban residential land is in the Ash Hollow-Redbud-Senseny Road area to the east of Winchester. Approximately 2,300 acres are in the Fredericktowne-Lakeside area east of Stephens City.

It was also estimated at that time that there were nearly 3,600 homes in suburban residential areas in Frederick County. Using the average gross density of RP developments, it was determined that there was a potential for nearly 6,000 additional dwellings on the then existent vacant suburban residential land.

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In 1983, the R-1, R-2, R-3, and R-6 residential districts in the Frederick County Zoning Ordinance were replaced by the Residential Performance (RP) Zoning District. Performance zoning does not organize land uses into higher and lower districts. Instead, performance zoning uses a minimum number of districts and imposes minimum levels of performance on each land use. In performance zoning, there are specific standards concerning how each use is to be provided. Such standards include provisions for buffering and screening, environmental protection, provision of recreational facilities, and dimensional requirements. Performance zoning is primarily concerned with insuring that development meets certain minimum standards.

**Table 10: Suburban Land Use-Estimated Current and Projected Number of Homes and Acreage\***

<b>GEOGRAPHIC AREA</b>	<b>Suburban Acreage</b>	<b>Acreage used for Homes</b>	<b># of Homes</b>	<b>Vacant Acreage</b>	<b>% of Acreage Vacant</b>	<b>Potential New Homes**</b>
Ash Hollow, Redbud, Senseny	2,070	926	1,723	1,144	55.3	3,342
Sunnyside	323	154	186	169	52.3	507
Kernstown	103	60	106	43	41.7	129
Fredericktowne Lakeside	2,248	1,081	1,561	1,167	51.9	3,501
<b>Total</b>	<b>4,744</b>	<b>2,221</b>	<b>3,576</b>	<b>2,523</b>	<b>53.2</b>	<b>7,479</b>

Source: Frederick County Planning and Development Department, September 1987.

\* Suburban Land Use-land zoned Residential Performance and served by public sewer and water \*\* 3 per acre

### ***Issues:***

- ▶ *There is a need to insure that permitted densities are appropriate for suburban residential development.*
- ▶ *Sufficient land needs to be provided for suburban residential development, however, providing too much suburban land may make the provision of adequate roads, sewers and other services difficult. The County needs to carefully consider the patterns and amount of suburban land when developing plans for the expansion or improvement of facilities.*
- ▶ *The intrusion of either non-residential uses or residential uses of different types or densities, can have a significant negative impact on existing residential areas. Appropriate separation between uses is needed.*

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- ▶ *Development in locations which have steep slopes, floodplains, or other unique environmental features can have a negative impact on the physical environment. Development should be carried out in a manner that protects these features.*
  
- ▶ *Performance standards are needed to guarantee the highest quality of suburban development that is reasonable and feasible.*

### **Business and Industrial Land Uses**

In addition to residential uses, the Urban Development Area will also contain substantial areas of land used for business and industrial uses. Though some business and industrial uses are located outside of the Urban Development Area and the Sewer and Water Service Area, future proposals for such uses outside of these service areas should be given careful consideration.

The table on the following page indicates that there were 292 acres in retail, service, or office uses within Eastern Frederick County in 1987. There were 317 acres in warehousing, trucking, and construction and 344 acres of land in manufacturing. There were 1,675 acres of vacant land zoned M-1 (Manufacturing Limited), 355 acres of vacant land zoned B-2, (Business General), and 320 acres of vacant land zoned M-2, (Industrial General). There were also small areas of vacant land zoned B-1 (Neighborhood Business) and B-3 (Industrial Transition).

**Table 11: Business and Industrial Land in Eastern Frederick County**

Land Use Category	ACRES
Retail, Services, and Offices	292
Warehousing, Wholesaling, Trucking and Construction	317
Manufacturing	344
Vacant B-1 Land	26
Vacant B-2 Land	355
Vacant B-3 Land	14
Vacant M-1 Land	1,675
Vacant M-2 Land	320

*Source: Frederick County Planning and Development Department, 1987*



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Employment projections suggest that there will be substantial rates of growth in employment in the various economic sectors in Frederick County during the next ten years. These projections of employment growth imply that there will be a corresponding growth in requirements for business and industrial space. There has been increasing discussion over the diminishing amount of vacant land zoned for manufacturing, wholesaling, trucking, and office expansion. Some need to expand areas of land zoned for retail, service, and commercial uses at certain locations can be expected.

In Frederick County, there are concentrations of business and industrial uses in the vicinity of Interstate 81 interchanges and interchanges on Route 37. Retail, service, and office uses, along with land zoned for such uses, tend to be located adjacent to the interchanges with frontage on the arterial highways. Manufacturing, trucking, wholesale uses, and industrial zoning are also located in the vicinity of the interchanges, but usually beyond the retail areas. The warehouses and trucking uses in the B-3 (Industrial Transition) District and vacant B-3 land tend to be located to the rear of retail areas or in the large industrial areas.

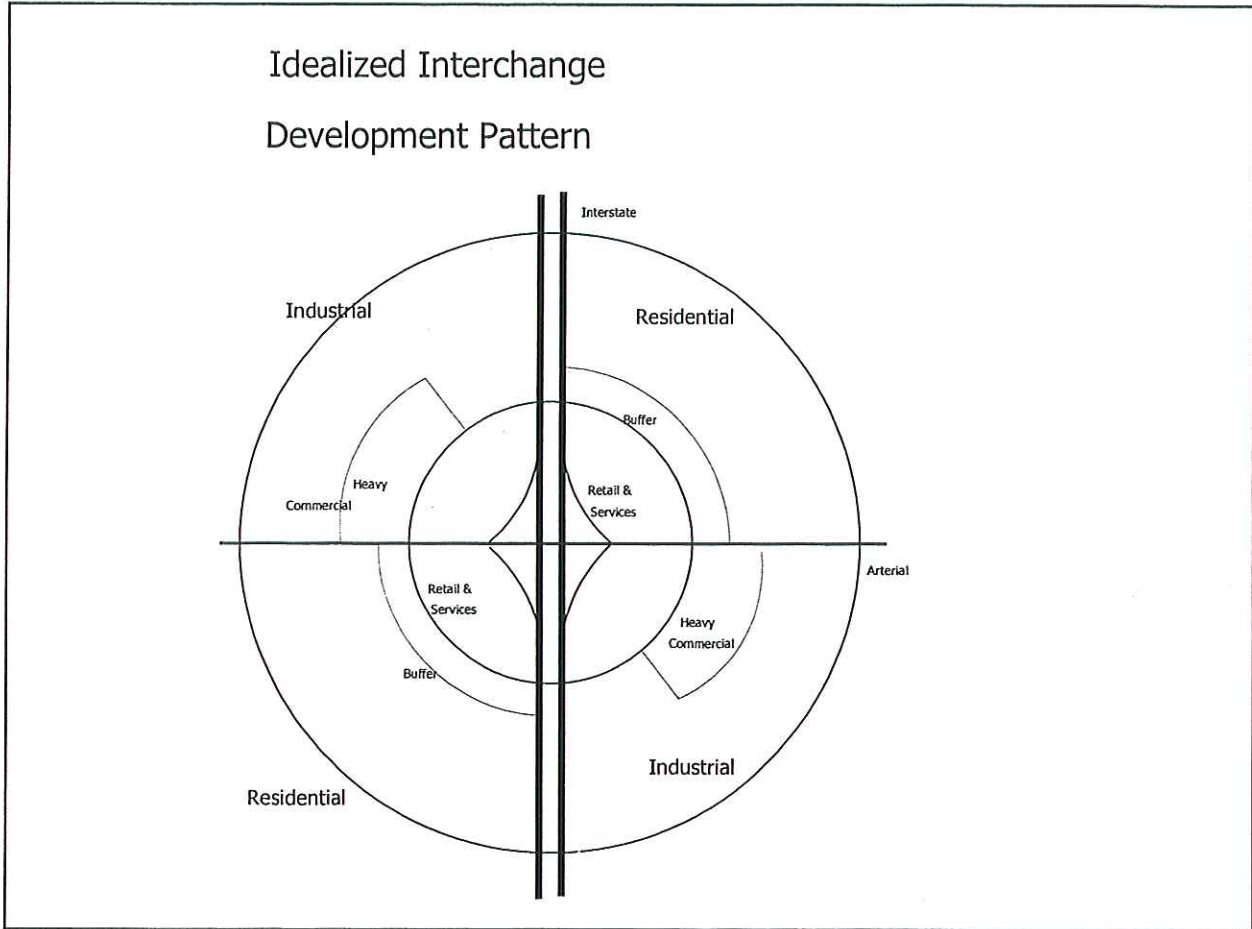
The interchanges at Route 7 and Route 50 East have relatively large areas of land zoned for retail or other business use. The area around the Route 522 North/Route 37 interchange also contains such areas.

Most manufacturing uses are located in one of several large industrial areas in the County, including the following:

- \* Stonewall Industrial Park
- \* Fort Collier Industrial Park
- \* Route 11 North, and other areas within the Interstate 81/Route 37 Loop
- \* Route 11 South - Kernstown area
- \* Route 50 East - Airport area
- \* Clearbrook and Middletown.

Mining for limestone, crushed stone, clay, shale, and sand is occurring in the County. The limestone mining occurs along the limestone belt that is east of Little North Mountain and west of Interstate 81. Shale mining occurs in various areas throughout the County. Other mining primarily is carried out in the western portions of the county.

Figure 3



The appearance of entrance ways into the Winchester/Frederick County area has begun to receive considerable attention from both jurisdictions. The improvements to Berryville Avenue, recently completed in the City of Winchester, have served as an example of the significant impact that utilities and signs can have on a road section.

In August of 1993, a joint meeting of officials from the City of Winchester and Frederick County met to discuss corridor appearance. Part of the discussion centered around the Winchester-Frederick County Chamber of Commerce's Corridor Appearance Task Force report which was issued in January of 1994. The report contains observations and recommendations concerning corridor appearance. The report begins by recognizing the connection between attractive entrances to the community and economic development goals. The most obvious being increased tourism. Both jurisdictions agreed that the report should be reviewed and the recommendations implemented to the extent possible.

### **Business and Industrial Areas Conclusion**

Interchange areas will continue to be centers of business and industrial activities. Uses in these areas should be carefully planned to avoid conflicts and to insure that adequate roads and facilities are provided. Well-planned shopping centers and business parks are the preferred manner of providing new retail and business areas. Plans are being developed for interchange areas and business corridors which address land use, roads, and facilities.

New industrial uses should be located near interchanges and in the vicinity of the existing industrial areas and parks where appropriate access and facilities are available. These areas should be in the form of carefully planned industrial parks. In general, industrial development will follow the Interstate 81 and rail corridors.

#### *Issues:*

- ▶ *There is a need to provide a sufficient quantity and diversity of business and industrial sites to maintain a competitive market.*
- ▶ *Planning efforts need to focus on the possible location of new business and industrial areas.*
- ▶ *Area plans should be developed for areas around interchanges and along arterial highways.*
- ▶ *Business and industrial uses need to be separated from residential uses, and in some cases, from each other, to avoid problems that can arise.*
- ▶ *Necessary facilities and infrastructure improvements need to be provided for planned business and industrial uses.*
- ▶ *There is a need to insure appropriate quality of development through the use of performance and design standards. Particular attention should be paid to designated business corridors in terms of landscaping, architectural design and site layout.*
- ▶ *Policies are needed concerning how to deal with new requests for large mining operations.*
- ▶ *Business and industrial areas need to be served by public sewer and water. It is important to provide sufficient sewer and water capacity to satisfy industrial and business demands.*

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- ▶ *Entrances to the community should be evaluated for needed improvements. Measures aimed at increasing the appeal of the areas to both tourists and businesses need to be developed and implemented.*
- ▶ *Regulations governing the size, number and spacing of advertising and business signs should be reviewed and improved*
- ▶ *Retail and service areas need to be located with easy access to sufficient markets and to have good visibility from major thoroughfares*
- ▶ *Care should be taken in the placement of new business areas, and appropriate roads and access improvements should be provided to serve such areas.*
- ▶ *Uses on arterial highways should have larger front setbacks than uses on collector roads. Large land areas are needed for well-planned shopping centers and industrial parks. Shopping centers should be designed as architectural units and should not be assemblages of miscellaneous styles.*
- ▶ *Industrial parks should be planned to provide good access and sufficient maintenance and management.*
- ▶ *Different types of business and industrial uses need to be properly separated from each other and from residential uses.*
- ▶ *Business and industrial areas need to be served by public sewer and water.*

### **Business Corridors**

A project begun in 1993 and continuing into 1994 was the development of land use plans for the County's commercial and business corridors. The task of developing these plans was assigned to the County's Comprehensive Plans and Programs Subcommittee. The subcommittee met monthly throughout the first part of 1993 to review and evaluate existing information and formulate an approach for the study. Public meetings were held in the summer of 1993 to gain citizen input.

The three corridors studied were Route 7 from the interchange with Interstate 81, east to Woods Mill Road (Route 660); Route 50, from the 81 interchange, east to the eastern edge of Westview Business Park; and Route 11 South, from the Route 37 interchange, south to Stephens City.

The subcommittee recognized that other corridors within the County warranted study; however, these three were felt to be in the most immediate need for attention. In the case of Route 7 and Route 50, new development in addition to the commercial development which has been in existence for some time made the corridors a high priority. In the case of Route 11, a request from the town of Stephens City to participate in the planning of the Route 11 corridor made this a logical choice for study at that time. Corridor Plans were developed as a result of a focused evaluation of the three corridors listed, including careful consideration of the characteristics of the particular areas and the stated desires of their residents.

The Comprehensive Plans and Programs Subcommittee has applied the same efforts and principles to other corridors that are being considered for business and industrial use. In 1995, the Round Hill Community Land Use Plan was adopted, which focuses on planning for the Route 50 corridor, and the Round Hill Community Center. In 1996, the Route 11 North Land Use Plan was adopted, which focuses on planning for the Route 11 corridor between Interstate 81 Exits 317 and 321, and areas to the east, which will be impacted by the construction of the Route 37 Eastern By-pass. The subcommittee recently completed work on the Route 37 West Land Use Plan which was adopted in October, 1997. This plan focuses on planning for land immediately north of Phase I of the Round Hill Community Land Use Plan and immediately west of the Winchester Medical Center. The construction of a new interchange along Route 37 at the Winchester Medical Center and the expansion of the Sewer and Water Service Area are the catalyst for the development of this plan.

The development of future business corridor land use plans will be undertaken by the Comprehensive Plans and Programs Subcommittee as directed by the Board of Supervisors. Potential areas for study include the extension of the Route 11 North Land Use Plan, as well as those corridors which are impacted by the construction of the Route 37 Eastern By-pass.

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### Stormwater Management

There are four major drainage basins in the immediate vicinity of the study areas. They include: Redbud Run, a portion of which parallels Route 7 to the north; Abrams Creek, located in the southern portion of the Route 7 study area; Sulphur Spring, which is located within the Route 50 study area; and Opequon Creek, located within the Route 11 study area. According to a report titled, *Stormwater Management Evaluation*, prepared by Donohue and Associates, Redbud Run will be most affected by increased development. Peak discharge is predicted to increase 85% under ultimate buildout conditions within the Redbud Run drainage basin. Increases ranging between 40 and 70 percent are also predicted to occur within the Sulphur and Opequon drainage basins.

In order to protect these basins, it is recommended that future developments along these corridors implement stormwater management plans. Presently, a stormwater management plan is required for the development of individual site plans. Through the site plan review process, the focus of stormwater management has been to control the quantity of runoff rather than quality. The need for BMP facilities should be evaluated on a case by case basis within the corridor areas by the County Engineer.

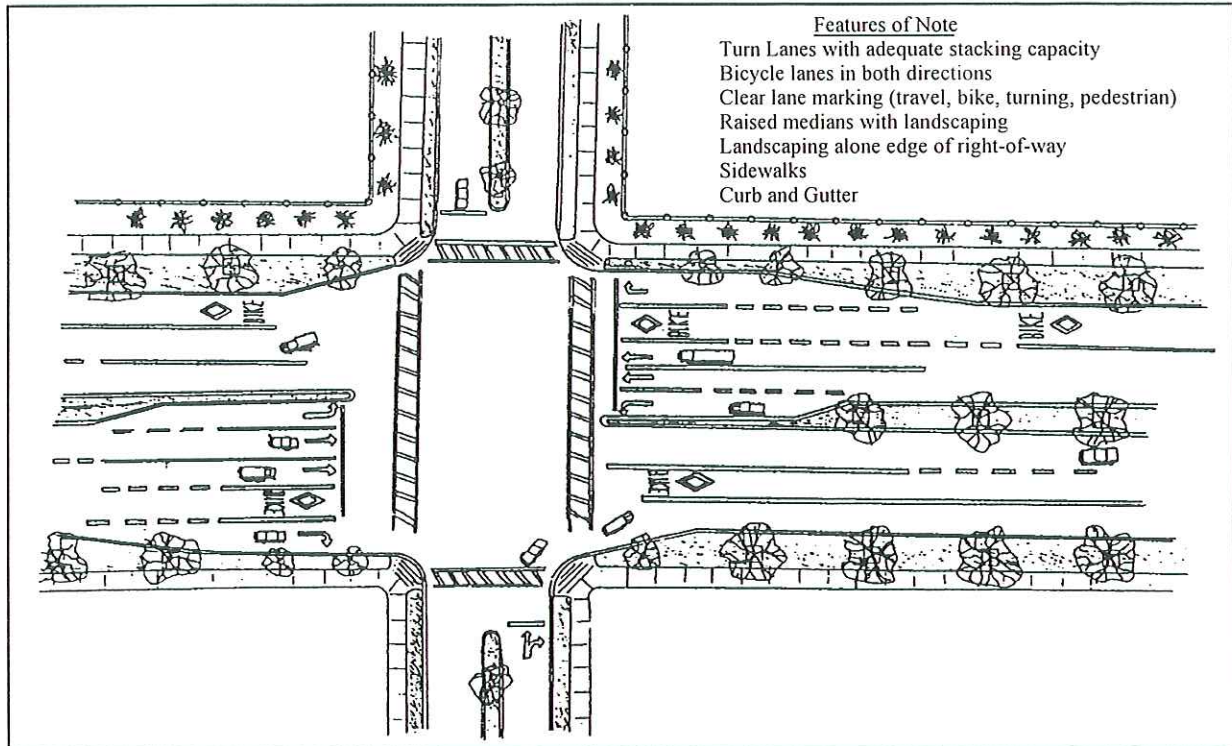
In addition to requirements placed on individual sites, the study, *Stormwater Management Evaluation*, identifies several sites as possible locations for regional facilities. The sites that fall within the corridor study areas include Redbud Run just west of Woods Mill Road or Greenwood Road (Route 656), along Abrams Creek, just west of Greenwood Road, and within the Shenandoah Hills area, also along Abrams Creek. Economics will govern the implementation of regional stormwater facilities. Economic analysis should include long term maintenance costs as well as the initial capital investment.

### Transportation

The corridor plans show road connections between areas of existing development as well as areas proposed for future development. Managing traffic in such a way as to minimize backups and congestion is one of the primary goals of the corridor plans. These connector roads are seen as an essential element to the overall success of the plans. Planned collectors are intended to provide alternate travel routes between major traffic generators so as to relieve pressure on existing major collector and arterial roads.

The plans indicate traffic controls at key existing, and proposed future intersections. These intersections and corresponding traffic controls, turn lanes, etc., would be funded through means such as proffers or pro-rated assessments to the development(s) which generate the need for such improvements.

Figure 4 Idealized Intersection Design

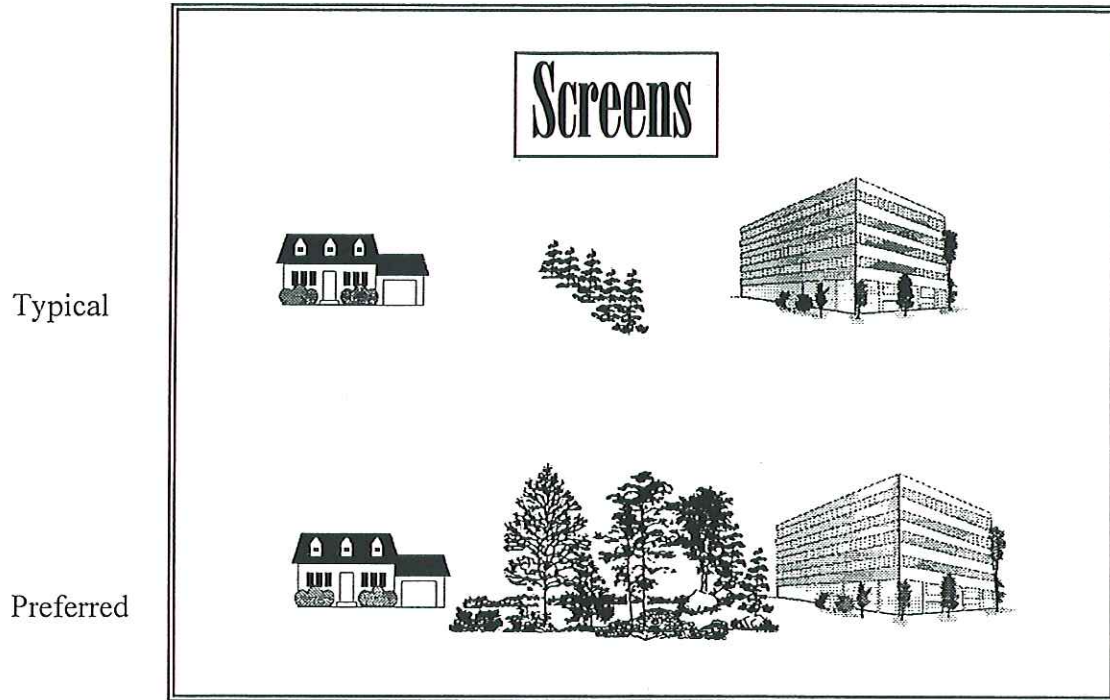


Landscaping

Development within the business corridors should be accomplished with an understanding of the aesthetics associated with landscaping. Establishing landscape buffers between the road and parking facilities is important to promote a more pleasant environment. Additionally, the proper landscape design surrounding parking facilities reduces radiant heat reflection from the parking surface and lessens the facilities impact on its surroundings. The county should develop landscape guidelines that achieve more aesthetically pleasing developments.

Conflicts occur when incompatible uses or zoning districts are adjacent to one another. These conflicts can be addressed by requiring sufficient buffer distances between the incompatible uses. Screening, in the form of plants, walls, or berms can also be used to block the vision of adjoining uses or to reduce noise or other impacts. A strip of mature woodland of sufficient depth is a particularly effective screen which can be relied on to remain with minimal maintenance.

