Agenda

Jefferson County Planning Commission

2045 Comprehensive Plan Update Work Session

Tuesday, July 11, 2023 at 5:30 – 7:00 PM

By order of the President of the Jefferson County Planning Commission the meeting will be broadcast live via ZOOM for viewing purposes only.

In-Person Meeting Location: County Commission Meeting Room located in the lower level of the Charles Town Library (side entrance on Samuel Street)
200 East Washington Street, Charles Town, WV 25414

ZOOM Broadcast Information*: Meeting ID: 846 1020 6767
Meeting Link: https://us02web.zoom.us/j/84610206767

**If watching live broadcast, please ensure your microphone is muted and be mindful that your video is streaming to others.*

2045 Comprehensive Plan Update Work Session

1. **Community Outreach Preparation**
    a. Staff Presentation on County Fair Activities
    b. Staff Presentation on 2nd Public Input Meeting Outline
2. **Livability Profile**
    a. Staff Presentation of Community Data
    b. Review of Existing Land Use Map
3. **Comprehensive Plan Composition**
    a. Discussion on Comprehensive Plan Format

2045 Comprehensive Plan Update Work Session Notes

June 13, 2023

Planning Commission Members: Mike Shepp, President; Wade Louthan, Secretary; Jack Hefestay, Tim Smith, and Aaron Howell, were present in person. Matt Knott, Vice President; was present via ZOOM. A quorum of the Planning Commission was present for the Work Session.

Staff: Jennifer Brockman, Chief County Planner; Luke Seigfried, County Planner; Michelle Evers, Planning Clerk, and Joe Guttmann and Shenan Ragle, Comprehensive Plan Staffers were present in person.

Executive Summary

On 6/13/23 the Planning Commission held a work session to hear the presentation by representatives of Ranson. Planning Commission also discussed the first Public Input Meeting results, and reviewed and approved the final draft of the Goals and Objectives survey. Dates were suggested and approved for the Second Public Input Meeting and the public release of the Goals and Objectives survey.

Agenda

1. Municipality Presentations
    a. Ranson
2. Community Outreach Preparation
    a. Staff Presentation of Public Input Session Findings
    b. Staff Presentation of Survey Questions
3. Livability Profile
    a. Staff Presentation of Community Data

Item 1: Municipality Presentations

Duke Pierson, Mayor, and Todd Wilt, Ranson City Manager represented the Corporation of Ranson. The municipality is in the process of updating its comprehensive plan with the firm PlaceMakers. Mayor Pierson outlined the important aspects of Ranson's growth in the last decade, including the addition of an industrial facility and residential developments with various single family dwellings, townhouses, and some apartment complexes. Mayor Pierson also expressed concern for the infrastructure of Ranson as it continues to grow. It was noted that the price of utilities will rise significantly in light of the sale of Jefferson Utilities to WV American Water. Mayor Pierson conveyed that "big box" retail stores would be expected to decline in the future as well.

Todd Wilt elaborated on the information presented by Mayor Pierson, giving statistical information regarding the growth of Ranson compared to the rest of the county: Ranson has experienced a 20% population growth since its last comprehensive plan compared to a 7%

population growth of Jefferson County. Ranson has also increased its tax base by 12%, versus the 45% tax base increase seen across the whole of Jefferson County. The need to further improve Ranson's tax base and the ongoing construction of various residential developments within the municipality were mentioned as two major priorities of the updated comprehensive plan for Ranson.

Both Mayor Pierson and Mr. Wilt expressed that the preferred industrial growth for Ranson is light industry such as data centers. They also stated that expanding the professional complexes and introducing more office space buildings into the community is a goal. Ms. Brockman asked if there were any plans for future development along Powhatan Blvd., and the representatives explained that development was planned but the contract fell through before signing. The land remains ready for development with utilities hookups in place, and Mayor Pierson was confident that new development contracts for the area would soon be in place. Commissioner Howell provided some thoughts on the redevelopment of vacant properties in the town. Commissioner Louthan pointed out the importance in writing broad definitions to not unintentionally miss certain developments. Commissioner Hefestay inquired if there was an interest in high rises and senior living establishments in Ranson and the representatives noted that while developers had not mentioned high rises, apartments have been discussed. Commissioner Shepp asked if there was a model price point for what constitutes affordable housing. Mr. Wilt responded that various numbers have all come up dependent upon who is asked.

Item 2: Community Outreach Preparation

Staff briefed the Commissioners about the 1st Public Input Meeting that occurred on June 5th, 2023. Mr. Guttmann and Ms. Ragle presented the trends, findings, and analysis of the data gathered at the meeting, including the top strengths, weaknesses, and opportunities discussed in each group. This also included the "red dot" votes that indicated particular importance in the data. Commissioners Hefestay and Louthan commented on the apparent conflict in the interest expressed by the participants, particularly regarding the desires to discourage development but also increase the tax base. Mr. Seigfried then elaborated on the main themes pulled from the responses to the exit survey given out at the end of the meeting, all of which paralleled the results presented prior.

Staff then presented the final draft Goals and Objectives survey questions for the approval of the Planning Commission. All twenty questions were approved, as was the change in wording of the demographic question about zip code. Staff also presented the zip code map of Jefferson County and explained its future importance in the analysis of the data from the survey.

Item 3: Livability Profile

The organizational priorities of the AACAJC and JCCVB were not presented due to time constraints and have been moved to the July work session.

Staff notified Planning Commission that additional work sessions may be necessary in July, August, or September to discuss and present the information from ongoing projects, such as the Goals and Objectives survey findings, drafting the goals and objectives, preparation for the County Fair, and the first draft of the Future Land Use survey.

Planning Commission agreed to move the 2nd Public Input Meeting to September 18th, 2023 and set the release date for the Goals and Objectives survey to June 21st, 2023.

These notes were prepared by Shenan Ragle.

Jefferson County Planning Commission

Work Session

JULY 11, 2023

Agenda Items

Item #1: Community Outreach Preparation

Item #2: Livability Profile

Item #3: Comprehensive Plan Composition

ITEM #1: COMMUNITY OUTREACH PREPARATION

- Staff Presentation on County Fair Activities
- Staff Presentation on 2nd Public Input Meeting Outline

NEXT THREE MONTHS…

Proposed Timeline Change

8/8/23 WORK SESSION
Staff presents Goals and Objectives Public Survey data and Planning Commission discusses draft Goals.

COUNTY FAIR
Fair activities include suggestions of what growth participants want to see.

9/12/23 WORK SESSION
Planning Commission reviews and approves the Goals and proposed Objectives for the 2nd Input Meeting based on the Goals and Objectives Survey, 1st Input Meeting, and County Fair data.

9/18/23 2ND INPUT MEETING
Staff presents summary of 1st Input Meeting, Goals and Objectives Survey, and County Fair data. Participants provide feedback on Goals, suggest additional Objectives and Recommendations.

9/26/23 ADD'L WORK SESSION
Planning Commission reviews and proposes Goals and Objectives for County Commission approval.

10/5/23 CC DAY MEETING
Request Joint County Commission and Planning Commission Meeting to approve the Goals and Objectives.

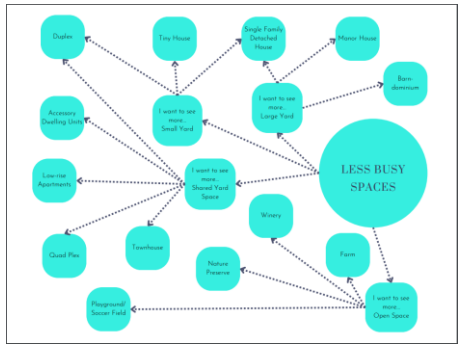
10/10/23 WORK SESSION
Planning Commission reviews and approves Future Land Use Survey questions based on Goals and Objectives.

10/18/23 SURVEY RELEASED
Staff releases survey and starts public outreach.

COUNTY FAIR ADVENTURE BOARD

The participant begins by deciding if they want to see a **Busy Space** or **Less Busy Space**. Then they follow an “I want to see…” statement. Each statement leads to several different pictures of what would fit.

Choose Your Own Adventure of What to See Next Door!



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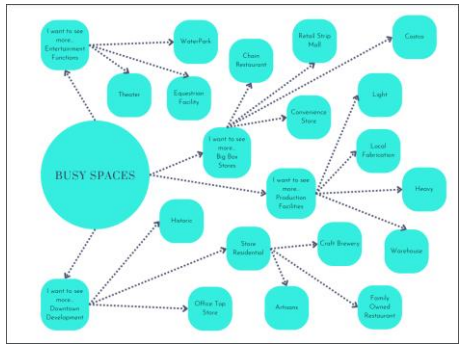
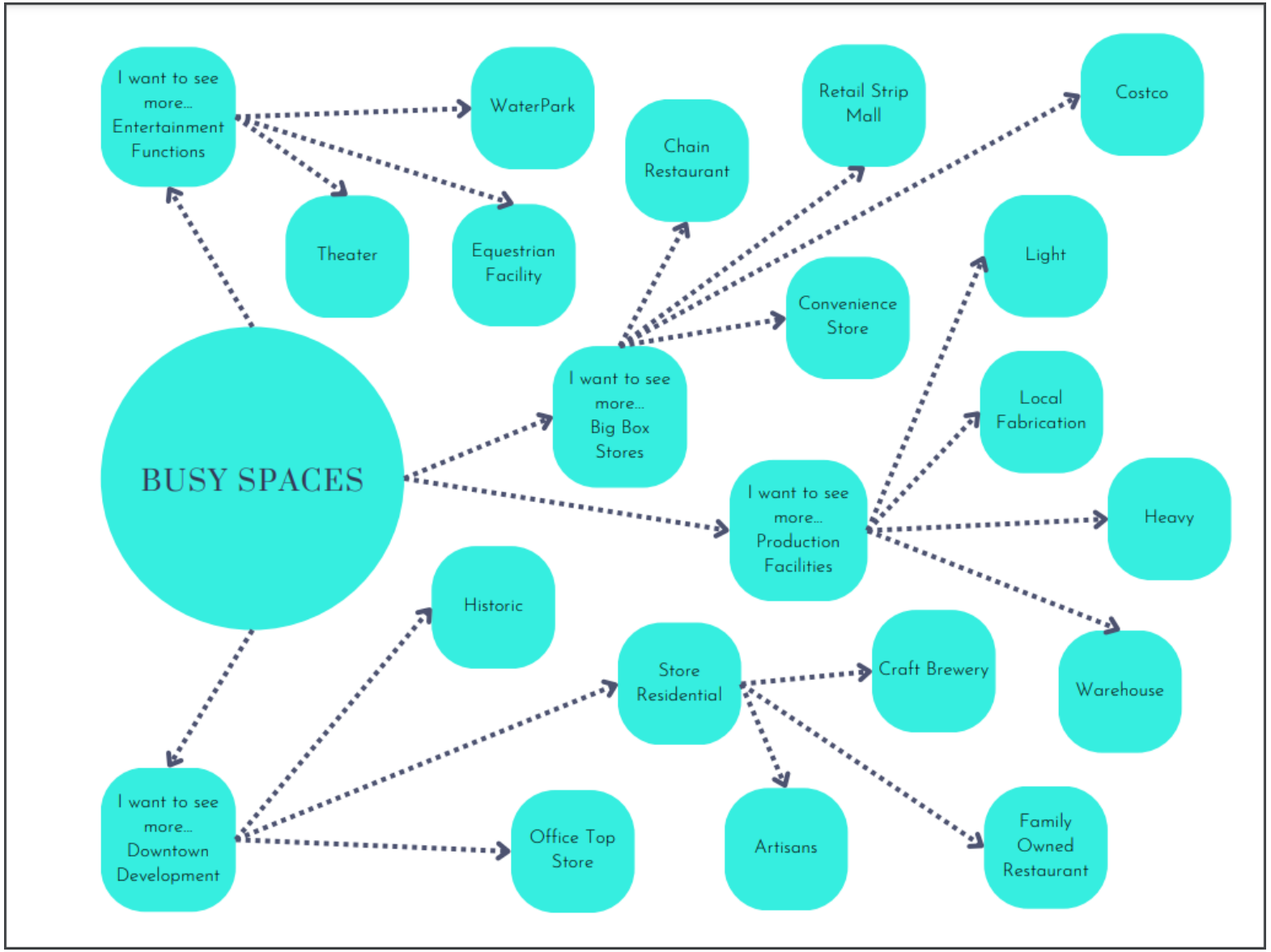
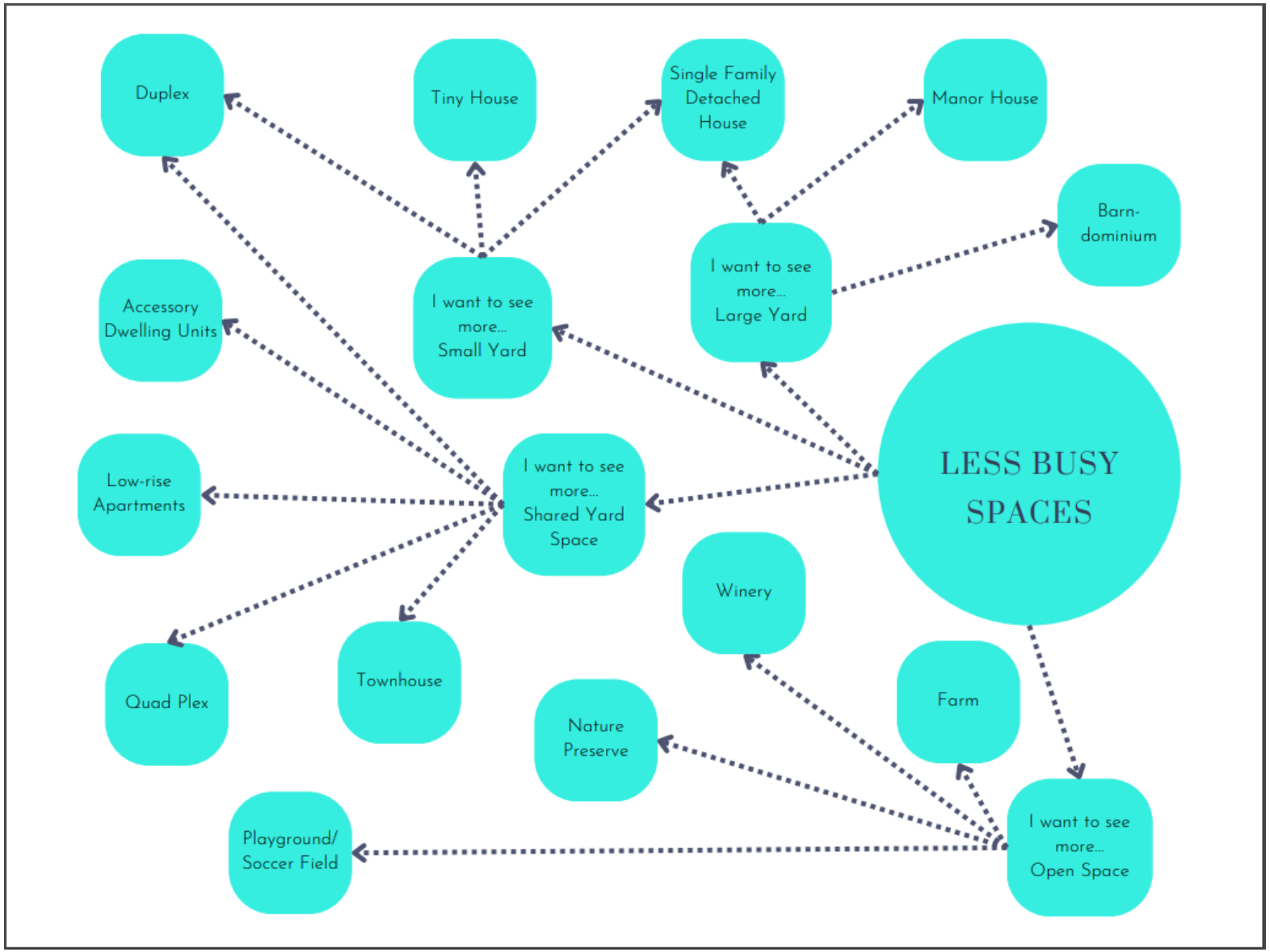



BUSY SPACES
I want to see more... Entertainment Functions
WaterPark
Theater
Equestrian Facility
I want to see more... Big Box Stores
Chain Restaurant
Retail Strip Mall
Costco
Convenience Store
I want to see more... Production Facilities
Light
Local Fabrication
Heavy
Warehouse
Craft Brewery
Store Residential
Historic
I want to see more... Downtown Development
Office Top Store
Artisans
Family Owned Restaurant

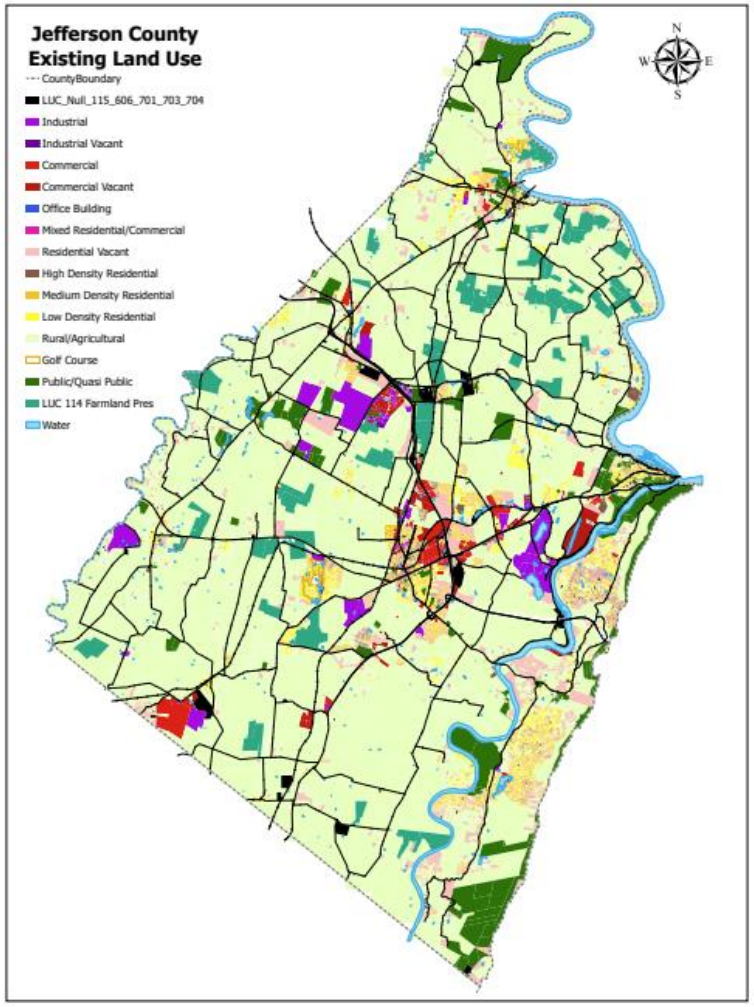

LESS BUSY SPACES
I want to see more... Small Yard
I want to see more... Large Yard
I want to see more... Shared Yard Space
I want to see more... Open Space
Duplex
Tiny House
Single Family Detached House
Manor House
Barn-dominium
Accessory Dwelling Units
Low-rise Apartments
Quad Plex
Townhouse
Nature Preserve
Playground/ Soccer Field
Winery
Farm

WHERE DID YOUR PATH TAKE YOU?

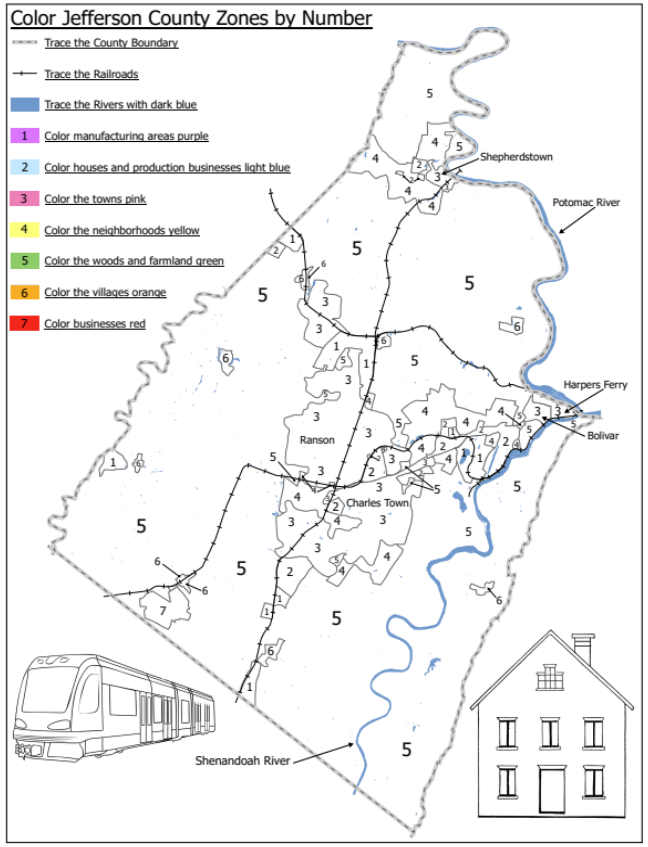
Example Note after following the flow chart

I chose downtown development
because I want to see more locally
owned coffee shops that anyone
can walk to.

Participants will also be asked to place a dot on the map of where they live if they live in the County



COUNTY FAIR COLORING SHEETS

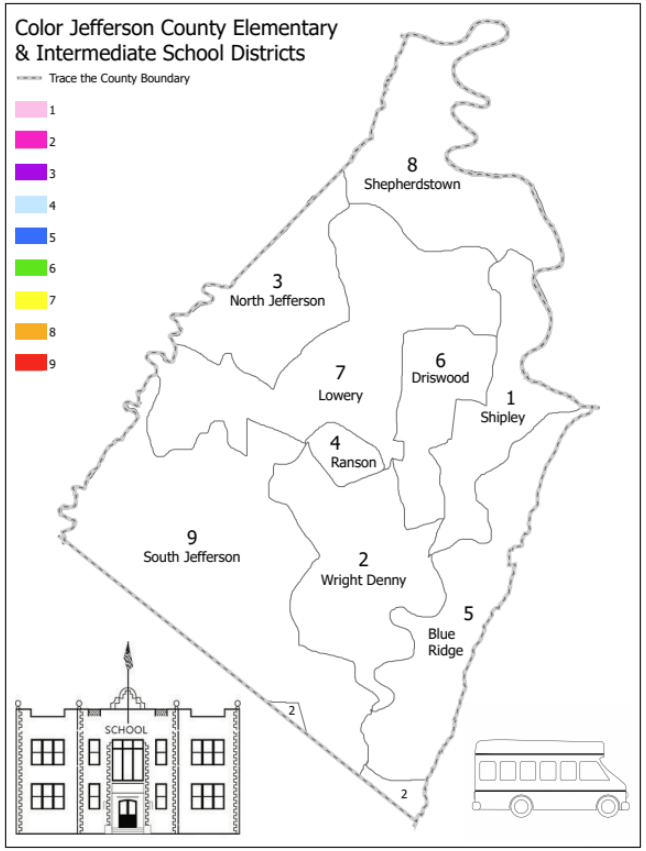


Left Sheet

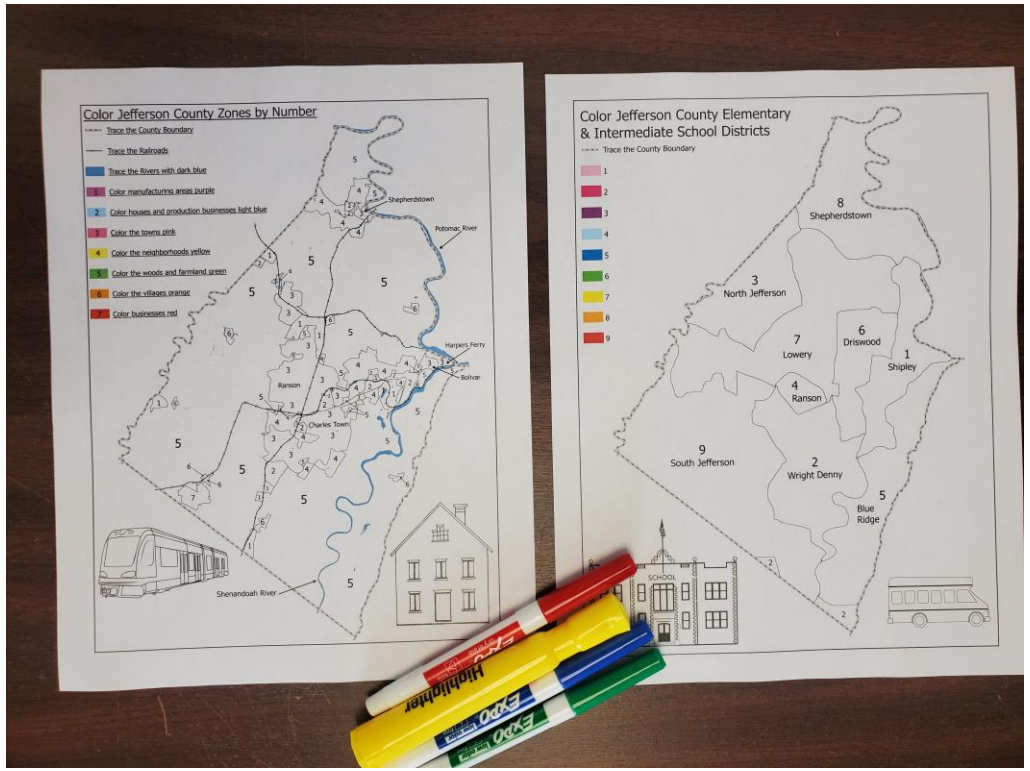
- Detailed Color by Number sheet of Jefferson County
- Trace roads, boundary, rivers & color different zones

Right Sheet

- Simple Color by Number sheet of Jefferson County
- Color in different school districts



FILL OUT A COLOURING SHEET? GET A PRIZE!



PLANNING COMMISSION VOLUNTEERS

Sign Up for County Fair

	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
10:00 AM							
11:00 AM							
12:00 PM							
1:00 PM							
2:00 PM							
3:00 PM							
4:00 PM							
5:00 PM							
6:00 PM							
7:00 PM							

We are planning to close the booth every night by 8:00 PM

We would like to have at least two volunteers at the booth per two hour time slot.

- We will need two volunteers or staff at the booth during the fair
- Will Planning Commission be able to cover all of the times available or can staff reach out for additional volunteers?

2ND PUBLIC INPUT MEETING

Staff Presentation

- Staff presents results of Input Meeting, Public Survey, and County Fair
- Staff explains purpose of meeting

Goals and Objectives Review

- Goals will be presented and placed around the room for participants to discuss and comment on
- Participants will be asked to write out and propose Objectives for the presented Goals

Preferred Growth Area

- Several current ELU maps will be posted around the room for participants to suggest Preferred Growth Areas

<u>Notes from the 2nd Public Input Meeting</u>

-When people enter the meeting participants will be asked to place a dot on where they live in the County

-Staff needs a decision on hosting the meeting at Washington or Jefferson HS

ITEM #2: LIVABILITY PROFILE

- Staff Presentation of Community Data
- Review of Existing Land Use Map

ORGANIZATIONAL PRIORITIES

AACAJC

African-American Community Association of Jefferson County

- Preventing a roundabout at the Y junction of Middleway Pike and Summit Point Road
- Affordable housing and broadband access for low income residents with no caps on data
- Improving cultural heritage tourism opportunities and to enhance the African American tourist experience

JCCVB

Jefferson County Convention & Visitors Bureau

- Attract more active and experiential tourism opportunities
- Need for more trails for cycling, mountain biking, horse riding, ATV driving, and walking
- Focus on the overall visitor experience including the need for infrastructure to accommodate more visitors to the county

EXISTING LAND USE BREAKDOWN

The categories are all based on the assigned land use codes and/or lot sizes for tax parcels

- Industrial: Cold storage facilities, warehouses, manufacturing plants
- Industrial Vacant: Undeveloped land for industrial purposes
- Commercial: Bakeries, shopping centers, banks, day cares
- Commercial Vacant: Undeveloped land for commercial purposes
- Office Building: Low or high-rise offices, office condominiums
- Mixed Residential/Commercial: Downtown row types

EXISTING LAND USE BREAKDOWN

The categories are all based on the assigned land use codes and/or lot sizes for tax parcels

- Residential Vacant: Empty residential land with lot size less than or equal to 1 acre
- High Density Residential: Mobile home parks, low rise apartments, residential land with lot size less than 0.145 acres
- Medium Density Residential: Single family detached house on small lot, residential land with lot size less than 0.334 acres
- Low Density Residential: Residential land with lot size less than or equal to 1 acre
- Rural/Agricultural: Active and inactive farms, large vacant tracts, or residential land with lot size greater than 1 acre
- Golf Course: Country clubs with a golf course
- Public/Quasi Public: Federal/State owned land, parks, utilities, religious or other public institutions
- Farmland Preservation: Farmland under easement

ITEM #3: COMPREHENSIVE PLAN COMPOSITION

- Discussion on Comprehensive Plan Format

WHY FORMATTING MATTERS

- **Staff is proposing some changes to the Comprehensive Plan format so it is more focused, usable, and attainable.**
- Staff is not suggesting the following ideas are relevant to Jefferson County, the following Comprehensive Plans are presented as examples of different ways to format
- All of the presented examples are extracts of relevant pages, not entire plans
- Staff cut all acknowledgements, history, and letters from the Planning Commission/Chief Executive to focus on content

What we need from the Planning Commission tonight…

- Will Planning Commissioners be able to volunteer to for the County Fair?
- Has Planning Commission determined a general format to prepare the Comprehensive Plan?
- Would Planning Commission like to have a Work Session on July 25th, 2023 or include agenda items on the Regular Meeting agenda?
- Will Planning Commission call for an additional Work Session on September 26th, 2023?

<u>Updates</u>

- Staff will begin going through the Existing Land Use map in future meetings and separately with the municipalities
- Staff has confirmed Fiverr does not use contracts
- Staff will begin boosting the visibility of the Online Survey post
- A video has not been made as part of Public Outreach
- Number of respondents to the Online Survey

June 25, 2023

Next Work Session Meeting

Proposed Timeline Change

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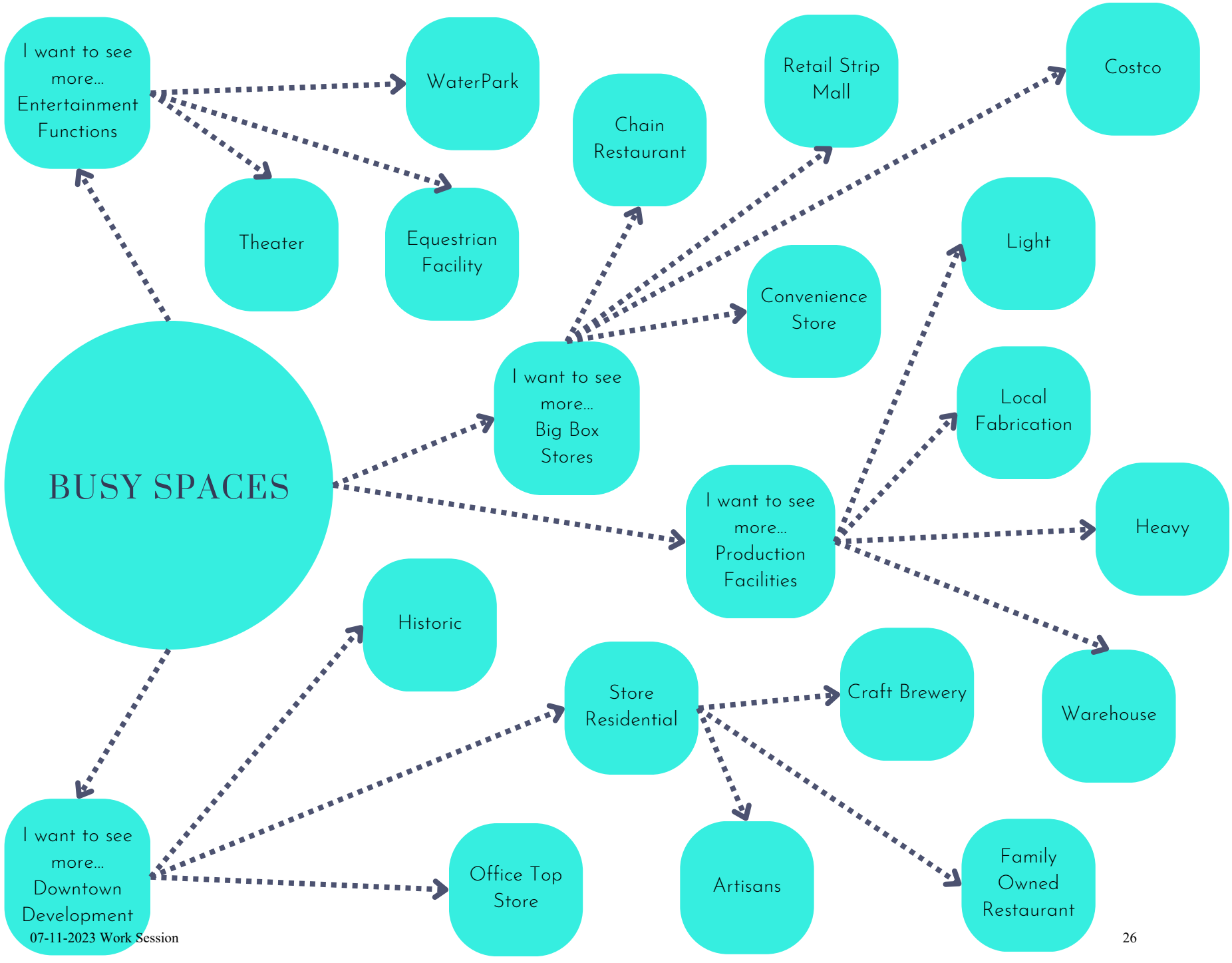
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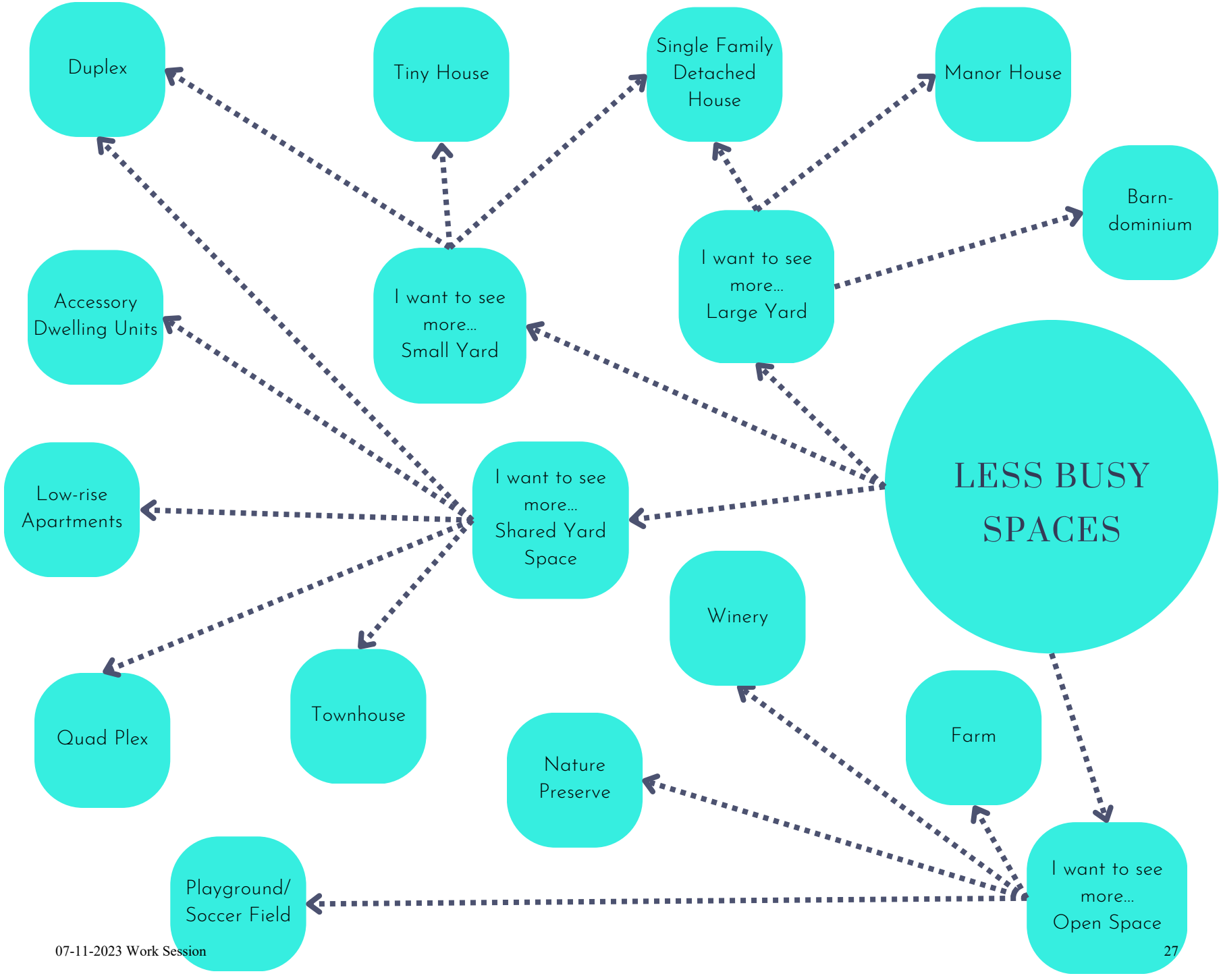
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Winery
Quad Plex
Townhouse
Farm
Nature Preserve
Playground/ Soccer Field
I want to see more... Open Space

Color Jefferson County Elementary & Intermediate School Districts

Trace the County Boundary

1
2
3
4
5
6
7
8
9

8
Shepherdstown

3
North Jefferson

7
Lowery

6
Driswood

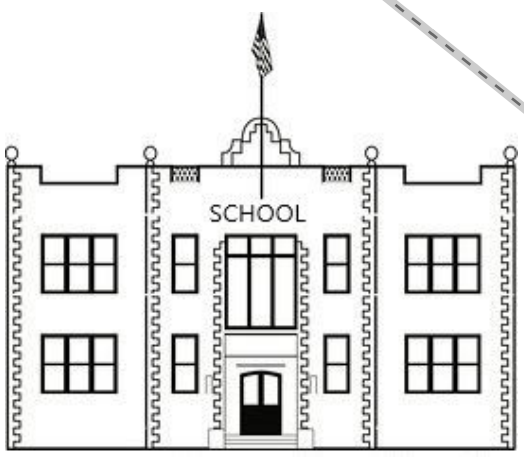
1
Shipley

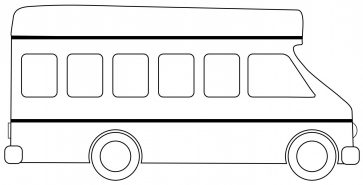
4
Ranson

9
South Jefferson

2
Wright Denny

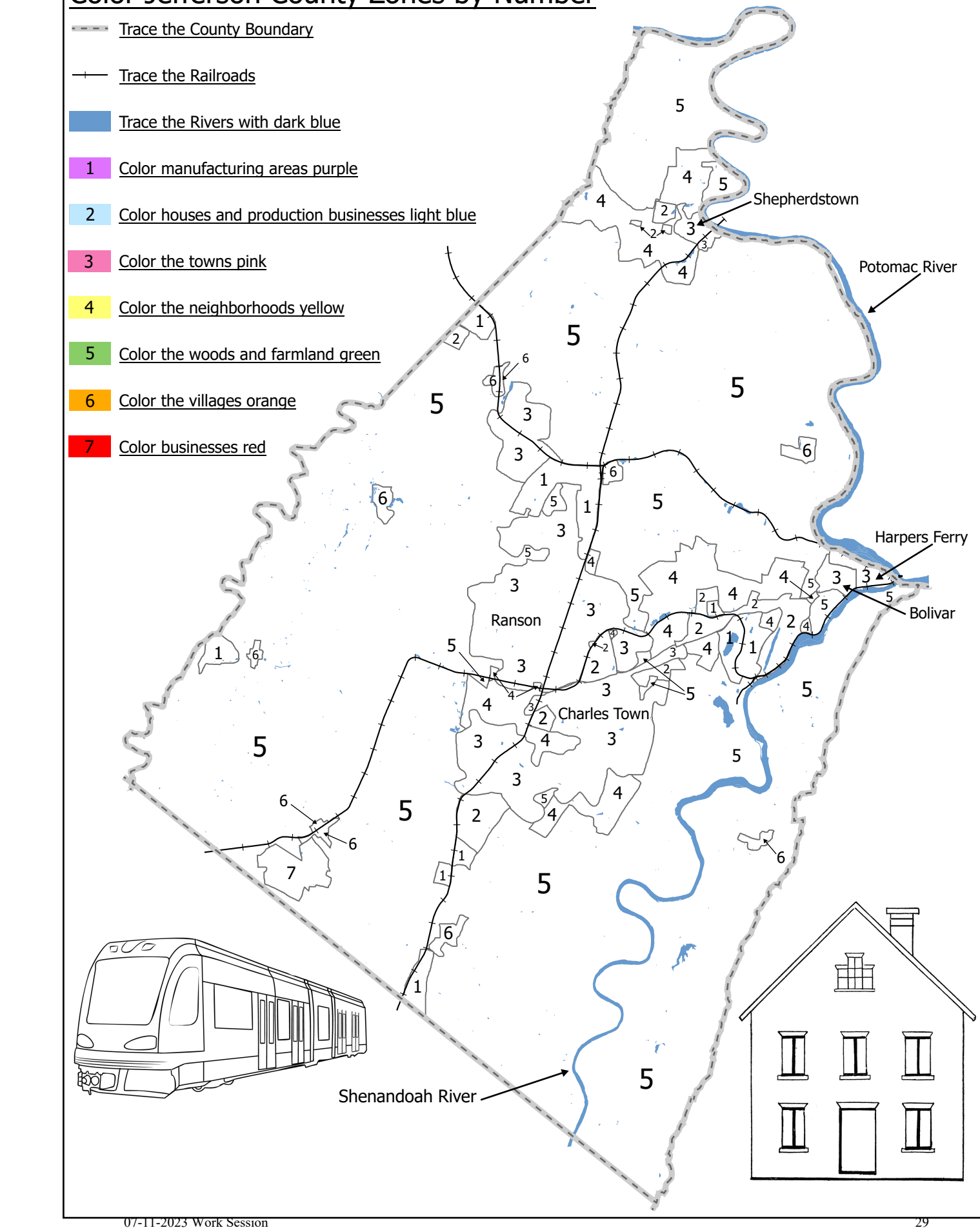
5
Blue Ridge





Color Jefferson County Zones by Number

- Trace the County Boundary
- Trace the Railroads
- Trace the Rivers with dark blue
- 1 Color manufacturing areas purple
- 2 Color houses and production businesses light blue
- 3 Color the towns pink
- 4 Color the neighborhoods yellow
- 5 Color the woods and farmland green
- 6 Color the villages orange
- 7 Color businesses red



Comprehensive Plan Information Gathering Meeting Summary w/AACAJC (African American Community Association of Jefferson County) and the JC NAACP

Date: 5/26/23

Participants: Luke Seigfried, Shenandoah Ragle, Joe Guttmann, Jamila Jones-Fleet

Priorities:

- Preventing a roundabout at the Y junction of Middleway Pike and Summit Point Road
- Affordable housing and broadband access for low income residents with no caps on data
- Improving cultural heritage tourism opportunities and to enhance the African American tourist experience

Projects, Opportunities, and Concerns Highlighted by the Stakeholder: Three major concerns were discussed: opposition to a roundabout affecting Zion Baptist Church in Charles Town, affordable housing, and internet access. Zion Baptist Church and the nearby community around the Y junction of Middleway Pike and Summit Point Road is very worried about potential displacement in the event of road improvements. In particular, the community does not want a roundabout at that intersection. Ms. Jones-Fleet also highlighted the need for more affordable housing in the county. The AACAJC sees a possible opportunity to leverage the tax incentives available through the opportunity zone designation to provide more affordable housing. Currently, broadband is provided for low income residents with caps on the amount of data per month. The monthly data limit is too low, especially if a child has to watch a video for a homework assignment. Ongoing projects include the continued preservation of African American historic sites with the immediate need to prevent the demolition of the Weaver-Gill house in Harpers Ferry. There also is an interest in maintaining old cemeteries, buildings, and other county landmarks that hold historic significance to the African American community. Ms. Jones-Fleet discussed working with WVU through the Fulcrum Project to map cultural assets in the county.

Important Points: Numerous grants and donations helped refurbish Fisherman's Hall in Charles Town. The vision is to add a small amphitheater in the back for performance space and community get-togethers. There is a need for better coordination concerning tourism. This year, PBS WETA Washington's "Get Out of Town" program featured things to do in Harpers Ferry with some of the emphasis placed on Black history. Tourists who came to Harpers Ferry in response to the program found Storer College and other exhibits closed. This was seen as a missed opportunity. Ms. Jones-Fleet is working with the Appalachian Regional Commission on tying together towns along the Appalachian Trail that feature Black history and cultural events. Leveraging cultural and heritage tourism opportunities specific to Jefferson County were discussed as vehicles for economic development.

Willing to Come and present to Planning Commission: Yes

Comprehensive Plan Information Gathering Meeting Summary w/JCCVB

Date: 5/24/23

Participants: Luke Seigfried, Shenandoah Ragle, Joe Guttmann, Annette Bates

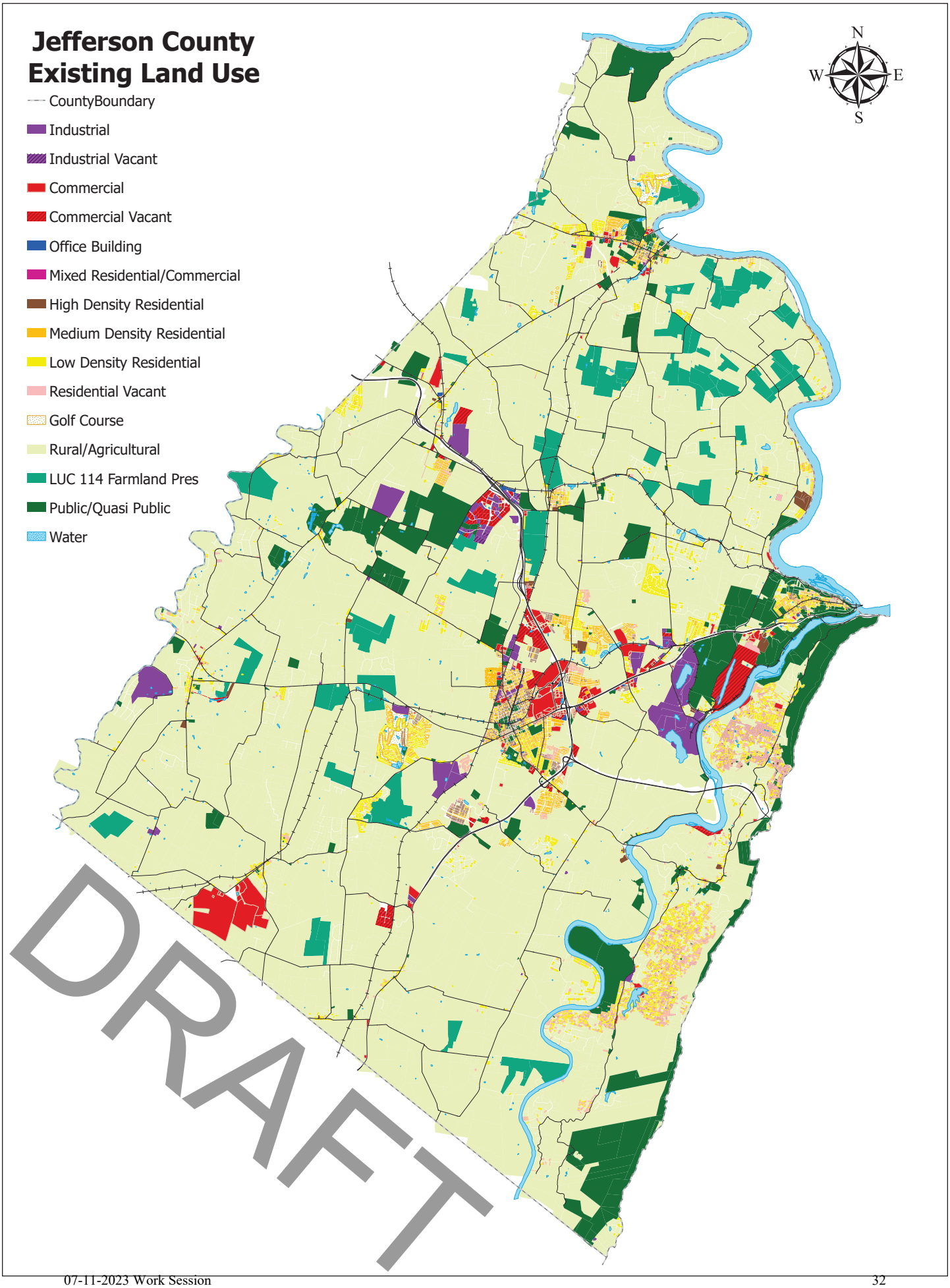
Priorities:

- Attract more active and experiential tourism opportunities
- Need for more trails for cycling, mountain biking, horse riding, ATV driving, and walking
- Focus on the overall visitor experience including the need for infrastructure to accommodate more visitors to the county

Projects, Opportunities, and Concerns Highlighted by the Stakeholder: The JCCVB is particularly interested in growing more experiential, heritage, and recreational tourism sites and businesses in Jefferson County. The major ongoing project is the building of the Hilltop House Hotel, a luxury resort complex, in Harpers Ferry. Ms. Bates noted the project has prompted an upgrade of the Harpers Ferry water and sewer system which will also benefit other tourist enterprises in the immediate area. Opportunities exist for more craft brewing and especially distilling in the county by harnessing West Virginia's heritage of moonshining. Ms. Bates highlighted such brewing and distilling as an area where Jefferson County should have a comparative advantage whereas Virginia has an advantage with wineries. There has been some interest in weekend train service to Harpers Ferry. Areas of concern include the traffic congestion in and around Harpers Ferry and the entrance fee price increases for the national park. There is also a need for more hotel/motel rooms in the county. It was noted that visitors with positive experiences are more likely to return to the area as a tourist, future resident, or business entrepreneur. Ms. Bates highlighted the need for infrastructure to accommodate more visitors to the county.

Important Points: The COVID restriction era helped re-engage tourists with regional attractions. Harpers Ferry National Historical Park had its highest number of visitors since the mid-2000s. Funding for the JCCVB has increased from $279,000 to nearly $700,000 in the past decade. This has been helped by the occupancy tax on short term rentals. Jefferson County is now second only to Pocahontas County in receiving taxes from short term rentals. The Hollywood Casino has faced increased competition from casinos located closer to Washington, DC and Baltimore, MD has subsequently invested in more table games, building an event center, and opening a sportsbook. The JCCVB is pleased that Shepherd University has a tourism entrepreneurship concentration in their business program.

Willing to Come and present to Planning Commission: Yes


Jefferson County
Existing Land Use
CountyBoundary
Industrial
Industrial Vacant
Commercial
Commercial Vacant
Office Building
Mixed Residential/Commercial
High Density Residential
Medium Density Residential
Low Density Residential
Residential Vacant
Golf Course
Rural/Agricultural
LUC 114 Farmland Pres
Public/Quasi Public
Water
N
W
E
S
DRAFT

First Public Input Workshop

The first public input meeting was held on June 5, 2023 at Jefferson High School. Forty-two community members attended the meeting with an additional four community members participating remotely via Zoom. The staff began the night by giving a brief presentation on the purpose of the Comprehensive Plan, the community's role in the process, and what was to be accomplished that night.

Small Group Exercise

Five groups of eight-to-ten attendees were formed to brainstorm their individual thoughts on the following questions:

1. What are the current and future strengths of Jefferson County?
2. What are current and future weaknesses of Jefferson County?
3. What are the opportunities for Jefferson County?

Each participant was given three minutes per question to write down their ideas on notes (one idea per note). A group leader then posted each note from their group members to corresponding larger papers representing strengths, weaknesses, and opportunities that were posted on the walls. Prior to any discussion, participants were asked to vote on what they thought were the most important ideas that their group had written down by placing up to three color-coded stickers on the ideas listed for each question. Participants then had time to discuss the top-rated ideas in their small group.

Large Group Exercise

Each small group presented three ideas that they thought were important to the larger group. Participants were given time to walk around and read over the ideas posted by the other groups. Participants were then given three red-colored stickers to place on any ideas in any group that they felt were most critical to Jefferson County.

Visioning and Challenges Individual Survey

At the conclusion of the large group exercise, participants were given an online or paper survey with the following, open-ended questions:

1. What do you believe are the most important topics your group discussed?
2. What are three challenges affecting Jefferson County now and into the future?
3. In your own words, describe your vision for Jefferson County in the year 2045.

BY THE NUMBERS

- There were 42 total participants in person and 4 participants joined over Zoom
- The meeting stayed within the planned two hours
- Five small groups with 8-10 participants were formed to brainstorm ideas
- Cookies were served!

TRENDS FROM PUBLIC INPUT MEETING: STRENGTHS

#1: Natural beauty and open spaces

- Mountains, rivers, scenic views

#2: Historical spaces/sites

- Downtowns, battlefields

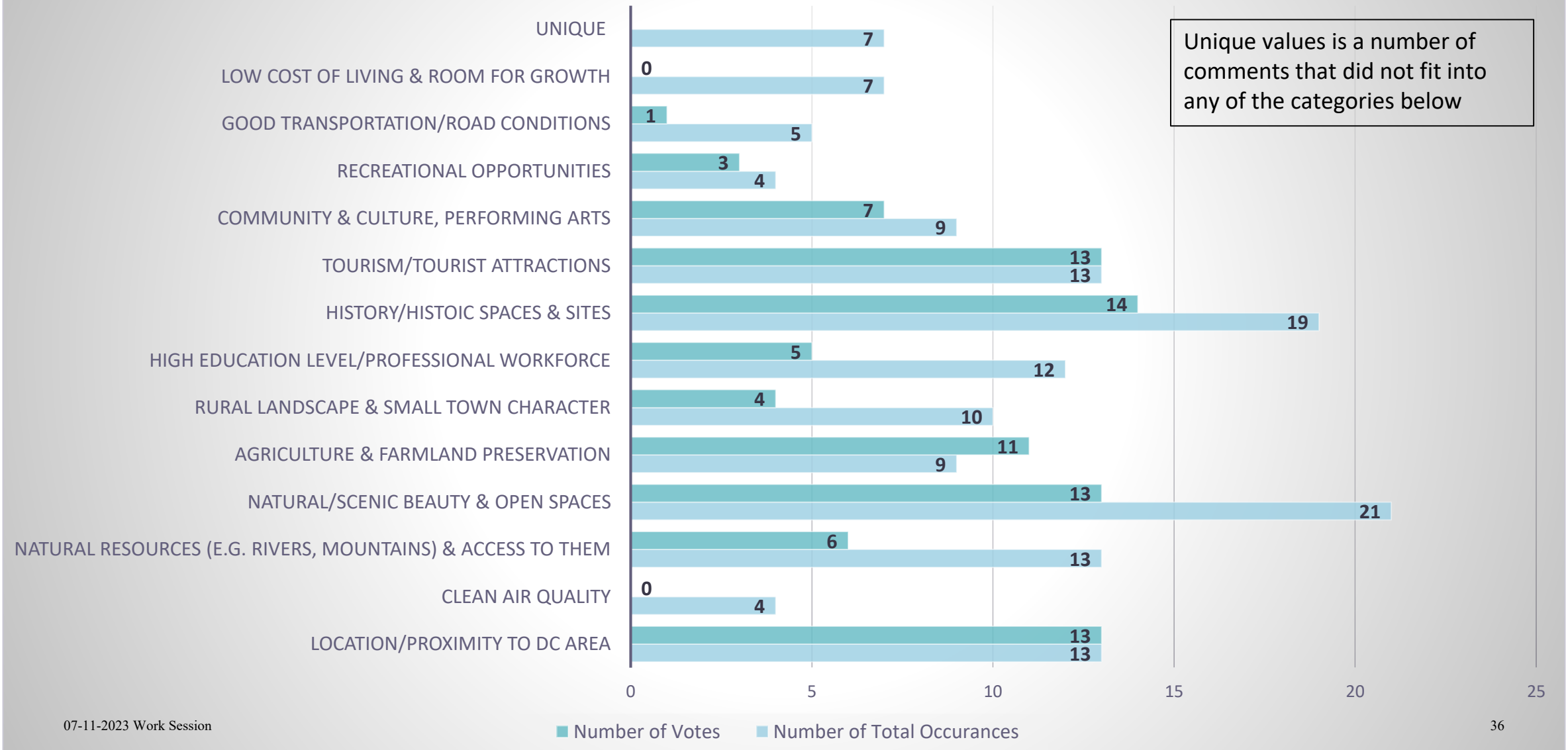
#3: Close proximity to DC Metro Area

- Train access and commuting distance

#4: Tourism (historic, agritourism, and cultural)

- National Park, natural resources

Jefferson County Strengths: Trending Category Occurances and Votes



Unique values is a number of comments that did not fit into any of the categories below

TRENDS FROM PUBLIC INPUT MEETING: WEAKNESSES

#1: Too many houses being built

- Residential growth is outstripping the county's infrastructure capacity

#2: Need for improved infrastructure

- Roads, water, and school improvements

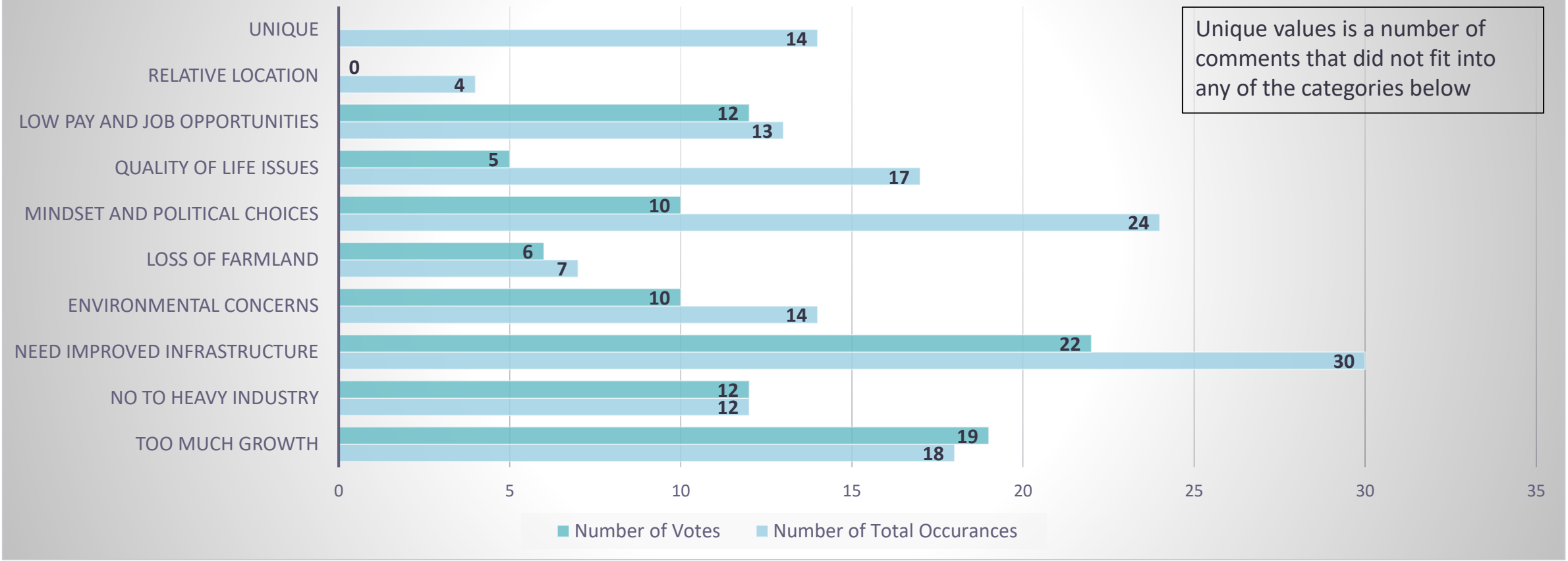
#3: Mindset surrounding local politics and choices

- Divisiveness, lack of dedication to decisions made by local commissions

#4: Income opportunities

- Public servants earn considerably less than neighboring states
- Need better job opportunities within Jefferson County, especially to keep young people

Jefferson County Weaknesses: Trending Category Occurances and Votes



TRENDS FROM PUBLIC INPUT MEETING: OPPORTUNITIES

#1: Expand and Improve Public Transit Systems

- Bike paths, Bus routes

#2: Responsible Development

- Infrastructure, communities, green space

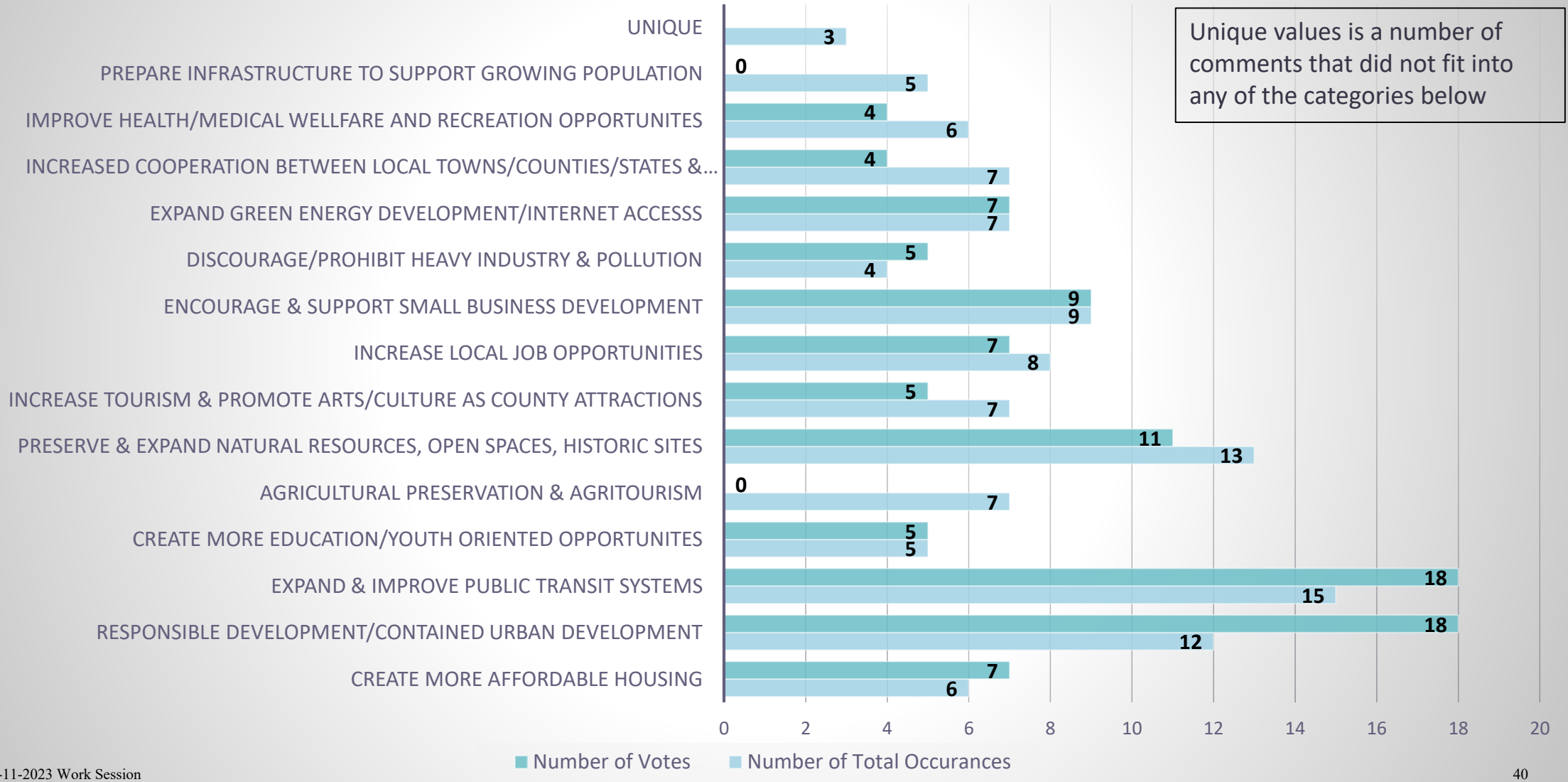
#3: Preserving Natural Resources

- Conservation measures, expanding green space

#4: Encourage & Support Small Businesses

- Attract tech-related jobs

Jefferson County Opportunities: Trending Category Occurances and Votes



Unique values is a number of comments that did not fit into any of the categories below

TRENDS FROM PUBLIC INPUT MEETING: HIGHLIGHTS

Strength:

- The natural attractiveness of the county – it is “Almost Heaven”
  - Very strong agreement on this topic

Weakness:

- There is too much development without expanding the necessary infrastructure
  - Very strong focus on roads and clustering development in or near urban areas
  - Second strongest focus was on limiting heavy industry

Opportunity:

- Reinstatement of higher impact fees
  - Second strongest focus was on the need for Responsible Growth
  - Jefferson County should avoid the mistakes of Northern VA

These are summaries of the comments collected during the meeting

CONCLUDING INDIVIDUAL SURVEYS

"What do you believe are the most important topics your group discussed?" Respondents have stated;

- Preserve open space
- Planning growth around infrastructure/municipalities
- Unique county history

Half of all the respondents mentioned preserving natural beauty and controlled growth in the county. Other notable topics were county history, tourism, and heavy industry in the county.