Figure 5



Signage

In recent years, the County has worked to minimize the visual impacts that signs have on our community. Signs should be informational in content and not visually distracting. Business corridors are typically associated with commerce activities and its related signs. In addressing this different nature of the business corridors, the County should develop guidelines that contain specific provisions for business corridors.

Signs can affect the character of an area and the value of properties. Excessive numbers of signs in business areas can make the signs difficult to notice or read and can make highway frontages appear cluttered and confusing, causing potential traffic hazards.



*Issues:*

- ▶ *Controls on signs along our primary highways play an important role in establishing the character of business corridors.*
  
- ▶ *Appropriate measures for buffers and screening are critical.*

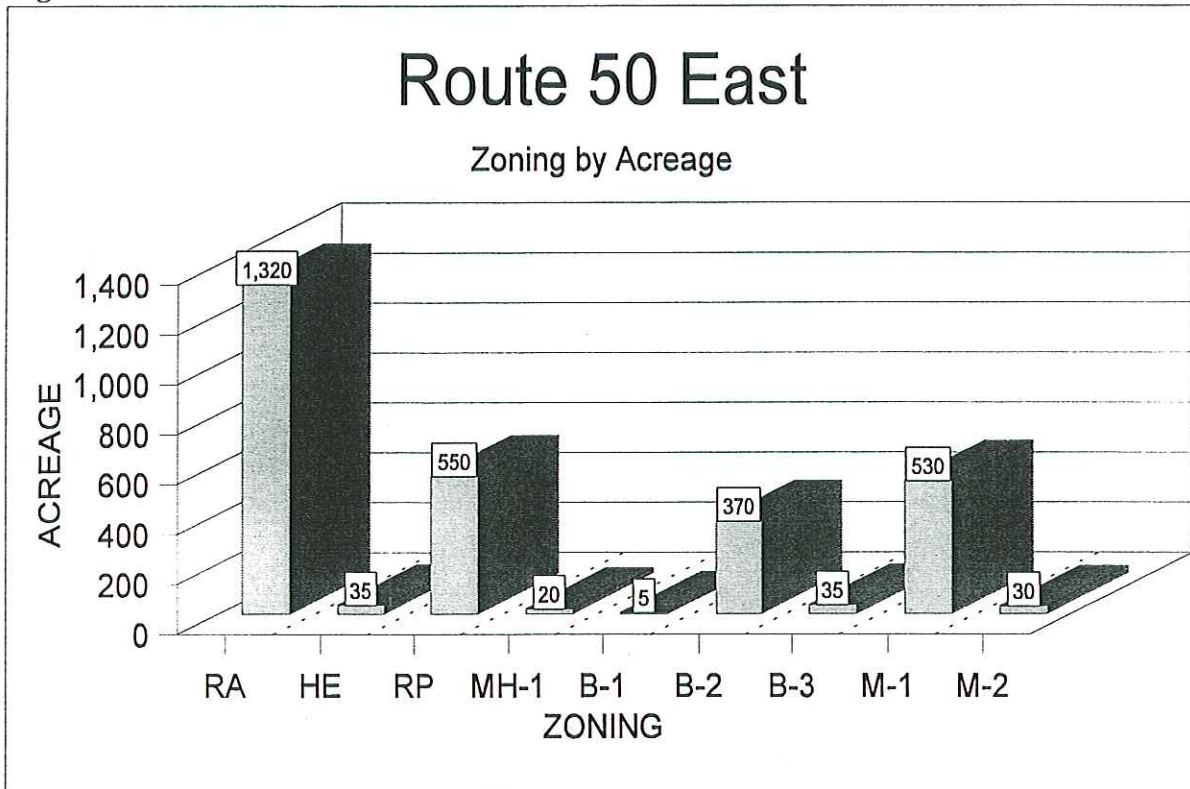
**Route 50 East Corridor**

The area included in the Route 50 East corridor land use plan consists of nearly 3,000 acres. The corridor extends from the 81 interchange to the eastern edge of the Westview Business Centre, a distance of 3.6 miles. The corridor study area also extends south to encompass the Winchester Regional Airport, the Airport Business Park, and surrounding uses. The largest single zoning category within the study area remains Rural Area (RA) zoning with approximately 1,300 acres. RA zoning permits general agricultural uses and low density residential development (one unit per five acres). The bulk of the remaining acreage, roughly 1,000 acres, is presently zoned for retail office and or industrial uses. Residential Performance (RP) zoning accounts for roughly 550 acres. RP zoning allows for residential development at a maximum density of up to ten units per acre, with an average overall density of four units per acre.

Of the three corridors which have had land use plans developed, the Route 50 corridor is the largest and has the greatest potential for additional commercial growth. Its proximity to the Winchester Regional Airport, in addition to Interstate 81, make it a highly desirable location for many commercial uses. Of the nearly 3,000 acres in the corridor study area, roughly 1,400 acres are vacant. Of this vacant acreage, 550 acres are already zoned for commercial or industrial use. For this reason, the transportation network within and around the corridor area will be of great importance.

Another important element of this corridor plan will be a coordinated effort at stormwater management. The corridor contains a total of 131 acres of flood plain. The land along Sulphur Spring Run has experienced numerous flooding problems over the years. The County will need to insure that any future development within the study area is done in a manner that will help to alleviate this problem, not exacerbate it. There is also 444 acres of land with slopes in excess of fifteen percent, 11 identified historic sites, and there are areas of mature woodland. These areas need to be avoided and protected when surrounding land is developed.

Figure 6



According to the Virginia Department of Transportation's *Average Daily Traffic Volumes on Interstate, Arterial, and Primary Routes*, approximately 31,000 vehicles traveled daily on the segment of Route 50 between Route 522 and the Clarke County line in 1992. Based upon the Winchester Area Transportation Study (WATS), the majority of traffic traveling along this segment is concentrated between Routes 522 and Purdue Drive, located just east of Delco Plaza Shopping Center.

Within the study area, traffic is heaviest during the P.M. hours. The highest P.M. peak count occurred between Routes 522 and Sulphur Spring Road, Route 655, with 1,406 vehicles traveling this segment in 1989. Projections based upon the WATS indicate that by 2015, traffic within this segment will increase during P.M. peak hours by 42%. Traffic on Route 50 is also heavy between Sulphur Spring Road and Victory Lane, Route 728. In 1989, the P.M. peak count for this segment was 1,180. Traffic within this segment is expected to increase, especially as more development occurs

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off Airport Road. Approximately 1,500 vehicles per day travel on Airport Road between Routes 522 and 728. In 1989, the P.M. peak count was 87 vehicles. By 2015, the amount of traffic is projected to increase 500%.

### Land Use Plan

The Route 50 corridor plan shows two areas of business/office and industrial/office use adjacent to the airport. One is a large area south of Route 50, the other is a smaller area east of Route 522 and north of Route 645, (Airport Road). Both areas would be expected to benefit from their proximity to the airport as well as easy access to Route 81. An area designated for office/industrial use is shown on the south side of Route 645 across from the intersection with Route 728, (Victory Lane). These areas would basically be continuations or extensions of established land uses.

An area of business/office use is also shown west of the intersection of Airport Road and Route 522. This area would be expected to accommodate a future road connection resulting from the extension of Airport Road, west into the City. Plans at this time would be to connect with road segments which are, at this time, partially in place south of Lowes, extending east from Pleasant Valley Road. This connection is seen as an important link in the overall Winchester Area Transportation Plan.

Two connector roads between Routes 522 and 50 are depicted in the plan. The purpose of these connectors would be to both relieve some pressure from the existing 522/50/81 interchange area, as well as to act as a connector between the various parcels that would otherwise have to utilize Route 50 as their sole means of ingress and egress.

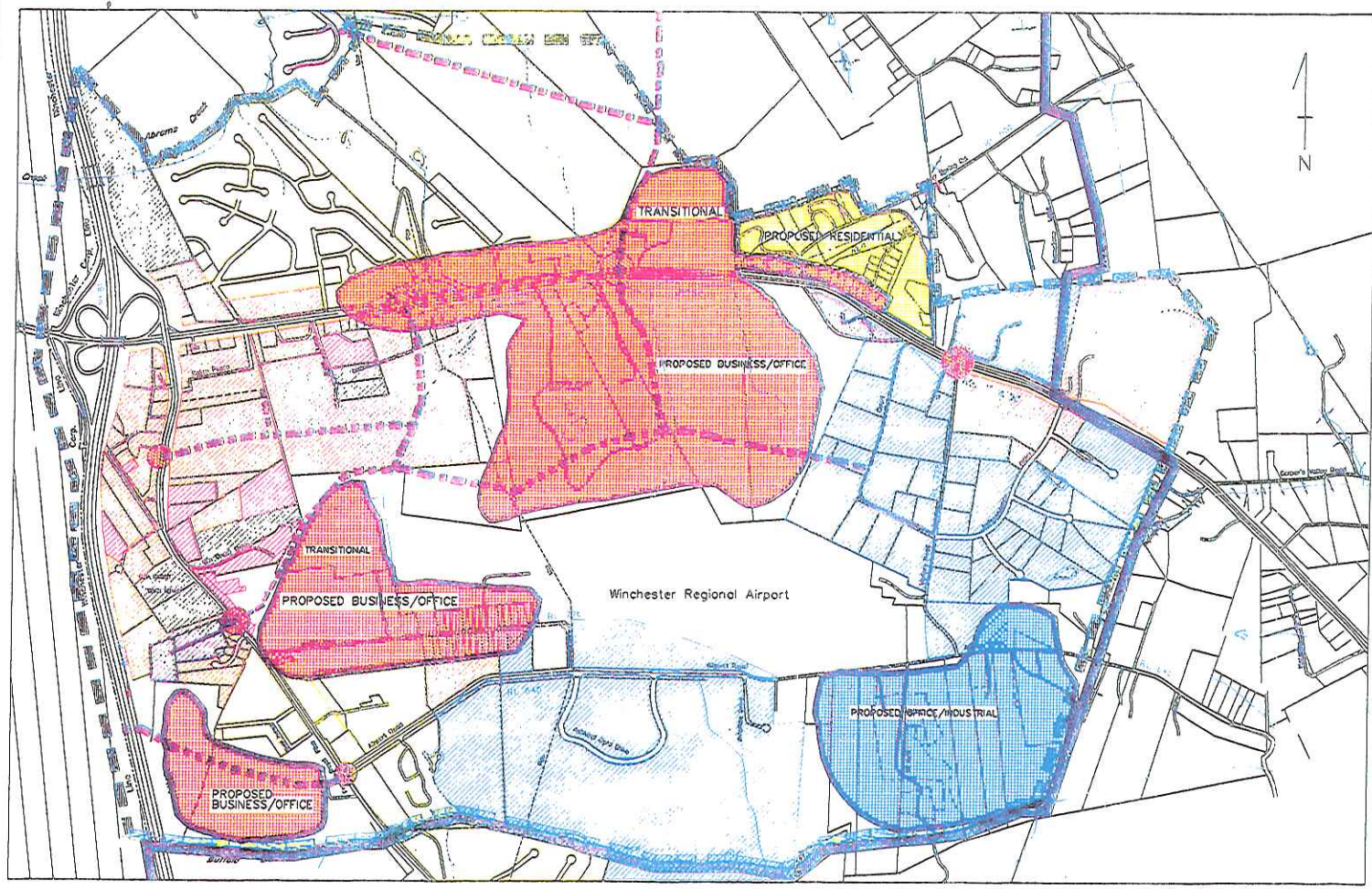
A connection is also shown between Delco Plaza and a planned collector road running from Route 522 east through the Prince Frederick Office Park and then north to Route 50. This connection is shown running north-south from the western edge of the plaza. It is hoped that this connection might make it possible to relocate the Delco Plaza entrance and light at the 522 entrance with one further south, at the intersection of Route 522 and the planned collector road. This might be preferable in order to give more room for traffic which backs up in the north bound lanes of Route 522 as a result of the light at Route 50.

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# ROUTE 50 EAST CORRIDOR

## FUTURE LAND USE & PRESENT ZONING



- RESIDENTIAL
- BUSINESS/OFFICE
- OFFICE/INDUSTRIAL
- TRAFFIC LIGHT
- CONNECTING ROAD
- CORRIDOR BOUNDARY
- URBAN DEV. AREA

- CURRENT ZONING**
- RA. RURAL AREA
  - RP. RESIDENTIAL PERFORMANCE
  - B1. NEIGHBORHOOD BUSINESS
  - B2. BUSINESS GENERAL
  - B3. INDUSTRIAL TRANSITION
  - MH1. MODERATE HOME COLOS
  - I1. LIGHT INDUSTRIAL
  - I2. GENERAL INDUSTRIAL
  - HE. HIGHER EDUCATION

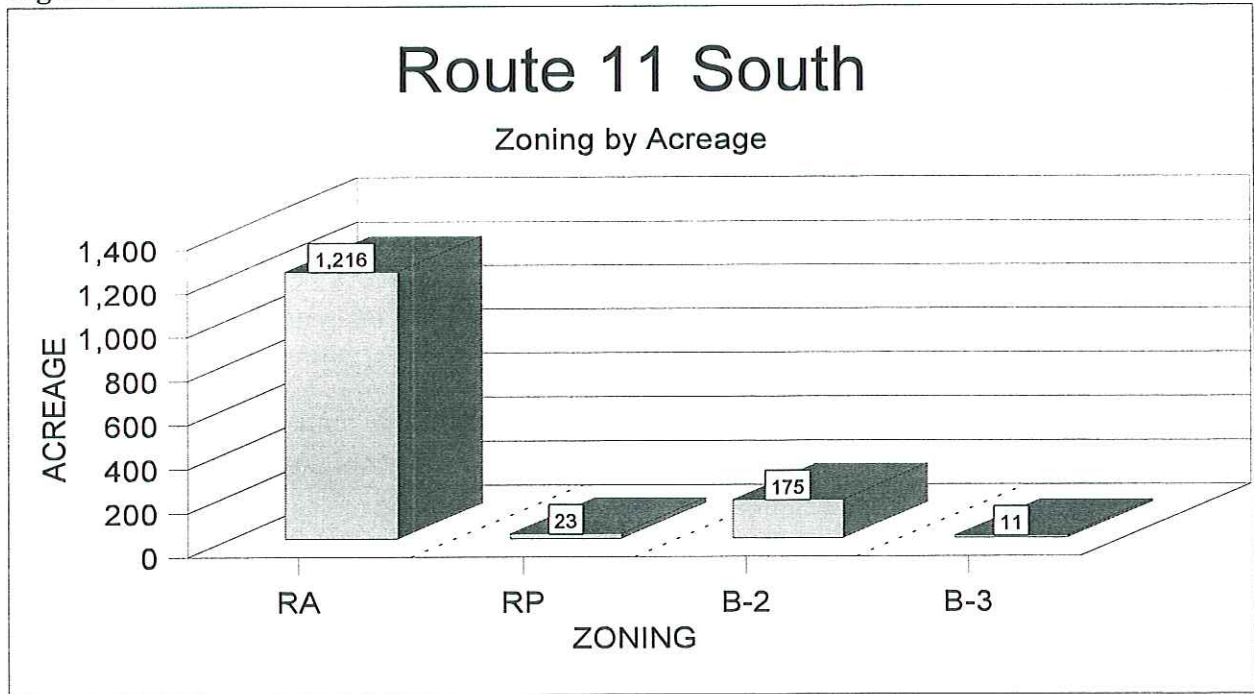
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PREPARED BY FREDERICK COUNTY DEPARTMENT OF PLANNING AND DEVELOPMENT, JULY 1994

Route 11 South Corridor

The Route 11 South corridor study area encompasses approximately 1,500 acres. The corridor is roughly three miles in length and runs from Route 37 south to, and including, the northern edge of Stephens City. Interstate 81 forms the eastern terminus of the study area with the Baltimore and Ohio railroad tracks composing the western boundary. The majority of land within this study area (roughly 1,200 acres) is currently zoned Rural Areas (RA). There are about 175 acres of Business General (B-2) zoning within the corridor, all of which is situated north of Bartonsville. There are also 23 acres of Residential Performance (RP) zoning and 11 acres zoned Industrial Transition (B-3).

Figure 7



Perhaps the most outstanding feature of the Route 11 South study area is the relatively pristine state of the southern portion of the corridor. The land from Bartonsville south to the Stephens City limits is relatively undeveloped. The majority of this segment of the study area (approximately 475 acres) is currently either used for agriculture or is vacant. Only two small scale, commercial enterprises are situated in this portion of the corridor.

## *Land Use*

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Based upon the counts taken in 1989 by the Winchester Area Transportation Study, 9,140 vehicles traveled on Route 11 South between the intersection of Route 37 and the Stephens City corporate line. Traffic is heaviest during the evening, reaching a peak of 843 vehicles. The majority of this traffic during this time is traveling southbound. This segment is identified by the Winchester Area Transportation study as deficient due to inadequate shoulder width.

### Land Use Plan

The Route 11 South corridor plan calls for business/office uses along the majority of the corridor with the exception of the area in and around Bartonsville, which is shown as the site of a future Historic District. The southwestern portion of the study area, adjacent to Stephens City, contains a continuation of the residential development within the Town. Future land use along the western edge of the corridor is shown as industrial/office. This designation would take advantage of the rail frontage to promote economic development in the area.

One of the significant elements of this plan is the buffering of Route 11 South. The southern section of the corridor from Stephens City, north to Bartonsville is intended to be set apart from the existing commercial development along the northern third of the corridor. The intent is that, through a combination of setbacks, vegetative screening, planting of shade trees along the edge of the right-of-way, and the provision of bike way and pedestrian access, the corridor would have a parkway-like appearance. A planted median strip is also envisioned when this section of Route 11 South becomes four lane. Uses locating within this section of the corridor would be expected to have no direct access to Route 11 South, but rather would access a proposed east-west connector road which in turn would intersect Route 11 South.

The plan shows two collector roads which would connect the proposed future commercial development areas with Route 11 South and Fairfax Street, west of Stephens City, and ultimately, with Route 642, on the east side of interstate 81. These roads would effectively create a bypass of the northern portion of Stephens City, providing an alternate means of traveling east-west or north-south without having to pass through the traffic light at the intersection of Routes 11 South and 277 (Fairfax Street). A similar arrangement should be planned for the southwestern quadrant of Stephens City to create a full bypass for north-south travel, further alleviating pressure on the Fairfax/Route 11 intersection.

The plan calls for the formation of a Historical District around the Bartonsville area. Current County regulations stipulate that the formation of a Historic District must be done with the landowner's consent, although a proposal for a Historic District can be made by the County's Historic Resources Advisory Board. In addition to its historical significance, much of the Bartonsville area is also within the 100 year flood plain and would therefore be otherwise limited in terms of development potential.

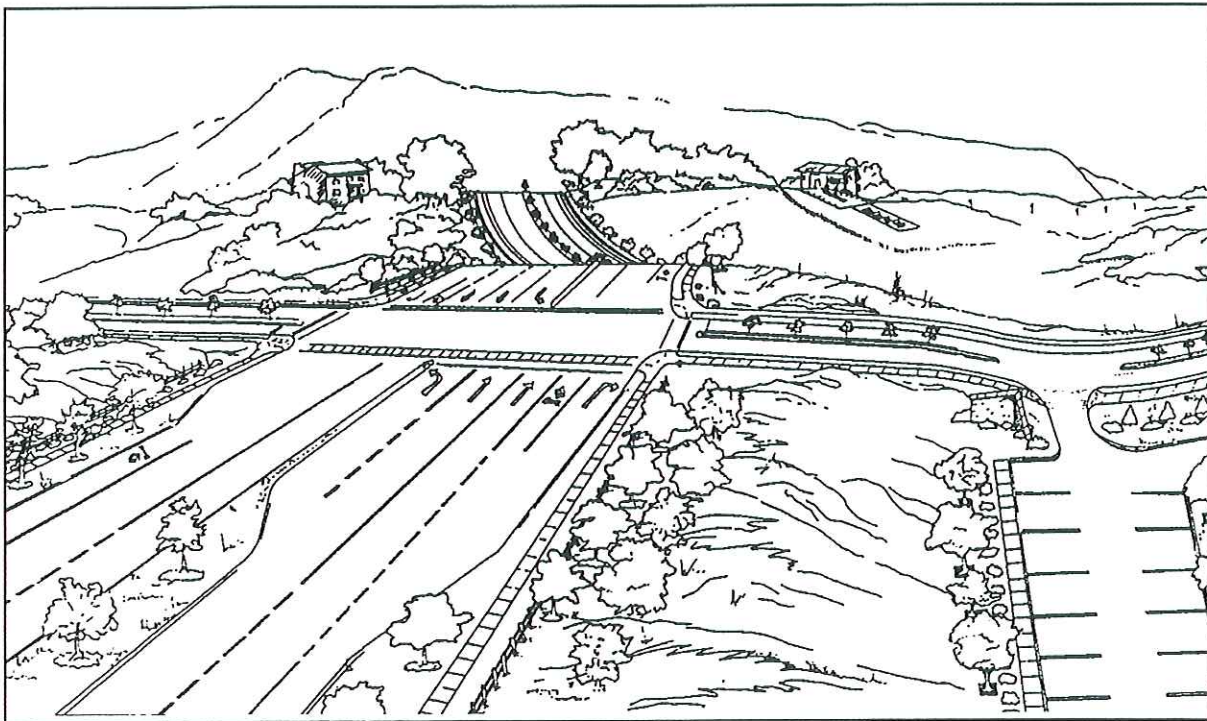
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*Land Use*

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It is intended that as much as possible, the view from Route 11 South be screened. This could be achieved by requiring uses which locate within this area to use the east-west connector road as a means of access to Route 11 South rather than having individual entrances directly onto Route 11 South. Extensive screening and setbacks should also be required adjacent to Route 11 South.