These are summaries of the comments collected during the meeting

CONCLUDING INDIVIDUAL SURVEYS

"In your own words, describe your vision for Jefferson County in the year 2045." Respondents have stated;

- No additional heavy industry
- Infrastructure that meets the needs of the community
- Green/open spaces, clean air, and safe groundwater

Top results were Industry, Community, and Green with 30% of respondents using these words. Of the three concluding survey questions the Vision in 2045 question had the widest spread of results. Education, development, and tourism were secondary points that were brought up by around 16% of participants.

These are summaries of the comments collected during the meeting

industry
development
community
infrastructure
green
tourism
space
quality
heavy
thriving
well
small
place
opportunities
education
communities
historical
sustainable
farmland
including
resources
population
natural
land
jobs
need
preservation
conservation
environmental
jefferson
family
local
area
areas
farms
plan
growth
will
open
public
like
protect
improved
life
healthy
children
schools
history
work
housing
water
values
still
agriculture
technology
without
well-paid
easements
mind
beauty
vibrant
large
can
store
resilient
strong
residents
connection
transportation
attraction
enjoy
needed
spaces
historic
farm
forever
suburban
houses
professional
entrepreneurs
welcome
technically
certainly
maintains
experiences
abundance
ensure
pressure
physical
traditional
funded
rapidly
change
especially
vehicles
keep
broadband
economy
needing
must
environment
learning
organized
high
progress
economically
level
drinking
economic
counties
bike
teachers
disagree
provides
commercial
programs
groundwater
little
offer
retail
modal
enough
protected
made
supplies
families
reliable
telling
educated
violation
recreational
surface
paths
private
roads
stories
prioritizes
waterways
appreciate
atmospheric
plentiful
income
motor
adverse
towns
wildlands
unique
pollution
tourist
respectful
afford
options
smart
reflected
working
biking
improving
livelihood
hopefully
desired
primary
urban
vision
lane
beautiful
sounding
remain
promotes
athletic
progressive
talked
maintained
guarantee
polluting
within
meaning
rural
liberal
respect
independent
embraces
traffic
broad
prosperous
considered
living/working
cope
implement
hiking
appropriate
way
get
due
parks
via
found
main
lack
compact
sites
new
industrial
easement
increased
abundant
air
fees
dependence
advanced
best
envision
centers
recreation
connected
manner
energy
risk
arts
excellent
food
clean
give
higher
nature
become
american
farm
ensures
sometimes
sources
tell
see
low-cost
ever
view
car
support
right
around
job
cooperation
another
done
connect
estonia
nova
mistakes
state
live
planned
challenges
instead
hope
create
love
show
multi
maintained
improved
open
public
like
protect
life
healthy
children
schools
history
work
housing
water
values
still
agriculture
technology
without
well-paid
easements
mind
beauty
vibrant
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can
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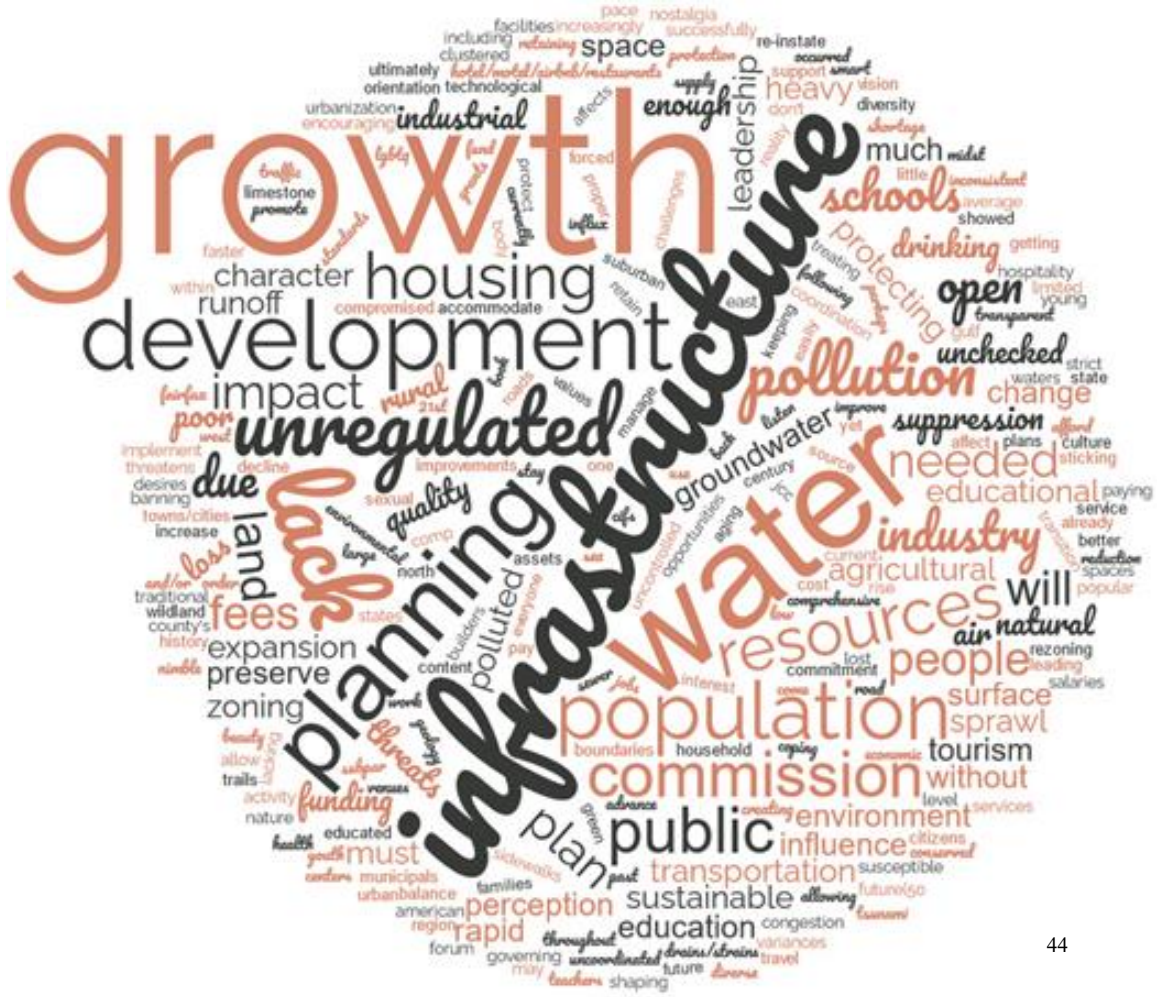
resilient
strong
residents
connection
development
quality
heavy
thriving
well
small
place
opportunities
education
communities
historical
sustainable
farmland
including
resources
population
natural
land
jobs
need
preservation
conservation
environmental
jefferson
family
local
area
areas
farms
plan
growth
will
open
public
like
protect
improved

CONCLUDING INDIVIDUAL SURVEYS

"What are three challenges affecting the County now and into the future?" Respondents have stated;

- Jefferson County is seeing large growth
- There has been poor/uncontrolled planning of developments which has created sprawl
- Infrastructure has not kept up
- The Comprehensive Plan has not been followed



These are summaries of the comments collected during the meeting

1st Public Input Meeting: Summary of Individual Table Presentations

Date: 06/06/2023

Table 1: Jefferson County should focus on historic resources and natural resources and beauty as its strength, both preserving it and capitalizing on it by attracting tourists. In response to the decline in agricultural uses, the County needs to managing growth and improving job opportunities within the county in a manner that improves traffic issues and crime rates. The county should also focus on improving the tax base so that public service workers and teachers can have increased pay to better afford living and teaching in the county. Jefferson County should also look to increase its broadband internet access, and to attract and retain talent in its workforce population.

Table 2: Jefferson County should encourage future residential and retail growth to be located within the municipalities' urban growth area. Protecting and preserving the rural landscape and scenic corridors of the county is important. The county should also follow its current comprehensive plan with greater strictness, and be guided mainly by it when updating the new plan.

Table 3: A main strength of Jefferson County lies in the quality of life of its residents and the cultural, historic and environmental diversities and experiences the County offers. It is important to protect and develop the cultures within the county. One of the county's weaknesses is the threat of industrial growth and the pollution that accompanies it, which is concerning to the county's residents. Jefferson County has the opportunity to improve its public transit systems for local and commuter travel, and to improve the internet access and connectivity across the county.

Table 4: Jefferson County has a weakness in that its natural resources cannot support future development. The county's main strength is its many historical sites and landmarks, and its rural character and resources. In the future, the county should take the opportunity to preserve its historic and agricultural resources.

Table 5: Natural resources are a main strength of Jefferson County, as are its conservation programs. The county should take the opportunity to protect its rural and natural resources from unchecked urban sprawl. The County needs to reinstitute the Impact Fee program to support infrastructure such as sewer, water and schools. The county's weaknesses are that its infrastructure cannot support development and there is not a supportive system or suitable tax base for sustaining small businesses. The county must improve the tax base and increase tourism to historic, agricultural, recreational and natural resources. The county is also lacking activities for its youth, and so should take the opportunity to create new draws for young people

to stay in the county. The County also needs to develop low income housing opportunities especially for teachers and long-time residents who cannot afford the new house prices.

Overall, the main points drawn from the presentation of individual table groups was that the county's main strength is its natural and historic beauty and resources, and the group consensus was that this should mainly be preserved and/or utilized to encourage tourism and small businesses.

Several weaknesses mentioned in common were the tax base, development in rural areas, and lack of employment/youth activities within the county.

The most agreed-upon opportunities for the county were improving internet connectivity, the tax base, and preservation of natural resources and rural landscapes.

Red Dot Strengths, Weaknesses, and Opportunities Analysis

The numbers indicate the number of times each statement or category of statements was selected by a participant as being something of most importance across all of the groups.

Strengths

Nature and the Natural beauty of the area - the mountains, rivers, rural feel; it's a physically attractive area – 14
Availability of cultural activities such as the events held at Shepherd (the CATF and others) and at the Old Opera House – 3
Location relative to the DMV and the connections that location allows – 2
Shepherd University and the community it provides – 1
Historic sites – 1

Weaknesses

Too much growth (especially new housing developments) without the necessary infrastructure – leading to crowded schools, inadequate roads for the amount of traffic – 11
Rockwool effect – don't want heavy industry/smokestack industries – this is the wrong kind of economic development – 8
Limited opportunities – not enough professional jobs available; Pay scale for public servants is way below neighboring states; lack of opportunities for young people – 5
Unaddressed pollution – worried about marring our natural beauty asset and pollution's impact on the residents of Jefferson County – 4
Trust issues - Lack of commitment to the current plan by Planning Commission and County Commission – 3
Oppression of diverse lifestyles – 2

Opportunities

Impact Fees (reinstatement of higher fees) – only mentioned at one table and did not get any initial votes. Prior to the red dot activity, impact fees were mentioned during the large group discussion and there was an audible "aha" moment in the crowd - 13
Responsible growth and planning that takes into account the available infrastructure; more restrictions on growth in the rural districts; keep good zoning with a minimum of variances; don't over-promote growth – don't make the mistakes of Loudoun and Fairfax - 8
Provision of services and infrastructure – broadband improvements, senior services, bike paths, regional bus, train and road improvements – 6
Economic development - more jobs for locals; emphasis on high tech (light industry), small businesses, and tourism – 5
Need focus on low-income housing – 4
Preservation of history and farmland - 2
Environmental protection – 2

WHY FORMATTING MATTERS

- **Staff is proposing some changes to the Comprehensive Plan format so it is more focused, usable, and attainable.**
- Staff is not suggesting the following ideas are relevant to Jefferson County, the following Comprehensive Plans are presented as examples of different ways to format
- All of the presented examples are extracts of relevant pages, not entire plans
- Staff cut all acknowledgements, history, and letters from the Planning Commission/Chief Executive to focus on content

ENVISION JEFFERSON 2035

Comprehensive Plan

Jefferson County, West Virginia

Adopted: January 14, 2015

Amended: April 12, 2022

Envision Jefferson 2035 Comprehensive Plan

Vision Statement

"We envision Jefferson County in the year 2035 as a place of natural beauty and historic value. It is an active, vibrant place to live, work, and play. The county has economic growth potential as a result of its location in the Washington, D.C. and Baltimore, MD Metropolitan Areas, as well as its skilled workforce. There is a well-diversified economic base of manufacturing, services, government, tourism, and agriculture that is not reliant on any single business type. The County's rich historic, cultural and natural resources are preserved and are an integral part of its economy. Excellent infrastructure, public facilities and services are available to all residents and employers. It is a community with well-defined rural, village, and urban areas. Residents enjoy a countywide system of well-programmed parks, as well as recreational opportunities serving all ages. Safe, congestion free, and convenient transportation access is available throughout the County."

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Plan Methodology

West Virginia Code

Per §8A-3-1 of the West Virginia Code, *"A comprehensive plan is a process through which citizen participation and thorough analysis are used to develop a set of strategies that establish as clearly and practically as possible the best and most appropriate future development of the area under the jurisdiction of the planning commission. A comprehensive plan aids the planning commission in designing and recommending to the governing body ordinances that result in preserving and enhancing the unique quality of life and culture in that community and in adapting to future changes of use of an economic, physical or social nature. A comprehensive plan guides the planning commission in the performance of its duties to help achieve sound planning."*

This Plan includes both the required and optional components as outlined in State Code (§8A-3-4).

§8A-3-4 Plan Required Components		
Land Use	Housing	Transportation
Public Services	Rural	Recreation
Economic Development	Community Design	Preferred Development Areas
Renewal and/or Redevelopment	Financing	Historic Preservation
Optional Components Included		
History	Environmental	Tourism
Conservation	Safety	Natural Resources

Steering Committee

The Steering Committee's primary role was to work in partnership with staff to guide the development of Envision Jefferson 2035. The citizen based Steering Committee included two members from each County Commissioner's geographic district of the county, two additional members after the November 2012 election of a new Commissioner, and three at-large members.

The Steering Committee, with technical assistance from County staff, developed draft goals, objectives, and recommendations for the Plan. The process included hearing and reviewing public input, receiving topical and quality of life information from issue experts, participating in public workshops, and committee collaboration on all elements. Throughout the late winter 2013 and spring 2014, the Steering Committee met almost weekly to edit and review all elements and details of this document. The Committee acted as a body to discuss and make changes using consensus decision making and served as ambassadors to the general public in multiple venues to

encourage their participation in this planning process. For a list of Steering Committee Members see Appendix A.

Public Involvement and Outreach Strategy

Public outreach and citizen participation were instrumental in the planning effort. Various methods were utilized to raise awareness of the Envision Jefferson 2035 process, attain comments in an open manner, and encourage citizens to work in groups to build relationships and commitment to the project.

In addition to historical data, the following input was considered in formulating the recommendations for the *Envision Jefferson 2035 Comprehensive Plan*. For more detailed information on Public Involvement and Outreach, see Appendix C.

Envision Jefferson 2035 Website

A website was created for the project: http://envisionjefferson2035.com/ which allowed County residents and the public to follow the process. The website was created and supported by Planning and Zoning staff.

Lunch and Learn Information Sessions

To facilitate the Envision Jefferson 2035 information gathering process, a series of Lunch and Learn Seminars were held. Many of the agencies, organizations, and entities that are key stakeholders in the County were invited to address the Steering Committee and public attendees to explain their interactive and supportive roles in our communities. The sessions were broadcast live on the County's website, and audio and streaming video versions of the seminars were archived for future reference on the site. Over the course of 13 Wednesdays, attendees were able to interact with local leadership in the following fields:

Major Sections of the Plan Recommendations	
Historic Resources and the Arts	Transportation
Education	Housing
Parks and Recreation	Social and Senior Services
Economic Development	Municipal
Natural Resources	Planning
Water and Sewer Utilities	West Virginia Division of Highways
Public Safety	

Public Input Workshops, Surveys, Open Houses, and Public Hearings

A series of nine public workshops, presentations, and surveys were held in order for the County's residents to provide input on goals, strategies, and recommendations for this Plan. For more detailed information on the public workshops, surveys, open house sessions, and public hearings, see Appendix C.

Jefferson County's percentage of arable agricultural land is 54.7%, more than any other county in West Virginia. That affords the County a rich mix of urban, suburban, and agricultural environments. With that consideration in mind, the Plan strengthens proposals related to its historic farming community's economic growth. It recommends potential amendments to the Zoning Ordinance and Subdivision Regulations, which will support a more robust agricultural and artisan economy through a diversity of uses. This Plan proposes a higher density cluster provision rather than allowing rural residential developments via the Land Evaluation Site Assessment (LESA) system / Conditional Use Permit (CUP) process; and to allow the use of the a more traditional CUP process in the Rural District for non-residential uses which are compatible in scale and intensity with the rural environment and that pose no threat to public health, safety, and welfare.

What are Goals, Objectives, and Recommendations?

Goals are general guidelines that broadly describe what the community wishes to achieve over the period of the Comprehensive Plan. Goals are generally bigger in scope than objectives.

Objectives are the types of actions or activities that are recommended in order to attain the goals.

Recommendations are implementation strategies that are specific steps that would be undertaken to achieve the goals and objectives. They can involve regulatory processes or actions that provide a means for the goals and objectives to be achieved.

Goals and Objectives are what a community wishes to achieve. Recommendations are implementation strategies of how a community looks to achieve them.

Comprehensive Plan. By creating a Future Land Use Map/Guide, a community provides clarification for property owners related to their potential development on their site. The review of all zoning map amendment requests shall include consideration of all of the recommendations created as part of this Plan. All zoning map amendments shall be in conformance with the Future Land Use Guide and the recommendations of this Plan.

The Difference between Land Use Maps and Zoning Map

The Existing Land Use Map is a snapshot of the current land use activities occurring throughout the County regardless of zoning.

The Future Land Use Guide expresses the desired arrangement of future land use patterns. It does not guarantee that the zoning currently exists to implement the proposed land use. An owner initiated zoning map amendment by petition may be required.

The Zoning Map identifies currently mapped zoning categories that work with current regulations, managing or regulating some of the opportunities of the land.

The Future Land Use Guide and the Zoning Map are different. The categories on each may bear some similarities, but the maps themselves are not the same. This Plan does not call for County initiated zoning map amendments, as it is anticipated that all zoning map amendments will be owner initiated. All property owners within Jefferson County have the right to request a zoning map amendment.

Land Use Activity Areas

This Plan details four broad types of land use activity within Jefferson County where development is to be targeted over the planning horizon of Envision Jefferson 2035.

Four Comprehensive Types of Land Use Activity within the Designated Areas	
Urban Growth Boundaries	Preferred Growth Areas
Villages	Rural/Agricultural Areas

The first two area types addressed below, Urban Growth Boundaries (UGB) and Preferred Growth Areas (PGA) (including one residential growth area), are the sections of Jefferson County where urban scale development is to be targeted over the planning horizon of Envision Jefferson 2035. As noted earlier, the Shepherdstown Growth Management Boundary (GMB) is not considered an area for future Urban Development by this Plan if it remains unincorporated. In addition to the UGBs and PGAs, there are two other identified area types: Rural/Agricultural Areas and Villages. While limited development is possible based on the existing zoning regulations, the intention is not for urban scale development to take place in the Residential Areas and Rural/Agricultural Areas.

Urban Growth Boundary (UGB)

According to §8-6-4a of the West Virginia Code, Urban Growth Boundaries (UGBs) are…*"an area around and outside the corporate limits of a municipality within which there is a sufficient supply of developable land within the boundary for at least a prospective twenty-year period of municipal growth based on demographic forecasts and the time reasonably required to effectively provide municipal services to the identified area."*

UGBs are, according to state law, established by the County Commission in conjunction with the municipality looking to identify a boundary and are reflected on the County Zoning Map. In West Virginia, UGBs are used to acknowledge the extent to which a municipality can expand.[1]

While all municipalities have the ability to create UGBs with the approval of the County Commission, at present, only three of the five municipalities in Jefferson County have planning boundaries that meet the definition of §8-6-4a of the West Virginia Code. In 2009, Charles Town and Ranson had their UGBs formally approved by the County Commission. In 2014, Shepherdstown created a boundary called the Growth Management Boundary (GMB) which falls under the state definition of a UGB and was formally approved by the County Commission. Shepherdstown's adopted GMB allows the Corporation to plan for future growth and annexations, but is not anticipated to have urban scale development if it remains in the unincorporated area. If Bolivar or Harpers Ferry chooses to create a UGB in the future that is different than the Preferred Growth Areas (PGAs) depicted, the recommendations in this Plan related to UGBs may be extended to the newly created UGBs based on the town's planning goals. The use of the term UGB throughout this document refers to the Charles Town and Ranson UGBs only.

This Plan expects that properties within the UGB may be annexed into the adjoining municipality which has created the UGB. However, an entity with property located within the UGB could choose not to annex their land into a municipality and could then develop the land under the County's land development standards instead. In such circumstances, the UGB acts as a Preferred Growth Area for the County and urban level development is still anticipated in these areas.

Within the UGB, an intentional decision was made to depict property as it is either zoned or used. As such, there are large tracts of land designated rural. This Plan does not anticipate those areas to remain rural into the future. Since the properties in the UGB can either develop within the municipalities through annexation or in the County, there is some uncertainty as to the future use. Therefore, it was determined best to

[1] While in West Virginia, the concept of a UGB is tied to annexation exclusively. In other parts of the United States, the concept of an urban growth boundary is tied in with the provision of "a full range of urban services" such as sewer, water, broadband internet, quick response police, rescue/ambulance, and fire services; and a wide range of community facilities. In most areas, the provision of services is predicated on the presence of an urban growth boundary tied into an urban service area, with limited fire, rescue, and police services being provided to areas outside of the urban growth boundary.

show the existing land uses or zoning designation, including rural zoning, on the Future Land Use Guide within the UGB. It is not the intention of the Future Land Use Guide or this Plan for these areas to remain rural; the designation is temporary until the property owner determines if they desire to develop in either the municipality or the County.

A map of the Charles Town and Ranson UGB areas can be found in Appendix F – Maps.

a. Shepherdstown Growth Management Boundary (GMB)

In 2014, Shepherdstown adopted a Growth Management Boundary (GMB) which is planned to have growth around the existing core of Shepherdstown and less intense development at the edges of the GMB. The full GMB is shown on the Future Land Use Guide. In Shepherdstown's 2014 Comprehensive Plan, within the GMB, Shepherdstown has also designated three phases of a Municipal Growth Area which are anticipated to allow phased expansion and urbanized growth within Shepherdstown. While this larger growth and annexation area is recommended in the Shepherdstown 2014 Comprehensive Plan, the *Envision Jefferson 2035 Comprehensive Plan* recognizes a smaller Preferred Growth Area to the west of the Shepherdstown core and the existing County zoning if it remains in the unincorporated area. The Future Land Use Guide of this Plan depicts the GMB and the proposed land uses if it remains unincorporated. The Shepherdstown GMB is treated differently from the Charles Town and Ranson UGBs due to the difference in Shepherdstown's growth management planning recommendations. If the land is annexed by Shepherdstown, the Shepherdstown Growth Management recommendations and Comprehensive Plan shall apply.

b. Ranson Urban Growth Boundary (UGB)

During the development of the 2008 Zoning Ordinance (which subsequently was not approved), the County and the Corporation of Ranson worked jointly to develop a land use planning tool referred to as the County Townscape Boundary which was reflected on the draft Zoning Map. When the state law was amended in 2009 to allow the creation of Urban Growth Boundaries, Ranson formally requested that the County Commission approve this draft boundary as their Urban Growth Boundary and reflect it on the County Zoning Map.

As part of Envision Jefferson 2035, it is proposed that the Ranson UGB be expanded to encompass the areas that are located outside of the existing UGB (Tackley Farm and Jefferson Orchards) but within the municipality boundary, as well as the unincorporated area northeast of the intersection of WV 9 and Luther Jones Road. This expansion area would allow the development of this area to occur in conjunction with the transit oriented development proposed for the Jefferson Orchard property known as Northport Station.

c. Charles Town Urban Growth Boundary (UGB)

During the development of the 2008 Zoning Ordinance (which subsequently was not approved), the County and the Corporation of Charles Town worked jointly to develop a land use planning tool referred to as the County Townscape Boundary which was reflected on the draft Zoning Map. When the state law was amended in 2009 to allow the creation of Urban Growth Boundaries, Charles Town formally requested that the County Commission approve this draft boundary as their Urban Growth Boundary and reflect it on the County Zoning Map. This boundary was approved by County Commission in 2010.

Preferred Growth Areas (PGA)

In addition to the defined UGBs, a series of additional Preferred Growth Areas (PGAs) have been identified. These areas are outside the UGBs and are generally intended to develop using the County's development standards. In these areas, water and sewer services are either currently available or could be made available in the next two decades, due to the PGAs proximity to existing services or anticipated growth. In addition, many of these areas in Jefferson County are locations where natural gas lines could be reasonably extended once this service is established in Jefferson County. The PGA may also have other community services and facilities that are currently available or could be made available in the next two decades.

The PGAs are not intended to be promoted in favor of the UGB for the municipalities. Both areas are expected to be viable areas for development and no policy decision is being made to favor one area over another. Each of the PGA Maps can be found in Appendix F – Maps.

The proposed PGAs are as follows and in no particular order:

a. Shepherdstown PGA
(*an area located south and west of Shepherdstown*)

This PGA is defined predominately by existing residential and commercial development, existing zoning, and access to water and sewer services. It encompasses an area broadly described as properties on either side of WV 45 past the west end of Old Martinsburg Road to Venice Way and to the south along the west side of WV 480 including land on either side of Potomac Farms Road. This area is included within Shepherdstown's Growth Management Boundary (GMB) and is the primary area outside of Shepherdstown that this Plan anticipates developing at an urban level even if it remains in the unincorporated area.

The area west of the Shepherdstown PGA, along WV 45 to the Berkeley County Line, consists of Residential Growth (RG) zoning that allows for residential activity and could be served by public water and sewer from Shepherdstown. It should be noted that the large lot properties zoned Residential Growth (RG) near the Berkley County line are shown on the Future Land Use Guide as low-density

Urban Level Development Recommendations (Goal 1)	
1.	Recognize the existing vested rights, development entitlements, and permitted density levels on properties in Jefferson County.
	a. No property's zoning status will be changed as part of this Plan.
2.	Recognize that the County Commission has the authority to make land use decisions including Zoning Map Amendments based upon the finding of consistency with the Future Land Use Guide and the recommendations of this Plan; the County Commission may determine that petitions or decisions for zoning map amendments are consistent with the Comprehensive Plan if any of the following conditions are met after the entire Plan is taken into consideration:
	a. Economic Well-Being of the County; or
	b. Error or Under Scrutinized Property on the Future Land Use Guide; or
	c. Change in Neighborhood; or
	d. Any Other Circumstance that the Governing Body determines should have been considered when drafting the Future Land Use Guide; and/or
	e. Environmental impacts are considered.
3.	Identify opportunities for small area plans and involve key stakeholders.
4.	In coordination with the Jefferson County Development Authority, utility providers, and other agencies, extend natural gas services and alternative energy sources into Jefferson County and encourage the extension of these services into new subdivisions to provide access to alternatives for heating and cooking uses.
5.	Create urban level land uses within the municipalities, UGBs, PGAs, or Villages through rezoning that is consistent with the Plan recommendations.
	a. Direct new urban level residential developments to locate in preferred areas within the municipalities, UGBs, PGAs, or Villages where water and sewer services are available.
	b. Reduce application fees for urban level development located within the areas desired for urban future growth.
	c. Establish a greater variety of zoning district options (in commercial, residential, and mixed-use zoning categories) that adhere to predictability of land use options and outcomes based on the Plan recommendations.
	d. Consider the utilization of alternatives to use-separated (Euclidean) zoning within the UGB and PGA, such as the SmartCode adopted by the City of Ranson or performance based zoning to achieve the desired land used goals.
	e. Update the County's zoning regulations in a way that balances flexibility of use for property owners and developers while preserving the quality of life for residents.

	f. Streamline development review and permitting policies by establishing a two tiered system that would allow greater power for staff review for projects of a certain size or smaller scale, etc.
6.	Require new urban level development to provide opportunities for multi-modal accessibility and to occur in a manner that enables connectivity to existing street and infrastructure networks or for future connectivity as development is extended to municipalities, UGBs, PGAs, or Villages.
	a. Create and implement the results of small area studies that would address the potential provision of infrastructure, accessibility, place making, and community facilities.
	b. Require viable integration of multi-modal accessibility to facilities as part of new development plans.
	c. In coordination with the West Virginia Division of Highways, identify key corridors where publicly owned roadways might be beneficial to the overall development of the County.
	d. Coordinate with existing property owners/HOA's to extend existing roadway corridors when possible to connect into adjoining neighborhoods or new development. At a minimum, this may include pedestrian, non-motorized vehicle, and/or emergency access ways.
7.	Encourage the location of new infrastructure (water, sewer, utilities) within municipalities, UGBs, PGAs, or Villages.
	a. Direct new development to be contained in municipalities, UGBs, PGAs, Villages, and areas zoned for Residential Growth (RG), where public water and sewer will be available.
	b. In designating where public utilities are to be delivered, enable public utility providers the ability to right size the infrastructure needed as development occurs, while considering the ability of current and future customer base to assume the debt for the infrastructure.
	c. Encourage that new investment by public entities be focused toward the municipal areas, including the UGBs and the PGAs.
8.	Encourage the location of new community public facilities (such as schools, libraries, parks) within Municipalities, UGBs, PGAs, or Villages.
	a. Encourage the clustering of development so that the developer retains their density while dedicating community facilities.
	b. Locate and integrate new neighborhoods so that existing community centers, schools, parks, or libraries serve the needs of the new development.
	c. Whenever possible, construct community facilities in areas served by public water and/or sewer.

	c. Require that confirmation from public service providers be submitted, as a part of the application, stating that public water and sewer infrastructure can be provided to the proposed property to be rezoned (including cost), before any zoning map amendments occur in this area.
13.	Develop design criteria and access management standards for the WV 45 corridor west of the Shepherdstown Preferred Growth Area and within the Shepherdstown Growth Management Boundary to the Jefferson/Berkeley County line.
	a. Ensure that any new development or redevelopment along this corridor occur in a manner that recognizes and enhances the gateway aspect of this corridor.
	b. Require that an additional setback from the road right-of-way be set aside to allow for a roadway widening improvement easement, a pedestrian easement to include a hard surface trail, a landscaping strip wide enough to support large canopy trees, and the subsequent start of the development. This commitment of land shall not affect the overall permitted density and may require adjustments elsewhere in the development plan. This easement area shall be required whether or not the land is conveyed to a public agency.
	c. Require that developments be configured to eliminate lots having individual access onto WV 45. Lots shall use common access easements or rights-of-way to gain access to the state right-of-way.
14.	Require all commercial/industrial zoning map amendment requests to utilize new zoning categories adopted on June 1, 2014 (or later) and discourage the use of the existing Residential-Light Industrial-Commercial (R-LI-C) District as a zoning category for zoning map amendment requests.
	a. Encourage any development in a zone that permits mixed use to be developed according to the Mixed Residential/Commercial or Mixed Office/Commercial ratios found in the land use category recommended by this Plan, unless otherwise provided in the Zoning Ordinance.
15.	Develop new non-rural residential zoning categories in line with the residential land use categories recommended by this Plan and require that all non-rural residential zoning map amendment requests utilize the new categories, after the creation of such new residential zoning districts.
16.	Collaborate with state legislators to amend WV Code 8A to allow conditions to be imposed meeting specified requirements on proposed zoning map amendments.
	a. Encourage the state legislature to include adaptive reuse of historic structures in State Building Code.

1.C. Villages

In most of the U.S., many traditional villages, hamlets, and crossroad areas have strived to remain relevant over the last century; however, improved roads and transportation systems have negatively impacted them. While there is a desire by many individuals to live in communities that are walkable and have a sense of place, many of the smaller historic communities that have these traits have faced the following challenges:

Changes that have affected Small Historic Communities
Roadways that once brought commerce to their towns have been realigned and bypass the village centers.
The increasing utilization of cars has resulted in a need for more parking spaces to accommodate vehicle parking.
Regulations related to the location of septic tanks and water wells and lack of public water/sewer facilities have made many of the existing lots in the centers of these communities unable to be utilized to their highest and best potential or in their traditional manner.
Loss of the function of civic and public buildings which facilitated community interactions.

The following recommendations identify ways that Jefferson County seeks to revitalize the eight village areas (Bakerton, Kearneysville, Leetown, Mannings, Middleway, Rippon, Shenandoah Junction, Summit Point) that are currently identified on the County's zoning map, as well as ways to revitalize other historic communities of Jefferson County that may not have the village designation at present, such as Millville or Halltown. A map of the villages can be found on the following page and a larger map can be found in Appendix F – Maps.

Tourism Recommendations (Goal 9)	
1.	Create a unique "brand" for the County for all promotional and marketing materials.
	a. Increase awareness of public and private recreational opportunities that are available to visitors and residents of Jefferson County.
	b. Coordinate with the Jefferson County Convention and Visitors Bureau (CVB) to maintain and promote a community calendar.
2.	Develop a robust arts and culture program in Jefferson County by identifying and utilizing a range of public and private funding sources.
3.	Create additional opportunities for arts, cultural, and heritage tourism programs and facilities in Jefferson County.
4.	Establish plans and funding strategies for a county cultural arts center that will incorporate a variety of facilities including studios, galleries, multiple performance spaces, educational and training facilities, and gathering areas.
5.	Use historic and agricultural structures to support tourism for traditional and non-traditional functions that promote preservation of cultural landscapes.
6.	Create a public art program that would encourage the installation of locally produced art in publicly owned facilities and sites.
7.	Coordinate with various local and regional heritage tourism entities to create a trail that connects historic and battlefield sites located in the County and neighboring counties and states.
	a. Collaborate with the Journey Through Hallowed Ground or the Canal Towns Partnership's efforts.
8.	Coordinate with riverside property owners and river tourism service providers to identify and implement methods that would enhance recreation options along the County's waterways, including public river access.
	a. When considering additional river recreation activities, rural landowners' property rights and the quality of life of the individuals and families living along the waterways should be factored into proposed development plans.
	b. Encourage all river recreation activities to occur in a manner which supports the Chesapeake Bay Initiative.
9.	Support and promote rural and recreational tourism to help achieve the County's economic goals.
10.	Use multi-media technologies to promote tourism, including tourist businesses and the tourism efforts of the incorporated Towns.
11.	Continue to support the Jefferson County Fair and encourage the continued upgrading of fair facilities.

2.D. Infrastructure

Having adequate and quality infrastructure in Jefferson County is beneficial to residents, businesses, and the County's economy. Planning for the types of infrastructure needed and its location requires coordination with different entities that provide these services. The planning and coordination of where services are to be located maximizes efficiencies of these systems.

This Plan encourages infrastructure to be located in municipalities, Urban Growth Boundaries, Preferred Growth Areas, and Villages in a cost effective manner. In many places in rural areas, on-site private well and septic systems will be used.

Major Elements within Section 2.D. Infrastructure
Water and sewer
Stormwater
Alternative energy
Natural gas services
High-speed internet and advanced technology communications services

Water and Sewer Systems

Urban level development, which requires the provision of water and sewer systems, is defined as where more intense levels of residential, commercial, and industrial development activity occur. In West Virginia, by law, water and sewer providers are required to provide water and/or sewer service anywhere in a community so long as a developer pays to provide the initial infrastructure that would support the service(s). As a result, land use planning in West Virginia has to take a pro-active role in defining where urban level amenities and development will occur.

In order to take a pro-active role, it is the recommendation of this Plan to encourage the provision of infrastructure that allows for a higher level of development inside of the following areas: municipalities, Urban Growth Boundaries, Preferred Growth Areas, and Villages. In the rural area, it is anticipated that on-site private well and septic systems are to be utilized. In order for Jefferson County to retain its rural character and agricultural base, the expansion of water and sewer service into rural areas not designated as growth areas should not occur.

In the County's village areas, development and revitalization is limited by a lack of existing water and sewer infrastructure that would support village-level development. In these areas, minimum lot size requirements tied to well and septic spacing have played a factor in limiting redevelopment or reuse of existing buildings within village centers. If Jefferson County is to reinvigorate its villages, infrastructure improvements would need to be in place to serve the village areas. A specific component of this would be the provision of village scaled water and sewer facilities that would alleviate the need for individual property owners to locate a well and septic tank on small village

Hagerstown Eastern Panhandle Metropolitan Organization Long Range Transporation Plan Projects in Jefferson County, 2018-2040			
Time Period	**Route/Roadway**	**Project Name**	**Type of Work**
2018 to 2025	US 340	Shenandoah St. to existing two lane section	Extension of US 340 WB truck climbing lane
	US 340	Existing 4-lane section to VA	Widen to four lanes
2026 to 2035	West Washington St. Pedestrian Improvements	Intersection improvements	Improvements for WV 51 and Summit Point Rd.; additional improvements along West Washington St. including pedestrian improvements
	US 340	Country Club Interchange	Intersection improvements and full interchange
	Cranes Ln. & Mildred St.	Intersection improvements	Improvements to the intersection to address sight distance & capacity issues (safety project)
	Alstadts Hill Road Underpass	New Road Construction	North-South roadway from Alstadts Hill Road to Bakerton Road, Incl. an underpass under US 340
	WV 45 - Phase I	WV 9 to Shepherdstown Connector	Intersection improvements
	WV 480	CR 4 to Shepherdstown	Intersection improvements and signalization
2036 to 2040	US 340	Extend Turn Lanes	Extension of turn lanes on US 340 between the Flowing Springs Road and Jefferson Terrace Road
	Huyett Rd. & Augustine Ave.	Intersection improvements	Intersection improvements to address future inc.in traffic vol. at intersection
	WV 9 and Fairfax Blvd.	Intersection improvements	Intersection Improvement to address forecast in traffic volumes & potential congestion with bike/ped crossing
	5th Ave. / WV 9	Intersection improvements	Intersection improvements with 5th Ave./ Route 9 / Flowing Springs Rd.
	Mildred St. / Old Leetown Pk. / 16th Ave.	Intersection improvements	Travel lane alignment & turn lanes

IMPLEMENTATION STRATEGIES

Comprehensive Planning does not end with the adoption of the Plan document. In fact, the adoption of this Plan begins the process of achieving the Goals, Objectives, and Recommendations. Only through the creation of a multi-faceted action program can the Plan Elements and all other components be realized. No single element or component of this document should be consulted exclusively or used out of context. The intent of this document is to provide general directions and guidelines to the Planning Commission and County Commission in the review of existing conditions and development of new planning techniques that will most effectively carry out the objectives of the *Envision Jefferson 2035 Comprehensive Plan*.

By adopting this Plan, the County Commission demonstrates the County's commitment to the implementation of the Plan and the long term welfare of the County's residents and assets. The County now has a vision for the future and making the community driven vision a reality is possible through mutual cooperation and a concentrated effort by all interested parties.

The act of adopting the Plan does not begin the implementation of any item nor does it legally obligate the County to implement any particular recommendation. The *Envision Jefferson 2035 Plan* provides a vision and map for the long-term future of Jefferson County and implementation of its recommendations will be a critical next step.

Introduction

This Plan provides a mix of strategies that are mutually reinforcing and consistent with the Vision Statement for the County. The Plan also provides a set of well-defined Goals, Objectives, and Recommendations to build upon the Vision Statement. Therefore, all future development and redevelopment proposals in Jefferson County should be reviewed for consistency with the adopted *Envision Jefferson 2035 Comprehensive Plan*.

The implementation section of this Plan is the most important and transforming step in the planning process. The most accurate and well developed comprehensive plan will mean very little unless steps are taken to ensure the realization of its goals, objectives and its specific recommendations. From the point of view of the private sector, the term 'implementation' means "making it happen." From the public sector point of view, the term means "to assist and guide development", both public and private, by reasonable and prudent application of the various land regulatory measures adopted by the local community.

A number of existing land use techniques will continue to be used and new techniques or modifications to existing ones should be analyzed to determine if they can be effective in implementing the adopted Goals, Objectives, and Recommendation strategies and help attain the Vision. It is important to note that the mere adoption of the Plan does not automatically amend the existing zoning ordinance, subdivision

APPENDICES

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Which implementation goals, policies, and strategies have been accomplished?

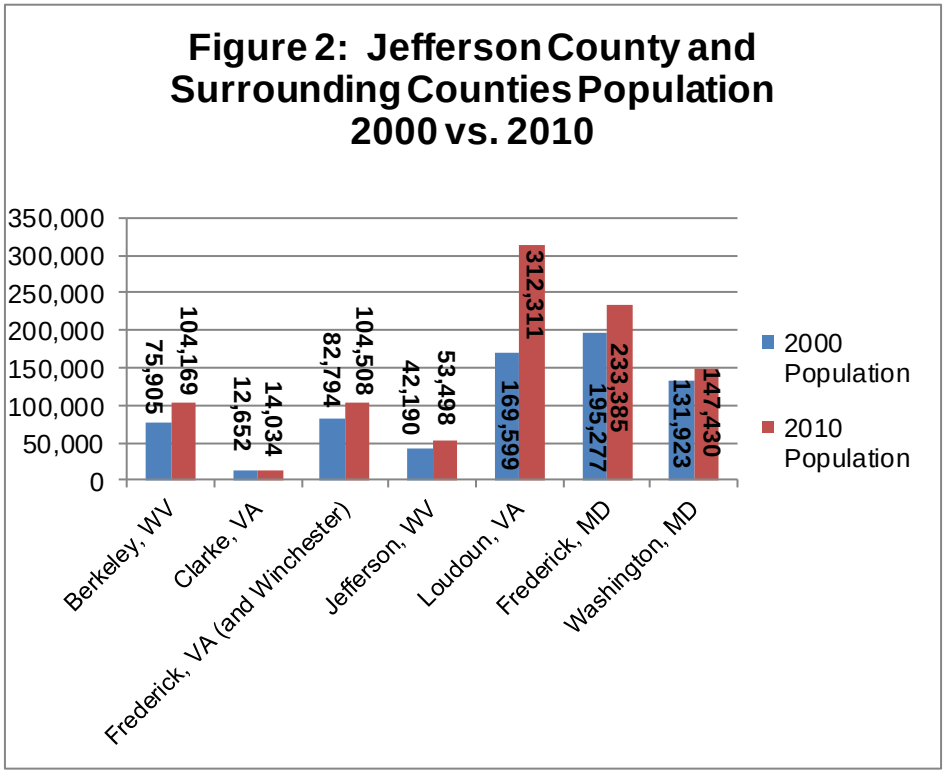
Adoption of additional uses in the Rural Zoning District
Development of annexation map/urban growth boundaries
Completion of Route 9 through the County
Establishment of Farmland Protection Board
Development of Concept Plan process and requirements
Implementation of impact fees
Stream buffers
Establish County-wide inventory of historic resources

Which implementation goals, policies, and strategies are in progress?

Municipal cooperation
Existing Transportation Conditions and Existing Land Use along US 340 Corridor
Clarification of development rights
Parkland needs
Water supply needs on the Mountain
County wide Existing Land Use Map
Cluster development
Trails/Paths in Subdivision Regulations
Clean drinking water
New Zoning Categories – Pursue additional Commercial and Industrial Categories

Which implementation goals, policies, and strategies have NOT been accomplished?

Transportation Plan
Transportation Impact Study
Explore regulations and policies that encourage the preservation of historic resources
Affordable Housing
Pavement Design
Dry Hydrants
Lighting Standards
Land Evaluation and Site Assessment (LESA)
New WV 9 Study/Cattail Run Study
Pack Horse Ford Plan
US 340 Corridor East Gateway Plan
Maximum Density



Source: U.S. Census Bureau

While Jefferson County's population across all age groups has increased over the last decade, Jefferson County's population born in the Baby Boom years (1946-1964) and older have shown the largest percentage growth. Table 1 provides more information on this trend.

Table 1: Age of Jefferson County Residents, 2000 vs. 2010

	2000		2010	
Age Range	**Number**	**Percent**	**Number**	**Percent**
0 - 19	11,477	27.2	14,439	27
20 - 44	15,392	36.5	17,344	32.4
45 - 64	10,597	25.1	15,401	28.8
65+	4,724	11.2	6,314	11.8
Total	42,190	100	53,498	100

Source: U.S. Census Bureau

While there are more whites than in any other demographic group in the County, there are an increasing number of Jefferson County residents that are members of at least one minority group, indicating an increasing amount of diversity amongst County residents. Between 2000 and 2010, the racial minority population in the County grew from 3,790 to 4,307 residents, increasing by 13.6%. The largest part of this growth was in the number of residents that are of two or more races. However, during this time the number of Hispanic residents in Jefferson County increased by 239% (from

Appendix D – Goals and Objectives

Land Use and Growth Management Element (includes Housing and Intergovernmental Coordination)

Goal #1: **Require Urban Intensity Residential and Non-Residential Development to Occur within Existing Urbanized Areas, Approved Urban Growth Boundaries, Villages, and/or the County's Identified Preferred Growth Areas.**

Objective #1: Recognize the existing vested rights, development entitlements, and permitted density levels on properties in Jefferson County.

Objective #2: Require that any rezoning of properties adhere to all of the recommendations created as part of the Comprehensive Plan.

Objective #3: Establish a broader variety of commercial, residential, and mixed-use zoning categories appropriate to the County's needs.

Objective #4: Permit the creation of urban level uses (particularly residential development) within approved Urban Growth Boundaries (UGBs), Villages, or in the Preferred Growth Areas (PGAs) through rezoning that is consistent with the recommendations of this Plan.

Objective #5: Allow areas outside of the UGBs or PGAs to develop as rural cluster subdivisions; in accordance with existing land use rights; and/or as compatible non-residential development utilizing the Conditional Use Permit (CUP) process.

Objective #6: Encourage the location of new community facilities (such as schools, libraries, parks and other county facilities) and infrastructure within municipalities, UGBs, PGAs, and Villages.

Objective #7: Establish that new development adjacent to municipal boundaries, Villages, or within UGBs is designed and built in a way that enables connectivity to the existing street and infrastructure network or for future connectivity as development is extended to these areas.

Objective #8: Encourage the adaptive reuse of existing buildings and previously used sites within Jefferson County, paying particular attention to brownfield and greyfield sites.

Objective #9: Establish a plan to provide incentives to encourage residential developments to locate in designated growth areas (within the municipalities, UGBs, PGAs, and Villages where water and sewer services are available).

Goal #2: **Maintain and Enhance the Agricultural and Artisan Economy, Rural Land Uses, Rural Neighborhoods, and Rural Character of the Areas of the County Outside the Preferred Growth Areas.**

Objective #1: Review and revise the existing Jefferson County Subdivision and Land Use Regulations and site plan standards to reduce regulatory barriers to agricultural and/or artisan operations.

Objective #2: Review and revise local regulations to ensure that production and marketing of artisan or agricultural products can occur on-site in the Rural district; based on the size and scale of the operation and the property.

Objective #3: Enhance the viability of existing farmlands within Jefferson County by allowing a greater range of agricultural and/or artisan uses within existing rural areas.

Objective #4: Provide a variety of mechanisms to protect existing farmlands, key farm buildings, and scenic corridors within Jefferson County.

Objective #5: Identify methods to involve members of the agricultural community in planning and land use decisions related to rural lands within Jefferson County.

Objective #6: Recognize the vested rights that are present on existing properties in Jefferson County.

Objective #7: Protect the viability of agricultural lands and wildlife corridors by encouraging the utilization of cluster subdivisions as the preferred form of residential development within rural areas

Objective #8: Recognize the rights and viability of existing rural residential neighborhoods.

Goal #3: **Encourage Renewal, Redevelopment, and Limited Expansion of Villages to Allow Village-Scale Residential Development and Compatible Neighborhood Commercial Activities.**

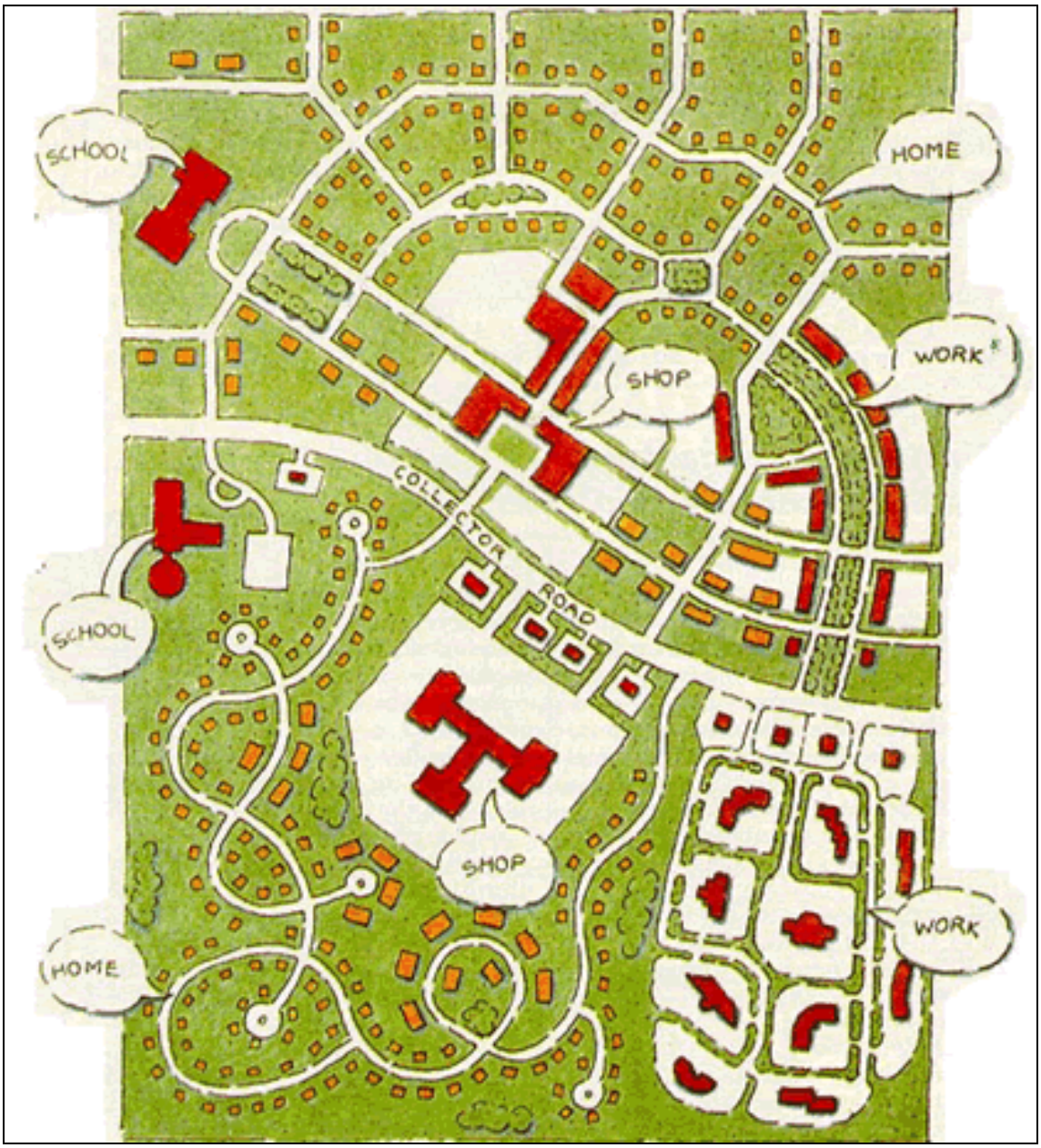
Objective #1: Identify resources to enable the rehabilitation of key structures within the village areas.

Objective #2: Provide land use tools to encourage expansions to the village areas and to provide a continuation of village scale and design into these areas.

Objective #3: Utilize shared public infrastructure to allow the construction of village-scaled businesses, residential uses (including small-scale multi-family housing) and applicable community facilities within designated village areas and in potential village expansion areas.

Appendix E – Design Guidelines Images

Integrated neighborhood design versus a disconnected and use separated neighborhood design



Rural Vernacular Architecture

Rural Design inspired Apartment Complexes

Appendix G - Land Use Map Classifications

The following land use classifications, utilized on the Existing Land Use Map and Future Land Use Guide, are intended to provide guidance to the Planning and County Commissions when considering owner-initiated zoning map amendments (rezoning requests). While some of the land use classifications may result in new zoning categories, this is not a comprehensive list of possible zoning districts.

Housing Densities, Mixed Use, Commercial and Industrial Definitions

To assist with understanding the residential density criteria, an acre of land is 43,560 square feet.

High Density Residential

This land use category allows for seven units or more per acre and depicts land occupied by a condominium, townhome, apartment development, residential care and/or assisted living facilities. This type of land use would be required to be served by a public water and sewer system.

Medium Density Residential

This category is defined as three units per acre to 6.99 units per acre and reflects land occupied by a single development or a mixture of densities and housing types, including single-family detached, duplex, condominium, or townhome development. This type of development pattern would be required to be served by a public water and sewer system.

Low Density Residential

This land use category reflects land occupied by a single family residential development, with a density of one unit per acre to 2.99 units per acre. Lots in this category may be served by either on-site well and septic systems or a public water and sewer system as the number of units per acre increases.

Large Lot Residential

Lots in this category reflect land occupied by estate-type lots where there is one home on a lot which is between one acre and five acres in size. Large Lot Residential lots are primarily served by on-site well and septic systems. Residential cluster developments in the Rural District would be defined as large lot residential.

Rural/Agriculture

This land use category reflects land occupied by lots greater than five acres. Found within this classification are single family uses and working agricultural operations. As a right-to-farm state, it should be acknowledge that agricultural activities can be intensive and have off-site impacts such as noise, dust and odors. The Rural/Agricultural area is nearly exclusively served by on-site well and septic systems. It is anticipated that additional “non-traditional” farming activities and/or rural uses will be started and/or expanded to assist in creating more financially viable farms. This

Plan also recommends amending the Zoning and Land Development Ordinance to eliminate the Land Evaluation Site Assessment (LESA) system and to modify the Conditional Use Permit (CUP) process for non-residential projects in the Rural district. Rural residential cluster developments are also allowed in this category; however the cluster lots may be classified as large lot residential.

Vocational and/or Training Facility for Adults

Within the Rural/Agricultural District is a permitted land use of "Vocational and/or Training Facility for Adults". This text recognizes an existing facility, but the map depicts this use as Rural/Agricultural. The land use activity anticipated to be conducted in this use is a specialized or accredited instructional establishment that provides on-site training or education in business, commercial, and/or trade skills. In the Rural District, this land use is required to be conducted in a campus setting, and may include classroom buildings, dormitories, cafeterias, gymnasiums (whose use is limited to the students, participants and instructors at said school or training facility), and administrative buildings.

Agricultural based Economic Empowerment Area – allowed by CUP

This is a non-residential subcategory allowed within the Rural District that could be permitted via a CUP. The non-residential CUP process is in keeping with allowing some commercial activity in the Rural District, as discussed above. It is anticipated that the Agricultural based Economic Empowerment Area could be a commercial agricultural hub that may not be on a farm, but focuses on intensively supporting agricultural activity through the value added processing, holistic health and marketing of local goods.

Commercial

The term "commercial" is a rather broad term, including retail and services that could range from small local neighborhood business to big box retailers. Defined below are some general types of commercial activity that could be found in this category and which could be considered for additional zoning categories. This is not a comprehensive list; there could be similar districts with different names that are desired to promote the land use recommendations found in this Comprehensive Plan. If the following category names are not adopted as zoning districts, the adopted zoning district that most closely resembles the following land use category shall adhere to the principles outlined.

Neighborhood Commercial (NC)

The purpose of this category is to permit the development of small scale commercial uses which serve the convenience needs of residential neighborhoods immediately adjacent to or within walking distance of the commercial use. Developments in the NC category should be scaled, designed, landscaped and buffered so as to be compatible with neighboring land uses. In keeping with the scale of a neighborhood, such buildings should be less than 3,000 square feet footprint. Residential uses could be permitted on upper floors.

Appendix H – Definitions and Acronyms

Term	Definition
Active Recreation	Leisure activities, usually performed with others, often requiring equipment, and taking place at prescribed places, sites, or fields. The term “active recreation” includes but is not limited to swimming, tennis, and other court games, baseball and other field sports, golf and playground activities. This type of recreation usually involves high vehicle trip generations, or has the potential for greater nuisance to adjacent properties due to noise, light, glare, or odor.
Agricultural Use	The use of land for a bona fide farming operation as defined in the Jefferson County Zoning and Land Development Ordinance.
Artisan	A skilled artist or craftsperson that creates products for sale.
Baby Boomer	An individual born in the period between the end of World War II and the early- to mid-1960's.
Best Management Practices	Practices based on the best available research and scientific data. Such practices attempt to achieve the least possible adverse impact upon the environment or human, animal, and plant health. Selection, design, and implementation of appropriate BMPs require evaluation of resources involved, and the potential impacts on them.
Bicycle and Pedestrian Trails	A typically paved trail that allows for a wide range of non-motorized transportation activities for both travel and recreational purposes.
Blueway	A water path or trail that is developed with launch points, camping locations, and points of interest for canoeists, paddle boarders, and kayakers. Blueways are typically developed by state, county, or local municipalities to encourage recreation, ecological education, and preservation of wildlife resources.
Business Improvement District	A special district established to provide services to a business district that extend beyond the level of services provided by the local government such as additional maintenance, improved street lighting, or beautification projects. Property owners vote to initiate, manage, and finance supplemental services through a “self-tax” or additional charge placed on their tax bill. The goal of a BID is to restore or promote business activities in targeted commercial areas.

imagine Charleston

your dream. our future.

"Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody."

Jane Jacobs, *The Death and Life of Great American Cities*

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A. Introduction

City Council's Vision for Charleston:

Charleston is the recreational, cultural, and business capital of the Appalachian Mountains.

- Perfect and Perpetuate Strong and Sustainable Neighborhoods
- Conduct Efficient and Collaborative Government
- Produce and Facilitate Events and Recreational Opportunities
- Develop and Maintain Sound and Adequate Infrastructure
- Foster and Support Business Development and Attraction

What is a Comprehensive Plan?

The Comprehensive Plan is a document created by the City of Charleston Planning Department and adopted by the City Council to guide decisions on land use, development, and capital improvements. A sound Comprehensive Plan helps ensure that Charleston remains a highly desirable place to live, work, learn, or visit. This can be accomplished by preserving and enhancing the qualities of the city that the residents, businesses, and property owners consider important.

The Comprehensive Plan identifies and analyzes the city's physical elements to create a set of goals, policies, and recommendations to direct decisions regarding future land use, neighborhood and transportation improvements, and special strategies for key areas in the city. This plan strives to a balance the interests and rights of individual private property owners with those of the entire community.

In looking at the cumulative and long-term impacts of individual decisions, this plan will assist city leaders in making substantive, thoughtful decisions for the next 10 to 20 years. Actions to help attain the goals of this plan are included. Some are short-term or relatively simple, others are complex or longer term. Because the plan is intended to be implemented over more than a decade, there may be alternative ways to achieve the plan's goals. The Action Plan should be reviewed yearly to track accomplishments and reassign priorities. It is recommended that the entire plan be reviewed every five years to ensure the goals and recommendations are keeping pace with current trends and recent developments.

Sustainability

As part of Charleston's commitment to sustainability, key recommendations that support a greener, more socially and economically sustainable future are highlighted with a green leaf.

The Differences between a Comprehensive Plan and a Zoning Ordinance

The Comprehensive Plan provides policies and general direction for future development, and while it does not change the zoning of or any zoning regulations applying to any property, implementation of the plan will be through zoning ordinance text and map amendments. Some of the other differences between the Comprehensive Plan and the zoning ordinance are listed below.

Comprehensive Plan	Zoning Ordinance
Provides general policies, a guide	Provides specific regulations, the law
Describes what should happen in the future – recommended land use for the next 20 years, not necessarily the recommended use for today	Describes what is and what is not allowed today, based on existing conditions
Includes recommendations that involve other agencies and groups	Deals only with development-related issues under City control
Flexible to respond to changing conditions	Fairly rigid, requires formal amendment to change

Using the Comprehensive Plan

- Review development proposals against the goals and objectives of the Comprehensive Plan.
- Review rezoning requests for consistency with the plan's future land use map and goals.
- Provide a basis for amendments to the zoning ordinance and zoning map to help realize and enforce plan goals.
- Understand expectations for the future land use pattern and desired land use types in the community to guide new development and redevelopment.
- Identify and recommend physical improvements to important resources such as streets, access management, streetscape and entryways, sidewalks, parks, and public facilities.
- Provide specific design standards for development and redevelopment throughout the city.

Downtown Plan

Prepared as part of this Comprehensive Planning effort, the 2013 Downtown Plan, while published separately, is considered a chapter of this plan. An executive summary of that document is included as Chapter 5 of this document.