**Figure 8:  
Route 11 S Corridor Four Lanes with Buffers and Setbacks**



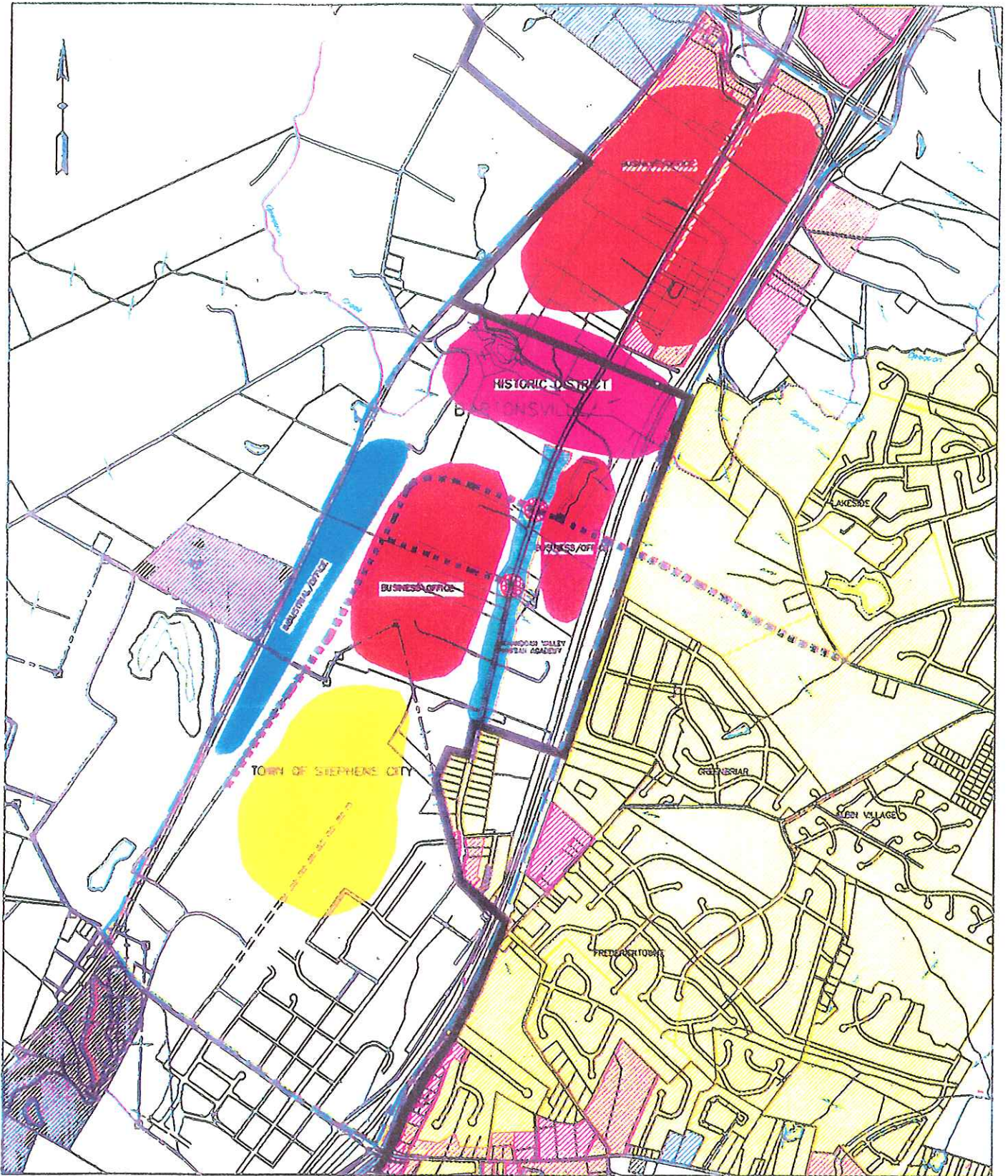


**Figure 9**

**Methods to be used to preserve the appearance  
of the Route 11 Corridor**

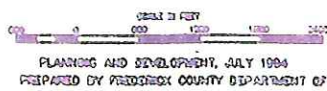
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- ▶ Save existing stone fence rows and mature trees wherever possible by incorporating them into site designs.
- ▶ Utilize native species in plantings for buffers and landscaping along Route 11 and establish mechanisms to insure that the plantings are properly maintained.
- ▶ Incorporate interconnected bike and pedestrian travel ways into site design.
- ▶ Utilize traditional board fencing along Route 11 and within developments as appropriate.
- ▶ Limit or prohibit the use of off-site signs along the corridor. Encourage the use of monument style signs.
- ▶ Prohibit individual site entrances and parking lots along the frontage of Route 11.



## ROUTE 11 SOUTH: ZONING AND FUTURE LAND USE

- HISTORIC DISTRICT
- BUSINESS/OFFICE
- INDUSTRIAL/OFFICE
- RESIDENTIAL
- BUFFER AREA
- TRAFFIC LIGHT
- URBAN DEVELOP. AREA
- CORRIDOR BOUNDARY
- CONNECTING ROAD



### PRESENT ZONING

- RURAL AREA
- RESIDENTIAL PERFORMANCE
- B1, NEIGHBORHOOD BUSINESS
- B2, GENERAL BUSINESS
- B3, INDUSTRIAL TRANSITION
- M1, LIGHT INDUSTRIAL
- M2, GENERAL INDUSTRIAL
- EM, EXTRACTIVE MANUFACT.

*Land Use*

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**STEPHENS CITY/ FREDERICK COUNTY  
FUTURE LAND USE FOR PROPOSED ANNEXATION AREAS**

The Town of Stephens City, Virginia, map depicts a conceptual plan for future land uses within the proposed annexation area around the Town of Stephens City. The map was developed by county staff working with the Stephens City town manager, and was jointly adopted by Frederick County and the Town of Stephens City on July 9, 2003 and July 1, 2003, respectively. The foundation of the map is both the County's Route 11 Corridor Plan contained within the county's Comprehensive Policy Plan and the town's 2001-2021 Comprehensive Plan.

The proposed annexation area is made up of two phases. Phase I consists of a northern and southern portion comprising a total of approximately 360 acres. Both the Phase I areas are shown in green hatching on the accompanying map. The northern area of Phase I is adjacent to the town's northern boundary and extends west from I-81, across the railroad. The southern portion of this phase is situated at the town's southwestern boundary, surrounding the Lime Kiln. Phase II of the proposed annexation area is also located south of the town. It comprises an area of roughly 350 acres lying between I-81 and the railroad and extending south to Family Drive. The Phase II area is bounded by a black-dashed line on the map.

Overall, the general concept of the land use plan is to allow for growth around the existing town which is compatible with the existing scale and style of Stephens City. Industrial areas are sited to make use of the rail lines while being buffered from view of Route 11 and existing or proposed residential areas.

A major collector road is shown running west of town that would function as a bypass, drawing through traffic from Route 11 and thereby out of the center of town. The "bypass" is intended to assist in reducing congestion at the Route 11 Fairfax Pike intersection. The collector road ties in with a relocated Route 277/Interstate 81 interchange to the south of the present location, and to a new overpass of I-81 at an extended Tasker Road to the north. This major collector road would be fed by other new, minor collector roads as well as the existing street system.

General categories of future land uses are depicted within the proposed annexation areas by colored "bubbles." These general land use categories are described as follows:

Light Industrial/Manufacturing: This category is shown in lavender and accounts for roughly 290 acres of the proposed annexation area. Anticipated land uses within these areas would be consistent with the county's current M-1 zoning, including light manufacturing, wholesale establishments, and warehousing.

Conservation/Open Space: These areas are shown in green and account for roughly 200 acres. The areas are located 1) along the Route 11 corridor north of town (depicting an area to be buffered),

## *Land Use*

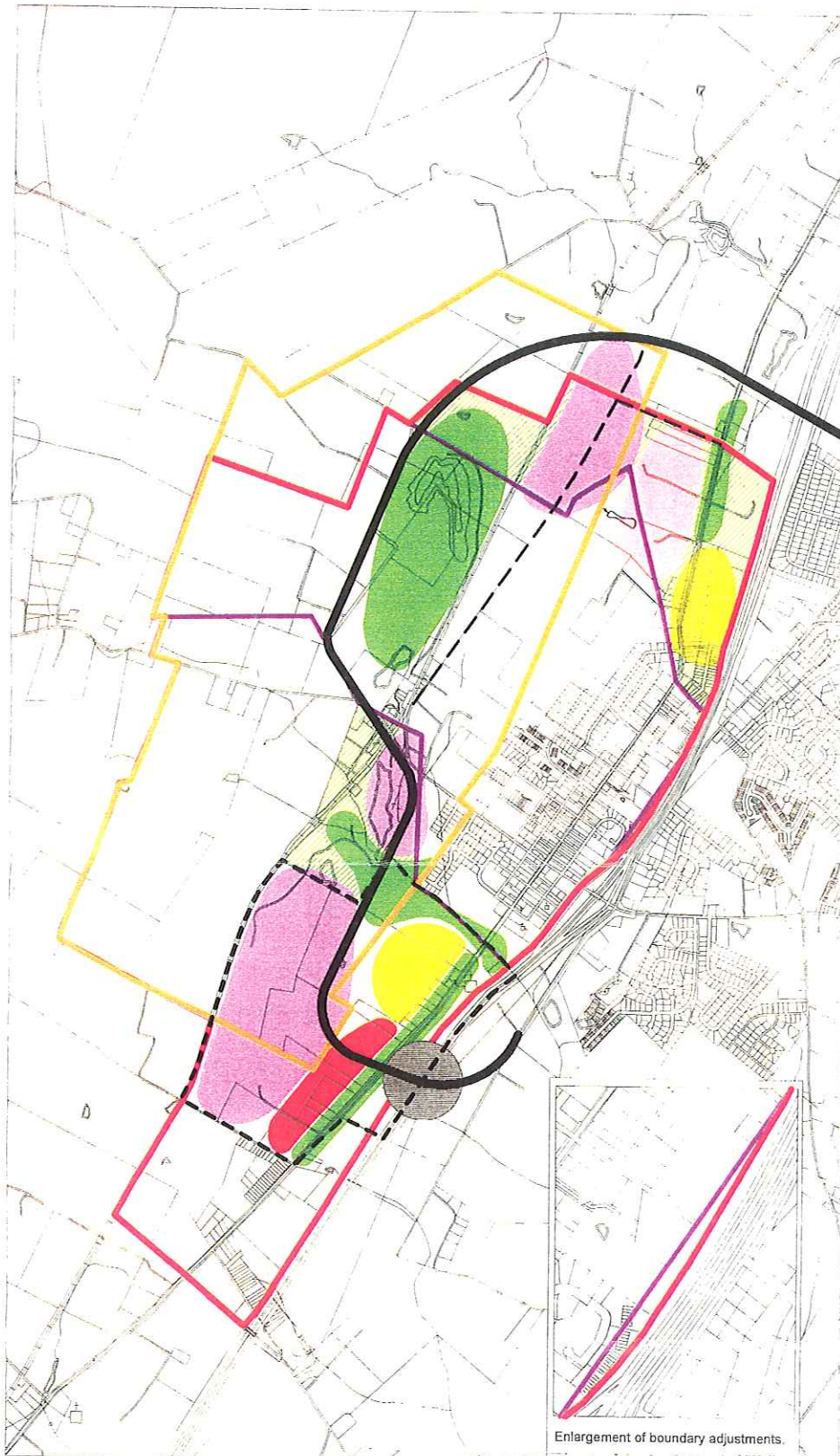
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2) an area west of the railroad around the northern quarry, and 3) a low lying area south of town and west of Route 11. The intent of these areas would be to allow little or no development for environmental and/or aesthetic reasons.

Medium Density Residential: These areas are depicted in yellow and are shown both north and south of town around the Route 11 corridor. The areas total roughly 100 acres. The intent to provide for residential development at a density of roughly two to four units per acre.

Commercial/Office: This area of approximately 50 acres is shown in red and is located at the southern limit of the Phase II annexation area. This area is intended to provide typical highway commercial uses such as retail, restaurants, and office uses.

Mixed Use: This area is located north and adjacent to the town line, west of Route 11, and contains roughly 60 acres. This area would be a mix of commercial, business, and office uses with the possibility of some residential units.



# LEGEND:

## Boundaries:

- Stephens City Town Boundary
- Stephens City Well Head Protection Area
- Stephens City Sewer/Water Service Area

## Proposed Adjustments:

- Phase I Annexation Area (360 Acres)
- Phase II Annexation Area (351 Acres)

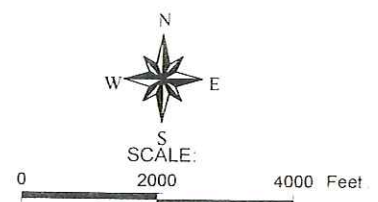
## Proposed Land Uses

- Light Industrial/Manufacturing (286 Acres)
- Conservation/Open Space (252 Acres)
- Medium Density Residential (76 Acres)
- Commercial/Office (35 Acres)
- Mixed Use (61 Acres)
- Proposed Bypass
- Minor Collector Road
- New Interstate Interchange

# TOWN OF STEPHENS CITY, VIRGINIA

This joint land use plan was adopted by the Frederick County Board of Supervisors on July 9, 2003 and by the Stephens City Town Council on July 1, 2003.

This map was produced by Frederick County Dept. of GIS on July 2, 2003.

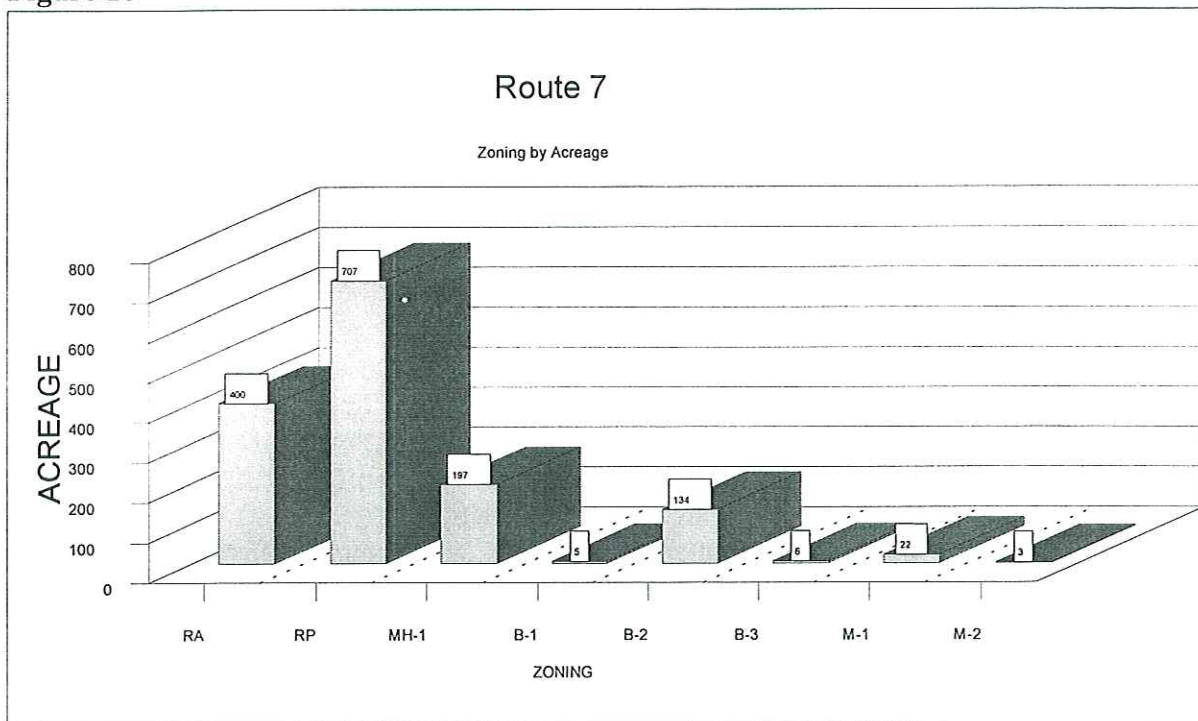


Route 7 Corridor

The Route 7 corridor study area runs from the Interstate 81 interchange, east to Woods Mill Road, a distance of 2.2 miles encompassing 1,450 acres. The study area extends north of Route 7 to include the Regency Lakes development, the site of the Redbud Elementary School, and south of Route 7 to include the residential developments along Valley Mill Road and Abrams Creek.

The largest single zoning category within this corridor is RP accounting for nearly half of the 1,450 acres. There are still 400 acres that remain in RA zoning, of which 128 acres are owned by the Frederick County School System and a total of 166 acres are zoned for business, commercial, or industrial uses.

Figure 10



The Route 7 corridor is probably the most limited of the three corridors studied in terms of the potential for further commercial development. This does not mean that the corridor is not expected to change dramatically in coming years, rather, the intensity of the change is not expected to be as great as the Routes 50 or 11 corridors. One reason for this is existing land use. There are 584 acres of vacant land within the bounds of the corridor study area. Of this acreage, 128 acres is owned by the Frederick County School System. There are only 100 vacant acres currently zoned for business or industrial uses. The corridor is also somewhat limited by topography, with roughly 370 of its 1,450 acres being steep slopes.

## *Land Use*

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Route 7 between the interchange of Interstate 81 and Greenwood Road (Route 656) is one of the most frequently traveled roadways in Frederick County. Approximately 21,000 vehicles traveled this segment daily in 1989. Vehicles traveling east of this segment between Greenwood Road and Woods Mill Road lessened to approximately 16,500. Traffic remains heavy in both the A.M. and P.M. peak hours, although traffic is heaviest in the P.M. hours between I-81 and Route 656. The P.M. peak count for this segment in 1989 was 1,814 vehicles. By 2015, the peak count for this segment is expected to reach 2,824 vehicles.

The volume of traffic on Valley Mill Road (Route 659) and Greenwood Road is also projected to increase. Based on traffic counts conducted by VDOT, 4,531 vehicles per day traveled the segment of Valley Mill Road between Brookland Lane and Greenwood Road. Approximately 1,972 vehicles per day traveled on Greenwood Road in 1993. Projected volume of traffic during peak evening hours is not expected to increase significantly on Greenwood Road. However, traffic on Valley Mill Road is expected to increase. Based on the Winchester Area Transportation Study, 218 vehicles were recorded as the P.M. peak count for Valley Mill Road in 1989. By 2015, this volume is expected to reach 377. This is consistent with the number of residential units that can be developed along and just west of Brookland Lane. Because of the potential growth in this area and due to its narrow shoulder width, Valley Mill Road as it exists today will not be sufficient to carry the traffic projected for 2015.

### Land Use Plan

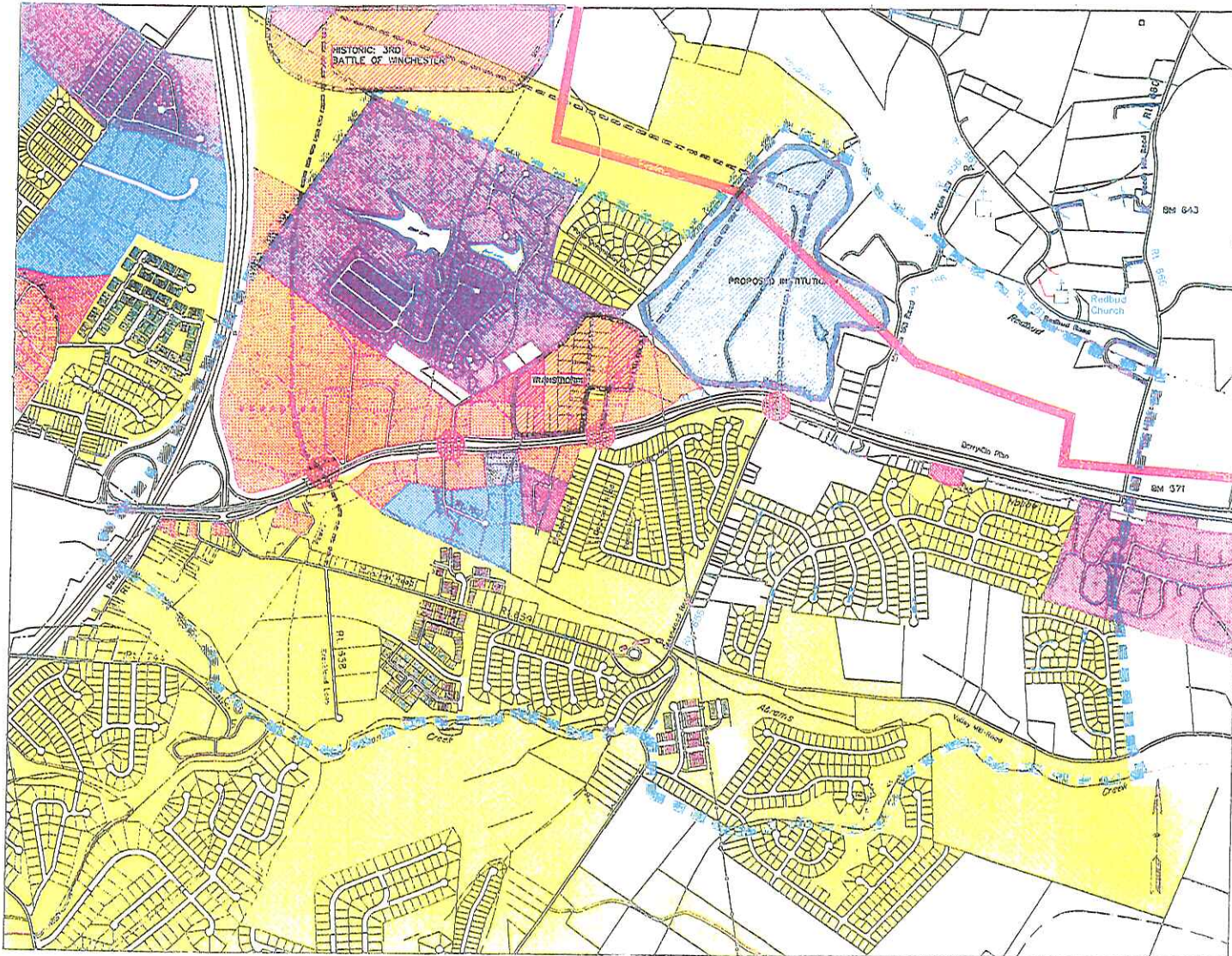
The Route 7 corridor plan shows a large area of institutional use at the northwest quadrant of the intersection of Route 7 and Route 660. This land is owned by the Frederick County School System and contains the Redbud Run Elementary School and is proposed as the site of a new high school and a vehicle maintenance facility. Access to this site is shown as being provided by means of a series of proposed collector roads, one traveling from the intersection of Route 7 and Route 656, north to Route 661 (Redbud Road); another traveling east\west, connecting the first collector with the north\south collector west of the Winchester Mall property; and a third going north from Route 7 (at Blossom Drive) which intersects the east\west collector. An area expected to transition from residential to business/office type uses is shown on the north side of Route 7 across from Blossom Drive.

The area shown to the north of the study area boundary as being historic is the core area of the Third Winchester Battlefield. Efforts should be made to buffer this area from development.