Chapter 2: Neighborhoods and Land Use

Chapter 3: Transportation and Infrastructure

Chapter 4: Quality of Life

Chapter 5: Downtown

C. Demographics

Highlights

- Charleston's population peaked in the 1960's and since then, has been gradually declining
- Baby Boomers are aging
- Slight increase in young adult age groups
- Household types are changing
  - the percentage of family households shrunk
  - the percentages of single and non-family households increased
- 2/3 of single mother families are below the poverty level
- 37% of people over 25 years have a bachelor's degree or higher

Median Age

U.S	37.2
West Virginia	41.3
Charleston	41.6

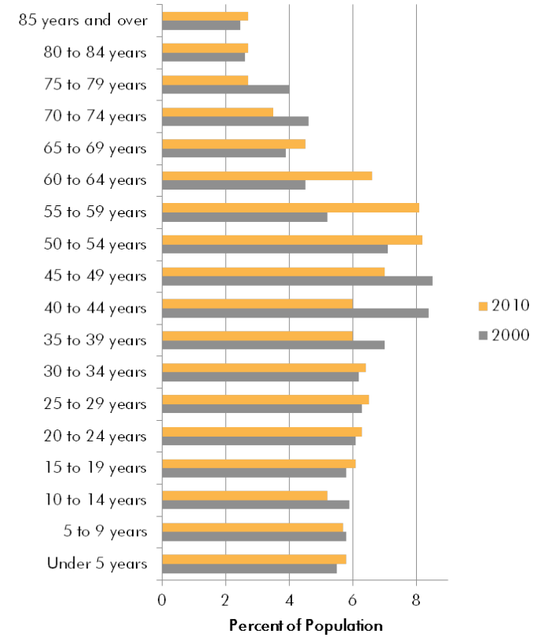
Source: 2010 Decennial Census

- An aging population impacts the need for accessible housing, medical services, increased dependency on transit, decreased ability to maintain homes from lack of mobility or finances

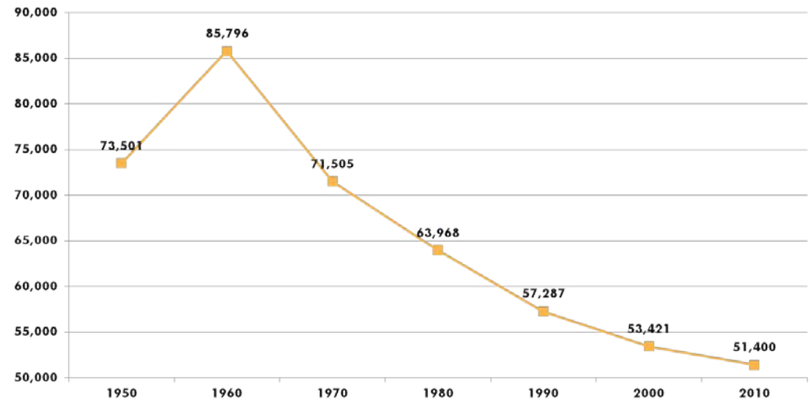
Households by Type

	2000		2010	
Household Types	#	%	#	%
Family Households	13,616	55.6	12,587	53.7
Single Households	9,537	38.9	9,241	39.4
Non-Family Households	1,352	5.5	1,625	6.9
Total Households	24,505		23,453	

Population by Age (%)

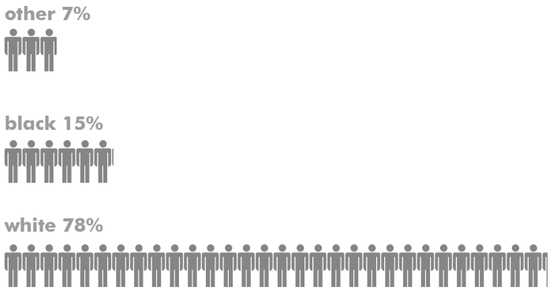


Charleston Historical Population Data



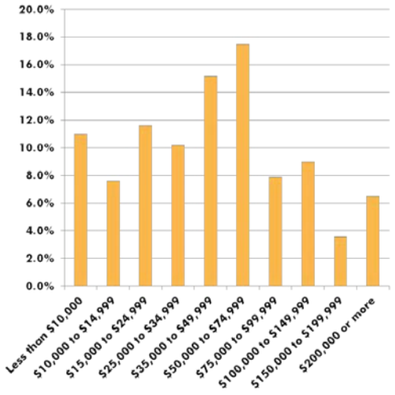
**A key contributor to the city's population growth was the City's annexation of 19 square miles in 1957*

Race



Data Source: 2010 Decennial Census

Household Income



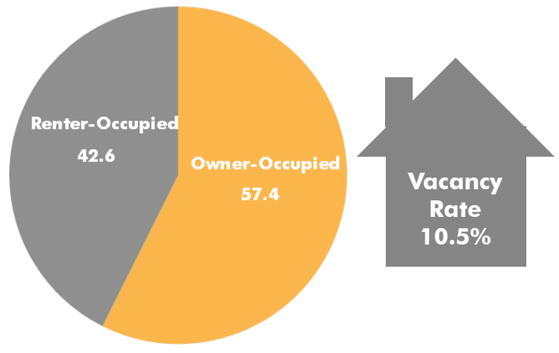
Poverty

Percentage of families and people whose income in the past 12 months is below the poverty level

		with children
All families	11.6%	22.8%
Married couple families	2.5%	3.6%
Families with female householder, no husband present	40.0%	66.6%
All people	17.1%	

Source: American Community Survey 2008-2010 Estimates

Housing Units



Data Source: 2010 Decennial Census

Education

high school graduate or higher 89%

bachelor's degree or higher 37%

Source: American Community Survey 2008-2010 Estimates

Chapter 2

NEIGHBORHOODS AND LAND USE

A. Introduction

Neighborhoods are the heart and soul of Charleston. They are diverse and dynamic places with unique characteristics, recognized by both residents and the community at large. Each has a strong identity that helps define Charleston as a desirable place to live and invest. A neighborhood includes not just houses, but schools, parks, and businesses that all contribute to make each neighborhood unique.

Healthy neighborhoods do not come about by accident; maintaining healthy sustainable neighborhoods takes conscious, proactive decisions by non-profit organizations, community leaders, government, private sector partners, institutions, and the public. By examining current trends and character patterns, we can plan for a Charleston that builds upon neighborhood strengths and enhances them for future generations.

Charleston's neighborhoods are a key asset: each one is special, with a character that its residents wish to protect and enhance. Having this diversity is important because a resident can choose to live in Charleston, yet move from one neighborhood to another as their or their family's needs change over time. Public workshop participants overwhelmingly supported Charleston's strong neighborhood identities and broad consensus was reached to preserve and enhance Charleston's quality of life and livability through a vision for its neighborhoods, highlighted at right.

The differences between Charleston's neighborhoods are a unique strength; however, to remain vital they must continue to accommodate residents at varying stages of life and income levels. Some neighborhoods must realize that in order to prosper, they must adapt to remain appealing places to live. This chapter addresses the challenges Charleston's neighborhoods face and what can be done to support their unique character and ensure long-term viability.

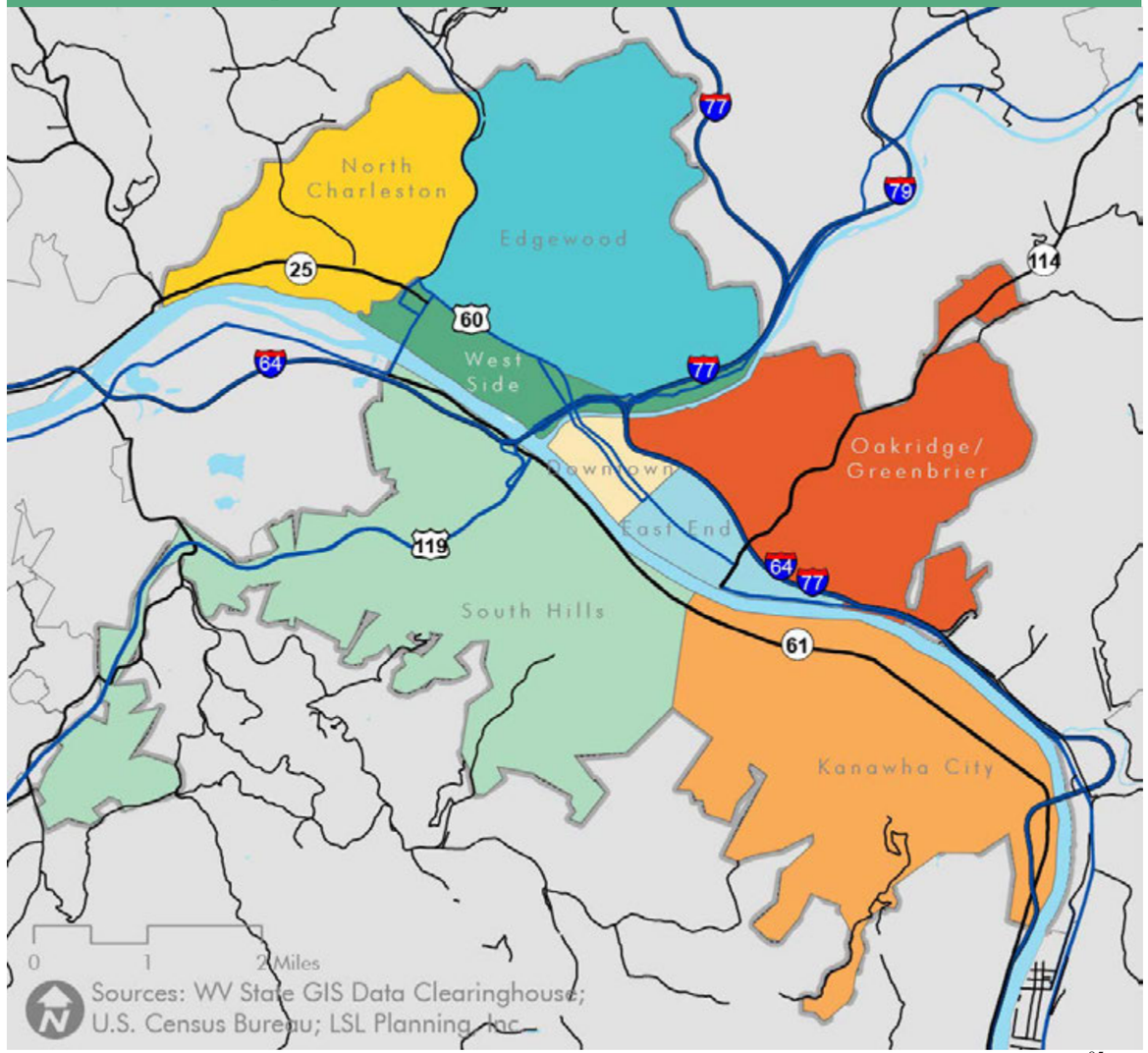
While some of Charleston's neighborhoods formally identify themselves as neighborhoods, other areas of the city are loosely classified as neighborhoods for the sake of this chapter's analysis and recommendations, as depicted in the map at right. Each neighborhood has a section with specific recommendations, and overall citywide goals are listed below.

Overall Neighborhood Goals

- Rehabilitate and maintain the existing housing stock and continue to enforce existing housing, rental, and maintenance codes to ensure neighborhoods remain strong and vital
- Emphasize home stewardship to promote home and property upkeep among renters, homeowners, and landlords
- Continue beautification effort to emphasize neighborhood character and eliminate blight
- Promote appropriate and compatible infill development
- Adopt reuse strategies for vacant and underutilized properties and buildings
- Ensure traffic in neighborhoods are at appropriate speeds to make it comfortable for pedestrians and bicyclists
- Provide housing to match the varied needs and income levels of the present and future population with particular attention to housing in and near the downtown for college students and young professionals and a variety of housing choices to meet the changing needs as seniors age
- Continue to build neighborhood identity through community organizing and physical improvements

Provide **safe, walkable, vibrant neighborhoods** with **distinct identities**, and **strong connections** between commercial districts, residences, and green spaces

Charleston's Neighborhoods



Future Land Use and Character Descriptions and Examples

Rural Neighborhood

- Hills
- No sidewalks
- Rural character
- Curvilinear streets

Purpose: To maintain rural living options within city limits and more flexible regulations for areas annexed into Charleston

Suburban Neighborhood

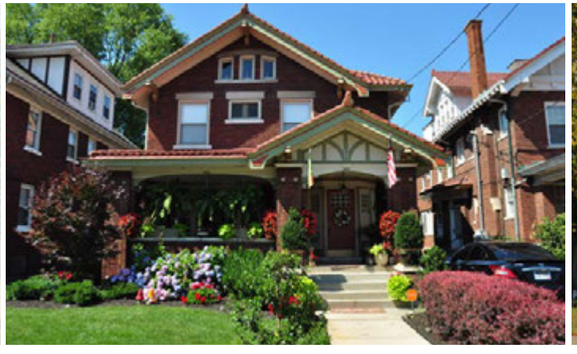
- Hills
- Few sidewalks possible
- Mid-20th century-present
- Subdivisions, estate homes typical
- Curvilinear streets
- Larger lots
- Predominantly single-family homes
- Well-designed modern multi-family may reflect the suburban residential character along major streets, transit routes, as a transition between single-family and non-single-family with buffered site design, and where infrastructure can meet the need

Purpose: To provide opportunities for new homes outside the historic city core

Traditional Core Neighborhood

- Flats
- Sidewalks
- 19th century-present, historic/urban style homes
- Grid streets
- Smaller lots
- Predominantly single-family character
- Duplexes, triplexes and multi-family units may respect the character of the surrounding urban, historic fabric, while large-scale modern multi-family is less appropriate
- Multi-family, urban housing types like townhouses are appropriate transitional uses

Purpose: To preserve the historic, walkable neighborhoods in Charleston's flat core city



Main Street Mixed-Use

- traditional historic "Main St" feel
- flats above storefronts
- on-street or rear parking
- very pedestrian friendly
- 2-3 stories

Purpose: To provide traditional "Main Street" nodes in Charleston's historic neighborhoods

Mixed-Use Corridor

- less housing, more office/commercial mix
- pedestrian and auto friendly
- strong retail nodes at key intersections
- side and rear parking preferred, some front acceptable
- retooled "strip" commercial

Purpose: To promote quality development along Charleston's main corridors

Convenience Commercial

- auto-oriented
- small/medium-scale retail
- more sensitive to neighboring context than regional commercial

Purpose: To provide small commercial nodes in auto-oriented parts of the city

Regional Commercial

- large scale, "big box"
- auto-oriented/interchange
- power centers: Corridor G, Patrick Street Plaza, Kanawha City interchange

Purpose: To provide shopping destinations for the greater Charleston region

Downtown Transition

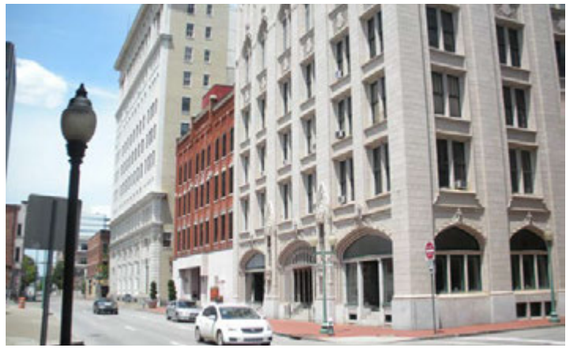
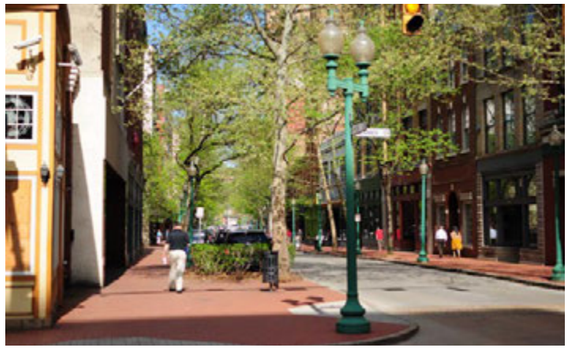
- Warehouse District near farmers market and Power Park
- Live/work opportunities
- Building heights transitioning down in scale from downtown heights
- Moderately intense multi-family residential (including senior housing, lofts, townhouses), also as a transition to more predominantly residential areas, buffering from non-single-family uses
- Cultural District "Midtown" blend of institutional uses

Purpose: to provide a transitional buffer between the intense downtown core and nearby neighborhoods

Downtown

- Historic city core
- Capitol Street
- Mixed-use
- Tall buildings
- Civic/financial core

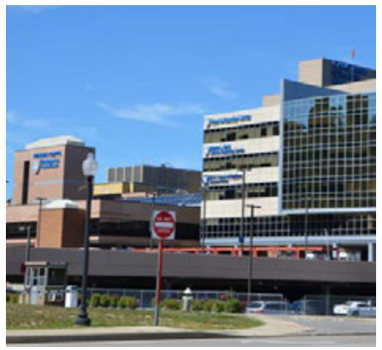
see Chapter 5: Downtown Plan Executive Summary and the separately published Downtown Plan

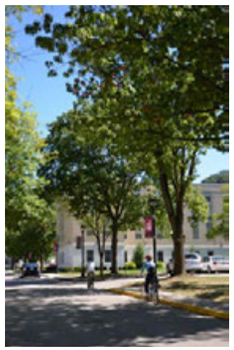



Institutional Campus

- Medical campus
- Educational campus
- Capitol complex
- Mixed-use campuses (Research & Development business parks, senior living)

Purpose: to promote well-planned and designed large institutional campus





Consumer Commercial

- Small-scale uses for former industrial sites within or near neighborhoods
- Distributors, limited warehousing
- Professional service shops
- Utilities
- Auto maintenance/service
- Research and development
- Low truck volumes
- Since relatively low intensity uses, these can be adjacent to residential neighborhoods when views are screened

Light Industrial

- Manufacturing
- May include more truck traffic and activities that may create noise, outdoor operations, etc. than the less intense uses considered appropriate for the Consumer Commercial category
- Not adjacent to residential neighborhoods

C. West Side

Past Planning Efforts

West Side Community Renewal Plan (2008)
West Side Revitalization Plan (1996)

West Side Main Street

The West Side of Charleston has the City's second established Main Street Program. The program helps establish new businesses on the West Side and helps existing business owners with building improvement grants and training workshops. Recent accomplishments include the Barton Street Park, two public art commissions, and the completion and implementation of a master streetscape plan for Washington Street West. Partnerships with CURA for matching funds, property cleanup, and purchase have also improved the business corridor. West Side Main Street hosts three annual community events as fundraisers, including the West Side Wiener Dog Race, the Ice Cream Social, and OktoberWest. The organization has also recently formed a 501c6 Development Branch to take a more proactive approach to their revitalization efforts.

West Side Neighborhood Association (WSNA)

West Side Neighborhood Association, a 501c3, is an active neighborhood association that meets monthly. The organization has now begun fundraising efforts, including its first annual WSNA Dinner, which raised several thousand dollars. The proceeds were donated to West Side organizations that went through an application process to receive funding.

CURA and HOPE

CURA has been actively purchasing properties targeted for improvement. Several recent purchases and demolitions of blighted properties have since sprouted community gardens and a new location for the West Side Farmers Market. While CURA's efforts have concentrated on commercial properties, it has also provided funding for the efforts of HOPE CDC, a community development corporation that has focused on purchasing residential properties to rehab them or to clear them for development, especially in the CURA Home Ownership Zone. Long-range goals of HOPE CDC include coordinating education, job training, and employment through the revitalization efforts.

For more information on recent initiatives on the West Side, please see the appendix.

Opportunities and Challenges

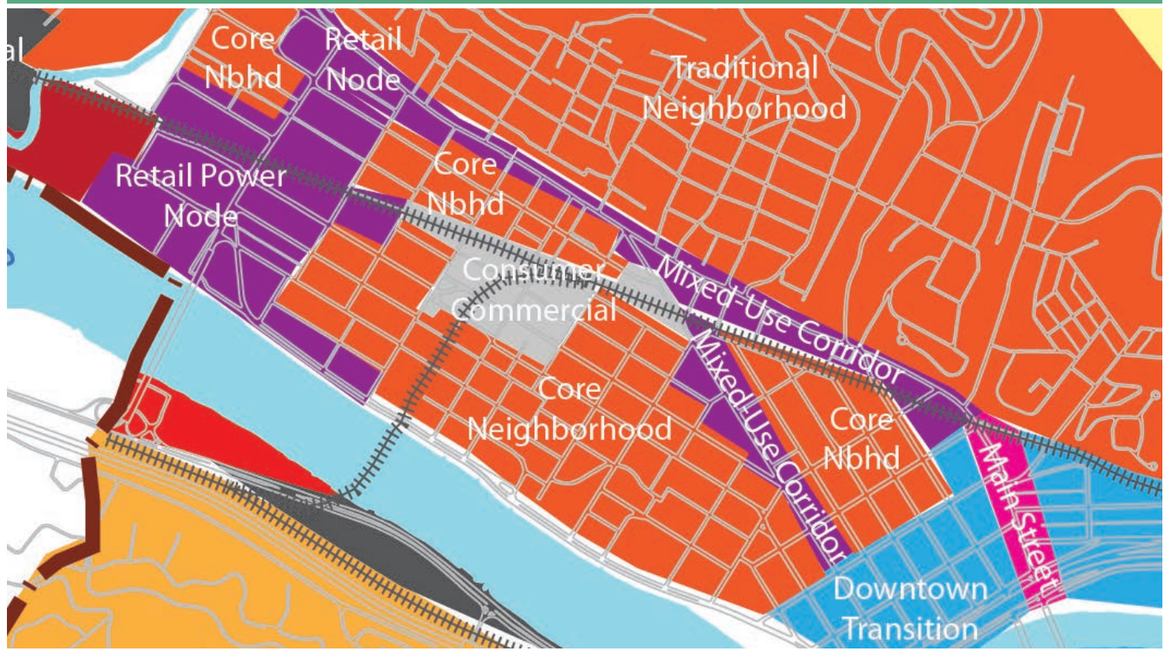
- Historic disinvestment
- Too much planned and zoned commercial land—former commercial sites lie vacant and underutilized
- Opportunities for creative reuse of old commercial buildings
- Small lot sizes make new housing solutions difficult
- Overcoming perception problems
- River and highway physically separate West Side from downtown, which makes it difficult to feed off the redevelopment energy there
- Possibilities to build on downtown synergy with close proximity as downtown "satellite" neighborhood
- Build upon core "Main Street" district for a vibrant mixed-use neighborhood node
- Look for historic preservation opportunities
- Build upon farmers market
- Offer developer incentives such as property tax reductions or low cost loans for property redevelopment
- Select one-way street conversions (see Mobility chapter)
- CURA or Main Street could buy, rehab, and resell vacant buildings
- Major new construction includes the new Edgewood Elementary, Black Diamond Girl Scouts Facility, and Mountain Mission expansion
- Two Historic Districts are currently underutilized
- Absentee/out-of-state owners and landlords

For more detail on recommendations for the Patrick Street business district, see the Subarea Application on page 25.

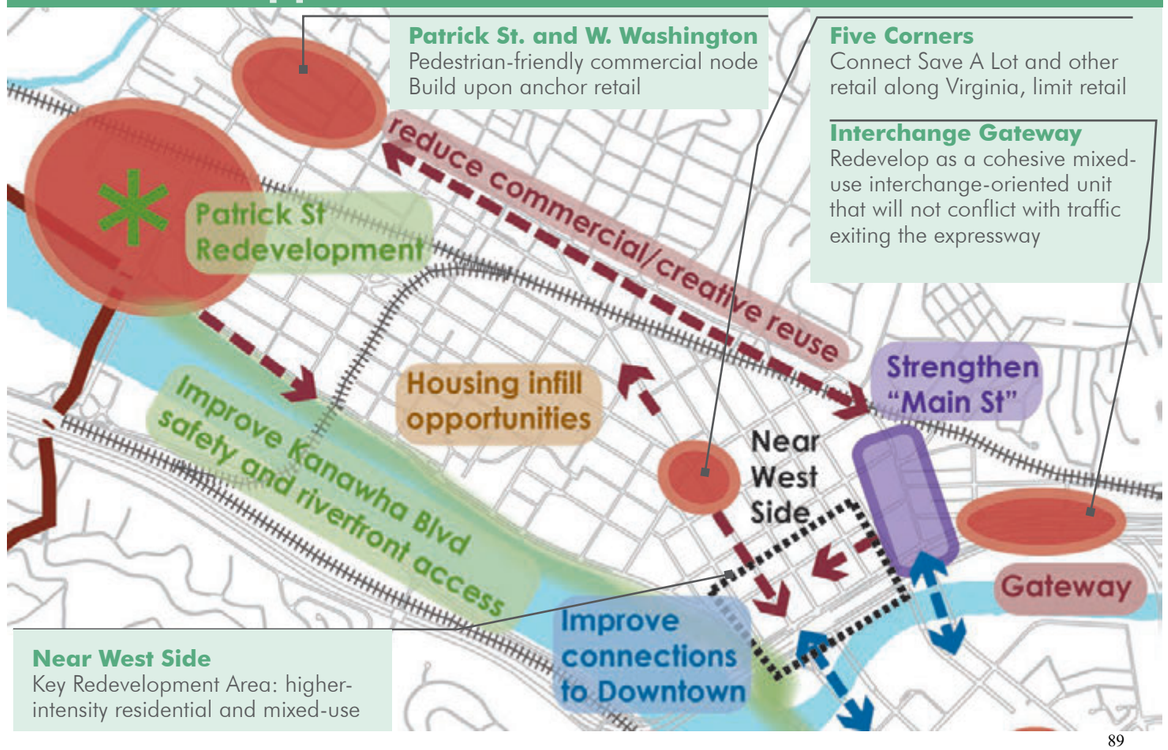
West Side "Main St." Retail Mix

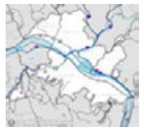
- Pharmacy
- Bank
- Personal services
- Destination retailers
- Furniture and home furnishings
- Artists, art supplies, fabric and sewing
- Paint, wallpaper
- TSC or Farm and Fleet
- Eclectic cafes (coffee roastery)
- Used merchandise, antiques, vinyl records

West Side Future Land Use



West Side Opportunities





D. East End

Past Planning Efforts

East End Community Renewal Plan (2005) - an update to the 1990 plan; outlines a program for redevelopment of buildings and property; includes design standards for the Washington Street corridor

East End Neighborhood Revitalization Plan (1997) - a supplement to the 1996 Comprehensive Plan; calls for beautification, crime mitigation, historic preservation, building social capital through community events and activities, and describes lack of recreational opportunities

East End Main Street

The East End is fortunate to have the City of Charleston's—and the State of West Virginia's—first urban Main Street Program. Focused on commercial district revitalization through business promotion, retention, recruitment and historic preservation, East End Main Street has transformed the Washington Street corridor that bisects the East End neighborhood. Now 10 years old, East End Main Street has lead the way for 181 building rehabilitations, 26 new businesses, 370 new jobs, and cut the vacancy rate in the district by more than half. In addition to ongoing business assistance initiatives, EEMS projects include:

- East End Bazaar: Constructed of pallets and metal roofing entirely by volunteers, the open air artisan market saw up to 500 customers each Saturday of its first season and experienced nearly $20,000 in aggregate sales.
- StreetWorks: The works of local artists are transferred onto banners and bricks for installation in the streetscape. The original works are auctioned to raise funds for future public art projects.
- HallowEast: A four-day Halloween celebration and East End business promotion, HallowEast features a murder mystery cocktail party, a horror-themed art show, a zombie walk and more.
- Façade and Sign Grant Program: East End businesses have been awarded a collective $20,000 for improvements to building facades and signage, leveraging over $250,000 of private investment in the district.

East End Community Association

A re-energized and reorganized East End Community Association convened in the second half of 2012 to tackle neighborhood issues like housing and beautification, public safety and neighborhood events. Among their initiatives are:

- Energy Efficiency in the East End
- East End Yard Sale

For more information on recent initiatives in the East End, please see the appendix.

Opportunities and Challenges

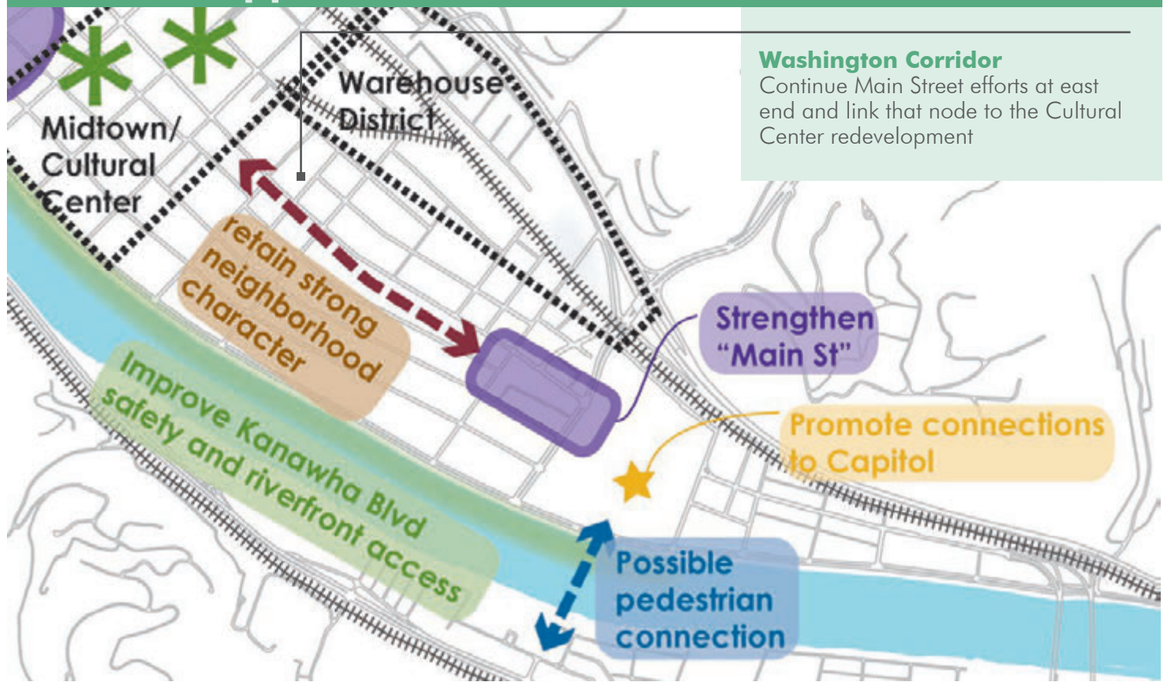
- Lack of identity for transitional area between downtown and East End; rebrand as Midtown Cultural Center and Warehouse District with transitional mixed uses and building types
- Build upon core "Main Street"
- Historic District is a key asset, look for further historic preservation opportunities
- Conveniently located between two major employment centers, an opportunity to entice hospital and capitol workers to live closer to work
- Lack of grocery store
- Improve gateways from downtown, expressway, and capitol
- Create retail gateway at Greenbrier
- Minimize conversion of homes to businesses
- Develop higher density residential to the north of Washington Street
- Explore historic district possibilities north of Washington
- Continue to work with the Charleston Urban Renewal Authority to establish creative temporary uses on their vacant properties within the East End
- Strengthen and expand East End WiFi program and enhance marketing efforts
- Extend Ruffner Walk south to provide a pedestrian connection between the neighborhood and the commercial corridor

East End "Main St." Retail Mix

- Urban grocer
- Pharmacy
- Convenience stores
- Liquor store
- Specialty food
- Restaurants
- Quick service eateries
- Personal services (beauty, barber, spa, nails, dry cleaner, travel agent)

East End Future Land Use

East End Opportunities



J. Neighborhood Best Practices Tool Kit

Vacant Property

- Land banking for future use. The City should look for ways to acquire properties and hold them for future use or redevelopment. Charleston's Urban Renewal Authority (CURA) is perfectly poised to acquire vacant properties and redevelop them within the urban renewal areas. A key strategy should be to assemble key properties providing unified sites for catalytic projects, new home construction, open space and parks, churches or schools. For example, if funding similar to past Neighborhood Stabilization Programs are available, the City should target areas that create larger tracts of land for re-use. Land located downtown could be assembled and marketed for redevelopment as townhomes or mixed use, and dilapidated homes or other buildings could be acquired and renovated or demolished to provide an opportunity for infill and redevelopment.
- Side lot programs. Charleston should explore options to address the costs and responsibilities associated with vacant residential lots. Under this program a neighbor can purchase an adjacent vacant property for a nominal fee, thereby shifting the lot costs and maintenance responsibilities from the City to the homeowner.
- Pocket Parks. Vacant lots on residential streets can be renovated into a community area for residents, as either a community garden, green space, or park. Pocket parks should be designed with seating, play structures or other amenities, but also any fencing, hedges or other landscaping needed to screen adjoining neighbors from the potential activity in the park. A community development corporation, a block club, a church group, or an informal alliance of neighbors will sometimes assume responsibility for the upkeep of a pocket park, so additional communication with homeowner associations and other groups will increase the success of these programs.