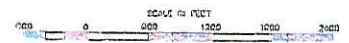
# ROUTE 7 EAST CORRIDOR

## FUTURE LAND USE & PRESENT ZONING



-  TRAFFIC LIGHT
-  HISTORICAL AREA
-  INSTITUTIONAL
-  BUSINESS/OFFICE
-  CONNECTING ROAD
-  URBAN DEVELOPMENT AREA
-  CORRIDOR BOUNDARY

- ### ZONING
-  RURAL AREA
  -  RESIDENTIAL PERFORMANCE
  -  B1, NEIGHBORHOOD BUSINESS
  -  B2, GENERAL BUSINESS
  -  B3, INDUSTRIAL TRANSITION
  -  MH1, MOBILE HOME COMMUNITY
  -  M1, LIGHT MANUFACTURING
  -  M2, GENERAL INDUSTRIAL



PREPARED BY HISTORIC COUNTY DEPARTMENT OF PLANNING AND DEVELOPMENT, JULY 1994

## *Land Use*

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A collector road is also shown running north from Route 659 across Route 7 onto the Winchester Mall property and then continuing north through the Regency Lakes property, and also connecting to Route 661. There have been discussions concerning the possible alteration of the Eastern Road Plan in this area. One proposal being considered would create a collector road that runs from Greenwood road roughly across from the Greenwood Volunteer Fire Company in a northwesterly direction, through the Abrams Point development and connecting up with Route 658 (Brookland Lane). The road would then connect with the proposed connection running from Valley Mill Road across Route 7 to the Winchester Mall site. At the time of this writing, no decision has been made to incorporate this proposal into the Eastern Road Plan.

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## **Northeast Frederick Land Use Plan**

*The northeastern portion of Frederick County has been studied on three occasions to ascertain the most appropriate land uses for its future; first in 1995, then in 1999. In 2002, the area was studied once again in an effort to discern if this portion of the County contained an excess of industrial land use designations. Through the adoption of the 2002 land use planning efforts, the amount of land designated industrial was significantly reduced, and the planned unit development (PUD) land use designation was introduced.*

### 1995 Land Use Study

In 1995, the Board of Supervisors and the Economic Development Commission identified a shortage of available industrial sites with rail access, a vital element in recruiting potential industries. As a result, the County initiated a search for potential locations for such uses. Numerous areas were identified within the northeastern portion of the County along the Route 11 North corridor that could be attractive sites for industrial development with rail access. As a result, the Board of Supervisors directed the County's Comprehensive Plans and Programs Subcommittee (CPPS) to develop a land use plan for the Route 11 North corridor from Interstate 81 Exit 317 to Exit 321.

In 1996, a land use plan for the Route 11 North corridor from Interstate 81 Exit 317 to Exit 321 was adopted by the Board of Supervisors. Approximately 3,200 acres of land was included within the adopted study area boundary of the Route 11 North corridor which extended from Interstate 81 to the west and the Hot Run, Hiatt Run, and Redbud Run drainage basins to the east. Portions of the Stephenson Rural Community Center and the Clearbrook Rural Community Center were included within the study area boundary. The Route 11 North Land Use Plan recommended industrial and commercial development as the predominant land use within the study area boundary. New large-scale residential development was not proposed as a component of the land use plan. Finally, a Developmentally Sensitive Areas (DSA) designation was established to preserve and protect existing residential land uses, historic features, and significant open space areas. The DSA was recommended along the Route 11 North corridor, the Milburn Road corridor, and along the western segment of the Old Charles Town Road corridor.

### 1999 Land Use Study

Development activity and land use speculation has occurred along the Route 11 corridor between Interstate 81, Exit 321 and Exit 323 since the adoption of the Route 11 North Land Use Plan. Concerns expressed by county officials and citizens regarding various land use activities and plans

## *Land Use*

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in this area led the Board of Supervisors to direct the CPPS to revisit the previously adopted land use plan. The Board of Supervisors directed the CPPS to develop a land use plan which expanded upon the Route 11 North Plan to incorporate all land east of Interstate 81 between Interstate 81 mile marker 316 and Interstate 81 Exit 323 to the Opequon Creek, as well as land on the west side of Interstate 81 at Exit 321 and Exit 323.

## **Objectives for the Northeast Land Use Plan**

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### Policies

- ▶ Develop policies which provide for a balance of growth and preservation.
- ▶ Develop policies which prohibit higher density growth within defined portions of the study area.
- ▶ Ensure that public water and sewer service with adequate capacity accompanies future development proposals.
- ▶ Ensure that adequate Levels of Service for all road systems are maintained or are achieved as a result of future development proposals.
- ▶ Apply appropriate quality design standards for future development within the study area.

### Land Use

- Concentrate industrial uses near major road and railroad transportation systems.
- Encourage industrial uses to locate within master planned areas.
- Provide for interstate business development opportunities on the eastern and western sides of Interstate 81 interchanges.
- Concentrate business uses at strategic locations along the Route 11 North corridor.
- Discourage random business and industrial land uses along Route 11 that are incompatible with adjacent existing land uses.

### Transportation

- ▶ Identify appropriate locations for signalized intersections to maintain or improve Levels of Service.
- ▶ Encourage central access points to industrial areas, minimizing new driveways and intersections with Route 11 North, Route 761, Route 664, Route 669, and Route 671.
- ▶ Encourage the expansion of Route 11 to a four-lane roadway.
- ▶ Determine appropriate locations for new connector roads within industrial and commercial areas to minimize traffic impacts on Route 11 North and existing secondary roads.
- ▶ Discourage new access points along the historic Milburn Road corridor (Route 662).

### Infrastructure

- ▶ Identify appropriate locations within the study area for inclusion in the Sewer and Water Service Area (SWSA).
- ▶ Determine impacts of proposed future land uses on the Opequon Waste Water Treatment Plant.
- ▶ Determine appropriate types of water and sewer systems to serve existing and proposed land uses.

### Historical

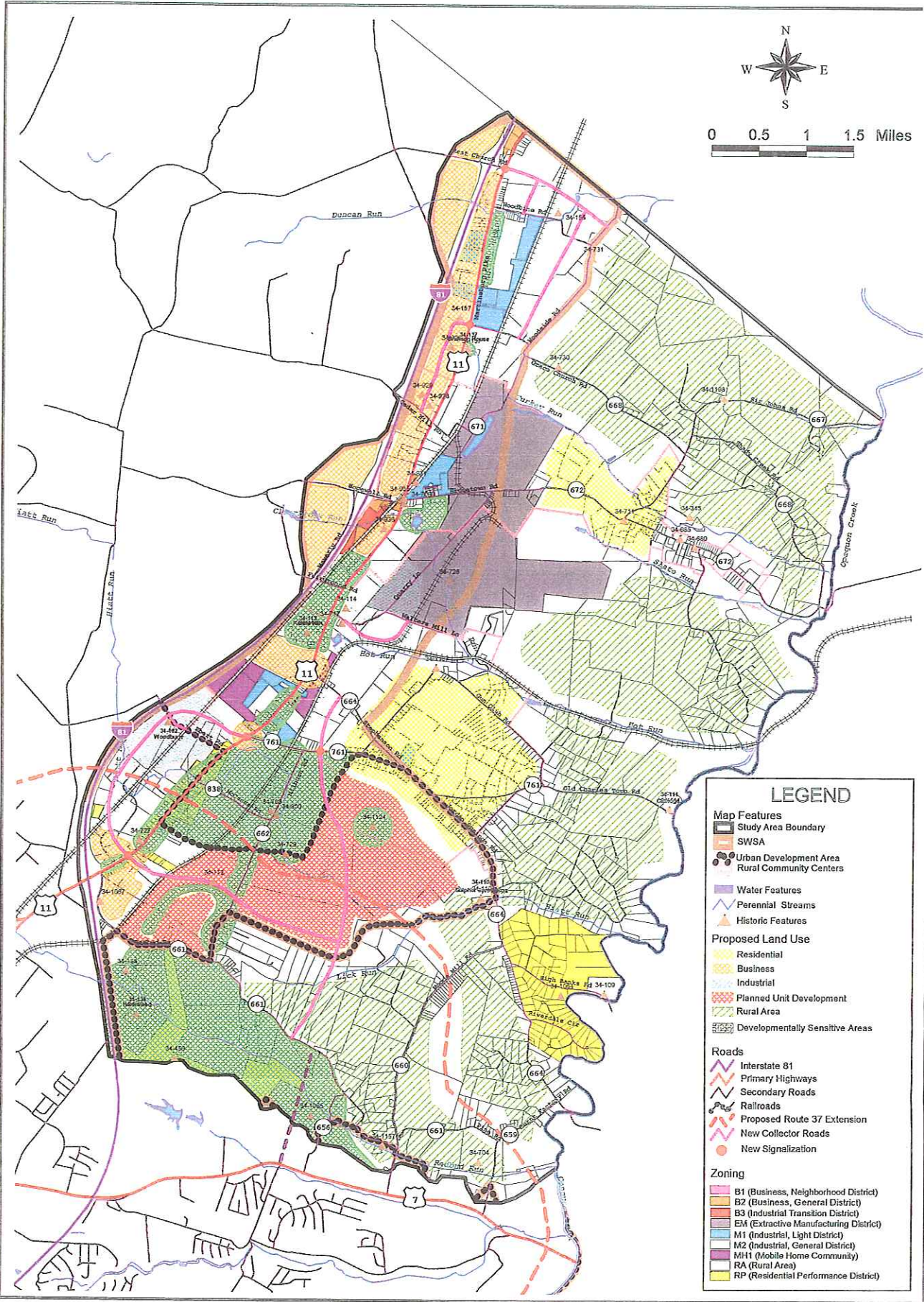
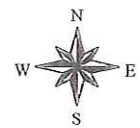
- ▶ Ensure that recommendations of the Third Winchester Battlefield Preservation Plan are implemented to the extent possible.
- ▶ Determine appropriate methods to protect significant historic areas and corridors that are identified by the Battlefield Network Plan.
- ▶ Identify appropriate locations to implement Developmentally Sensitive Areas (DSA) land use designations to protect potentially significant historic resources as identified by the Frederick County Rural Landmarks Survey. Ensure that the Historic Resources Advisory Board (HRAB) reviews all development proposals which impact identified DSA.

### Environmental

- ▶ Identify environmental resources and develop methods to protect these sensitive areas.
- ▶ Encourage land use patterns that are not automotive dependent to protect air quality.
- ▶ Promote development standards such as riparian zones and regional stormwater management facilities to protect water quality from point and non-point sources.

*Land Use*

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### LEGEND

**Map Features**

- Study Area Boundary
- SWSA
- Urban Development Area
- Rural Community Centers

**Water Features**

- Perennial Streams
- Historic Features

**Proposed Land Use**

- Residential
- Business
- Industrial
- Planned Unit Development
- Rural Area
- Developmentally Sensitive Areas

**Roads**

- Interstate 81
- Primary Highways
- Secondary Roads
- Railroads
- Proposed Route 37 Extension
- New Collector Roads
- New Signalization

**Zoning**

- B1 (Business, Neighborhood District)
- B2 (Business, General District)
- B3 (Industrial Transition District)
- EM (Extractive Manufacturing District)
- M1 (Industrial, Light District)
- M2 (Industrial, General District)
- MH1 (Mobile Home Community)
- RA (Rural Area)
- RP (Residential Performance District)



Frederick County Planning Department  
 Adopted by Board of Supervisors  
 August 13, 2003

# Northeast Land Use Plan



## *Land Use*

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### *Northeast Frederick Land Use Plan*

The 2002 Northeast Frederick Land Use Plan is intended to expand upon and supercede elements of the 1995 and 1999 Land Use Plans which were adopted in 1996 and 2000, respectively.

The 2002 Northeast Frederick Land Use Plan has been designed to provide for a balance of land uses which includes industrial and commercial growth along the major road and railroad corridors, the introduction of a planned unit development (PUD) land use, and the preservation of rural areas and significant historic features within the study area boundaries. Future land uses within the study area boundary should be sensitive to existing and planned land uses. The land use plan has been designed to provide the opportunity to develop industrial, business, and PUD uses in a well-planned, coordinated manner.

Industrial land uses are proposed adjacent to the railroads in the southern and northern portions of the study area. Proposed industrial land uses should be developed within master planned areas which discourages individual lot access on the Martinsburg Pike (Route 11 North) corridor. Industrial land uses should be adequately screened from adjoining land uses to mitigate visual and noise impacts. Furthermore, industrial land uses should be planned to provide greater setbacks and buffers and screening along Martinsburg Pike to enhance the appearance of the corridor.

Business and commercial land uses are proposed along the Martinsburg Pike corridor, on the east and west side of Interstate 81 Exits 317, 321, and 323 within the southeastern portion of the Sewer and Water Service Area (SWSA). It is envisioned that commercial land uses which cater to the interstate traveler will be developed along the three Interstate 81 interchange areas, while retail, service, and office land uses will occur along the Martinsburg Pike corridor, and complement the planned unit development (PUD) land use designation in the southeastern portion of the SWSA. The development of business and commercial land uses is encouraged at designated signalized road intersections. All business and commercial uses are encouraged to provide inter-parcel connectors to enhance accessibility between uses and reduce disruptions to primary and secondary road systems. Additionally, business and commercial land uses which adjoin existing residential uses and significant historic resources should be adequately screened to mitigate impacts.

The Planned Unit Development (PUD) land use is proposed in the southeastern portion of the study area, immediately south of the Stephenson Rural Community Center. The PUD is envisioned to include residential, commercial, and office components, of which a maximum of 50% of the land area would be non-residential. The PUD is proposed as an alternative land use from the typical suburban residential development patterns that have occurred in the past. The PUD concept is intended to promote land use patterns that allow for internal service, employment, and intermodal transportation opportunities with public open space linkages between various developments. Public uses such as schools, parks, and fire and rescue facilities should be provided for within the PUD. As with all development, it is vital that the PUD be provided with adequate transportation improvements that assure the transportation network serving the community function at a Level of Service (LOS) Category C or better.

## *Land Use*

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The planned unit development (PUD) land use concept would enable a large scale community. The associated residential aspect of a PUD would necessitate its inclusion within the County's Urban Development Area (UDA). Therefore, the UDA has been expanded to incorporate the land areas designated for the PUD.

The preservation and protection of significant historic resources, environmentally-sensitive areas, and open space areas is encouraged by this land use plan. The majority of the acreage within the study area which comprises these features has been protected from industrial, commercial, and residential development through its exclusion from the SWSA and UDA expansion. This acreage includes the core area of the Opequon Battlefield (3<sup>rd</sup> Battle of Winchester); significant historic properties including Sulphur Spring Spa (34-110), Cleridge (34-111), and Hackwood (34-134); the majority of the steep slope and mature woodland areas; and all of the flood plain and wetland areas associated with Opequon Creek.

Significant historic resources including the core area of Stephenson's Depot (2<sup>nd</sup> Battle of Winchester), Kenilworth (34-113), the Branson House (34-137), Milburn (34-729), the Byers House (34-1124), and the Milburn Road corridor (Route 662), and minor areas of steep slope and mature woodlands fall within the expanded SWSA and UDA boundaries. The land use plan incorporates Developmentally Sensitive Areas (DSA) designation to ensure that these features, as well as existing residential clusters and public land uses are protected from future development proposals. The DSA is a community and historical preservation area; therefore, adjacent uses which may be incompatible should provide adequate buffers and screening. The DSA is intended to discourage any development along the Milburn Road corridor and to promote a higher standard of development along the Martinsburg Pike corridor where residential clusters and public land uses dominate. Development regulations should be reviewed to ensure that they protect and promote a cohesive community environment within the study area with special attention to the DSA, while providing flexibility to encourage high quality development.

The land use plan recommends the allowance of residential land uses within the three Rural Community Centers (RCC). New residential land use should only occur in conjunction with public water and sewer service and should be compatible with existing residential densities and lot sizes within each community center.

### *Northeast Frederick Land Use Plan Infrastructure Components*

The proposed industrial, commercial, and planned unit development (PUD) land uses identified in this land use plan are recommended to be developed with public water and sewer service. Therefore, it is the recommendation of this land use plan to prohibit package treatment plants unless they are of a scale and design that is feasible for them to be dedicated to the Frederick County Sanitation Authority for operation and maintenance. Furthermore, proposed industrial, commercial, and planned unit development should only occur if impacted road systems function at a Level of Service (LOS) Category C or better. The installation of public water and sewer infrastructure, the development of new road systems and new signalization, and improvements to existing road systems

## *Land Use*

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will be the responsibility of private property owners and developers, unless the Board of Supervisors determines that public-private partnerships are appropriate.

**Transportation:** Proposed industrial, commercial, and planned unit development within the land use plan boundary will necessitate improvements to existing road systems and the construction of new road systems. The land use plan provides for the general location of new collector roads and signalized intersections to channel vehicular traffic between key intersections throughout the study area. These collector roads are intended to promote efficient traffic movement between land uses, enhance safety by limiting individual commercial entrances and turning movements at random points, and preserve capacities on existing road systems to ensure adequate levels of service. The general location of new collector roads and new signalized intersections is depicted on the land use plan map. The development of these transportation improvements will be required as proposed industrial, commercial, and planned unit development projects are realized.

Improvements to existing primary and secondary road systems will be required throughout the study area. To ensure that these road improvements occur, proposed developments should be expected to provide dedicated right-of-ways and construct all improvements deemed necessary by the Virginia Department of Transportation and the Board of Supervisors. Improvements to the existing primary and secondary road systems include improving Martinsburg Pike (Route 11 North) to a four-lane facility, and improving the width and geometrics of Rest Church Road (Route 669), Woodbine Road (Route 669), Branson Spring Road (Route 668), Woodside Road (Route 671), Brucetown Road (Route 672), Stephenson Road (Route 664), and Old Charles Town Road (Route 761).

A corridor has been reserved along the proposed alignment of Route 37 - Alternative C; Phase IV, to reflect the proposed route included on the Commonwealth of Virginia's road program. This corridor is flanked on either side by proposed industrial, commercial, and planned unit development land uses. The proposed land uses may provide an opportunity for the development of a future interchange along the phase of the Route 37 corridor.

**Water and Sewer:** Proposed industrial, commercial, and planned unit development within the land use plan boundary will be developed in conjunction with public water and sewer infrastructure. Public water infrastructure exists within the study area along Martinsburg Pike from the southern study area boundary to the intersection with Interstate 81 Exit 321. This infrastructure extends to the east, following portions of Stephenson Road (Route 664); Old Charles Town

## *Land Use*

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Road (Route 664); and Gun Club Road (Route 666). Public sewer infrastructure may be extended to serve properties within the Sewer and Water Service Area (SWSA).

Currently, the Opequon Waste Water Treatment Plant (OWWTP) is the closest treatment facility to the study area boundary. Utilization of the OWWTP would necessitate the development of pump stations and lift stations throughout the study area. The proposed land use acreages have been compiled to determine the potential impacts to the OWWTP capacities. The estimated development of these acreages demonstrates that capacities at the OWWTP will be exceeded prior to the buildout of these areas.

The Board of Supervisors will need to work with the Frederick County Sanitation Authority (FCSA) to determine appropriate methods for establishing public water and sewer infrastructure with adequate capacities. Appropriate methods may include partnerships and agreements with adjoining localities to utilize existing infrastructure, the development of new treatment facilities for water extraction and sewer treatment, or public/private partnerships to develop necessary infrastructure.

### **Route 37 West Land Use Plan**

Recent land use decisions and development trends have drawn attention to the land within the Route 37 western by-pass area between Route 50 and Route 522. In 1996, 50 acres adjacent to Route 37 and Route 50 were rezoned for commercial use, while land adjacent to Route 37 and Amherst Street within the City of Winchester has continued to develop to accommodate the Winchester Medical Center and the Shenandoah University Pharmaceutical School. It has been indicated that build-out of the site within the City of Winchester is inevitable, if development associated with these uses continues at its current rate.

In 1997, Frederick County undertook a study within this area to identify the most desirable land uses and plans for the future area as a whole. The goal of this study was to balance the economic development opportunities associated with the existing development activities while limiting development potential west of Route 37, promoting the continuation of agribusiness activities, and protecting the pristine landscape of the area.

A study area for the Route 37 West Land Use Plan was identified within the county which encompassed 645 acres. This area is bounded by Route 522 to the north, Route 37 to the east, the Round Hill Community Land Use Plan boundary to the south, and a definitive ridge line to the west. The predominate land use is in orchards and a portion of the study area includes a core area of the Battle of Second Winchester.

#### Land Use Components

Approximately a 120-acre area located in the southeastern portion of the 645-acre study area has been identified as a location for potential business concentrations. It is envisioned that this area should be planned for an office park-type development which complements the medical center and pharmaceutical school, while providing retail services that cater to these uses and the community within the proximity of the study area. The remaining 525 acres within this study area should remain in its present, pristine condition, continuing the present land use of orchards while preserving the historic integrity of the battlefield, as well as potentially significant properties identified in the Frederick County Rural Landmarks Survey.

#### Transportation Components

Future road networks are proposed for this study area which link the 120-acre business and retail area with Route 37, Route 522, and Route 50. A system of major collector roads are necessary to promote the safe and efficient movement of traffic through this area. The Winchester Medical Center is currently working with the Virginia Department of Transportation to develop an interchange on Route 37 that will provide direct access to the medical center. This plan promotes the expansion of this interchange to provide access to the west, while linking the 120-acre business and retail area to

## *Land Use*

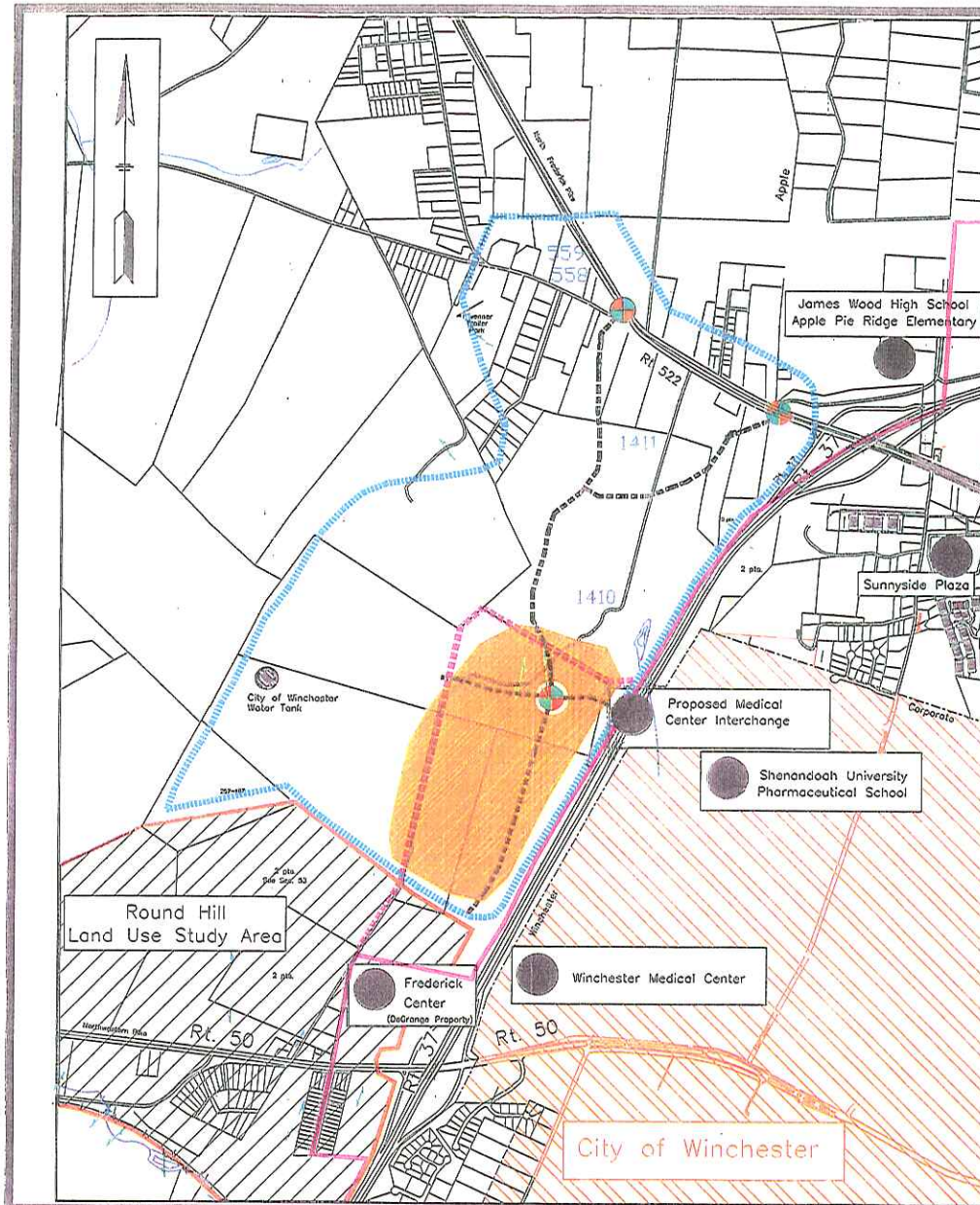
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this interchange through the development of a major collector road. The development of a major collector road system which links the 120-acre business and retail area with Route 522 and Route 50 is also necessary to promote an efficient north-south traffic pattern through this study area and the DeGrange property which borders this development pod to the south.

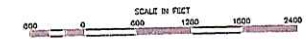
### Sewer and Water Components

The Route 37 West Land Use Plan calls for the inclusion of the 120-acre business and retail area within the Frederick County Sewer and Water Service Area. This inclusion is necessary to ensure compliance with county policies regarding proposed zoning changes from rural land use to commercial land use. The extension of the Frederick County Sewer and Water Service Area has been done independently of the Frederick County Urban Development Area. Therefore, residential development is not proposed or encouraged for this study area.

# Route 37 West Land Use Plan



-  Study Area  
645 Acres
-  Proposed Business  
And Office Uses  
37 Corridor: 118 acres
-  Proposed Major  
Collector Road
-  Proposed Expansion  
to the SWSA
-  Existing SWSA
-  1410 Identified Historic Site  
(by the Rural Landmark Survey)
-  Traffic Signal



**GIS** Frederick County Planning & Development  
Winchester, Virginia

October 7, 1997

...rt37lup.dwg

## **Southern Frederick Land Use Plan**

### General Information

During the 1998 Planning Commission Retreat, held at the Wayside Inn in Middletown, the Board of Supervisors requested that a land use plan be prepared for the southern portion of the Urban Development Area (UDA) and the Sewer and Water Service Area (SWSA). The elements considered as catalysts for the development of a land use plan in this area include the planned improvements to existing road systems, the development of new road systems and sewer and water infrastructure, and the desire to establish industrial areas with rail access, as well as industrial areas that would utilize the Virginia Inland Port. A land use study was initiated to identify the most desirable land uses including future development and preservation within the area as a whole.

In May 1998, Frederick County identified a study area within the southern portion of the Urban Development Area (UDA) and the Sewer and Water Service Area (SWSA) which would be significantly influenced by planned road systems and sewer and water infrastructure. This study area, encompassing 7,050 acres (11 square miles), is bounded by the City of Winchester Corporate Limits, Interstate 81, and Buffalo Lick Run to the north; Airport Road (Route 645), West Parkins Mill Road (Route 644), and Front Royal Pike (Route 522 South) to the east; the Upper Opequon Watershed and the Opequon Creek to the south; and Middle Road (Route 628) to the west.

Several public information meetings were conducted in the fall of 1998. The purpose of these meetings was to identify issues and obtain input from the general public and local organizations that would be utilized to develop land use alternatives for the study. A work session was conducted with the Board of Supervisors and the Planning Commission in January 1999, to review the preferred land use plan alternative that was recommended by the Comprehensive Plans and Programs Subcommittee (CPPS). A background report was prepared for this work session to provide information regarding the characteristics of the study area, issues and input received during the public information meetings, and the elements of the recommended land use plan. This background report is maintained in the Department of Planning and Development.



## Objectives for the Southern Frederick Land Use Plan

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### Land Use

- Promote orderly development within areas impacted by new infrastructure.
- Provide a balance of industrial, commercial, residential, and agricultural areas.
- Promote Planned Unit Development (PUDs) and mixed-use development in-lieu of large areas of residential.
- Concentrate industrial and commercial uses near and around interstate, arterial, and major collector interchanges and intersections.
- Encourage the preservation of prime agricultural areas and the continuation of Agricultural and Forestal Districts.

### Environmental

- Identify environmental resources and develop methods to protect these sensitive areas.
- Encourage land use patterns that are not automotive dependent to protect air quality.
- Promote development standards such as riparian zones and regional stormwater management facilities to protect water quality from point and non-point sources.

### Historical

- Encourage the protection of potentially significant historic structures and sites as identified by the Frederick County Rural Landmarks Survey.
- Encourage the establishment of historic districts and the protection of historic areas identified by the Battlefield Network Plan, particularly the Kernstown Battlefield site.

### Transportation

- Coordinate with the Interstate 81, Route 37, and WATS Plans.
- Promote areas of viable rail access for industrial uses.
- Require connections between arterial and major collector road systems within industrial, PUD, and mixed-use developments.
- Provide signalization at major intersections to promote efficient traffic movement.
- Encourage intermodal opportunities including bicycle and pedestrian systems.

### Public Utilities

- Ensure the availability of adequate water resources prior to future development.
- Determine the capacities of water and sewer treatment facilities and projected impacts of future land uses.
- Provide opportunities for expansion of water and sewage treatment facilities.

## *Land Use*

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### Land Use Plan

Existing areas of residential, commercial, industrial and agricultural land use are contained within the 7,050-acre study area. The majority of the commercial and industrial areas are located on the west side of Interstate 81 near the Valley Pike corridor (Route 11 South), while residential areas exist along Valley Pike and Front Royal Pike (Route 522 South). Agricultural land use exists along the Front Royal Pike corridor; however, the greatest concentration is located west of Valley Pike due to the significant amount of prime agricultural soils present in the area. Approximately 4,500 acres of land within the study area is currently zoned RA, Rural Areas District. The majority of this land is located east of Interstate 81; therefore, it is probable that future zoning change requests will be presented to the county. The development of future land uses throughout the study area should be sensitive to existing uses and should demonstrate continuity with planned uses.

Future land uses recommended for the 7,050-acre study area include residential, commercial, industrial, agricultural, mixed-use, planned unit development (PUD), and a historic district. A detailed description of the recommended land uses is provided below. Due to the considerable size of the study area, the description has been divided into three geographic areas.

#### Western Area

This area includes the portion of the study area west of Interstate 81 to Middle Road (Route 628). Recommended land uses include industrial areas along the east and west side of the CSX Railroad, as well as the continuation of industrial use on the east side of Route 37 and the southwest side of Apple Valley Road (Route 652). The continuation of agricultural uses are recommended west of Route 37 and Shady Elm Road (Route 651). This will encourage the continuation of agribusiness activity and protect the integrity of the properties voluntarily placed in the South Frederick Agricultural and Forestal District. A historic district designation is recommended for the portion of the Grim Farm that is located in the county. This designation is intended to assist in the preservation of the core area of the Kernstown Battlefield. County regulations stipulate that the formation of a historic district must be accomplished through the consent of the land owner.

#### Central Area

This land area includes the portion of the study area east of Interstate 81 and west of Front Royal Pike (Route 522 South). Residential areas are recommended north of the Lakeside, Wakeland Manor, and Tasker Land Bay developments. Commercial areas are recommended at the Battaile Drive interchange between Interstate 81 and Warrior Drive. Mixed-use areas

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## *Land Use*

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are recommended to occur within proximity of the Route 37 interchange locations at Interstate 81, Front Royal Pike, and Warrior Drive, as well as in the northern portion of the study area between Front Royal Pike and Warrior Drive. Mixed-use areas are envisioned to include residential and commercial components, of which a maximum of 75% of the land area would be residential. A planned unit development (PUD) is recommended for the land area between Route 37, Front Royal Pike, Warrior Drive, and Papermill Road. The PUD is envisioned to include residential, commercial and light industrial/office components, of which a maximum of 50% of the land area would be residential. The mixed-use areas and the PUD are proposed as alternative land uses from the typical residential development patterns that have occurred in the past. The mixed-use and PUD concepts are intended to promote land use patterns that allow for internal service, employment, and intermodal transportation opportunities with public open space linkages between various developments.

### Eastern Area

This land area includes the portion of the study area east of Front Royal Pike (Route 522 South). Residential areas are recommended adjacent to Armel Elementary School and to the north and west of the proposed public golf course located along West Parkins Mill Road (Route 644). An industrial area is recommended on Front Royal Pike, north of the Route 37 interchange area, to take advantage of the arterial road systems and the proximity to the Virginia Inland Port. An area has been identified to the south of the relocated portion of west Parkins Mill Road for the future expansion of the Parkins Mill Wastewater Treatment Plant. It is believed that this would provide adequate area to expand the capacity of the existing facility from 2 MGD to 4 MGD.

### Infrastructure Components

The majority of the land within the study area boundaries will be impacted by transportation, sewer, and water facility improvements. These improvements are proposed to traverse properties that are currently located within and outside of the county's Urban Development Area (UDA) and the Sewer and Water Service Area (SWSA). Improvements to existing arterial and collector road systems, the development of new major and minor collector road systems, and the expansion and installation of public water and sewer facilities will be the responsibility of individual property owners and developers. It is recommended that adjacent land uses be situated a minimum of 100 feet from these right-of-ways to avoid future conflicts associated with widening and interchange reconfiguration. A detailed description of the proposed transportation, sewer, and water facilities improvements are described below:

## *Land Use*

### Transportation

The Winchester Area Transportation Study (WATS) and the Comprehensive Policy Plan's Eastern Road Plan identify several significant transportation improvements within the study area boundaries. These plans call for improvements to existing road alignments and interchanges, the relocation of existing roadways, and the construction of new road systems and interchanges. Transportation improvements to the interstate, arterial, and collector road systems will contribute to improved levels of service throughout the study area, and will shape the land use patterns in the short and long term. The following table describes the transportation improvements that will occur within the study area:

<b>Southern Frederick Land Use Plan - Transportation Improvements</b>			
<i>Road Name and/or Route Number</i>	<i>Functional Classification</i>	<i>Type of Improvement</i>	<i>Typical Section</i>
Interstate 81	Interstate	Existing Alignment	(I6); 6 lane Interstate
Route 37	Major Arterial	New Construction	(R4D); 4 lane divided
I- 81 Exit 310	Interstate Interchange	Existing Alignment	Full Cloverleaf
I-81/Battaile Drive	Interstate Interchange	New Interchange	Full Cloverleaf
Rt.37/522 South	Arterial Interchange	New Interchange	Diamond
Rt.37/Warrior Drive	Arterial Interchange	New Interchange	Diamond
Rt.37/Shady Elm Rd.	Arterial Interchange	New Interchange	Diamond
Interstate 81 CD Lane	Collector/Distributor	New Construction	(U2); 2 lane urban
Rt.636 White Oak Rd	Major Collector	New Construction	(U4R); 4 lane urban
Tasker Rd. to Rt.11	Major Collector	Relocation	(U4R); 4 lane urban
Tasker Rd. to Warrior	Major Collector	Relocation	(R2); 2 lane rural
Rt.644 Papermill Rd	Major Collector	New Construction	(R2); 2 lane rural
Rt.644 Parkins Mill	Major Collector	New Construction	(R2); 2 lane rural
Rt.651 Shady Elm Rd	Major Collector	Existing Alignment	(R4D); 4 lane rural
Rt.652 Apple Valley	Major Collector	Existing Alignment	(R2); 2 lane rural
Warrior Drive	Major Collector	New Construction	(U4); 4 lane urban

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## *Land Use*

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In addition to the new road systems proposed by the WATS and the Eastern Road Plan, additional road systems are proposed to effectively manage traffic generated from residential, commercial, and industrial land uses along the Front Royal Pike corridor. These road systems, depicted on the Southern Frederick Land Use Plan Map, are intended to link various land uses with arterial and collector road systems and to provide for signalization opportunities at critical intersections as areas develop. Development proposals submitted for these areas will be expected to provide road connections and signalization to achieve the intent of this plan, although the alignment of these road systems is not expected to be definite.

The development of new road systems and the improvements to existing road systems are planned to mitigate impacts to the environmental features and historic areas that are identified in the land use plan. Where appropriate, it is recommended that transportation systems planning efforts consider the feasibility of providing direct access or easements to historic properties and features to ensure public access opportunities, to encourage the development of bicycle facilities and pedestrian walkway systems that serve residential, mixed-use, and PUD areas, to discourage an excessive number of commercial and industrial entrances, to utilize master planned boulevard entrances with adequate turn lanes, and to increase setbacks for parking lots to provide for green space and landscaping opportunities, while providing future right-of-way to mitigate impacts to existing and future land uses.

### Water and Sewer

In Fall 1997, the Board of Supervisors authorized the Frederick County Sanitation Authority to undertake a major capital project designed to provide public water and sewer service from the Parkins Mill Wastewater Treatment Facility to the Kernstown environs. Construction of this project commenced in Fall, 1998, which involves the extension of a 20-inch water transmission line from Front Royal Pike and a 15-inch sewer interceptor line from the Parkins Mill Wastewater Treatment Facility to Apple Valley Road (Route 652) and Shady Elm Road (Route 651) at Route 37.

This project was authorized primarily to provide public water and sewer service to existing and proposed industrial uses west of Interstate 81 and northeast of Route 37; however, it is anticipated that this project will impact other portions of the study area east of Interstate 81. The sewer interceptor line follows Hoge Run, which is the current boundary of the county's Urban Development Area (UDA) and the Sewer and Water Service Area (SWSA). The water transmission line traverses a distance of approximately one mile within the study area that is located outside of the UDA and SWSA, then continues into the service area before crossing Interstate 81. The entire portion of the study area between Front Royal Pike and Interstate 81 that will be traversed by this water and sewer project is currently zoned for rural area use; therefore, the county should expect to receive requests for property rezoning in this portion of the study area.

## *Land Use*

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### *Future Land Use Development Phasing*

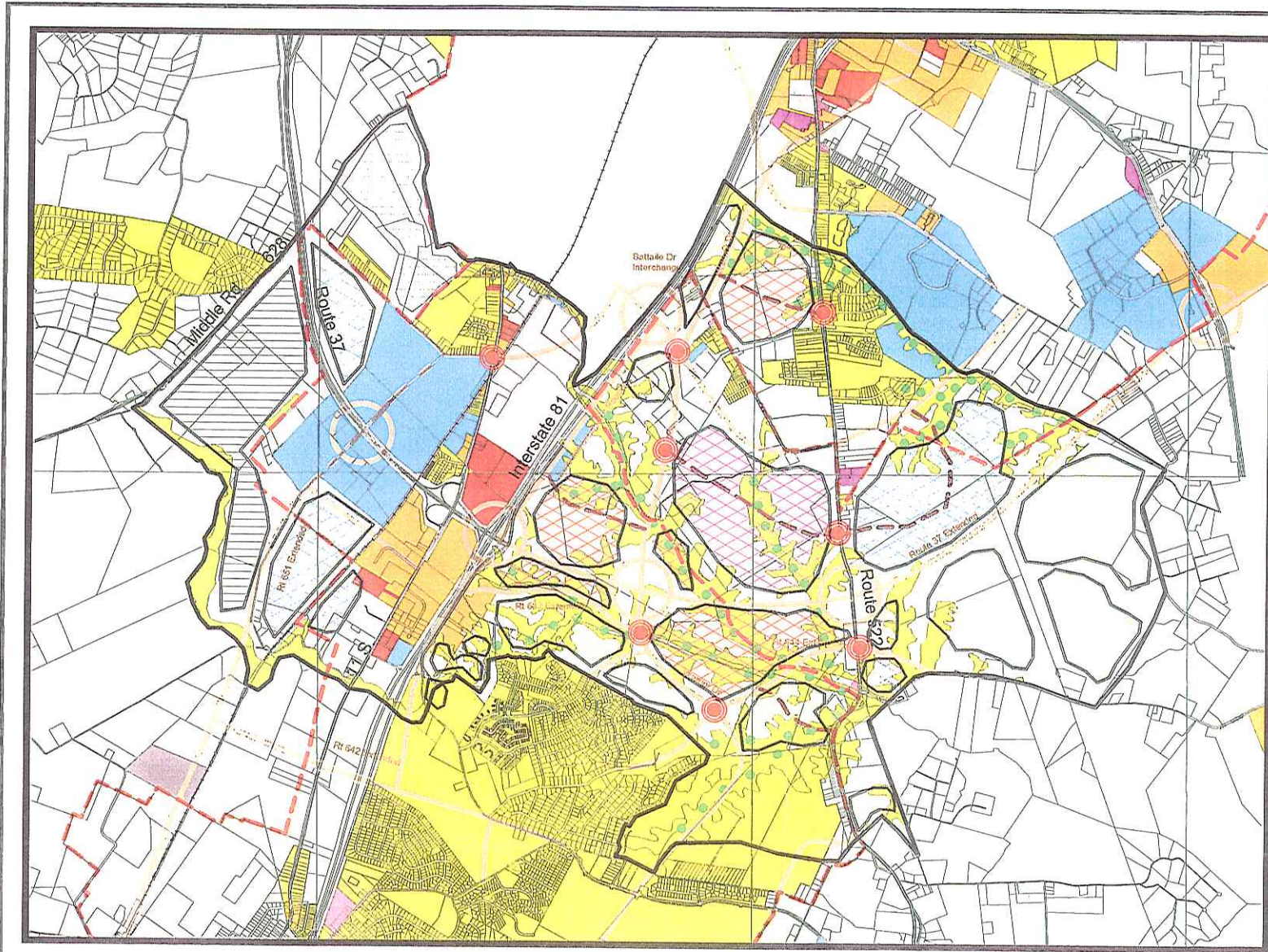
Approximately 3,470 acres, or 49%, of the 7,050-acre study area is currently within the Urban Development Area (UDA) and the Sewer and Water Service Area (SWSA). Of this 3,470 acres, 1,845 acres is currently zoned for rural area use (53%), 655 acres is zoned for residential use (19%), 645 acres is zoned for industrial use (19%), and 325 acres is zoned for commercial use (9%). The remaining 3,580 acres that is located outside of the UDA and SWSA is predominately zoned for rural area use, with the exception of small residential areas located along Papermill Road (Route 644) and Apple Valley Road (Route 652).

The land use plan recommends an adjustment of the SWSA in the western portion of the study area in the proximity of Apple Valley Road. This adjustment relocates the SWSA to the southeast of the Kernstown Battlefield on the north side of Apple Valley Road and to the north of the Blackburn Limited Partnership tract on the south side of Apple Valley Road. This adjustment results in an addition of 3.5 acres into the SWSA, as 35.7 acres are included within the Blackburn Limited Partnership tract, while 32.2 acres is removed from the Kernstown Battlefield site.

A phasing plan is not recommended for the acreage located within the UDA and SWSA boundaries, as favorable economic and market conditions will drive development decisions. Future expansion of the SWSA is appropriate to accommodate future industrial use; however, the expansion of this service area should not extend west of Shady Elm Road or south of the proposed segment of Route 37 between Front Royal Pike and Buffalo Lick Run. The land use plan does not propose the expansion of the UDA in any part of the study area boundary. It is recommended that the county monitor growth trends within the UDA to ensure that the timing for expansion of this development area is linked to the need to provide additional residential areas to maintain a competitive market. It is recommended that the properties located west of Front Royal Pike and east of Interstate 81 be considered first for inclusion into the UDA when the expansion is determined to be appropriate.

*Land Use*

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# LEGEND

## Study Area

- 7,050 acres
- SWSA Boundary

## Arterial and Collector Road Projects

- WATS Road Improvements
- Additional Collector Roads
- Proposed Traffic Signal

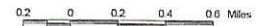
## Zoning

- RA (Rural Area District)
- RP (Residential Performance District)
- RS (Residential, Recreational Community)
- MH1 (Mobile Home Community)
- B1 (Business, Neighborhood District)
- B2 (Business, General District)
- B3 (Industrial, Transition District)
- M1 (Industrial, Light District)
- M2 (Industrial, General District)
- EM (Extractive Manufacturing District)
- HE (Higher Education District)

## CPPS & Staff Recommendations Proposed Land Use

- Agricultural
- Residential
- Business
- Industrial
- Institutional
- Utility
- Recreation
- Historic
- Mixed-Use
- PUD

- Public Trail System
- Environmental Constraints





### **Business Corridors Conclusion**

Perhaps the most fundamental concept depicted in each of the Corridor Plans are the proposed future land uses. For the most part, the future land use delineations consist of additional areas of business, office, and industrial use. An important element of the corridor plans is the creation, or enhancement, of areas of economic development potential. All aspects of the corridor plans and policies established in this report, play a role in improving the atmosphere for quality economic development.

At the same time the plans attempt to direct future growth to designated areas, they also set limits on the expansion of commercial growth along the corridors through the designation of the corridor boundaries. This too serves to focus the development community on key areas for future commercial growth. As parcels within the study areas are proposed for rezoning, it will be incumbent upon the Planning staff, Planning Commission and Board of Supervisors to ensure that the development proposed is in keeping with the concepts discussed in this Plan.