Infill Housing

Since the city is relatively built out, anyone seeking a brand new house often looks to the hills of Charleston or somewhere outside the city. However, Charleston can build on its previously discussed goal for "city living" and provide greater choices and opportunities for new homes within the existing urban fabric. Prospects for infill housing, either a single lot or a small redevelopment cluster of several new houses, built to fit the character of its surroundings, could have a positive impact on the neighborhood as a whole. To support such opportunities, the city should develop standards for infill development that define and are consistent with desired neighborhood character, described earlier in this chapter.

Infill within already developed areas makes the most efficient use of existing infrastructure. Infill development can be encouraged with incentives such as density bonuses, height bonuses expedited permit reviews, and reduced permitting fees. The City could also maintain an inventory of land targeted for infill or redevelopment to help developers identify available sites. (see the Subarea Example for this chapter that identifies a targeted infill area near West Side Elementary).

- Appropriate Density. For Charleston, increasing density and population in select areas is vital to help offset the loss of population in other areas and the increasing tax burden on its remaining residents and businesses. It will also provide the population concentration needed to support neighborhood stores and businesses. Density is frequently perceived as a "bad" word because it connotes a wide array of ill-conceived and designed buildings and developments. These include past attempts at public housing, overcrowded and out-of-scale apartment complexes, and the conversion of single-family homes into multi-unit boarding houses.

  Well-planned and designed medium- to higher-density housing strategies could help transform and reenergize certain areas. Depending on the neighborhood, the least intrusive of these may be to infill vacant lots with compatible single-family homes. More substantial options include redeveloping an area to accommodate mixed land uses that offer a variety of residential options. However, the primary focus for high-density development should remain downtown and adjacent transitional areas.

- Diverse Housing Options for all Generations. Like many other communities, Charleston is growing older and its population is shrinking due in part to changing family size and makeup. Nuclear families are no longer the norm, and therefore housing options must accommodate a variety of family types. The housing needs of special groups, like the elderly, must also be an important part of the Charleston's commitment to provide appropriate housing choices for all of its residents. Viable senior housing options that include remaining at home as long as possible, to special facilities, such as senior independent living, are especially important to residents who want to stay in the neighborhoods they are most familiar with and be near family and friends.

  Rental housing for lower income residents or supportive housing must be integrated with support services, and its design and construction should consider both long-term durability and security. Options for the younger sector of the population are just as important. Smaller families and couples may desire alternatives to single-family detached, owner-occupied housing, such as townhomes, flats, and apartments above storefronts.

Providing housing choices to meet the needs of a variety of income levels and age groups will ensure Charleston stays sustainable in the future.

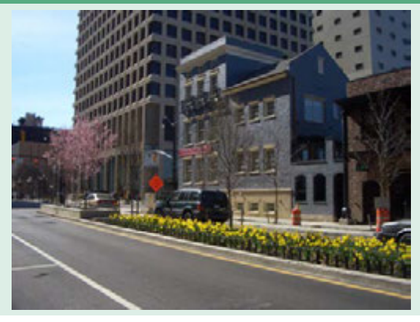
- Design Standards. Develop design standards, criteria, and incentives for developing infill housing while utilizing resources already in place. Architecture and materials should be of high quality and while the design of individual units will be unique, they will appear to be related and "from the same chess set." This type of development must still contain pedestrian connections throughout the applicable neighborhood and to the public street and surrounding developments.
- Homeowner Guidebooks. Typical housing studies identify gaps in the local housing market, and simply note which home products are most in demand. Charleston could expand on this concept by showing not just what is desired, but how existing homeowners can incorporate modern features like open floor plans, master suites, and second floor bathrooms into their current home. Smaller home sizes can sometimes lead to loss of residents, especially growing families who need additional living space. Developing simple renovation concepts for typical homes in the community can provide property owners with renovation ideas that might allow them to renovate and stay in their current home.

Home Stewardship

Residents who take pride in their dwellings, whether rented or owned, can contribute positively to a neighborhood's image and reinvestment opportunities. Therefore, home stewardship should be supported broadly, beyond owner-occupied residences to include rental home and apartment maintenance. Such a broad definition also begins to address issues associated with landlord accountability.

Without quality options, renters – who often include seniors, single professionals and young families - are likely to choose options in other communities. To channel resources wisely and retain quality neighborhoods, the

Infill Housing Examples



City should focus inspection and code enforcement efforts to areas with a high number of code violations, vacant properties, or problems with absentee landlords.

Some areas within Charleston could use improvement and, with minimal clean-up and more effective regulations, could become highly desirable neighborhoods. Housing funds should be targeted to stabilize these neighborhoods in transition or at the tipping point.

Efforts to support home stewardship should focus on community training in home repair skills, mortgage assistance, and providing needed resources, such as tools and materials for physical renovations. Community clean-up days and regular rental inspections and can also improve the condition of existing neighborhoods and housing stock.

- Code Enforcement. Vigilant enforcement of local property maintenance and building codes acts as a preventative measure against inappropriate activity and blight in general.
- Rental Inspection Codes. An increasing concern in many communities is the emergence of additional rental properties throughout the core neighborhoods. Naturally, property renters do not feel the same obligation to maintain their home as property owners do. While the City cannot regulate ownership of land, it can initiate programs aimed at protecting buildings and those that reside there, from unsafe conditions. Charleston currently has a limited rental inspection program that could be modified to require annual inspections. Rental inspection policies can be implemented in a variety of ways, depending on the level of support for such programs. Below are a few options the City may consider:
  - The City could require new Certificates of Occupancy be obtained for homes that are foreclosed on or that are vacant for a certain time. This requirement is often triggered at the time property is sold, so they are often less controversial than policies aimed at immediate compliance. In fact, in today's economic climate, as more and more homes sit vacant, vandalism is more likely and inspections may be essential to ensuring that homes sold are still livable.
  - The City could also enact a general law requiring inspections for rental properties, however, such laws are likely to be more controversial because they would require more immediate compliance. These would mimic the current protocol for fire inspections, and could be required on an annual basis or as properties change hands.
  - The current Rental Registration Ordinance only allows inspections not to exceed once every two years. Locations chosen for inspection are chosen randomly and could be changed so that certain problem areas are targeted more frequently.

Mixed-Use Development

Mixed-use development is a development or building that blends a combination of residential uses, or that combines residential, commercial, cultural, institutional, or industrial uses, and where those functions are physically and functionally integrated.

- Mixed Residential. Mixed-use residential provides an array of housing types in one neighborhood or development, so that there is not an over-supply of any one type. Such developments result in more moderate residential densities, and fewer public safety demands. Apply mixed-use standards where they best apply, not necessarily to every site.
- Mixed-Use Buildings. Mixed-use buildings located in neighborhood commercial districts can help strengthen the local economy. Mixed-use buildings include upper-story residential or office uses above commercial stores.

Historically, mixed-use environments were established out of need – lack of travel options and speed required one to live, work, shop and recreate within close proximity. As travel options increased and post-World War II suburbanization began, mixed use was gradually replaced with single use developments that separated residents from commercial uses from office uses from industrial uses. Such patterns have contributed to a decaying social quality that many communities wish to reverse.

Today, mixed-use development is becoming desirable again due to the following benefits:

- Greater housing variety and density provides more affordable housing and options for those seeking lower maintenance or urban living options
- Reduced distances between housing, workplaces, retail businesses, and other amenities and destinations reduces travel time and improves convenience
- More compact development makes more efficient use of public services, utilities and infrastructure
- Stronger neighborhood character and sense of place result when citizens and businesses interact
- Walkable, bikeable neighborhoods increase accessibility, which results in improved travel options, reduced transportation costs and improved community health

Mixed-Use Examples

Commercial Rightsizing

Much of the land zoned commercial in the city dates to when the population was greater and before the "big box" boom on Corridor G. The amount of land allocated for commercial use today is greater than what is needed, leading to vacancies and underutilized centers. Limited sufficiently-sized property on major arterials makes it difficult to meet the market need for "big boxes" or "mid boxes" and other retailers that serve a broader regional sales market.

Revolutionary changes in logistics and information technologies give "big box" national retailers an aggressive advantage in pricing and selection that cannot be met by smaller independent stores typical to Charleston. Second, households are using the internet for more of their shopping needs, utilizing local shops less frequently. To respond to these factors, retail venues should be strategically located at neighborhood centers.

One advantage city neighborhoods can have over more suburban environments like Corridor G is the potential for residents to walk to places, such as restaurants, grocery stores, hair salons, and personal services. Convenient shopping and services can be an attraction for residents. Because of reduced demand, some of the neighborhood centers and corridors may need to be retrofitted to mixed-use neighborhood centers that allow a wide array of uses, including residential, that may be mixed within a building. Neighboring mixed-use activities must be compatible, and the facilities should be well kept and well designed.

Commercial Site Design

Depending on the context, the form and character of buildings can have a significant impact on the function and activity within an area. Furthermore, the quality of buildings impact the local economy, as declining commercial districts with dilapidated buildings can have a compounding negative effect on the perceptions of safety and property value.

New and rehabilitated commercial development sites should possess the following qualities:

Streetscape & Site Design

- Streetscape treatment should be used to signify an entrance and contribute to a sense of place.
- Community amenities such as patio/seating areas, water features, art work or sculpture, clock towers, pedestrian plazas with park benches or other features located adjacent to the primary entrance to the building(s) are highly encouraged and may be calculated as part of the landscaping requirement.
- Include amenities for bicyclists, pedestrians and transit riders, including wider sidewalks, bike storage facilities, bus shelters, lighting and landscaping in the standards for site plan review.

Parking and Access

- Off-street parking should typically be located in the side and rear yards with an additional entrance oriented to the parking lot.
- Parking lots adjacent to the roadway should provide a setback and landscape greenbelt. In the downtown area, a knee-wall or hedge may also be appropriate.
- Driveways should be designed and located according to the Access Management standards in the Mobility Chapter.
- Parking lot landscaping is especially important in minimizing large parking lots. Parking lot islands that incorporate pedestrian access to storefronts, may be appropriate for larger lots or high traffic sites.
- Internal pedestrian walkways should be included for persons who need access to the building(s) from internal parking areas. Walkways shall be designed to separate people from moving vehicles as much as possible, vehicle drive aisles or parking spaces may not be used for this purpose.
- Crosswalks should be distinguished from the parking and driving areas by use of any of the following materials: special pavers, bricks, raised elevation or scored concrete.

K. Neighborhoods and Land Use Actions

Housing

- Develop infill guidelines (sample sketches and photographs) and ordinance standards to promote new houses that complement the design of homes in that neighborhood (i.e. new homes with modern amenities but that look like they are part of the neighborhood) (R1)
- Continue to use property maintenance inspections so rental units are safe and well maintained but consider a more aggressive system of inspections and awards/ publicity for the "highest level" buildings or landlords (to use in marketing and potentially at a higher rental rate) (R2)
- Modify the Rental Registration Ordinance inspection selection so that problem areas are targeted more frequently for random inspections (R9)
- Promote the development of a variety of new rental housing units to appeal to young adults and empty nesters near the downtown and East End and West Side Main Street districts. (P3); Coordinate with developers to create demonstration projects for attached and detached residential units on targeted urban blocks (P3a)
- Work with the institutions which can provide resources/grants/funding to faculty members to purchase homes in neighborhoods near the institutions – whether it is in an adjacent neighborhood or within Downtown Charleston (P15) Develop incentives (P15a), Promotional materials (P15b), select realtors to match faculty/students to targeted areas (P15c)
- Continue programs that encourage responsible homeownership while providing affordable, but quality rental options (P22)
- Support and partner with non-profits to strengthen and expand current programs that provide hands-on education and training for home maintenance and repairs (P22a)
- Ensure a mix of housing types across neighborhoods to accommodate various income levels so residents can remain in the city or their neighborhood as needs change (P23)

Land Use

- Gradually adjust (reduce) the amount of commercially zoned land based on location, character, market demand and other factors (R3)
- Create new form-based districts for areas formerly and currently under CURA design review (Main Streets and Downtown) and MacCorkle Avenue in Kanawha City (R4)
- Create a new rural residential district (R5)
- Allow non-commercial uses in select commercially zoned areas, have CURA target acquisition of outdated commercial properties and then rezone them for a more appropriate non-commercial use (R3a)
- Update the zoning ordinance to promote a transition of non-conforming uses within buildings that are worth saving into uses that are more compatible with the surrounding area and would preserve the integrity of the historic building (R3b)
- Consider design review/zoning overlay zones for each Historic District in the city (R11)
- Prepare a subarea study for the Bigley/Pennsylvania area sandwiched between the Elk River and I-77 to resolve land use and zoning conflicts (R13)
- Update zoning map with a comprehensive rezoning to implement land use recommendations of plan where future land use is different than current zoning (R12)
- Review, assess, and adjust city ordinances to support live/work and business incubators (R13)
- Create detailed design and development guidelines for key areas recommended for form-based zoning districts (guidelines should include location of buildings, setback, height, size, color, landscaping, and parking requirements) (R28)
- Extend Ruffner Walk south to provide a pedestrian connection between the neighborhood and the commercial corridor (C17)
- Formalize a program to inventory and prioritize rehabilitation of viable blighted structures and if not suitable for rehab, demolition (P1); Survey buildings, first in CURA districts, and identify key opportunities and priorities (P1a); Enact a vacant and abandoned building registration (P1b); Streamline the decision-making process for blighted and foreclosed properties to promote conversion to reuse or hold as green space until an appropriate use is found in the future (P1c)
- Explore temporary uses for vacant residential property such as infill development, community gardens, neighborhood open space, and use of the land bank for parcels where redevelopment is more likely long-term (P2); Explore the creation of a land bank by inventorying available land, matching parcels with potential buyers and future developers, and identifying additional strategies to incentivize and publicize the program (P2a)
- For neighborhood streets where traffic speeds are more than 5 mph over posted speeds, evaluate traffic calming measures (like speed tables, striping to distinguish parking from travel lanes, curb bumpouts at intersections, etc. (P9)
- City engineering and police identify a key staff person to work with neighborhood organizations to develop a traffic calming neighborhood involvement program (P9a)
- When neighborhoods identify a traffic problem, the formula would be used for city staff and neighborhoods to collect data and agree upon appropriate response and funding (P9b)
- Encourage conversion of retail to other appropriate uses such as residential or office in areas where retail use is no longer viable (P20)
- Develop a commercial business owner's Reuse Guide that focuses cost effective ideas, techniques and guidelines for renovation and reuse of historic commercial assets. (P21)
- Encourage local services and retail within neighborhood walking distance (P24)
- Develop an adaptive reuse program that offers development guidance, streamlined processes, reduced timeframes, and cost savings to developers looking to adapt older buildings for new uses (P27); Adopt Adaptive Reuse Ordinance (P27a); Support a demonstration project to promote successful adaptive reuse (P27b); Alternative building codes should be followed for adaptive reuse within existing structures (P27c)
- Continue to promote low-cost incubator space for student/professor entrepreneurs in older vacant industrial buildings, especially in the Warehouse District or along West Washington (P34)

Site Design

- Provide additional opportunities for sustainable landscaping and hardscaping (R6)
- Upgrade landscaping requirements along MacCorkle (R7)
- Support use of renewable energy technologies on single-family homes, businesses and institutions such as solar panels and small wind energy units (R135)
- Supplement existing wayfinding sign system to identify key gateways to help direct travelers to and around neighborhood commercial districts (C6)
- Work with West Virginia Department of Highways to add smaller, more decorative lighting along MacCorkle and Kanawha (C12)
- Formalize a program to inventory and prioritize rehabilitation of viable blighted structures and if not suitable for rehab, demolition (P2); Survey buildings, first in CURA districts, and identify key opportunities and priorities (P2a), Enact a vacant and abandoned building registration (P2b); Streamline the decision-making process for blighted and foreclosed properties to promote conversion to reuse or hold as green space until an appropriate use is found in the future (P2c)

Big Ideas - To Guide and Shape Downtown Charleston

The big ideas numbering presented here does not exhibit any hierarchy of implementation. Downtown goals (DB or DL) from Introduction section (page 12) and sustainable guiding principles' icons are represented for cross-referencing purposes.

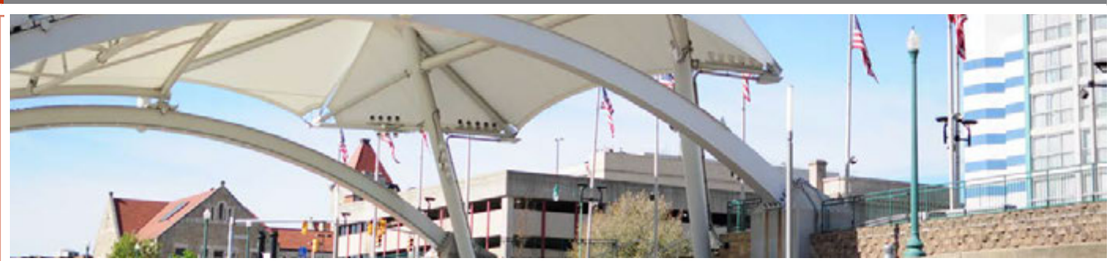
1 COMMIT LOCAL RESOURCES FOR A SUCCESSFUL DOWNTOWN REDEVELOPMENT PROGRAM

DB1 DL2

2 RESHAPE THE BUILT ENVIRONMENT OF DOWNTOWN CHARLESTON

DB1 DB3 DB4 DB5 DL2

3 UTILIZE CHARLESTON'S IMPRESSIVE HISTORY AND RIVER CITY LOCATION TO LEVERAGE ECONMIC DEVELOPMENT



DB2 DB3 DL4

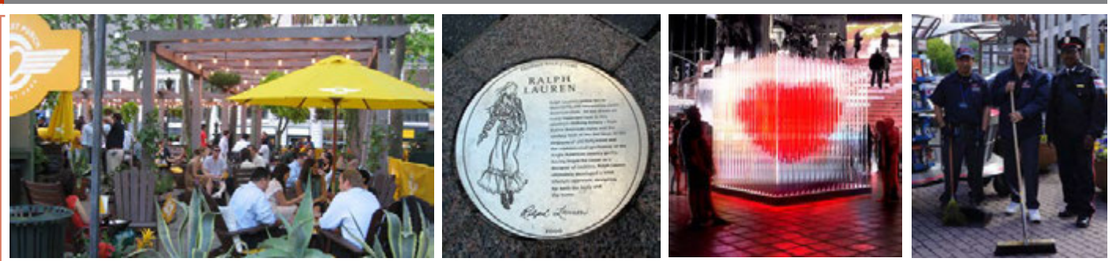
4 DEVELOP A DISTRICT IDENTITY SYSTEM FOR THE DOWNTOWN AND CONTIGUOUS RETAIL & ENTERTAINMENT DESTINATIONS

DB2 DB4

5 TREAT THE URBAN CORE AS AN EQUALLY IMPORTANT CHARLESTON NEIGHBORHOOD

DB2 DB4 DL1 DL3

6 ESTABLISH A PROFESSIONAL URBAN CORE MANAGEMENT AUTHORITY



DB2 DB4 DL1 DL3

Chapter 6

ACTION PLAN

A. Tenets of Successful Implementation

Charleston's Comprehensive Plan was developed through a highly interactive process that engaged the community in defining a preferred future. Through this collaborative effort, the City, community leaders, and the public have contributed both resources and personal time to formulate a useful, exciting, and visionary blueprint for the future. This level and breadth of participation signals Charleston's commitment as a community to seek creative solutions to its many challenges. The plan will position Charleston to manage future development, redevelopment, capital improvements, collaborative partnerships, and programs on a solid foundation of fiscal, social, and environmental sustainability.

Vision
↓
Goal
↓
Action
↓
Monitor
↓
Refine

This plan is intended to be a policy guide for moving Charleston forward, guiding decisions about future physical and economic development. But the plan is more than just a policy guide for City officials and staff. With the commitment of resources to this planning effort comes the high expectations that the recommendations will be implemented, some soon, or others over the next five to ten years.

This plan includes a lot of ideas that need to be translated into action. What should the city do to ensure the vitality in the future--what comes next? The Action Plan details those next steps and priorities.

Charleston is fortunate to have many organizations, business leaders, and individuals committed to a better future for the city. There is often overlap in what organizations or city departments are doing. Sometimes the well-intended efforts and activities are not as well coordinated as they might be. Much effort was expended to gather input and unify the forces.

Transforming the plan's lofty goals into reality will require a long-term commitment and political consensus. The plan is designed to be a road map for action, incorporating strategies, specific projects, and programs that will achieve the desired results. This chapter synthesizes the many plan recommendations and identifies the actions and timing needed to transform the plan's vision into reality.

Commitment

While the input received through the Comprehensive Plan process provided a foundation to help achieve the city's vision, community support, and involvement must continue. Successful plan implementation will be directly related to a committed city leadership. While elected and appointed officials - the Mayor, City Council, and Planning Commission - will have a strong leadership role, many others - city department directors, staff, and leaders from the community's many institutions and organizations - will also be instrumental in supporting the plan.

However, commitment reaches beyond just these individuals and includes the array of individuals with an interest and stake in the future. Citizens, landowners, developers, and business owners who will be impacted by how Charleston changes must unite toward the plan's common vision. Momentum and enthusiasm from the large constituency engaged in the planning process must be sustained to guarantee the plan will remain the important action-oriented document it is intended to be.

Integrate with Capital Improvements

City officials and departments must embrace the plan, applying its recommendations to help shape annual budgets, work programs, and the design of capital improvements. For example, the City's engineering division can support implementation through infrastructure improvements, streets, and storm systems designed consistent with plan policies and recommendations, or the planning and building department through site plan review. Each department, staff person, and elected official should find it a benefit, if not an obligation, to reference the plan when making decisions and setting priorities.

In and of itself, the plan is capable of accomplishing very little. Rather, community leaders, businesses, organizations, and citizens must assume ownership of the plan to see that it is successfully implemented.

Foundation for Future Efforts

Any future planning efforts must be consistent with the overall vision and basic framework of this plan. For example, neighborhood plans should be consistent with this plan as the framework for more in-depth analysis and recommendations for a particular area.

Continued Community Involvement

Citizen involvement was the cornerstone of this planning process, and continued involvement by the public is even more essential to ensure the plan's success. Adoption of the plan marks the end of the initial phase of the process, but only the beginning of the evolutionary process of implementing the plan. A continued effort to focus attention on the plan's vision and recommendations and to further promote community participation in making the plan a reality will be essential activities.

One tactic for sustained public involvement is continued extensive use of electronic media. Successful use of the web page, social networks, and e-mail blasts can be continued to regularly distribute information on hot topics, publicity for upcoming events, identify where input is desired and where volunteers are needed. Regular progress reports on master plan implementation could be featured, and online surveys could help confirm or adjust priorities. Partnerships with the university may provide a technology resource so the City is a leader in electronic communication.

Guidance for Development Decisions

This plan is designed for routine use and should be consistently employed during any process affecting the community's future. Private investment decisions by developers, corporations, and land owners should consider the plan's direction. Other planning efforts for neighborhoods, corridors, and community facilities should be in harmony with the comprehensive plan. Finally, the plan should be used when reviewing development proposals and referenced in related reports and studies.

Partnerships

While the City is in a position to coordinate many of the plan's implementation tasks, responsibility should not solely rest on the government. Instead, the vast array of stakeholders having key roles in either the city or region must all participate. Ideally, this plan will be endorsed by the many organizations in the city as a "shared vision," the foundation of future efforts.

Entities such as CAA, CURA, neighborhood associations, KRT, Kanawha County, Kanawha County Schools, WVDOT, and many others should have something to contribute relative to their role in Charleston's future. Partnerships with the public and private sector, including the University of Charleston, the hospitals, major employers, and business will also lead to success implementing the plan's initiatives.

Partnerships may range from sharing information to funding and shared promotions or services. While Charleston has a strong history of civic involvement, given the challenges noted in this plan, the spirit of cooperation must be refreshed with a renewed commitment by each organization so that alliances and partnerships can be formed and sustained to benefit everyone in the region.

City government cannot and should not do it all. Only through public/private collaboration can the plan's vision be realized. What can these partnerships do that the City cannot do alone?

- Solve Larger Issues. Many issues are beyond the control of individual jurisdictions and require cooperation, including major infrastructure improvements, non-motorized and other transit options, economic development, and social issues, such as homelessness.
- Improve the Vitality of Each Entity Working together, community leaders can become more acquainted with Charleston's vision and the role each has to offer, working toward more cooperative, rather than competitive, relationships. A vibrant urban core and unified, attractive corridors will benefit not only Charleston, but its suburbs and the region as a whole.
- Meeting Expectations for Public Services. Economic conditions make it more difficult for individual communities to meet residents' needs and expectations. More sharing of resources and eliminating duplicated efforts may result in more cost effective ways of providing essential community services.
- Maximize Investments. The City, its many organizations and academic institutions have all made significant investments in Charleston. Ongoing relationships can help ensure those contributions continue to attain a high rate of return in terms of financial and social capital.

Evaluation and Monitoring

This plan has been developed with a degree of flexibility, allowing nimble responses to emerging conditions, challenges, and opportunities. To help ensure the plan stays fresh and useful, periodic reviews and amendments are required. This will ensure plan goals, objectives, and recommendations reflect changing community needs, expectations, and financial realities.

Any more detailed subarea plans should be adopted as comprehensive plan amendments. The plan should be reviewed at least every five years. Updates should reflect changing conditions, unanticipated opportunities, and acknowledge the implementation to date. Yearly workplans should be prepared to assess what has been accomplished in the action plan and what should be achieved in the coming year. The Advisory Committee should stay in tact and meet yearly to review the status of the plan's implementation, discuss funding opportunities, refine priorities, involve new implementors and participants to ensure all organizations and key players remain committed.

Roles of the Mayor and City Council

The Mayor and City Council must be solidly engaged in the process to implement the plan. Their responsibilities will be to prioritize various action items and establish timeframes by which each action must be initiated and completed. They must also consider and weigh the funding commitments necessary to realize the city's vision, whether involving capital improvements, facility design, municipal services, targeted studies, or changes to development regulations, such as municipal codes, the zoning ordinance and procedures.

Planning Commission as Facilitators

The Planning Commission is charged with overseeing plan implementation and is empowered to make ongoing land use decisions. As such, it has a great influence on how sustainable Charleston will be. Therefore, several tasks in the Action Plan are the responsibility of the Planning Commission and its staff.

As an example, the Planning Commission is charged with preparing studies, ordinances, and certain programmatic initiatives before they are submitted to the City Council. In other instances, the Planning Commission plays a strong role as a "Plan Facilitator" overseeing the process and monitoring its progress and results. Together, City staff and the Planning Commission must be held accountable, ensuring the city's Comprehensive Plan impacts daily decisions and actions by its many stakeholders.

B. Zoning Recommendations

Zoning is a key mechanism for achieving the desired land use pattern and quality of development advocated in the plan. This section provides a useful guide relative to the inconsistencies between current zoning patterns and proposed future land use designations. In addition, the Regulatory section of the Action Table identifies elements in the current regulations that could be refined to more strongly support Comprehensive Plan recommendations.

Because the Future Land Use Plan is a long range vision of how land uses should evolve over time, it should not be confused with the City's zoning map, which is a current (short term) mechanism for regulating development. Therefore not all properties should be immediately rezoned to correspond with the plan. The Future Land Use Plan is intended to serve as a guide for land use decisions over a longer period of time (5 to 15 years).

Review of the Existing Land Use map in comparison to the Future Land Use and Character map reveals a gradual transition to the planned land use pattern. Achievement of this goal will be gradual particularly where established businesses and homes are located in areas intended for other types of uses in the long term.

In addition, the Future Land Use map (Map x) is generalized. More detailed evaluation would be required as part of any rezoning consideration. In particular, the Future Land Use map does not specifically call out schools or parks. If those sites are considered for a new use in the future, the use should be compatible with the adjacent land areas and their overall character.

The plan categories correspond to zoning districts, but there is some generalization. The following table provides a zoning plan indicating how the future land use categories in this Comprehensive Plan relate to the zoning districts in the zoning ordinance. In certain instances, more than one zoning district may be applicable to a future land use category. Notes are provided to guide the Planning Commission in determining the appropriate zoning district based upon the context of the surrounding area.

Zoning changes in accordance with the plan should be made gradually so that change can be managed. The Future Land Use map as well as the plan's goals and recommendations should be consulted to judge the merits of a rezoning request. In review of rezoning and development proposals, the City should consider the following sequencing standards:

- Any rezoning or development proposal must be compatible with the Comprehensive Plan as a whole and be able to stand and function on its own without harm to the quality of surrounding land uses.
- There must be sufficient public infrastructure to accommodate any proposed development or the types of uses that would be allowed under the requested zoning change. This must include sufficient sewer and water capacity, a transportation system to support impacts, and a stormwater system designed to limit impacts.
- For sites near the rivers and sensitive hillsides, the environmental conditions of the site should be capable of accommodating the types of development or potential uses allowed with a zoning change. The impact to natural features should be minimized to the maximum extent practical.

Review Zoning Districts and Map

Review current zoning districts to ensure they project the desired character. Table A shows the suggested future land use categories and the current zoning districts to show how they can provide direction for future zoning decisions. Generally speaking, changes to the zoning district regulations should be consistent with the recommendations for the corresponding future land use category.

Short Term Recommendations:

- Replace the DVD District with a form-based district since the CURA design review expired. Similarly, create form-based districts for those areas currently under CURA design review for the West Side and East End "Main Street" districts. The C-8 Village Commercial District (currently applied to the East End "Main Street") could be strengthened with more form-based elements and applied to the West Side "Main Street." The remainder of the Washington corridors on both the West Side and East End (shown as "Mixed-Use Corridor" on the future land use/character map) currently designated as CVD should similarly be zoned to a new form-based corridor district. This new corridor district may or may not be applicable to MacCorkle Avenue, which may need its own form-based district (currently being evaluated in the Kanawha City corridor plan).
- Consider developing a Planned Institutional/Office Park District that might contain some of the known developments that are currently zoned C-10. For example, the Charleston Job Corps Center and the Northgate Office Park developments are nestled within a larger residential context, but contain important employment uses that can co-exist if properly regulated.
- Consider converting the PUD District from a rezoning application to a conditional use that could be an overlay in any of the underlying residential districts. This maintains the integrity of the underlying zoning, and provides direction in cases where the PUD is not actually constructed. This allows the City to automatically revert the zoning to its original designation rather than having to reverse the rezoning action.