One of the primary objectives of the corridor plans is to insure that the commercial development that does take place within the corridor is of a standard that reflects favorably on the area. Efforts will need to be taken to follow up on these examples with the creation of actual development regulations aimed at achieving the desired results. Some steps have already taken place. The County's Development Review and Regulations Committee has begun working on implementing the recommendations of the Winchester-Frederick County Chamber of Commerce's *Report of the Corridor Appearance Task Force* which was completed in January of 1993.

As development takes place along these corridors, it is very important that the County considers the potential impact on stormwater runoff. Provisions must be considered to protect the County's watersheds. All of the proposed development along these corridors fall within the Opequon watershed.

#### ***Issues:***

- ▶ *Frederick County needs to work with VDOT to insure that adequate traffic modeling studies are conducted and patterns are analyzed to insure that new intersections and entrances are adequately designed and constructed.*
  
- ▶ *Intersections and commercial entrances need to meet spacing requirements as specified in the County Subdivision Ordinance. Current requirements need to be examined to insure that adequate distances are provided when new entrances are established. Shared entrances should be encouraged or in certain instances, required.*
  
- ▶ *Frederick County needs to work with VDOT and developers to insure that when signalization is needed, cost sharing mechanisms and agreements are in place to*

## *Land Use*

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*accommodate timely installation.*

- ▶ *Standards need to be revised to insure that turn lanes allow for sufficient stacking of vehicles and that adequate signage and pavement marking is provided.*
- ▶ *Raised medians should be required at all intersections along business corridors.*
- ▶ *Streetlights should be required at all intersections and entrances to enhance visibility and promote safety. Lighting types should be designed to enhance the overall appearance of the corridor.*
- ▶ *Utility lines should be placed underground wherever possible or at the rear of lots to minimize their visibility.*
- ▶ *Wherever possible, intersections should align at right angles, without offsets, on opposite sides of the corridor and should conform to the corridor plans, the Eastern Road Plan and the Winchester Area Transportation Plan.*
- ▶ *Provisions should be made for bike lanes within the right-of-way at intersections. Appropriate signalization, signage, and pavement marking should be included in the design to minimize potential conflicts. Locations of bike lanes should conform to the recommendations of the Bicycle Plan for the City of Winchester and Frederick County.*

### **Rural Community Centers**

Rural community centers are relatively small centers of population and activity in the rural areas of Frederick County. Following the adoption of the 1982 Plan, the Rural Community Center Committee of the Frederick County Planning Commission was formed which proceeded to define rural community centers and to study their characteristics. The Committee held public meetings in 1984 and 1985 to solicit opinions on development policies and developed some recommendations on policies for the rural community centers.

The following criteria were used to designate rural community centers:

1. Proximity to and access to collector or arterial routes.
2. Existing concentration of commercial services within the center.
3. Existing concentration of public services within the center.
4. Access from concentrations of existing population.
5. Actual population growth in the area.

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6. Access from concentrations of potential population (subdivided lots).
7. Proximity to other areas which could act as community centers.
8. Physical characteristics of land in the area.
9. Public perceptions.
10. Existing public facilities, churches, and civic clubs.

The potential Rural Community Centers identified, included the following:

Gore	Reynolds Store
Gainesboro	Round Hill
Armel	Shawneeland/North Mountain
Star Tannery	Whitacre/Cross Junction
Albin	Clearbrook/Brucetown
Stephenson	

Provisions should be made in County policies to recognize the rural centers and to accommodate the differences between each center. Many of the centers are zoned for agriculture, which is not necessarily appropriate in relation to the functions of some of the centers.

The Committee recommended that Armel, North Mountain/Shawneeland, and Reynolds Store/Whitacre/Cross Junction be treated similarly as the surrounding areas. The recommendations for all other community centers suggest that additional commercial development will occur in the rural community centers. Only the recommendations for Gore suggest encouraging increased amounts and densities of housing in relation to surrounding rural areas.

The recommendations for all rural community centers promote improved public services. The recommendations for the Round Hill Community Center place particular emphasis on increased road improvements and the provision of public sewer and water service. Water and sewer issues are also important in the Clearbrook/Brucetown and Stephenson areas.

A study designed to investigate and develop recommendations on possible methods of treating wastewater in the Round Hill, Clearbrook, and Brucetown areas was conducted. A report was drafted and was finalized October of 1993.

The County needs to develop land use policies and regulations which will allow these centers to continue to serve their traditional function without spoiling their rural character. Of all the identified Community Centers, the Round Hill Community has been experiencing the most intense development pressure due to its close proximity to the City of Winchester, the Route 50\37 interchange, central sewer and water, and the County's Urban Development Area boundary. As a result of this, the Comprehensive Plans and Programs Committee began the development of a long-range land use plan for the Round Hill Community first.

*Land Use*

**Table 12: Comparative Facts and Figures of Rural Community Centers**

CATEGORY	Gainesboro	Round Hill	Gore	Clearbrook, Stephenson, Brucetown	Armel
<i>HOUSING</i>					
Single Family	122	266	101	346	158
Mobile Homes	13	14	23	229	26
<b>Total</b>	<b>135</b>	<b>280</b>	<b>124</b>	<b>575</b>	<b>184</b>
<i>LOT SIZE</i>					
Average	13	2.75	7.5	4	6.25
Residential	2.5	1.25	2.25	1.25	2
<i>POPULATION (Estimated)</i>	466	966	427	1,948	635
<i>LAND USE</i>					
Residential	288	338	220	545	354
Commercial	5	36	8	52	3
Mixed	5	46	4	80	7
Industrial	30	19	12	411	0
Public/Semi-Public	63	22	9	98	6
Agriculture/ Open	381	352	386	1,414	608
Vacant/Wooded	808	284	549	217	473
<b>Total</b>	<b>1,580</b>	<b>1,097</b>	<b>1,188</b>	<b>2,817</b>	<b>1,451</b>

*Source: Frederick County Department of Planning and Development, 1985*

Round Hill

The process of formulating a plan for the Round Hill Community began on May 8, 1995 when the Frederick County Comprehensive Plans and Programs Committee (CPPC, a subcommittee of the County Planning Commission) and staff from the Department of Planning and Development, conducted a public meeting at the Round Hill Fire Hall.

The CPPC held a second meeting on September 25, 1995 to present the draft Land Use Plan. In response to the opinions expressed by residents of the community throughout the process, and the desires of the Board of Supervisors, the plan recommends leaving portions of the Community Center designated as rural land use. In all, of the 1,100 acres within the community center, roughly 400 to 500 is designated to remain rural land.

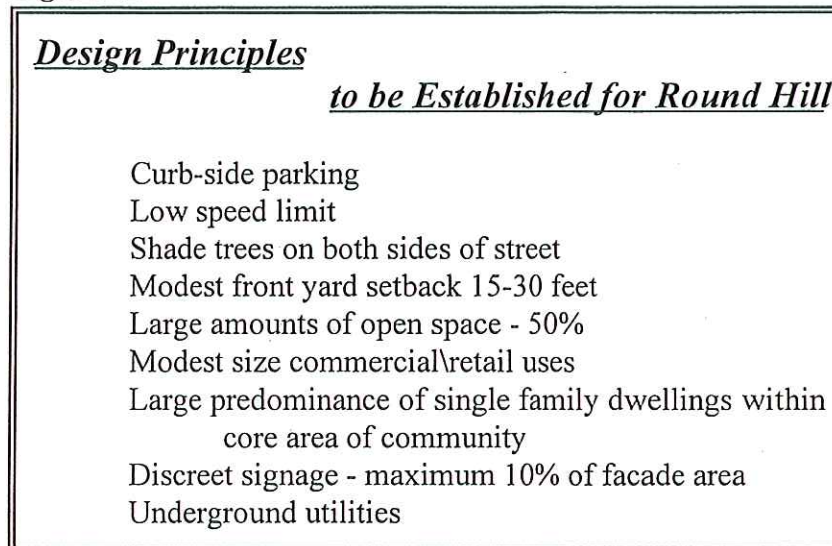
In conjunction with the recommendation to maintain large amounts of open space adjacent to the core area of the Community Center, the plan also calls for the development of a new zoning category tailored to accommodate rural community uses and building patterns. This recommendation is discussed in more detail later in the report.

It should be noted that only Phase I and a small portion of Phase II is inside the current Sewer and Water Service Area. It will ultimately be up to the Board of Supervisors to determine when it is appropriate to include other areas of the community within the Sewer and Water Service Area, a necessary first step to extending utilities. Development of any area would be dependent on the availability of appropriate infrastructure; therefore, the plan does not recommend rezoning land within the community for commercial development prior to the provision of central sewer and water. It is also recommended that as land is developed over time and infrastructure extended, that consideration be given to how this development might further the long range goal of providing sewer to the core area of the community.

There are a number of recommendations that are important elements of the proposed phasing. First, given the fairly uniform response from residents of the community, no area is proposed for high density residential development. As mentioned previously, the plan recommends that a new zoning category be adopted prior to development within Phase III, which, among other things, allows residential development within the Community Center at a density in keeping with traditional development patterns for the community.

The new zoning classification should establish building location and use regulations which perpetuate existing development patterns. These regulations should be developed following a thorough examination of existing building patterns within the community. Standards addressing such things as minimum and maximum front setbacks and building height for structures within the core area of the community, permitted commercial uses and their scale, the location of parking areas as well as their size, and screening should all be considered. The intended purpose being to permit the

**Figure 12**



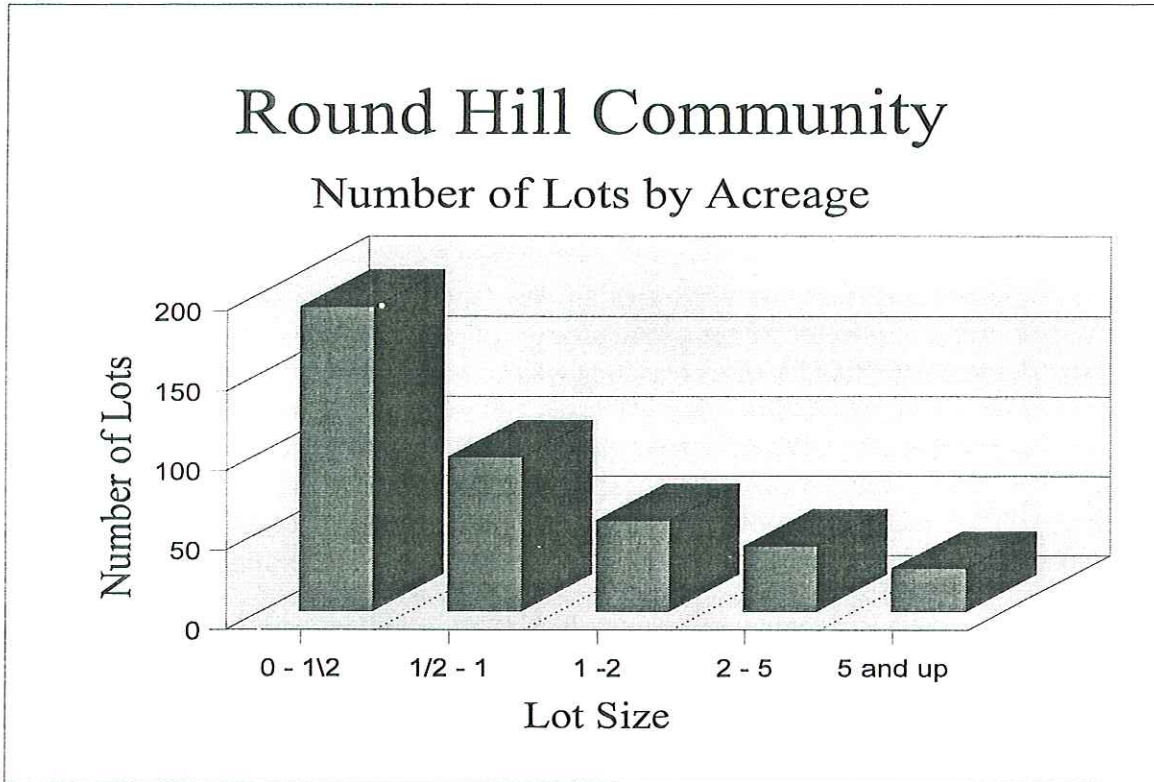
continuation of favorable building patterns, styles, and mix of uses found within the community rather than utilizing existing regulations which were not written with small rural communities in mind.

In the case of the core area, the plan suggests that a minimum lot size in the range of one half, to one acre be established. The plan proposes that this would go into effect as part of Phase III of the land use plan. This lot size change would only take place as part of an overall zoning change for the core area of the Community, and would be dependent on the installation of a central sewer system. The smaller lot size is not proposed for the entire Community Center. Areas on the periphery of the community should be developed on larger lots. There should also be an effort made to preserve large contiguous parcels of open land around the perimeter of the Community Center as a means of maintaining the rural atmosphere.

The plan recommends that standards also be developed that will minimize the visual disruption to the Route 50 corridor. This would involve standards for shared entrances, require a green space along Route 50 which might include a bike and or walking trail, address screening of structures and parking areas and their location in relation to Route 50 itself, control the size, number and location of signs, require underground utilities, and finally, set minimum standards for landscaping. The objective is to prevent the creation of a typical commercial strip along this route. The regulations should discourage individual business entrances on Route 50 both for aesthetics reasons as well as transportation efficiency. Commercial establishments should front feeder roads which connect to Route 50 at signalized intersections.

Description of Phases

Figure 13



Phase I

The first phase in the proposed plan contains approximately 110 acres. The area within the first phase is bounded on the west by the current limits of the Sewer and Water Service Area. The Service Area boundary falls along a natural drainage divide which runs north-south across Route 50, approximately one half mile west of Route 37, and roughly parallel to 37. The southern limit of the phase also follows a natural drainage divide. This divide runs in a southeasterly direction beginning near the intersection of Route 803 and Route 50, to a point on Route 37 approximately mid-way between the interchange with Route 50 and the railroad crossing.

This phase calls for the establishment of a Business/Office Area immediately adjacent to the Route 37 interchange. Implementation of this phase is anticipated to begin within the near term. For our purposes we have assumed a five-year time frame. Business/Office development would require the extension of public sewer and water.

## *Land Use*

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### *Phase II*

The second phase of the proposed plan involves an area designated for additional business and office uses. The total area in this phase amounts to just over 180 acres. There was a great deal of discussion at the Committee level regarding the best category of use for this portion of the community. It was finally determined that the prospect of residential development of any sort in this area should be avoided in favor of commercial uses.

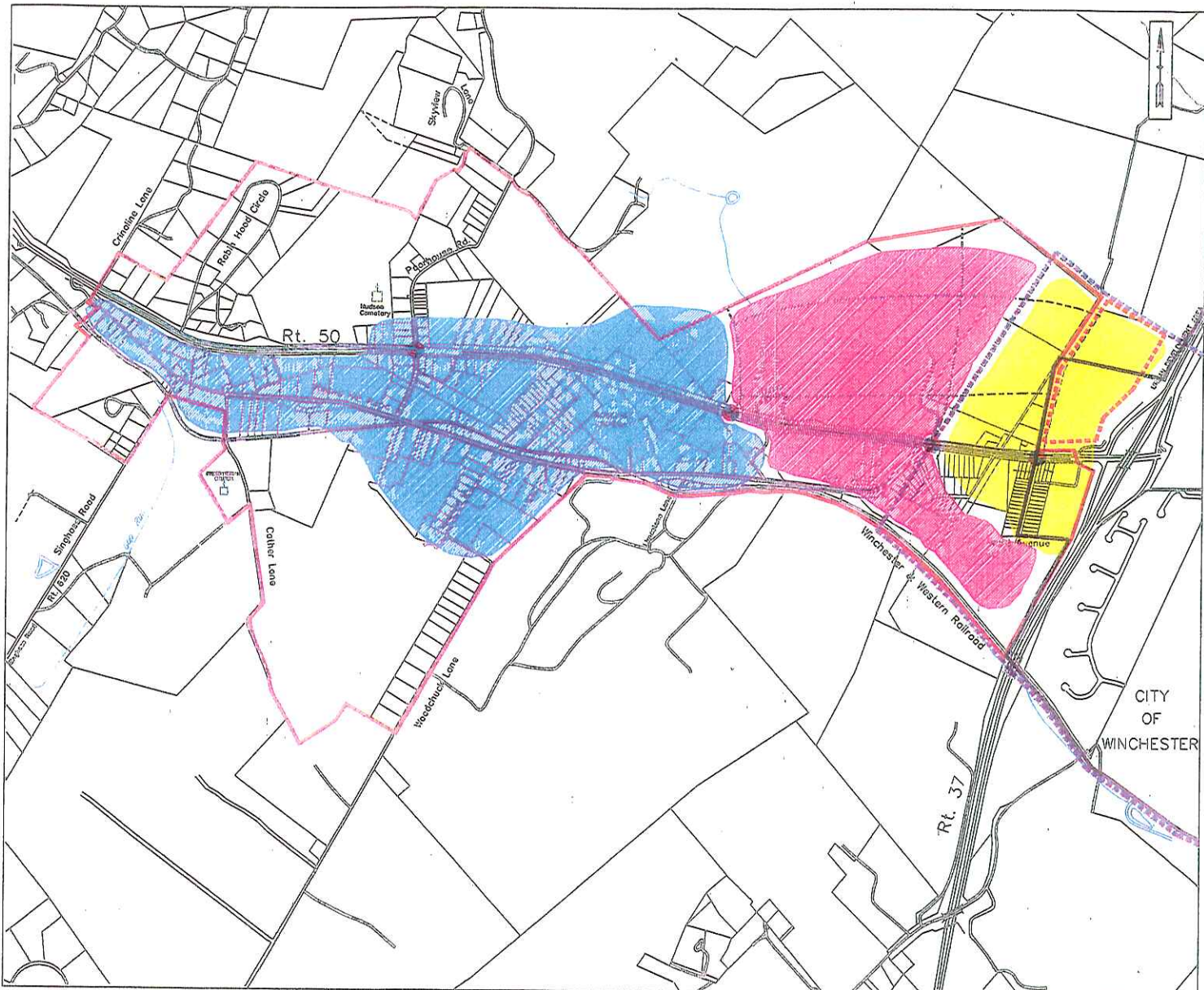
### *Phase III*

The third phase encompasses the core area of the Community as well as some additional business\office uses along Route 50 for a total area of roughly 300 acres. The plan calls for infill residential development within the core area along with some appropriately scaled commercial uses. This portion of the phase involves roughly 250 acres. As mentioned above, it is not recommended that residential development take place under the current Residential Performance regulations, but rather that new regulations be developed that enable the continuation of the rural community atmosphere. It is also recommended that the development be predominately single family residential with the possibility of some small scale businesses aimed at serving the immediate community.

As with other phases, the type of development anticipated would require the availability of central sewer. Since the provision of public utilities will involve a substantial investment, this phase also proposes further expansion of business\retail westward out Route 50 as a means of funding the extension. The business area in this phase contains roughly 50 acres. Again, it is recommended that the commercial development be permitted only after the formulation of specific standards designed to address the visual impact of such development.

The Phase III portion of the Land Use Plan should be considered long range. There is significant work in terms of the development and adoption of regulations that would need to be accomplished before the County would consider permitting the extension of public utilities. Such an extension would involve a considerable investment and will likely have to be undertaken through private investment.








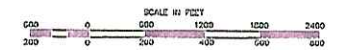


# ROUND HILL COMMUNITY LAND USE PLAN

Total Study Area 1180 Acres			
Phase	1	2	3
Area	110 ac.	180 ac.	300 ac.



-  Water/Sewer Service Area
-  Proposed Collector Roads
-  Community Center Boundary
-  Proposed Community Center Addition
-  Proposed Traffic Signal



## **Infrastructure**

### *Sewer*

An agreement, signed in 1984, between the City of Winchester and the Frederick County Sanitation Authority reserves 953,600 gallons of capacity within the sewer line which terminates just east of Route 37 for use by the County to serve the Round Hill Community. Despite this agreement, it appears that the actual capacity currently available is only 200,000 gallons per day. This means that unless or until the factors limiting capacity are addressed, it will not be feasible to extend sewer to Phases II and III. Even with the restriction eliminated, there would be a significant private investment required to extend the line to the western limits of Phase II and into Phase III.

For the purposes of determining whether the limits of Phase I can realistically be served by the estimated 200,000 gallon capacity available, a hypothetical list of uses that might be expected to locate within the phase was developed. An estimated water demand was then generated using standard multipliers obtained from the Virginia State Health Department. The totals indicate that the 200,000 gallons would be adequate for the type and amount of development that could be expected in the near future within Phase I.

### *Roads*

As with development proposals within the current Urban Development Area, construction of new collector roads and the installation of sewer and water within the Community Center would be the responsibility of the developer. Each of the phases contain segments of collector roads which are intended to channel traffic to and from a few key intersections along Route 50. These collectors are seen as a preferred alternative to permitting an excessive number of individual business entrances on Route 50. The locations of collector roads shown are not intended to be precise. Development proposals submitted for specific areas would be expected to provide for roads which make the connections indicated and serve the intended function, but would not necessarily follow the precise alignments shown.

As the areas develop, signalization will be required where collectors intersect Route 50. Procedures already in place would require that development pay a pro rata share toward the cost of such facilities.

The recommendations contained within the Round Hill Land Use Plan attempt to allow for growth within the Community Center without overwhelming, and ultimately destroying, the features that distinguish the community from the surrounding County. In particular, the plan:

## *Land Use*

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- ▶ calls for the development of a variety of regulations that would protect the appearance of the corridor and limit uses within the Community prior to any extension of sewer or water,
- ▶ directs large scale commercial growth away from the core area of the community,
- ▶ minimizes residential development,
- ▶ maintains large amounts of open space,
- ▶ ensures that new development within the core area is in keeping with the scale of the community,
- ▶ calls for a transportation network that would feed traffic to and from Route 50 at controlled intersections, and discourages a proliferation of entrances along Route 50 itself.

While the plan does not offer specific design standards or land use regulations, it suggests features that should be examined and calls for the development of a new zoning district that is tailored to Round Hill. Route 50 West should not become a typical commercial strip. A green space should be maintained along either side of the road and a pedestrian/bikeway should be incorporated into development plans. It is hoped that many of the standards proposed, once developed, will be applicable to other Community Centers throughout the County.

### **Rural Community Center Conclusion**

Rural community centers have been identified and specific policies have been developed for these centers. Potential rural community centers have also been identified. These should be evaluated and plans should be prepared for each according to need.

#### *Issues:*

- ▶ *All Community Centers need to be evaluated on an individual basis and appropriate land use policies developed*
- ▶ *There is a need to determine to what extent rural community centers will be the primary location of commercial and service uses in the rural areas.*
- ▶ *The extent to which additional commercial and residential development should be allowed in each rural community center needs to be determined.*
- ▶ *What density of housing development should be allowed in each center?*
- ▶ *A policy governing the provision of public services to rural community centers needs to be established.*

### **Rural Areas**

In terms of land area, Frederick County, Virginia is predominantly rural in character. Within the County, rural areas can be defined as all areas outside of the designated Urban Development Area. In the County, the primary land uses in rural areas are agriculture and forests. The primary growth pattern consisting of widely scattered, large lot residential development.

Frederick County contains 266,000 acres of land. Of this acreage, approximately 23,000 is contained within the bounds of the Urban Development Area. The remaining 243,000 acres is in the rural areas. Roughly 230,000 acres lie west of Interstate 81 and are intended to remain rural into the indefinite future.

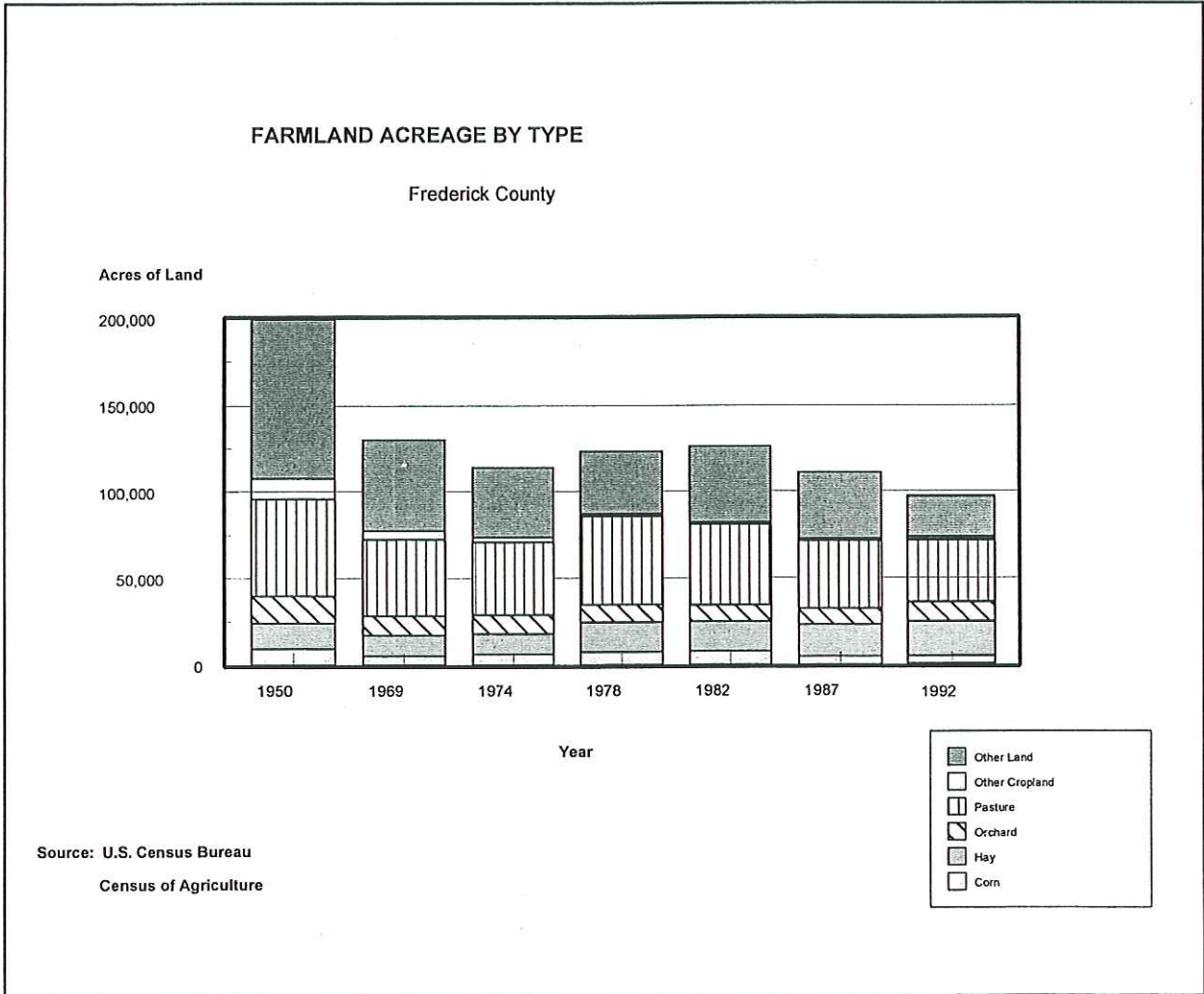
Many residents of Frederick County are attracted to the natural beauty and special lifestyle found in rural portions of the County. Excessive or inappropriate development in these areas can reduce their value and attractiveness. At the same time, the rural areas play an important role in the County's economy through the income generated by agriculture.

Fruit production was the largest single category of agricultural production, in terms of dollar value, in the County in 1995. Over one-half of the market value of agricultural production in recent years has been fruit production. Most of the rest of the agricultural production involved livestock.

In 1992, according to the United States Agricultural Census, there were 98,142 acres of farmland in Frederick County. This is a decrease in acres of farmland from the 1982 total of 111,116 acres. The estimates of farmland acreage show that the total amount of farmland decreased steadily and significantly between 1950 and the early 1970's. However, between 1974 and 1982, the acreage of farmland remained relatively constant at about 120,000 acres. The estimated farmland acreage then fell between 1982 and 1987. Most of the reduction in farmland acreage that occurred in the 1950's and 1960's was probably due to the selling or development of marginal land or forestland for purposes other than farming.

Most of the prime agricultural soils in Frederick County, as defined and mapped by the United States Soil Conservation Service, are located in the limestone belt running north-south throughout the County east of Little North Mountain and west of Interstate 81. Most of the orchards and other cropland in the County are located in this area, although some are located in other areas.

Figure 14



According to the United States Department of Agriculture, there were 130,947 acres of forest land in Frederick County in 1986. This figure dropped to 126,000 acres in 1988, and was 124,624 acres in 1992. Forestland is the largest single land use in the County. The majority of this forest land is private, non-industrial forest land and is located west of Little North Mountain.

These forests provide a major contribution to maintaining the rural character of the County. In addition, they protect watersheds of our streams, provide wildlife habitat, and affect our climate. Forestry makes a major contribution to the local economy. Our forestland helps support almost 20 forest related industries in the County which employ approximately 750 full time workers.

## *Land Use*

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Frederick County has three Agricultural and Forestal Districts which comprise 16,788 acres. The largest of these districts is the South Frederick Agricultural and Forestal District, consisting of 15,016 acres. The South Frederick Agricultural and Forestal District was established in 1980 and was renewed for the third time in 1995. The 1995 renewal placed 218 parcels, managed by 90 landowners within this district. The South Frederick Agricultural and Forestal District is located in the Back Creek Magisterial District, south of Northwestern Pike (Route 50 West) and west of the City of Winchester and the towns of Stephens City and Middletown.

Two new Agricultural and Forestal Districts were established in 1995. The Double Church Road Agricultural and Forestal District contains 1,405 acres within 39 parcels, managed by 21 property owners. The Refuge Church Agricultural and Forestal District contains 367 acres within 12 parcels, managed by six property owners. Both districts are located in the Opequon Magisterial District, east of Interstate 81 and south of Fairfax Pike (Route 277).

The three Agricultural and Forestal Districts preserve a significant amount of prime agricultural soils within the limestone belt of Frederick County. The establishment and renewal of these districts provides an opportunity for the agribusiness community to conduct long range planning efforts for the management of their operations (including more than 4,000 acres of orchards), while providing a reserve of agricultural land through the year 2000. At this time, all three districts will be subject to renewal by the Board of Supervisors.

A variety of uses are currently allowed in rural areas in the County. Care should be taken to avoid potential conflicts between these various uses. Other localities have found that certain levels of residential uses conflict with agricultural uses. New residents of rural areas sometimes find agricultural and forestry activities objectionable. Excessive residential development can reduce the efficiency of agriculture.

Certain commercial uses are appropriate in rural areas. However, as in urban areas, these uses should be properly developed so that safe access is provided and so that adverse impacts on surrounding roads and land are avoided.

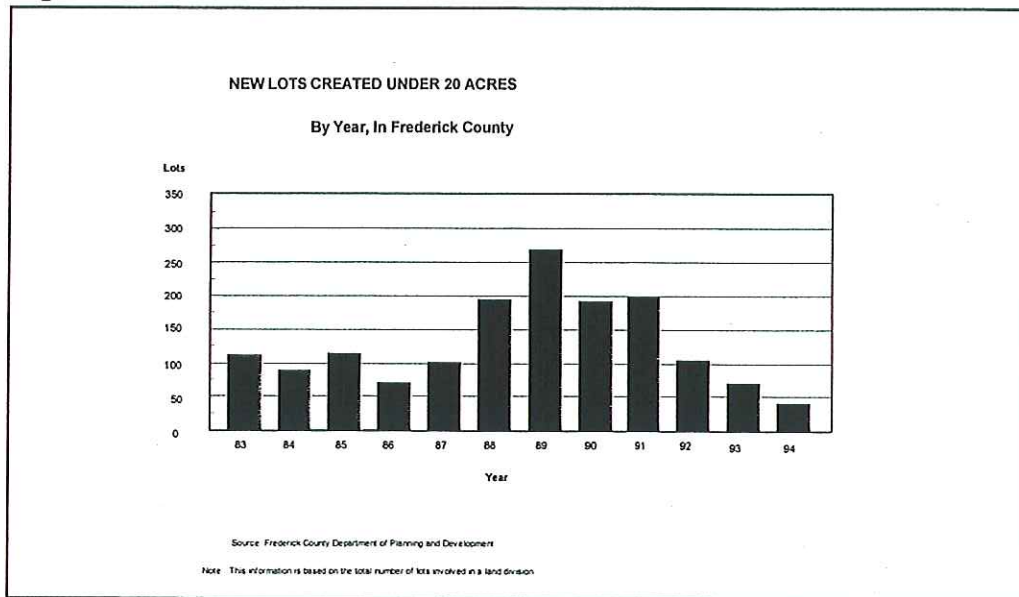
Development activities, involving non-agricultural land uses, are occurring on a continuous basis in the rural areas in Frederick County. Most of this development activity is in the form of new residences. An estimated 1,500 new lots, ten acres in size and smaller, have been created in the rural portions of Frederick County since 1982. In addition, there are a significant number of these smaller lots that were created before 1983. It is probably safe to estimate that more than 2,000 new homes have been constructed in the rural portions of the County since 1982.

While the rural areas of the county remain relatively undeveloped, there is a significant amount of land which has been subdivided but is not yet built on. The number of small lots being created in the rural areas had increased each year from 1986 to 1989. There were 70 lots under 20 acres in size created

## Land Use

in 1986. In 1989, there were 292 lots created in the rural areas and of these 292 lots, 270 were under 20 acres in size. Since 1990, the frequency of new subdivided lots has decreased. As recent as 1994, there were only 43 lots created that were under 20 acres.

Figure 15



Previous RA (Rural Area) regulations made it very easy for new lots to be created in the rural areas, with no consideration of impacts to surrounding land uses. The result has been scattered rural development. Many lots have been created for the purpose of speculation without any thought to design or potential impacts. Conflicts have arisen between existing uses and those newly established.

The conversion of agricultural and forestal land to non-agricultural uses is obviously affected by conditions in the national agricultural economy and by the profitability of farming. The County is fortunate at the present time to have a strong and diversified agricultural base. Additional attempts to further diversify agricultural activities might further strengthen the local agricultural economy.

The Code of Virginia (Title 15.1, Chapter 11) states that Planning Commissions should study the preservation of agricultural and forestal land in preparing the Comprehensive Plan. It also states that zoning ordinances should be designed to provide for the preservation of agricultural and forestal lands. To be effective, attempts to preserve valuable farmland should be consistent with an ongoing comprehensive planning process.

## *Land Use*

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There are indirect costs associated with scattered rural development. As new residents move into the rural areas, there is an increased demand for urban services--traffic increases on roads which were not designed to carry large volumes; additional trash collection sites become necessary; and the cost per child of transporting students to and from school increases more rapidly than in a concentrated residential area.

The large lot approach previously used in rural areas wastes rural land. Lots five acres in size or larger serve no purpose for most single-family dwellings. The cumulative effect of such lots is to take a great deal of land out of productive agricultural use without providing sites for very many new homes.

In response to the desire to conserve the rural area of the County, including its agricultural operations and scenic view sheds, the Planning Commission established the Rural Issues Subcommittee. The overall goal of the Rural Issues Subcommittee was to develop regulations that would allow limited residential subdivision in the rural areas which is:

- 1) designed to protect the views of the rural landscapes,
- 2) compatible with the existing agricultural industry,
- 3) harmonious with the natural environment.

The subcommittee was successful in creating an alternative to the existing regulations in effect in the rural area of the county that affect lots 20 acres in size and larger. Current residential densities will be maintained by reducing the minimum lot size to two acres but still maintaining the one unit per five acre density and by requiring that a residual parcel of 40 percent remain undivided. Additional studies are needed to ensure that groundwater and surface water and sources of drinking water are adequately protected. In order for these regulations to be successful, the density ceiling must be maintained in order to protect the environment and maintain the character of the rural areas.

The new regulations also address access roads, requiring that at a minimum, adequate right-of-way is dedicated so that the possibility exists that, at some point, the road can be brought up to state standards and turned over to VDOT for maintenance. Environmentally sensitive areas are also protected.



### **Rural Areas Conclusion**

Most of the County will continue to be rural areas used for agriculture, forests, or low density residential uses. Certain types of business and industrial uses may be located at scattered rural locations if safe access is available, and if adverse impacts on surrounding uses and the rural environment can be avoided. These rural business and industrial uses should be those that provide services to rural areas or that are more appropriate in rural areas than in urban areas. The locations for such business would include major intersections or locations with recent or existing business activity.

#### ***Issues:***

- ▶ *How should the County support and promote agriculture?*
- ▶ *How much and what kinds of non-agricultural activities should be allowed in rural areas?*
- ▶ *How much and what type of development can be permitted in the rural areas without causing irreversible harm to either the environment, the agricultural industry, or the rural character of the county?*
- ▶ *What kinds of development standards should rural residential and other non-agricultural uses meet?*

### **Planned Communities**

The planned community approach should be used in designing new urban and suburban development areas whenever possible. The planned community approach should be the primary residential zoning for tracts of 100 acres or more, within the UDA. The planned community approach involves the R-4 (Planned Community) Zoning District which allows a mixture of residential and non-residential development to be approved under a single master development plan.

This approach to development is of particular benefit to the County because it results in more unified planning at a larger scale. Larger scale planned communities may also provide a unique opportunity for the inclusion of affordable housing.

The planned community approach is intended to provide new neighborhoods in which people can live, work, and shop. Such neighborhoods should be provided with an appropriate balance between

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## *Land Use*

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residential, service, and employment uses. Such a balance would lessen the overall impacts of new communities on the County as a whole.

The planned community regulations and procedures are intended to allow design flexibility while minimizing impacts on surrounding areas. Performance standards are used to control the intensity of development and to provide for well designed neighborhoods. Appropriate amenities are required including open space, recreation, and pedestrian access. New planned communities must be provided with access to roads and facilities with sufficient capacity to serve the growing needs of the area.

Before planned communities are approved, plans for new or improved roads and facilities should be provided. The planned improvements should be coordinated with the scheduled development. The owners of the new planned community will be expected to contribute a reasonable portion of the costs of new road and infrastructure capacity needed to serve the new urban area. Such contributions can be in the form of cash, dedicated land, or the actual construction of improvements.

New planned communities will be established in the Urban Development Area. They should only be allowed if there is currently sufficient capacity in the roads and public facilities to serve the proposed development or if the development will provide the necessary improvements.

### *Issues:*

- ▶ *Careful plans for facilities and improvements are needed in association with planned communities.*
- ▶ *How should the potential impacts of large scale planned developments be handled?*

### **Airport Support Area**

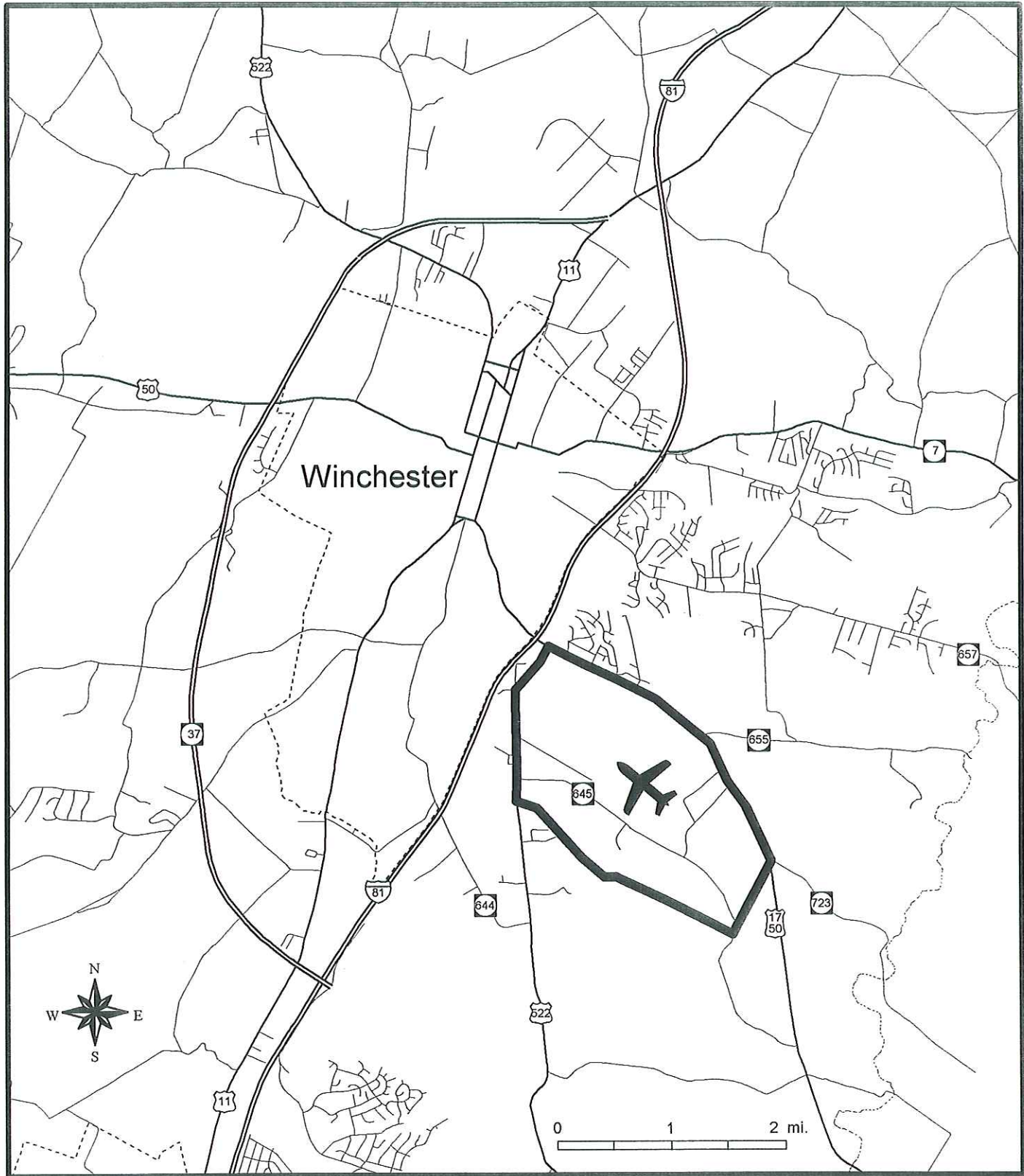
Conflicts between airports and residential development can be significant in growing communities. Residents of areas in the vicinity of the airport tend to oppose airport activities and the expansion of such activities because of concern for noise and fly-overs. Therefore, the Winchester Regional Airport Authority has developed an airport support area for inclusion in the plan. The airport support area is an area in which further residential rezonings will be limited in order to protect fly-over areas and noise sensitive areas. It was also established to insure the feasibility of continued airport use and future airport expansion. Business and industrial uses should be the primary uses in the airport support area. If new residential areas are allowed in the airport support area, aviation easements or other methods should be used to protect the operations at the airport.