Regulatory Actions - Immediate Implementation

#	Topic	Action	Neighborhoods and Land use	Mobility and Infrastructure	Quality of Life	Downtown
R1	Housing	Develop infill guidelines (brochure with sample sketches and photographs) and ordinance standards to promote new houses that complement the design of homes in that neighborhood (i.e. new homes with modern amenities but that look like they are part of the neighborhood)	✓			
R2	Housing	Continue to use property maintenance inspections so rental units are safe and well maintained but consider a more aggressive system of inspections and awards/publicity for the "highest level" buildings or landlords (to use in markeTing and potentially at a higher rental rate)	✓			
R3	Land Use	Gradually adjust (reduce) the amount of commercially zoned land based on location, character, market demand and other factors				
R3a		• Allow non-commercial uses in select commercially zoned areas (such as multiple-family residential), have CURA target acquisition of outdated commercial properties and then rezone them for a more appropriate non-commercial use	✓			
R3b		• Update the zoning ordinance to promote a transition of non-conforming uses within buildings that are worth saving into uses that are more compatible with the surrounding area and would preserve the integrity of the historic building				
R4	Land Use	Create new form-based districts for areas formerly and currently under CURA design review (Main Streets and Downtown) and MacCorkle Avenue in Kanawha City (see Zoning Recommendations in this chapter)	✓			
R5	Land Use	Create a new rural residential district (see Zoning Recommendations in this chapter)	✓			
R6	Health	Allow mobile farmers markets or fresh food vendor carts to locate in underserved areas or food deserts				
R7	Site design	Add incentives for sustainable landscaping and hardscaping (native plants, LID, pervious pavers where practical)	✓			
R8	Site design	Upgrade landscaping requirements along MacCorkle	✓	✓		
R9	Site design	Refresh sign regulations for sign types and design that complement the character of particular parts of the city	✓			
R10	Housing	Modify the Rental Registration Ordinance inspection selection so that problem areas are targeted more frequently for random inspections	✓			
R11	Historic Preservation	Consider design review/zoning overlay zones for each Historic District in the city	✓		✓	
R12	Historic Preservation	Consider a Delay Demolition Ordinance to protect historic structures from being destroyed by absentee and/or speculative property owners			✓	
R13	Land Use	Prepare a subarea study for the Bigley/Pennsylvania area sandwiched between the Elk River and I-77 to resolve land use and zoning conflicts	✓			
R14	Land Use	Update zoning map with a comprehensive rezoning to implement land use recommendations of plan where future land use is different than current zoning	✓			
R15	Economic	Review, assess, and adjust city ordinances to support live/work units (flexible mixture of uses) and business incubators (flexible short-term commercial space)	✓			
R16	Green	Support use of renewable energy technologies on single-family homes, businesses and institutions such as solar panels and small wind energy units	✓			
R17	Infrastructure	Apply the city's Stormwater Manual with Low Impact Development (LID) guidelines design of for both private development and public infrastructure projects		✓		
R18	Non-motorized	Require bike racks for certain new, non-single family developments that may attract bicyclists like restaurants, shopping centers		✓		
R19	Non-motorized	Add standards to ensure safe pedestrian routes and walks are provided on sites including parking lots and connections from building entrances to sidewalks for new construction and major expansions		✓		
R20	Streets	Ease pedestrian crossings and reduce traffic speeds at key crossings with design elements like wide crosswalks, "yield to pedestrian" signs and curb bump outs by integrating these as standard design practice for city street projects where pedestrians are present	✓	✓		
R21	Streets	Enact regulations through site plan review for the location of access points with minimum standards for spacing from signalized intersections, adequate sight distance near hills/curves, minimum offsets from access points across the street and spacing from other driveways (i.e. Access Management). This should include provisions to gradually reduce/reconfigure existing commercial driveways that are not well spaced and therefore have the most potential to impact intersection operations and safety		✓		
R22	Technology	Convert city's code of ordinances and application forms to be web-friendly and interactive, coordinated with city's new web-integrated GIS system		✓		
R23	Greenspace	Expand existing conservation guidelines to further manage the development of sensitive or important environmental areas (floodplains, steep slopes, woodlands etc).			✓	
R24	Greenspace	To preserve the vistas and views both to and from the hills, revise development requirements for building height, siting and grading in key locations to preserve the natural slopes and woods to the greatest degree practical (this could involve placement of posts that identify the corners and height of buildings to better visualize their impact on views)			✓	
R25	Greenspace	Require provision of green space or a plaza area with amenities as part of any major development - whether it is provided within the building setback area along the streets, interior courtyards, green parking spaces			✓	✓
R26	Site Design	Parking lots should be well illuminated, signed and nicely landscaped with green parking aisles with opportunities for stormwater management.			✓	✓

Capital Improvement Actions

#	Topic	Action	Priority Term	Key Players	Neighborhoods and Land use	Mobility and Infrastructure	Quality of Life	Downtown
Immediate Actions to be Accomplished by 2015								
C1	Non-motorized	Enhance pedestrian convenience and safety with more significant pedestrian crosswalks (curb bumpouts to reduce crossing distance, wider crosswalk markings, "yield to pedestrian, min fine" signs) where crossing is difficult (e.g. Kanawha City hospital, Magic Island)	▶	Kanawha County, IS Department, City Departments		✓		
C2	Non-motorized	Convert Virginia and Quarrier streets into "Bikeways" to improve safety and attractiveness for bicyclists (share the road signs, sharrow pavement markings and traffic calming measures - see page X)	▶	Land Trust, Traffic Engin		✓		✓
C3	Non-motorized	Improve Kanawha Boulevard with two-way separated bikeway, aesthetic amenities, and mid-block pedestrian crossings along both sides of the downtown, with "share the road" sharrows in the downtown area (see subarea plan)		Dept. of Highways, City Engin, Traffic Engin, Planning Depart		✓		✓
C3a		• Install two-way separated bikeway from Patrick Street to Magic Island as part of rail to trail grant	▶					
C3b		• Improve pedestrian crossings and bike sharrows along Kanawha Boulevard near downtown	▶▶					
C3c		• Evaluate bicycle options east of downtown	▶▶▶					
Short-Term Actions to be Accomplished by 2018								
C4	Non-motorized	Provide key connections and traffic calming measures (as shown on Map x) such as Greenbrier to Washington Street, across Bridge Road at the commercial district at the top of the hill	▶▶	CHLC, Taffic Engin, So Hills Neighborhood Assoc		✓		
C5	Non-motorized	Begin to add on-street bicycle parking to replace select on-street parking spaces in the downtown and convert at least one first floor parking space in each parking deck to a well signed bike rack zone	▶▶	Parking Authority		✓		✓
C6	Streets	Supplement existing wayfinding sign system to identify key gateways to help direct travelers to and around neighborhood commercial districts, especially as redevelopment projects are implemented as described in this plan	▶▶	Wayfinding Commission, Neighborhood/ Business Organizations	✓	✓		
C7	Streets	Evaluate changes to select one-way streets where the volumes could be accommodated within the existing curb width to make traffic speeds more compatible with the desired, walkable neighborhood character	▶▶	Traffic Engin, Planning Dept., RIC		✓		
C7a		• City engineer to select an initial one-way pair for further study, data collection, and recommendations (e.g. Randolph and Virginia)						
C7b		• RIC to lead an analysis of alternatives of Patrick Street/Iowa one-way loop						
C8	Streets	Parking should be identified with the comprehensive signage and wayfinding system including directions to parking structures as well as technology to give motorists more information on available parking.	▶▶	Wayfinding Commission, parking lot/ garage owners		✓		✓
C9	Technology	Replicate East End's Wi-Fi program elsewhere in city as technology and funding permits	▶▶	City, DMA, West Side Main Street		✓		
C10	Technology	Continue upgrades to a consistent GIS system	▶▶	City IS, each dept., Kanawha County		✓		
C10a		• Gather existing data and maps from each department						
C10b		• Work with the County on the creation of a parcel shapefile						
C10c		• Convert existing CAD files to GIS shapefiles						
C11	Transit	Ensure sidewalk connections to, and a paved pad, at bus stops	▶▶	City, KRTA		✓		
C11a		• Use GIS system to map bus stops and compare to sidewalks						
C11b		• Identify highest board/alighting stops with out sidewalks						
C11c		• Gradually improve stops						

Clarke

COUNTY • VIRGINIA

2022 Clarke County Comprehensive Plan

Adopted by the Board of Supervisors
September 20, 2022

2022 CLARKE COUNTY COMPREHENSIVE PLAN
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Guidance language is described in a goals/objectives/policies format. Goals of the Comprehensive Plan describe the future of Clarke County in general terms and are the long-term expectations of this Plan.

Objectives describe the County's intended planning actions in the format of the key topic areas listed above. Policies are specific statements, directives, or strategies for each planning objective. They provide the rationales for land-use decisions and help to guide them.

Chapter III contains descriptions of the Comprehensive Plan's implementing component plans. As noted previously, implementing component plans are a series of specialized plans that address specific geographic areas or policy issues. Component plans are developed from various applicable goals, objectives, and strategies in the Comprehensive Plan. Each component plan contains its own goals, objectives and/or strategies (similar in structure to the Comprehensive Plan's Goals, Objectives, and Policies) which go into greater detail on the geographic area or policy issue than can be accomplished succinctly in the Comprehensive Plan. Some component plans are described as "action-oriented," meaning that the component plan's recommendations are primarily composed of specific action items such as tasks or projects to complete or milestones to be achieved.

Component plans are reviewed once every five years and the update processes are informed by the Comprehensive Plan's guidance and by guidelines enumerated in Chapter III. The Chapter also includes a section describing other plans and studies adopted or used by the County noting that while they are not part of the Comprehensive Plan, all such plans and studies must be developed and maintained in accordance with the Comprehensive Plan's guidance.

It should be noted that in conjunction with this Comprehensive Plan revision, the County's Economic Development Strategic Plan and Capital Improvement Plan are to be removed as implementing component plans. These plans require more frequent review and update than once every five years and will continue to be maintained in accordance with the Comprehensive Plan's guidance.

Brief summaries of the component plans are provided below.

Geographic Area Plans – Rural Areas

Agricultural Land Plan

The purpose of the Agricultural Land Plan is to provide tools and approaches for conserving farmland, and to establish and maintain policies and programs for the long-term prosperity of the County's agricultural industries. It is recommended to be used by property owners, elected and appointed officials, and other interested stakeholders to understand the County's approach to protecting and promoting agriculture. The Agricultural Land Plan's recommendations are applicable to all areas of the County where agricultural operations exist and are allowed by-right.

Mountain Land Plan

The Mountain Land Plan was developed to address the unique challenges and policy issues facing the County's mountain areas located east of the Shenandoah River. While this rural area

allows agriculture by-right, forestal resources predominate and present challenges in protecting scenic viewsheds, wildlife habitats, and ecosystems. The mountainous terrain also presents challenges of protecting surface water resources from erosion and sedimentation. This component plan attempts to address these issues while simultaneously balancing private property rights and the demand for access to the area's natural and scenic resources.

Geographic Area Plans – Designated Areas for Growth

Berryville Area Plan

The Berryville Annexation Area, which includes lands jointly identified by the Town and County for future development to be served by public water and public sewer, is the County's primary designated growth area. Because the Town of Berryville contains the highest concentration of available public facilities and infrastructure, it is the most appropriate place to direct future growth in an efficient and cost-effective manner. The Berryville Area Plan guides the physical growth of the Annexation Area and the orderly transition of properties from the County to the Town as development occurs. The primary purpose of this component plan is to facilitate development of a safe, vibrant, and distinctive small town environment while maintaining the unique historical character of the community.

Double Tollgate Area Plan

The Double Tollgate Area Plan is one of two Business Intersections Area Plans created under the Comprehensive Plan's guidance. This component plan focuses on the future commercial development of the area immediately surrounding the Double Tollgate unincorporated area at the intersection of U.S. Routes 340 and 522 and Va. Route 277. Strategies are included to address County investment in public infrastructure over time to facilitate highway commercial-scale development at this intersection.

Waterloo Area Plan

The Waterloo Area Plan is the second of two Business Intersections Area Plans and focuses on development issues and challenges at the unincorporated Waterloo area at the intersection of U.S. Routes 340 and 50/17. The Waterloo area is partially served by public water and public sewer, and strategies are included to facilitate the future build-out of highway commercial-scale businesses.

Policy Issue Plans

Historic Resources Plan

The Historic Resources Plan is an action-oriented component plan focusing on the promotion and preservation of the County's historic and cultural assets. Clarke County's extensive historic resources play a large part both in attracting tourism and influencing land use decisions. The County encourages historic preservation through state and national programs and has conducted four area surveys to provide documentation of historic properties. This component plan contains a list of specific goals to be implemented through the County's Historic Preservation Commission (HPC) to further the County's historic preservation goals.

The chart below was adopted with sliding-scale zoning in 1980 along with the corresponding DUR assignments to parcels in the County at the time. The sliding-scale chart has remained unchanged since its adoption.

TABLE 1A – Sliding Scale Zoning/Dwelling Right Distribution

Size of Tract Permitted	Dwelling Unit Rights Assigned
0-14.99 acres	1
15-39.99 acres	2
40-79.99 acres	3
80-129.99 acres	4
130-179.99 acres	5
180-229.99 acres	6
230-279.99 acres	7
280-329.99 acres	8
330-399.99 acres	9
400-499.99 acres	10
500-599.99 acres	11
600-729.99 acres	12
730-859.99 acres	13
860-1029.99 acres	14
1030 acres or more	15

Sliding-scale zoning also provides for an accurate accounting of the residential build-out potential for the County. This accounting is an important tool to accurately project the County's growth potential. It also provides information that assists the County in making decisions on new development proposals. Below are two tables that show the distribution of DURs to date according to zoning district and by election district. A map of the election districts, also referred to as voting districts, is shown on the following page.

TABLE 1B – Dwelling Unit Rights (DURs) Used and Remaining By Zoning District

Zoning District	DURs Allocated	DURs Remaining	% Remaining
AOC	4,465	2,286	51.2%
FOC	2,169	1,061	48.9%
TOTAL	6,634[1]	3,347	50.5%

F. POPULATION PROFILE

1. Population Growth and Density

Changes in population have extensive implications for planning because they affect the need for community facilities and services, land uses, and housing demand. Planning for population growth must be proactive to help guide growth as it occurs, rather than react to it after it is in place. Demographics and statistical information for this Comprehensive Plan are provided from the U.S. Census, the University of Virginia's Weldon-Cooper Center, and the Virginia Employment Commission (VEC) among other sources. As the result of delays in the release of 2020 US Census Data for demographics, current estimates from American Community Survey are also used.

According to the 2020 Census, Clarke County's population increased from 14,034 in the 2010 Census to 14,783 – an increase of 5.3%. This increase is more consistent with the 4.5% increase from 1990-2000, rather than the 10.9% increase from 2000-2010. The period from 2000-2010 can be attributed to the housing "boom" experienced primarily from 2001-2005. Clarke County has maintained a slower growth rate slower than surrounding jurisdictions, consistently lower than projections provided by the Weldon-Cooper Center.

Population density within Clarke County (persons per square mile) increased from 57 in 1980, to 70 in 1990, to 72 in 2000, and to 80 persons per square mile in 2010. According to the 2020 Census, Clarke County has 83 persons per square mile. This level of density remains considerably lower than in all surrounding counties**,** being less than half that of the next most dense jurisdiction, Warren County.

TABLE 5 – Population and Growth Rates, 1950-2020

Jurisdiction*	1950	1960	1970	1980	1990	2000	2010	2020
Clarke	7,074	7,942 (12.2%)	8,102 (2.0%)	9,965 (23.0%)	12,101 (21.4%)	12,652 (4.5%)	14,034 (10.9%)	14,783 (5.3%)
Loudoun	21,147	24,549 (16.1%)	37,150 (51.3%)	57,427 (54.6%)	86,129 (50.0%)	169,599 (96.9%)	312,311 (84.1%)	420,959 (34.8%)
Frederick/City of Winchester	31,378	37,051 (18.1%)	48,322 (30.4%)	54,367 (12.5%)	67,686 (24.5%)	82,794 (22.3%)	104,508 (26.2%)	119,539 (14.4%)
Warren	14,801	14,655 (-1.0%)	15,301 (4.4%)	21,200 (38.6%)	26,142 (23.3%)	31,584 (20.8%)	37,575 (19.0%)	40,727 (8.4%)
Fauquier	21,248	24,066 (13.3%)	26,375 (10.0%)	35,889 (36.1%)	48,860 (36.1%)	55,139 (12.9%)	65,203 (18.3%)	72,972 (11.9%)
Fairfax	98,557	275,002 (179.0%)	454,275 (65.2%)	598,901 (31.8%)	818,584 (36.7%)	969,749 (18.4%)	1,081,726 (11.5%)	1,150,309 (6.3%)
Berkeley, WV	30,359	33,791 (11.3%)	36,356 (7.6%)	46,775 (28.7%)	59,253 (26.7%)	75,905 (28.1%)	104,169 (37.2%)	122,076 (17.2%)
Jefferson, WV	17,184	18,665 (8.6%)	21,280 (14.0%)	30,302 (42.4%)	35,926 (18.6%)	42,190 (17.4%)	53,498 (26.8%)	57,701 (7.9%)

Source: US Census 2020 *County government unless otherwise specified

TABLE 18 – County Zoning Districts; Land Uses in Berryville and Boyce

Land Use Categories	Acres	%
Agricultural-Open Space-Conservation (AOC)	84,112*	72.7%
Forestal-Open Space-Conservation (FOC)	27,048	23.7%
Rural Residential	801	0.7%
Neighborhood Commercial	33	<.01%
Highway Commercial	143	0.1%
Light Industrial	0	0.0%
Boyce	232	0.2%
Residential	204	
Commercial	28	
Berryville	1,462	1.3%
Residential	1,045	
Commercial	384	
Berryville Annexation Area	257	0.2%
Residential	156	
Commercial	26	
Institutional/Open Space	75	
Industrial	0	
Total Acreage	114,103	100.0%

* includes 946 acres of Shenandoah River

2. Zoning and Subdivision

In 1980, Clarke County adopted a method of rural land preservation known as sliding-scale zoning. The primary purpose of sliding-scale zoning is to preserve agricultural land and the rural character of the County. This is accomplished by limiting the number of parcels that may be created, limiting the size of new parcels, and keeping residual parcels as large as possible. Sliding-scale zoning allocates dwelling unit rights (DURs) for parcels of land and a maximum number of dwelling units that may be built in the Agricultural/Open Space/Conservation (AOC) Zoning District and Forestal/Open Space/Conservation (FOC) Zoning District. That number cannot be increased unless parcels are rezoned in designated growth areas but is decreased as landowners build houses or place their property under permanent open-space easement. Approximately 27,111 acres of the County have been placed in permanent open-space easement. An additional 4,000 acres is recreational open space, primarily the Appalachian Trail.

A total of 6,696 DURs were initially allocated when sliding-scale zoning was implemented in 1980. As of December 2021, a total of 3,412 DURs remain unused. This equates to 2,541 DURs in AOC areas west of the Shenandoah River, and 1,158 DURs in FOC areas east of the river. When all DURs have been used in the AOC and FOC areas, the number of dwelling units in the rural portion of the County is intended to remain stable in perpetuity.

There are also areas of higher density residential parcels located in the unincorporated areas of the

CHAPTER II

Goals, Objectives, and Policies

1. **Agriculture**
2. **Mountain Resources**
3. **Natural Resources**
4. **Historic Resources**
5. **Conservation Easements**
6. **Outdoor Recreational Resources**
7. **Resource Conservation and Sustainability**
8. **Village Plans (Millwood, Pine Grove, White Post)**
9. **Designated Growth Areas for Development**
10. **Economic Development**
11. **Public Infrastructure, Capital Improvement Planning, and Fiscal Responsibility**
12. **Transportation**
13. **Broadband Internet Access**

GOALS

The goals for land use planning in Clarke County are to:

1. Preserve and protect the agricultural, natural, and open-space character of unincorporated areas.

2. Focus development within designated planning areas including incorporated towns and established village and commercial areas, utilizing design elements that balance compatibility with each community's needs and unique character.

3. Encourage and maintain a diverse and viable local economy compatible with the County's size and character.

4. Exercise stewardship over resources so as to reduce the consumption of nonrenewable resources, utilizing renewable energy whenever possible; and foster within the private sector of the County a culture of resource conservation.

5. Provide for the economical delivery of necessary public services in conformance with the Comprehensive Plan and its implementing component plans.

6. Prevent significant degradation of natural resources. "Significant degradation" is a measurable negative reduction in the quality or quantity of a natural resource.

7. Understand that policy decisions are precedent-setting and ensure that all such decisions are carefully and thoughtfully examined to determine their consistency with the Comprehensive Plan, the implementing component plans, and with the County's land use philosophy.

OBJECTIVES

Objective 1 -- Agriculture.

Encourage agricultural operations and productivity to ensure the preservation and availability of land for the continued production of crops and livestock through the following policies and the Agricultural Land Plan. Ensure that any limited residential, commercial, and other non-agricultural uses and activities do not result in significant degradation to natural resources or disrupt the character and functionality of agricultural areas.

Policies

1. Promote and protect agriculture as the primary use of land in rural areas and inform the public of benefits of this policy.

2. Support a vigorous agricultural development program in the County that emphasizes promotion of Clarke County agricultural products, encourages cooperation with

individual agricultural interests within the County and with advocacy agencies, and liaisons with counties in the area that have similar development programs.

3. Utilize the Agricultural Land Evaluation and Site Assessment (LESA) System to assess accurately the suitability of land for continued agricultural use. The LESA system provides an objective evaluation tool that scores the soils and physical conditions of a parcel for agricultural use.

4. Make land use decisions and plans that are consistent with LESA ratings. Approve conversion of important farmland to nonfarm use only if an overriding public need exists to change the land use. Important farmland consists of soils that are best suited to food, feed, fiber, forage, and oilseed crops and includes areas containing:

   - Prime farmland
   - Farmland of statewide importance
   - Farmland of local importance
   - Unique farmland

   Adopt regulations to limit future development in these important farmland areas in order to maximize the amount of land available for agricultural production.

5. Encourage the use of best management practices as outlined in the Chesapeake Bay Regulations and as determined by the Federal Total Maximum Daily Load (TMDL) program to improve water quality by the following methods:

   a. Making technical assistance available.

   b. Promoting public awareness on the benefits of, and necessity for, best management practices, erosion and sedimentation controls, storm water management and Chesapeake Bay Preservation Regulations.

   c. Assisting in the establishment of conservation plans for all farms adjacent to perennial streams.

   d. Encouraging all landowners engaged in agricultural activities to use the assistance of the Virginia Cooperative Extension Service, the Natural Resource Conservation Service, the Lord Fairfax Soil and Water Conservation District, and other public agencies.

6. Provide limited, low-density residential opportunities in unincorporated areas in a manner compatible with agricultural activities in the area of the county west of the Shenandoah River. Such residential development shall be consistent with the County's sliding-scale zoning regulations and shall not involve rezoning to a higher residential density to produce additional lots above the parcel's dwelling unit right allocation. Prohibit the rezoning of Agricultural-Open Space-Conservation (AOC) zoned properties to the Rural

Residential District (RR) in areas outside of designated growth areas and villages for new residential development. The purpose is to avoid loss of farmland, to avoid sprawl development, and to avoid consumption of potential conservation lands and open space.

7. To the maximum extent possible, separate nonagricultural land uses from existing agricultural lands and operations. Where nonagricultural operations are adjacent to existing agricultural operations, the nonagricultural operations should provide buffering in the form of fencing, landscaping, and open space. Require a right-to-farm warning notice to be included within the deed of dedication for new subdivisions in agricultural-zoned areas to promote awareness of living within an agricultural community.

8. With the exception of telecommunication and high-speed internet facilities, discourage extension of public utilities, including but not limited to public water and public sewer, and other growth-inducing public facilities into agricultural areas and land under permanent conservation easement.

9. Encourage all government agencies to minimize or eliminate adverse impacts that their programs and projects may have on maintaining the availability and use of agricultural land. Specifically, pursue legislation to limit the conversion of agricultural land to forest through nutrient credit programs that are used to mitigate stormwater impacts of development projects located outside of Clarke County.

10. Promote and support the renewal and expansion of the Clarke County Agricultural and Forestal District program by providing information on its benefits and incentives to associated farmland owners, timberland owners, and farm organizations. Use the Land Evaluation and Site Assessment (LESA) System for the objective and consistent evaluation of applications for additions to the Clarke County Agricultural District.

11. Support use-value taxation and other fiscal programs that help to alleviate economic burdens on owners of land used for agricultural, horticultural, forest, or open-space purposes (Code of Virginia, Section 58.1-3230, as amended). Promote existing and explore alternative strategies to protect agricultural land from escalating assessments as a result of development pressures.

12. Evaluate and consider implementing innovative land-conserving techniques as authorized by State law.

13. Agribusiness uses and activities are encouraged provided that:

    a. They are compatible in scale to and intensity with surrounding agricultural uses.

    b. They pose no threat to public health, safety, and welfare.

    c. They further the goal of preserving farmland, open space, and the County's scenic beauty and historic resources.

d. They do not result in significant degradation of natural resources.

14. Agritourism uses and activities are encouraged as a means of facilitating the onsite sale of farm products and promoting agricultural education and appreciation. All agritourism activities shall be incidental to and directly supportive of the primary agricultural use on the property. Any agritourism activities or uses that exceed the intensity of the primary agricultural use shall either be prohibited or be approved by special use or other governing body permitting action.

Objective 2 – Mountain Resources.

Preserve the natural beauty and protect the ecology of lands located east of the Shenandoah River to ensure that development in those areas is in conformance with their environmental limitations through the following policies. Applicable policies are found in this Objective, Objective 3 (Natural Resources), and the Mountain Land Plan. Recognize that the wooded and steep landscape of the mountain areas poses unique challenges to development and that regulations should be developed to address these characteristics.

Policies

1. Collaborate with agencies, organizations, and surrounding counties to develop plans and strategies to mitigate transportation, development, and other current and future impacts on mountain lands.

2. Encourage the use of best management practices as outlined in the Chesapeake Bay Regulations and as determined by the Federal Total Maximum Daily Load (TMDL) program to improve water quality through the following methods:

    a. Making technical assistance available.

    b. Promoting public awareness on the benefits of, and necessity for, best management practices, erosion and sedimentation controls, stormwater management and Chesapeake Bay Preservation Regulations.

    c. Assisting in the establishment of conservation plans for all farms adjacent to perennial streams.

    d. Encouraging the participation of all landowners engaged in forestal activities to use the assistance of the Virginia Department of Forestry, the Natural Resources Conservation Service, the Lord Fairfax Soil and Water Conservation District, and other public agencies.

    e. Supporting these and other innovative efforts to ensure continued water quality improvements in the future.

OVERVIEW

The Clarke County Comprehensive Plan utilizes a base plan structure with several implementing component plans. This document, the "base plan," contains goals, objectives, and policies that provide general guidance on land use decision-making. The "implementing component plans" are topic-specific plans that contain more detailed factual information than the base plan provides and strategies on designated growth areas, industry sectors, and County resources. Each component plan is considered to be part of the Comprehensive Plan.

Each component plan is developed, vetted, and adopted through the same public process required for the Comprehensive Plan, and each is reviewed and updated periodically to account for new challenges and impacts associated with growth and regulation. Component plans are standalone documents that can be obtained from the County Planning Department or the Clarke County website.

Below is a list of the current implementing component plans:

1. Agricultural Land Plan
2. Mountain Land Plan
3. Berryville Area Plan
4. Waterloo Area Plan
5. Double Tollgate Area Plan
6. Water Resources Plan
7. Historic Resources Plan
8. Transportation Plan
9. Recreation Plan

One new component plan, the Village Plan, is recommended to be created to provide guidance and recommendations for the future development of the County's three unincorporated villages (Millwood, Pine Grove, and White Post).

Two component plans that are not on the above list but were implementing components of the 2013 Comprehensive Plan are the Capital Improvement Plan and Economic Development Strategic Plan. The component plan status of these two plans was removed with the adoption of the 2022 revision to the Comprehensive Plan. A discussion of this change is included in the "Other Relevant Plans and Studies" section of this Chapter.

Revisions to both the Agricultural Land Plan and the Mountain Land Plan should include an evaluation of and recommendations for determining the compatible size, scope, intensity, and appearance of these and other similar non-traditional agricultural operations which may locate in the County in the future.

2. Mountain Land Plan

Adoption Date of Current Version: **June 21, 2005**	**Status of Five-Year Review Resolution:** **Overdue**
Corresponding Comprehensive Plan Objectives: • Objective 2 – Mountain Resources • Objective 3 – Natural Resources • Objective 5 – Conservation Easements • Objective 6 – Outdoor Resources • Objective 10 – Economic Development • Objective 13 – Broadband Internet Access	

Summary:
The Mountain Land Plan was first adopted in 1994 to describe the mountain environment located east of the Shenandoah River, to identify character elements that are important to the County's residents and stakeholders, and to outline a plan for future development patterns. The Plan was later revised in 2005 as most flat and easily accessible land in this area had been developed and parcels with more difficult access and terrain challenges were now being developed. The 2005 Plan contained numerous recommendations for the adoption of text amendments to various ordinances in an effort to address these development impacts. Recommendations addressed the following subject areas:

- Minimum lot size and required open space provision with subdivisions
- Subdivision design requirements including location of utilities, construction of private access easements, and location of propane tanks
- Allocation of dwelling unit rights in boundary line adjustment transactions
- Vegetative buffer and clearing limit requirements
- Clearing limits for agricultural uses
- Protection for slippage soils and strengthening of erosion and sediment control regulations
- Stronger regulation of forestry management activities

Since 2005, the Plan's recommended text amendments have all been addressed and most have been incorporated into applicable ordinances. Therefore, the 2005 Plan can be considered fully implemented.

Current Component Plan Objectives:
The objectives listed in the 2005 Mountain Land Plan are as follows:

1. Protect the forest resources of the area

2. Protect surface water quality of the area

3. Protect availability and quality of groundwater in the area

4. Protect wildlife habitats and ecosystems (including natural heritage areas)

5. Protect the scenic values and scenic byways of the area

6. Protect cultural resources (such as the Appalachian National Trail / historic structures/sites)

7. Ensure safe public and private roads

8. Protect private property rights

9. Provide for well-sited development compatible with the first eight objectives

Recommendations for Next Revision:
The Mountain Land Plan is the only component plan that has not been recently reviewed and updated, primarily due to the fact that the Plan is considered to be fully implemented. An update of the Plan would be an extensive project and likely a complete rewrite to address current-day issues that are facing the mountain areas. Previous work on the Plan involved extensive meetings with residents and stakeholders and drew active participation and public comment.

The next revision should take a similar community planning approach by soliciting comments on what issues are important to mountain residents and stakeholders, as well as whether the 2005 Plan's objectives remain relevant and should be documented and/or updated. Any new goals, objectives, and policies/strategies developed for the revised Plan should be vetted collaboratively with the public on an informal basis before developing a final draft for formal public comment. Given the extensive nature of a revision project for this Plan, it is recommended that no other major projects be undertaken simultaneously with this revision project unless they are related to and can be used to inform the Plan's revision.

Additionally, consideration should be given to revising the Mountain Land Plan together with the Agricultural Land Plan to develop a consolidated component plan for the County's rural, unincorporated areas. As listed above, the Mountain Land Plan's current objectives are also applicable to the non-mountainous rural areas west of the Shenandoah River. Combining these

The Livable Frederick Master Plan

Frederick County, Maryland

Adopted September 3, 2019

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Key Terms

Action Framework:
The third of three components that comprise the Livable Frederick Master Plan. Composed of a collection of goals, initiatives, and supporting initiatives that describe aspects of county policy related to community planning. Structured by four vision themes: Our Community, Out Health, Our Economy, and Our Environment.