## *Land Use*

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### *Issues:*

- ▶ *There is a need to establish an area in which airport activities are clearly separated from residential uses.*



Frederick County Planning & Development  
Winchester, Virginia

## Airport Support Area

12-10-97

*Land Use*

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# LEGEND

## Zoning

- B1 (Neighborhood Business District)
- B2 (Business General District)
- B3 (Industrial, Transition District)
- EM (Extractive Manufacturing District)
- HE (Higher Education District)
- M1 (Industrial, Light District)
- M2 (Industrial, General District)
- MH1 (Mobile Home Community)
- R5 (Residential, Recreational)
- RA (Rural Area District)
- RP (Residential Performance District)

## Roads/Boundaries

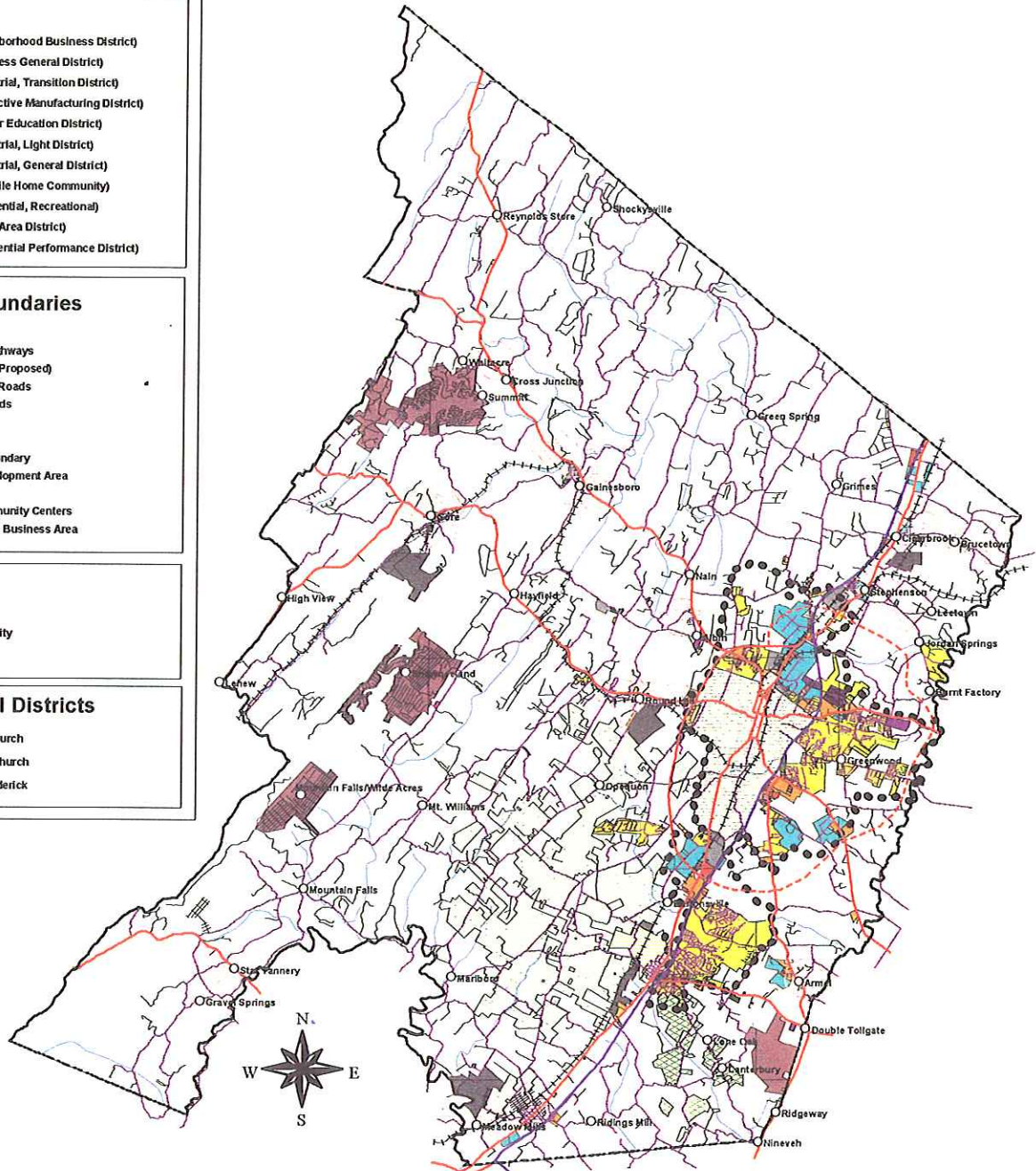
- Interstates
- Primary Highways
- Rt 37 East (Proposed)
- Secondary Roads
- Private Roads
- Railroads
- Streams
- County Boundary
- Urban Development Area
- Hamlets
- Rural Community Centers
- Interchange Business Area

## Cities

- Middletown
- Stephens City
- Winchester

## Agricultural Districts

- Double Church
- Refugee Church
- South Frederick

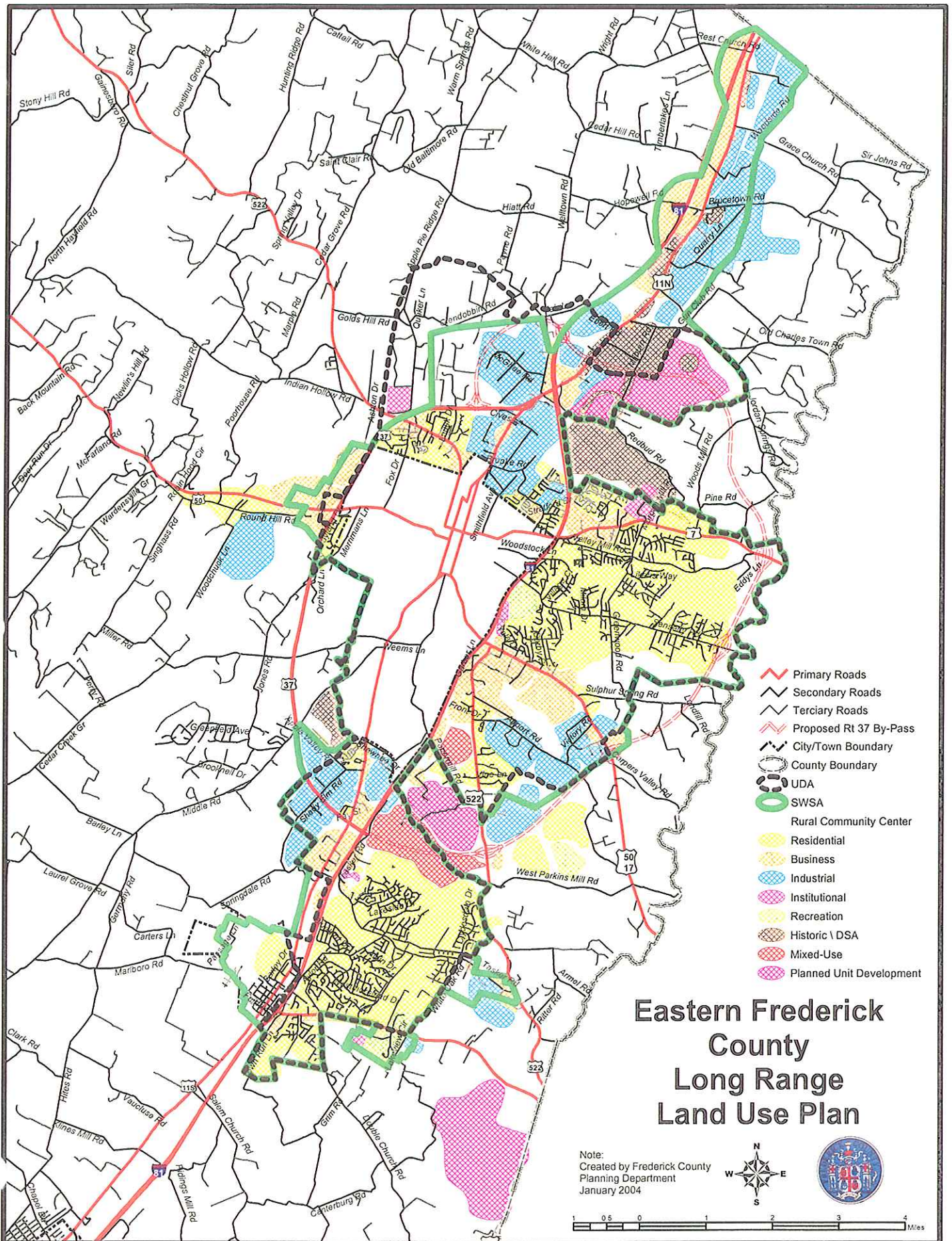


Frederick County Department of Planning and Development, Winchester, VA  
November 2000

# CURRENT LAND USE

*Land Use*

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*Land Use*

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## LAND USE POLICY

### General Policies

***GOAL** - Develop land according to the characteristics of the land and the facilities available.*

***GOAL** - Develop land in accordance with standards that provide for appropriate quality of development*

Strategy 1 - Maintain a process of joint planning with the City of Winchester and the Towns of Stephens City and Middletown for land adjacent to those municipalities.

Strategy 2 - Use performance standards to guarantee development of appropriate quality while promoting creative development.

Strategy 3 - Review setbacks and buffer requirements to insure that noncompatible uses are adequately separated.

### **Implementation Methods:**

1. Hold joint meetings between the Frederick County Planning Commission and the Commissions of the City of Winchester and the Towns of Stephens City and Middletown, or use joint subcommittees, to review plans, regulations, and development proposals of joint interest. Communications between staffs on these issues should be increased and formalized.
2. Review ordinances on at least an annual basis to insure that sufficient performance standards exists to provide environmental protection and appropriate quality of development. Include evaluations of regulations in annual reports.
3. Continue to use buffers and screening to separate different uses. When possible, uses of different types should be separated by natural or man-made barriers such as stream valleys, woodlands, or highways.
4. Allow the expansion of existing mobile home parks and develop standards for locating new parks.
5. Insure that the Capital Improvements Plan and the Comprehensive Plan are closely linked so as to result in adequate facilities and infrastructure.

## *Land Use*

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6. Continue to require developers to prepare master plans for all major developments in the urban areas. Planned development districts should be reviewed to insure that sufficient performance standards are provided.
7. Adequate administration and enforcement procedures should be employed to implement policies and regulations.
8. Continue with the development of the geographic database which will be continuously updated from permits and other information and which can be used to monitor development trends and impacts of development in the County.
9. Use detailed impact analysis to evaluate new development proposals. Detailed analysis should be provided on impacts of development and especially on the impacts on roads and public facilities.
10. Accept reasonable and sufficient rezoning proffers to deal with the potential impacts of new development.
11. Residential rezoning should not be approved within the airport support area.

### **Urban Development Area**

***GOAL** - Confine urban forms of land development to the Urban Development Area.*

***GOAL** - Provide sufficient land for a competitive market within the Urban Development Area.*

***GOAL** - Provide efficient and environmentally sensitive use of land in the Urban Development*

Strategy 1 - Monitor development in the urban development area to insure that sufficient land is available.

Strategy 2 - Use performance standards in development ordinances to insure appropriate and environmentally sensitive development.

Strategy 3 - Plan roads and facilities with sufficient capacity in the Urban Development Area.

**Implementation Methods:**

1. Use the Urban Development Area boundaries to evaluate the appropriateness of development proposals. Allow urban and suburban uses in the Urban Development Area. Restrict suburban residential development to the Urban Development Area.
2. Utilize the geographic database to monitor and report on the cumulative impacts of new development.
3. Using information in annual reports on conditions in the County, review the boundaries of the Urban Development Area on an annual basis.
4. Review the development ordinances to insure that sufficient performance standards are provided for urban development.
5. Insure that Road Improvement Plans and the Capital Improvements Plan are developed with the Urban Development Area in mind.

**Suburban Residential Areas**

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***GOAL** - Provide sufficient land and a diversity of locations for a wide range of suburban housing types.*

***GOAL** - Provide for livable, high quality suburban residential neighborhoods.*

***GOAL** - Protect the environment and avoid adverse impacts that can result from suburban residential development.*

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Strategy 1 - Allow for sufficient suburban residential growth in the Urban Development Area based on the capacity of facilities and on the physical characteristics of the particular site. Allow suburban residential development as the predominant land use in the Urban Development Area.

Strategy 2 - Average housing densities should be maintained at levels similar to those that have occurred in the recent past. Care should be taken to avoid densities which are excessive in comparison to the existing average density in a given area as well as the range of densities permitted by the Residential Performance (RP) regulations.

## *Land Use*

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Strategy 3 - Plans and ordinances should be to encourage efficient patterns of development that will minimize both the public and private costs of development.

Strategy 4 - Performance standards should be used to guarantee the highest quality of suburban residential development that is reasonable and feasible, while promoting flexibility and innovation.

Strategy 5 - Existing residential areas should be adequately separated from non-residential uses or residential uses of different types or densities.

### **Implementation Methods:**

1. Monitor residential development each year to insure that sufficient number of sites are available for suburban residential development.
2. Monitor the density of suburban residential developments each year and make appropriate revisions to development regulations to insure that the average densities and range of densities do not increase significantly.
3. Develop information on the average costs of local housing of various types. Monitor development costs and review regulations to insure that they do not cause development costs to increase unnecessarily.
4. Review development and performance standards on an annual basis to insure that they are protecting the environment, deterring negative impacts, and promoting development of sufficient quality.
5. Continue to require open space in suburban residential developments to protect environmentally sensitive land, control density, and to provide open areas for the enjoyment of residents.

## *Land Use*

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### **Business and Industrial Areas**

***GOAL*** - Provide sufficient land and a diversity of locations for business and industrial uses.

***GOAL*** - Carefully locate and limit business and industrial areas to avoid conflicts with other uses and to avoid traffic impacts.

***GOAL*** - Provide for quality business and industrial areas.

***GOAL*** - Protect the environment and avoid other adverse impacts in business and industrial areas.

Strategy 1 - Provide a sufficient amount and quality of sites for more intensive forms of business and industrial uses such as shopping centers and industrial parks.

Strategy 2 - Encourage new business in the vicinity of limited access interchanges, existing business and industrial areas, and the airport.

Strategy 3 - Develop plans for major arterial corridors which address all aspects of design, layout, function, and appearance, and limit major business development to those corridors.

Strategy 4 - Provide locations for substantial expansion of retail, service, and office uses in the County.

Strategy 5 - Provide safe and efficient access to business and industrial areas.

Strategy 6 - Maintain appropriate regulations and performance standards to properly classify and group business and industrial uses, promote well planned shopping centers and industrial parks, provide appropriate separation between different uses, promote flexibility and creativity in design, and guarantee sufficient quality of business and industrial development.

Strategy 7 - Review and work toward implementing the recommendations made by the Winchester-Frederick County Chamber of Commerce Corridor Appearance Task Force.

### **Implementation Methods:**

1. Evaluate proposed business and industrial developments according to the appropriateness of the site design in relation to surrounding uses and the interchange development pattern.

## *Land Use*

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2. Develop specific plans for interchange and corridor areas that address land use, appearance and traffic considerations. Provide land for substantial expansion of business and industrial uses.
3. Work with the Sanitation Authority, through the capital improvements planning process, to insure that sufficient sewer and water capacity are available for expansion of business and industrial uses.
4. Allow neighborhood business uses in the vicinity of residential areas. Such uses should be limited to small sites.
5. Review regulations annually to insure that appropriate standards are provided for new business and industrial development.
6. Undertake a study to develop standards to be used in the evaluation of proposals for new EM, Extractive Manufacturing areas.

### **Business Corridors**

***GOAL** - Insure that business corridors develop in a manner which is attractive and functional and reflects positively on the community.*

***GOAL** - Insure that corridors develop in a fashion that is sensitive to environmental, visual, and transportation impacts.*

***GOAL** - Insure that a satisfactory level of service for turning movements is provided along business corridors.*

***GOAL** - Provide key economic development sites.*

Strategy 1 - Refine regulations to insure that new buildings, signage and site design is of a fashion that will result in a pleasing appearance along planned corridors minimizing congestion and visual clutter.

Strategy 2 - Insure that new development conforms to the land use plans developed for the individual corridor.

Strategy 3 - Insure that measures are put in place that will provide the necessary protection for historic and environmentally sensitive areas.

## *Land Use*

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Strategy 4 - Insure that the location of business and industrial uses within the study area are appropriate in terms of scale and compatibility with surroundings.

### **Implementation Methods:**

#### Transportation

1. Formulate design standards for shared business entrances that will minimize interruptions to the dominant flow of traffic.
2. Insure that major entrances and intersections identified in Corridor Plans are appropriately located and signalized at the time of development.
3. Encourage vehicular access to adjoining parcels through the use of inter-parcel connections.
4. Require development along road frontages to make accommodations for pedestrian and bicycle traffic. Plan for interconnected bicycle and pedestrian networks and encourage the Virginia Department of Transportation to include such facilities as a part of their road improvement plans.
5. Strive for traffic safety through traffic controls, turn lanes, sight distance, posted speeds and entrance design and location.

#### Appearance

1. Revise setback, buffering, signage, and parking requirements to minimize the negative visual impact of development along corridors.
2. Develop improved landscaping requirements for business uses along street frontages which result in planting within the setbacks.
3. Develop minimum standards for building materials in order to provide for a cohesive appearance along corridors.

#### Land Use

1. Review buffering requirements to insure that adequate screening is provided between conflicting uses.



## *Land Use*

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2. Develop standards that will insure that site design takes into account appearance in addition to customary safety, transportation, and drainage concerns.
3. Encourage larger scale site planning through the assembly of smaller tracts or other methods that will result in coordination of development between adjoining parcels.
4. Insure that sufficient sewer, water, and stormwater management facilities are in place or planned for construction at the time of plan review.

### *Historic Preservation*

1. Take steps to establish a Historic District around Bartonsville.

### *Environmental*

1. Develop standards to encourage the preservation of desirable vegetation along corridors.
2. Develop corridor-wide plans for stormwater management and insure that individual site design conforms to the overall area plan.
3. Refine regulations aimed at protecting or limiting the disturbance of steep slopes and woodland areas and improve on their enforcement to insure that these areas are actually avoided.

## **Rural Community Centers**

***GOAL** - Let identified rural community centers serve as service centers for rural areas.*

***GOAL** - Let policies for each rural community center reflect the particular characteristics of each center and the desires of their residents.*

Strategy 1 - Provide for more commercial uses in the Gore, Gainesboro, and Round Hill community centers at a scale and nature that is appropriate for each community center.

Strategy 2 - Consider proposals for commercial development in rural community centers on an individual basis.

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## *Land Use*

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Strategy 3 - Insure that future residential development is at a scale and density that is appropriate for each community center.

Strategy 4 - Use incentives to encourage housing growth in the Gore community center.

Strategy 5 - Discourage housing growth in the Gainesboro and Clearbrook-Brucetown-Stephenson community centers.

Strategy 6 - Minimize the impacts of the continued mixture of traditional single-family detached homes and manufactured or mobile homes in the Gainesboro, Round Hill, and Clearbrook-Brucetown-Stephenson community centers.

Strategy 7 - Recognize and implement public improvement needs in the rural community centers.

Strategy 8 - Treat the Armel, North Mountain-Shawneeland, Star Tannery, and Reynolds Store-Whitacre-Cross Junction rural community centers similarly to the surrounding areas.

### **Implementation Methods:**

1. Structure plans and ordinances and make land use decisions which recognize the need for more commercial uses in the Gore, Gainesboro, and Round Hill community centers. Review uses allowed in the RA Zoning District and allow rezoning and conditional use permit approvals to promote village commercial development in these areas.
2. Structure plans, ordinances and the Capital Improvements Plan to encourage housing growth and subdivision activity in the Gore community center.
3. Make provisions for the review and approval of commercial and residential proposals in the Gore, Gainesboro, Round Hill, and Clearbrook-Brucetown-Stephenson community centers..
4. In the Gainesboro and Clearbrook-Brucetown-Stephenson community centers growth should be permitted at rural densities. Capital Improvements should not encourage housing growth.
5. Discourage speculative rezoning proposals for commercial and industrial uses in the Clearbrook-Brucetown-Stephenson community center.
6. Recognize the importance of primary highways to the development of rural community centers.

## *Land Use*

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7. Provide improved sewer and water service to existing development in the Round Hill and Clearbrook-Brucetown-Stephenson areas.

### **Rural Areas**

***GOAL** - Maintain agriculture as a significant portion of the County's economy.*

***GOAL** - Maintain the rural character of areas outside of the Urban Development Area.*

***GOAL** - Insure that land development activities in the rural areas are of appropriate quality.*

***GOAL** - Protect the rural environment.*

Strategy 1 - Include the promotion and support of local agriculture in general economic development policies and activities.

Strategy 2 - Promote the inclusion of additional land in Agricultural and Forestal Districts.

Strategy 3 - Avoid land uses in important agricultural areas that will conflict with agriculture, but allow uses which are appropriate in rural areas and which support agriculture.

Strategy 4 - Monitor regulations and performance standards in order to insure that they protect the rural environment, maintain the character of rural areas and provide rural development of appropriate quality.

Strategy 5 - An effort should be made to blend new construction in with existing surroundings and minimize negative impacts on the environment.

Strategy 6 - Carrying capacity should be a major factor in determining density. Methods of determining and protecting groundwater quality in the rural areas should be examined and pursued.

Strategy 7 - Regulations should be developed which are aimed at protecting agricultural operations and preserving prime agricultural land.

Strategy 8 - Develop review procedures that insure conformance to the stated intent of subdivision regulations.

**Implementation Methods:**

1. Provide information on procedures for establishing Agricultural and Forestal Districts and actively promote the inclusion of additional bona fide agricultural and forestal land in districts.
2. Avoid large, high density developments in important agricultural areas.
3. Allow a variety of support activities for agriculture in the rural areas.
4. Continue to review ordinances to insure that appropriate types of rural housing developments are allowed in a variety of types of locations. .
5. Review ordinances to insure that adequate performance standards are provided in relation to rural development to protect important environmental features, including prime agricultural soils.
6. Review rural residential development regulations to insure that adequate sewage disposal methods are employed. Develop better policies concerning rural sewage disposal.
7. Develop information on the location of unique and significant environmental and agricultural areas.
8. Develop information on the rural environment in order to estimate the carrying capacity of rural areas. Define the density and types of development allowed based on carrying capacity and the characteristics of the particular areas.
9. Review ordinances to insure that performance standards are present that will result in development of appropriate quality.
10. Review the ordinances to insure that rural business uses are developed in conformance with performance standards similar to those used for urban businesses.
11. Where possible, natural features of a site should be used to conceal the development from the view of passing motorists and adjoining properties. Homes should be constructed in wooded areas or behind areas of higher elevation rather than on top of prominent knolls.
12. Significant modification to the existing terrain should be avoided.

## *Land Use*

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13. No more access points should be permitted to any subdivision than are needed to insure safe ingress and egress of residents and emergency vehicles. A single access is preferred where possible.
14. Entrance roads or driveways should be placed along the edge of fields or in wooded areas when possible rather than in highly visible open areas.
15. Within existing wooded areas, the amount of land cleared for individual house sites, driveways, etc. should be kept to a minimum.
16. Impacts on existing vegetation should be considered when sites are graded.
17. A minimum lot size should be established for the rural areas in order to insure adequate filtration of septic effluent. The minimum lot size should not be less than two acres in any of the rural areas.
18. When possible, on a parcel to be divided, lots should be located on areas other than prime agricultural soils.
19. Permitted uses within the rural areas of the County should be evaluated to determine their potential impacts on agricultural operations.
20. Development of certain environmentally sensitive areas such as steep slopes and flood plain should be prohibited.
21. A tracking system should be developed to record land division information to prevent abuse of minor rural subdivision provisions.

**Planned Communities**

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***GOAL*** - Allow large scale new communities that are creatively and appropriately designed to provide the highest possible quality of development.

***GOAL*** - Insure that new planned communities do not have adverse impacts on the County.

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Strategy 1 - Use a planned community approach to development with regulations and standards to insure an appropriate level of design, a balance of uses and avoid adverse impacts.

Strategy 2 - Analyze the impacts of new planned communities and require that impacts be dealt with by the developer.

Strategy 3 - Provide incentives for the inclusion of affordable housing in planned communities.

**Implementation Methods:**

1. Allow new planned communities in the Urban Development Area if sufficient facilities and roads are available or planned in relation to the scheduled phases of the development.
2. Use detailed impact analysis to evaluate proposed new planned communities.
3. Develop bonus provisions and procedures in the planned community regulations to provide for affordable housing.
4. In the Urban Development Area, parcels of 100 acres or more should only be allowed to develop residential uses under the R-4 (Planned Community) Zoning District.