Capacity:
The ability of our infrastructure and land use to perform adequately and meet present and future demand for use. Involves planning that is focused on assessing existing supply relative to demand, i.e. overcrowding in schools or congestion on roads, the determination and prioritization of needs relative to available resources, and the identification of solutions and interventions that will alleviate overloaded infrastructure, facilities, and land use. Plays a central role in community planning.

Generally consists of instrumental (implementation-oriented) planning, as contrasted with policy planning, which is typically normative (standards-oriented) in nature. Deals with the functionality of physical systems while policy planning deals with the strategic aspects of long-range planning.

Community Growth Area:
Defined geographic areas in the county, surrounding existing municipalities or surrounding developed county land, where new growth is directed. Work in conjunction with other mechanisms for directing growth such as land use designations, zoning, water and sewer provision, and funding prioritization for infrastructure development.

Codified by the State of Maryland through planning legislation passed in 2009, which established 12 Planning Visions. Specifically, section 1-201 Visions of the Maryland Annotated Code states that a planning commission must implement the following visions through the comprehensive plan, with the third vision stated as follows - growth areas: growth is concentrated in existing population and business centers, growth areas adjacent to these centers, or strategically selected new centers.

Development Framework:
The second of three components that comprise the Livable Frederick Master Plan. Provides an illustrated narrative to explain the important ideas and concepts regarding the geographic distribution of future growth supported by policy. Composed of two parts: a scenario planning element and a thematic plan element (which contains a plan diagram).

Historic Resources:
Historic resources may include buildings, structures, sites, districts, and objects that are associated with the history of our community. Historians and archaeologists consider a broad time period when assessing historical and cultural resources including pre-contact periods (aka prehistoric periods), European and American settlement periods, and the more than 240 years of history that have followed. Such resources may be important for association with a particular event or person, for association with a cultural group, or for architectural, engineering, landscape, or artistic design excellence. Typically, significance is evaluated for resources that are at least 50 years old, but significance is often found in more recent historical resources. Judgment is required to determine what is important to our history and culture. A resource that is important to our community but might never appear on a list of nationally significant places, can be historic.

When considering specific formal designations to local registers or historic districts, the significance of historical resources is evaluated according to the criteria specified in Frederick County's Historic Preservation ordinance (97-16-194). The criteria reflect the evaluation of resources used by the state and federal governments, but acknowledge that some resources may be considered significant only by Frederick County. Recognizing and conserving historic resources can help form community identity, promote economic development, enhance property values, build citizen awareness, and maintain a legacy of Frederick County to pass to future generations.

Implementation Matrix:
A simple and straightforward chart, intended to be available online, composed of all of the goals, initiatives, and supporting initiatives described in the Action Framework. Permits citizens, elected officials, county staff, and business owners to identify what is being proposed in Livable Frederick, what organization or agency might provide leadership, and how it may become reality.

Plan:
Broadly, a document that defines conditions of a current state, establishes the characteristics of a desired future state, and provides the analysis, information, and methods required to transform the current state to the future state. Boundaries of applicability can vary based on intent.

Policy:
Composed of ideas, concepts, principles, goals, and procedures that are endorsed as a primary means for setting a course for future action in the county, especially concerning community planning and land development. Establishes a normative basis to the actions of the county communicated in the Livable Frederick Master Plan (LFMP) through three components: a Vision, a Development Framework, and an Action Framework.

Resilience:
Broadly relates to the capacity to recover quickly from difficulties and adverse impacts, be they economic, natural, demographic, or political. A resilient system is one that reacts well to anticipated and unanticipated adverse conditions. Such systems are designed and implemented with due consideration given to a wide range of anticipated conditions. These must balance the cost of long term performance with the cost of allowing adverse performance.

Scenario Planning:
The structured analysis of alternative possibilities about the future pattern and form of growth in the county. Incorporated in the Livable Frederick Master Plan through partnership with Renaissance Planning. Involves three steps: 1) Macro-analysis of growth involving trends projections and a variety of forecasting methodologies, 2) Micro-analysis of locational preference and place characteristics, and 3) Outcomes analysis of impacts of various growth alternatives.

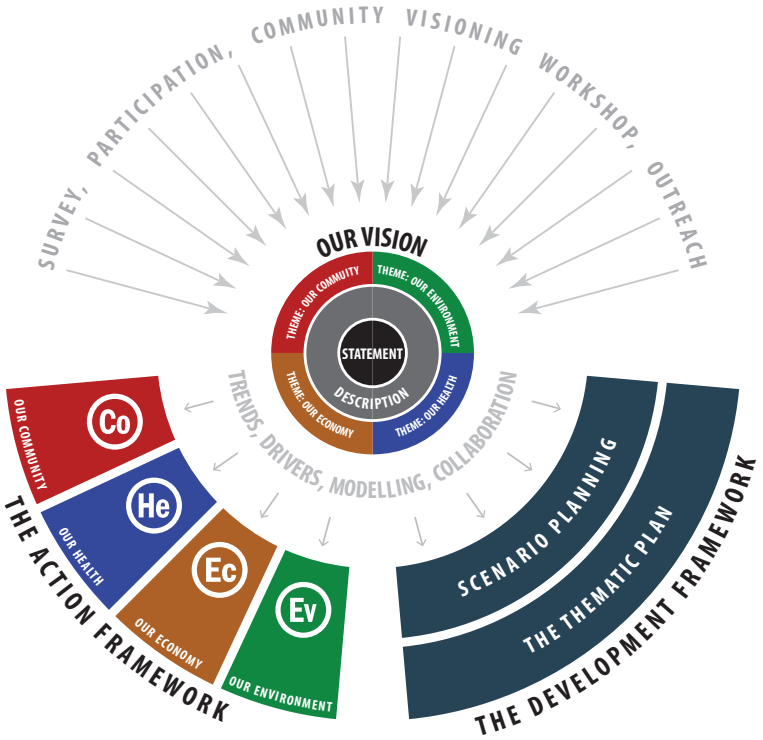
Small Area Plans:
Also referred to as Community and Corridor Plans, these are plans that address issues of a portion of the county, covering specific geographies that have cohesive characteristics. Allow geographically precise and focused updates to the comprehensive plan map, which includes land use, transportation, and community facilities. Additionally, allows updates to occur in tandem with municipal plan updates, supporting the development of consistency between county and municipal plans. With large area and functional plans, serve as a primary means of implementing the Livable Frederick Master Plan.

Can include two different geographic scales – communities and corridors. Communities are typically delineated by growth areas, but may also include portions of growth areas or county land outside of growth areas, depending on need and circumstance. Corridors may also be defined by growth areas, portions of growth areas, or areas of the county outside of growth areas, such as along major transportation routes.

Sustainability:
In the context of this document, sustainability refers to the continuity of a system or society where the replenishment of resources is integral to the function of the system as a whole. Describes a condition where the long term future of a system or society is supported by two factors – systems: the quality of the system's design, implementation, and routine maintenance actions, and resources: the cyclical allocation and replacement of vital resources.

As illustrated in the following diagram, the springboard for all of the content in this plan is Our Vision. This body of content informed the goals and initiatives articulated in the Action Framework, and shaped the diagrammatic general plan for the county articulated in the Development Framework.

The Three Part Structure of the Livable Frederick Master Plan



Our Vision

The first of three components that comprise the Livable Frederick Master Plan, Our Vision emerged from an extensive process of participation and input from citizens, employers, and leaders in the first half of 2016. Our Vision is a source of understanding about the meaning of livability in our county, and every strategy, goal, and initiative articulated herein emerged from this source.

The vision itself is composed of three parts: a statement, a description, and a set of four vision themes. Vision themes were derived from organizing content from the vision into four distinct, function-based groups. They are: Our Community, Our Health, Our Economy, and Our Environment. These four vision themes are described in the Action Framework and serve as the basis for organizing the policy content therein.

Additionally, the vision directly influenced the scenario planning process through the creation of four different countywide development scenarios. The scenario analysis became the basis for the creation of the Thematic Plan described in the Development Framework.

While Our Vision will serve to guide the County government in key areas of long-term and short-term public policy, the content of the Vision statement and description can also serve as a basis for discussion, agreement, and cooperation among other sectors with a stake in Frederick County's future. The local business community and its representatives, neighborhood and community groups, local and regional non-profit organizations, local institutions (educational, religious, agricultural, etc.), may all borrow freely from the work completed in the Livable Frederick visioning process. Our Vision can be described as 'open source' in the sense that we expect, and look forward to, other organizations finding value in its content, and potentially working with the County and others to achieve common goals.

The Development Framework

The Development Framework provides an illustrated analysis and narrative to explain the important ideas and concepts regarding the preferred geographic distribution of future growth. It is composed of two parts: scenario planning and a Thematic Plan (which contains a general plan diagram).

Scenario Planning

This plan utilized growth and development scenarios as a critical tool to evaluate Our Vision. The scenarios provided a systematic means of comparing the likely impacts – both positive and negative – of the planning policies articulated in the LFMP. The alternative growth scenarios modeled for this planning effort consider the relationship between aspects of Frederick County life that are important to supporting livability for our residents and visitors, including the economy, travel patterns, the environment, and the configuration of our neighborhoods. While these scenarios offer different versions of what Frederick County might become in the future, the differences are subtle. Why were the scenarios so similar to each other? The simple answer is that they shared common 'DNA', most notably in the form of the following two fundamental assumptions derived from Our Vision:

A Jobs-Based Approach to Future Growth Projections

Assumptions regarding future growth were based upon the jobs and economic activity that Frederick County residents desire. With economic prosperity as a basis for this plan, assumptions about how and where Frederick County will grow in future decades were made clear and became an important building block in all of the scenarios.

Several plausible growth forecasts were considered in the development of the scenarios: Maryland Department of Planning population growth projections, Metropolitan Washington Council of Governments (MWCOG) Cooperative Forecasts, and shift-share growth projections developed by Renaissance Planning. Of these, the growth projections developed by Renaissance Planning provided the basis for the scenario analysis because they provided detail by job and household type that was not available in other projections. Additionally, the Renaissance Planning projections applied shift-share forecasting methods to support the community vision of creating the jobs and economic activity that Frederick County residents want to retain, nurture, and attract.

Multi-Modal Accessibility Focus

Transportation concerns were at the top of many citizens' lists of things that needed to be fixed in our current and future planning documents. Commuters seek more time to spend with families and to contribute to their communities. Parents demand safe routes for their children walking to and from local schools. Health care professionals implore all of us to become more physically active. Hikers, hunters, and farmers – Frederick County's original environmental stewards - look for effective ways to protect our air, water, and land resources. The key to addressing all of these issues revolves around providing transportation choices and the land use patterns that support them. Automobiles, trains, buses, bicycles, and our own feet, will continue to serve us well in the future alongside of other modes such as autonomous vehicles. Citizens recognized the need to build a transportation system in Frederick County that supports "multi-modal accessibility," and this assumption has been 'baked' into the scenarios, giving us valuable feedback about the places where we will live, work, and play in the future. The four scenarios modeled are:

Business as Usual: This scenario assumes that we maintain the trajectory of our current planning policies, establishing a future direction that reflects past trends.

City Centers Rise: This scenario acknowledges the City of Frederick, and developed county land surrounding the city, as a major regional center for business, institutions, residential living, and culture. This scenario assumes that the growth potential of areas within and surrounding the city is maximized to create an even stronger urban center boasting walkable neighborhoods, historic character, and thriving commercial districts.

Suburban Place-Making: In this scenario, our suburban communities are recognized as vital places, loved by generations of Frederick County residents. This scenario assumes a pattern of reinvestment in suburban areas of the county in order to create additional opportunities to shop, work, and play closer to home.

Multi-Modal Places and Corridors: This scenario focuses on our physical connections to places beyond and within our borders. Existing rail and highway corridors connect Frederick County to the larger Baltimore-Washington Region and this model assumes a development pattern that makes efficient use of these transportation systems to move people, build new mixed use places, and catalyze the redevelopment of aging retail and office developments. The two primary corridors in this model – the CSX/MARC Frederick Branch and the I-270 Corridor – provide a framework for future development and redevelopment in the southern half of the county.

The scenarios were not intended to function as absolute choices between different options, but rather as a way of finding the best aspects of each to ultimately apply to the Livable Frederick Master Plan. The resulting planning document – including the Thematic Plan – was built using the best attributes of each scenario, and in the end, it can be said that the LFMP is the product of all four growth scenarios.

The Thematic Plan

The preferred pattern and geographic distribution of new development in the county is illustrated in the Livable Frederick Master Plan through a combination of written narrative and diagrammatic mapping. While this plan does not propose to eliminate the use of parcel-based land use mapping - in fact, the Comprehensive Plan Map adopted in 2012 will remain in effect with the adoption of this document - the reliance on parcel-based land use mapping as the sole means of communicating long-range planning goals cannot effectively serve the pursuit of a broader vision. This current effort renews a focus on broad vision and strategy by borrowing from the planning practice of a previous era in which the fundamental ideas for the future shape of Frederick County are presented in a simplified map – an annotated geographical diagram that is a central piece of the Thematic Plan. The following are five important aspects of the Thematic Plan:

- The Thematic Plan represents a vision for the entire county. The form, style, and content of the Plan Diagram share more with the 1959 Frederick County Plan than with the 2012 Comprehensive Plan Map.
- The primary focus of the Thematic Plan is on showing and explaining the geographic aspects of growth related policy preferences. Issues associated with capacity are addressed through the policies presented in the Action Framework. However, capacity-focused planning is intended to occur in separate planning efforts.
- A growth and development strategy for Frederick County is shown in the form of a diagrammatic map – the Plan Diagram. This is not a parcel-based land use map.
- The Thematic Plan keeps the focus on planning strategy, instead of planning tactics. Tactical steps that need to be taken in order to successfully achieve our vision, are addressed as initiatives and supporting initiatives in the Action Framework.
- The thematic, or strategic, approach to charting the future of Frederick County avoids the tendency of citizens, elected officials, and development professionals to immediately skip over policy and begin hammering out a revised land use or zoning map.

The ultimate strategy of the Thematic Plan is to...

...achieve a pattern of development that employs a jobs-based approach to growth and that is centered on multi-modal accessibility in Frederick County, taking advantage of the existing transportation systems in place, the future systems and technologies for moving people and products, and the innovative land use patterns that support transportation choices.

The Thematic Plan incorporates a pattern of growth that leverages the existing "pipeline" of conventional suburban development to satisfy a significant share of the short-term future demand for residences and

businesses, while supporting long-term future growth patterns that do not rely primarily on automobiles for access to jobs, shops, and homes. Finally, the Thematic Plan embraces a planning strategy that seeks to enhance growth and development opportunities in and around the City of Frederick, taking full advantage of the infrastructure, institutions, and magnetic appeal of our historic urban center.

The Action Framework

The Action Framework is a collection of goals and initiatives that describe county policy in support of Our Vision. It constitutes the complex and interwoven collection of high-level concepts and policies that feeds into low-level actions. These actions systematically describe a means of moving from the abstractions and general aspirations of the vision to the instrumental and functional details of implementing the vision. This hierarchical approach connects "things we need to do" to their broader purpose, with the ultimate purpose of any of the items in the Action Framework being the realization of Our Vision. Therefore policies articulated in the Action Framework are organized to reflect the four vision themes. Namely, they are:

Our Community: Policies within this vision theme address the underlying physical substrate of our community, composed of the infrastructure, community facilities, housing stock, and cultural and social resources that enable the county to function and prosper.

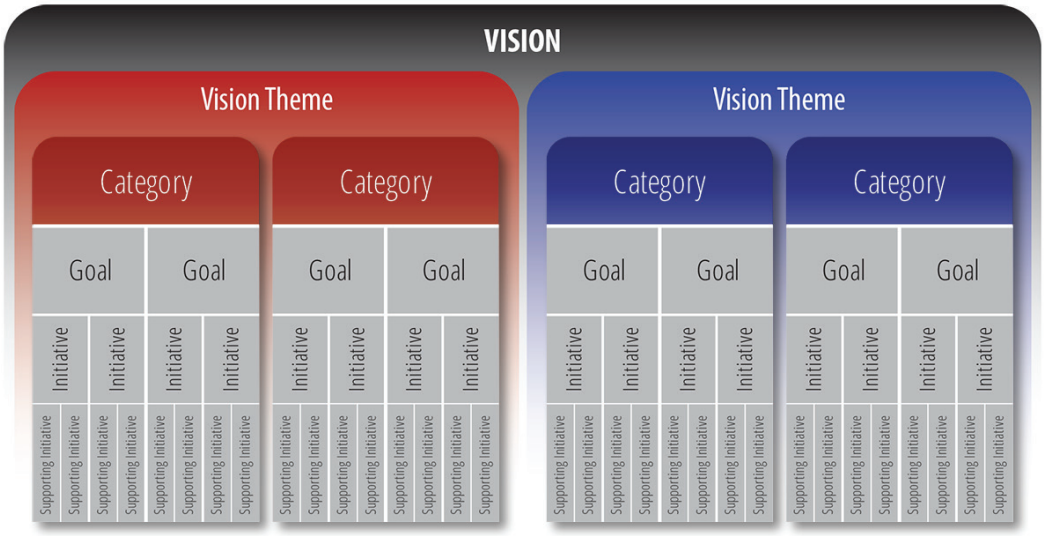
Our Health: Policies within this vision theme reflect a holistic attitude toward public health that integrates the influence of the physical environment upon individual behavior, as well as the availability of services.

Our Economy: Policies within this vision theme address the inter-relationship between education, economic growth, and social resilience, and focus on strengthening our assets while building our capacity for new and innovative approaches.

Our Environment: Policies within this vision theme address the relationship between our own growth and development, and the vital role of the natural, physical world as a resource and as an essential ingredient to support vital and livable communities.

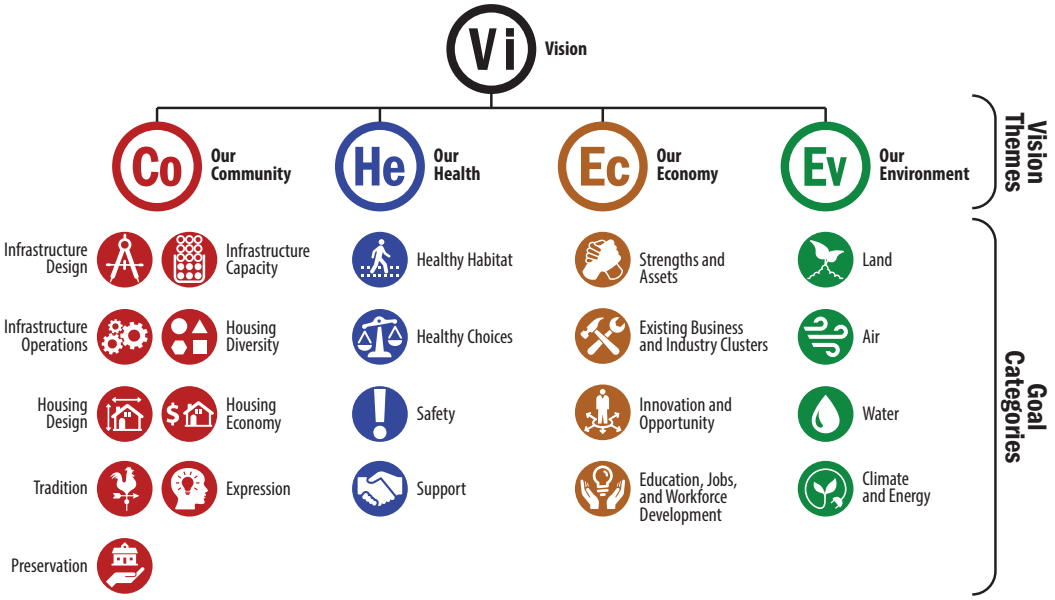
Beneath each vision theme is policy content composed of goals, initiatives, and supporting initiatives. These were originally developed with the direct involvement of over one hundred Frederick County community member participants, and were informed by the scenario planning process. The goals, initiatives, and supporting initiatives within this plan are organized into categories. Goals articulate a broad purpose within specific categories, initiatives offer more specific direction for achieving each goal, while supporting initiatives provide an even higher level of detail.

The Policy Structure of the Action Framework



Categories of policy are organized by vision theme, drawing a straight line of association between the Action Framework and Our Vision. The result presents a clear hierarchy wherein policies are organized, by their content, into levels that go from the broad (vision) to the specific (supporting initiative) and where lower level items are nested within higher level items that describe intent and purpose.

The Topical Organization of the Action Framework



A key to understanding the Action Framework is that while there is a substantial role for Frederick County Government, it is intended that non-governmental organizations will join with Frederick County and its municipalities in achieving Our Vision. This can occur through partnerships or through parallel benefit resulting from the independent implementation of organizational missions. The Action Framework was developed in partnership with business owners, advocacy groups, and non-profit leaders, and cannot be realized without the continued participation of citizens, developers, business owners, preservationists, farmers, environmentalists, and community organizations.

Goals and Initiatives: A Note Regarding Terminology

Aspirations, policies, goals, objectives, actions, strategies, tactics, initiatives… this kind of language for describing intended outcomes, and the specific means of achieving them, is prevalent in the literature of technical planning documents. The distinctions between their specific meanings can be subtle, and their meanings can vary by situation as well. Therefore, it is prudent to define the terms being used in this document up front.

The Livable Frederick Master Plan is a "policy-based" document. Policy in this case is defined broadly. It is not intended to refer to a prescribed set of behaviors or rules, but rather it encompasses a spectrum of goals, actions, strategies, theories, and approaches that are embodied throughout the LFMP. For example, within the Development Framework, policy is defined through diagrams and text. Within the Action Framework, policy is described in terms of "goals" and "initiatives." Indeed, in its totality, the LFMP is intended to be a clear and direct expression of community planning policy.

As stated above, this plan uses a "goals" and "initiatives" structure to articulate policy in the Action Framework. There are several reasons for this related to the relatively broad scope of comprehensive planning documents as well as the implicit and explicit meanings of the term "initiative."

The scope of this comprehensive planning document is all-inclusive. Therefore, there is limited utility in reducing every issue down to specific objectives or actions. The intent is often to allow subsequent, more narrowly focused plans to be developed for specific issues, projects, or places. These more detailed efforts will provide

10) Resource Conservation: Waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved;

11) Stewardship: Government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection; and

12) Implementation: Strategies, policies, programs, and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, state, and interstate levels to achieve these Visions.

Key Insights and Considerations

Based on the ideas presented in Our Vision, input from the Livable Frederick work groups, the scenario analysis, and other studies of existing conditions and future trends, this planning process revealed several key insights that influenced the creation of the Action and Development Frameworks and that will ultimately shape long term implementation strategies, regulatory updates, and future planning:

Pipeline Growth Does Not Sufficiently Reflect The County's Vision

As of January 2019, the residential development pipeline for both the county and municipalities included 21,348 available dwellings, with 11,789 located in the county jurisdiction and 9,559 located in municipalities. The prevailing development patterns reflected in this pipeline follow a lower density, single-family, suburban residential model. However, if this development reflects conventional models, the new growth will not match the community's aspirations as articulated in Our Vision, nor will this new development reflect changing trends or market preferences. Pipeline growth could also present challenges to Frederick County as it works to provide needed infrastructure - including schools, roads, and parks - to serve both new and existing neighborhoods. This insight suggests that Frederick County needs new templates for future growth.

Multi-Modal Choices and Active Living: A New Development Model

Developing a new multi-modal transportation network for Frederick County will improve the overall effectiveness of the system and create conditions which promote active living and improve the health of citizens. The reliance on cars as the only transportation option for people to get from point A to point B has created transportation challenges and led to less active lifestyles. We know that we cannot build our way out of congestion, but we can make our system of transportation more efficient by creating a more robust network of roads, transit services, bicycle lanes and pedestrian options. We can also create patterns of development - and grow employment locally - to make it easier for people to get to their jobs, grab a bite to eat, or shop, by taking a short walk, bike ride, transit trip - or even a shorter car ride. This effort could create an opportunity for a large share of our new homes and jobs to be located in areas where there are options available to residents to walk, bike, take transit, or drive shorter distances to reach their daily destinations.

More Housing Choices Necessary to Increase Livability

As housing affordability continues to be a strain for Frederick County citizens, the location and diversity of housing options should also reflect a consideration of creating and maintaining different housing price points – including housing options that remain affordable for as many citizens as possible. Where, and how, people want to live is changing. Different types of households, and people at various stages in their lives, have different needs and desires for the kind of place they want to call home. As the demographics of our community continue to change, so too should our housing options. Housing located in walkable, transit accessible locations can reduce household transportation costs, and reduce the overall housing cost burden on local families.

Reinvesting in Existing Places and Creating Great New Places

The Livable Frederick Master Plan places a premium on the future growth of our towns and villages. Each municipality in Frederick County determines its own amount, rate, and character of future growth – both residential and economic. Frederick County will endeavor to reinvest in its existing suburban communities while finding ways to encourage well-designed, sensitive, residential and employment growth in older villages that are well-suited for, and able to accommodate, appropriate levels of development and redevelopment. Older

The Livable Frederick Master Plan - through its frameworks for action and development - will provide guidance as more detailed analysis, physical planning, and design is provided for each community or corridor studied. Ultimately, it is through these planning efforts – as well as through developing and updating a multitude of relevant functional or large area planning documents like those for water and sewer infrastructure, parks, historic preservation, and transportation – that Livable Frederick Comprehensive Planning will become the living collection of documents that is envisioned.

Large Area and Functional Plans

Other means of amending the Livable Frederick Comprehensive Plan include large area plans and functional plans. Large area plans will provide focus on contiguous regions of the county, such as the Middletown Valley or the landscape and historic resources surrounding Sugarloaf Mountain. Functional plans will provide focus on specific "infrastructure" throughout Frederick County, such as transportation, agriculture, or natural resources. For example, the Green Infrastructure and Agricultural Infrastructure themes of the Thematic Plan are intended to pioneer focused planning efforts that will serve to update the comprehensive plan as a whole. A Multi-Modal Accessibility Plan could be developed as a comprehensive plan update to modify land use classifications and road classifications, or to indicate new connections.

Another important type of functional plan update involves the ability to make plan amendments that are not directly related to the targeted planning efforts identified above. Therefore, a "Land Use Maintenance Plan" is proposed in the LFMP as a mechanism to evaluate land use needs throughout the county that are outside of growth areas, and that are disengaged from specified large area plans or other functional plans. This plan is best updated cyclically.

Ordinances and Regulations

There is an expectation with the development of any land use planning document that changes will be required in the codes and standards comprising the rules of place-making. The Zoning Ordinance and Subdivision Regulations are the two most prominent codes that will likely require modification in the future to allow Frederick County to move toward Our Vision outlined in the Livable Frederick Master Plan. It is the intention of Frederick County to pursue changes to these codes as identified in the policies of this plan and, as needed, to address specific challenges and requirements identified in the Community and Corridor Plans. Topical amendments to the land development codes – outside of a specific area planning process – may also be necessary as Frederick County seeks to solve problems and meet the demands of infrastructure, housing, and employment.

Zoning Map/Land Use Map Amendments

When needed for the creation of a Community and Corridor Plan, amendments to Frederick County's Zoning Map or Comprehensive Plan Land Use Map will be developed and adopted as part of that process, or immediately following the adoption of the plan. It may also be necessary to address comprehensive plan mapping changes to large areas or sub-areas of the county in order to ensure consistency between these maps and the Livable Frederick Master Plan.

Planning Context

Comprehensive Planning in the State of Maryland

The Land Use Article of the Annotated Code of Maryland states that once a planning commission is legislatively created, it has the function and duty to prepare a comprehensive plan for its jurisdiction, and to present this plan to the local legislative or governing body for its consideration and adoption. The comprehensive plan must serve as a guide to public and private actions and decisions to ensure the development of public and private property in appropriate relationships. Each jurisdiction must review and, if necessary, update its comprehensive plan every ten years.

OUR VISION

Our Vision is composed of three parts: a statement, a description, and a set of four vision themes, with each section presenting a finer and finer grained depiction of Frederick County as envisioned in 2040. The "statement" is presented on the following page, and is intentionally succinct and broad. The "description" is on the pages that follow, and provides a more detailed narrative. The four vision themes - Our Community, Our Health, Our Economy, and Our Environment - are even more specific and detailed. They are presented in the Action Framework portion of the Livable Frederick Master Plan and form the aspirational basis from which the goals and initiatives in each section are derived.

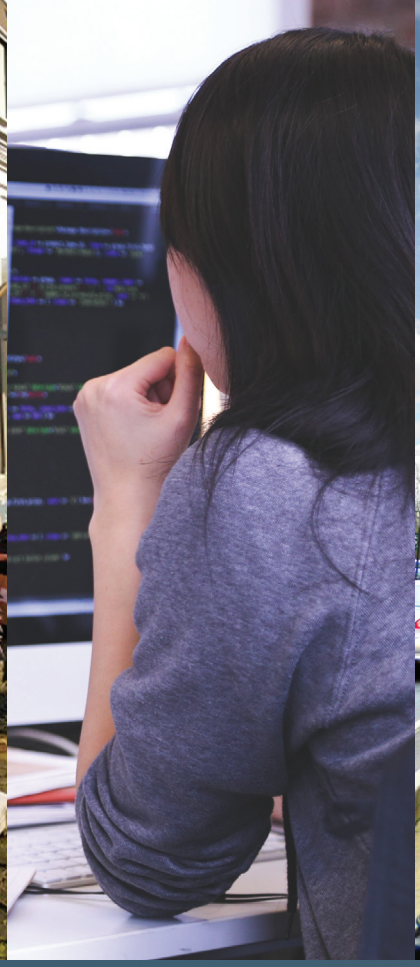
Vision Statement

IT IS THE YEAR 2040. FREDERICK COUNTY IS A VIBRANT AND UNIQUE COMMUNITY WHERE PEOPLE LIVE, WORK, AND THRIVE WHILE ENJOYING A STRONG SENSE OF PLACE AND BELONGING.

A Vivid Description of Our Vision

Our **COMMUNITY** *enables young and old to lead fulfilling lives. We ensure that all people can be successful, enjoy a* **HIGH QUALITY OF LIFE** *and are free from poverty.*

Residents are energized by our **UNIQUE SENSE OF PLACE,** *our rich and deeply rooted history, small towns, natural resources, and cultural amenities.*



Frederick County provides interesting and fulfilling **JOBS** *and options for everyone to support their families.*

We embrace businesses of all types and sizes to ensure a vibrant and **STRONG ECONOMY.**

We value our traditional industries while seizing the opportunities of **THE FUTURE,** *healthcare, biotech, advanced technology, and more.*

Making Our Community Vision a Reality

The Our Community theme supports the following State of Maryland Visions: Quality of Life and Sustainability, Public Participation, Growth Areas, Community Design, Infrastructure, Transportation, Housing, Economic Development, Environmental Protection, Resource Conservation, Stewardship, Implementation

Category: Infrastructure Design

Goals in this category concern the planning, collaboration, and technical problem solving that ensures that the design of the physical form and spatial patterns of our transportation and public infrastructure provides the best match for the desired function, behavior, or outcome.

Settlement Patterns	Diversified Mobility	1) Street type classification and complete streets manual 2) Master transportation plan with multi-modal accessibility focus 3) Transit hubs and local/regional transit connectivity 4) Countywide spoke-hub transit distribution paradigm 5) Transit friendly design guidelines 6) Non-motorized transportation plan 7) Road diets and bike/pedestrian retrofits 8) Complete and green streets in ordinance 9) Bike and pedestrian acceptance and outreach 10) Autonomous vehicles and Mobility As A Service
	Mixed Use and Density	1) Thematic plan based growth centers 2) Central places, colocation, and town centers 3) Public art to leverage transit use 4) Design guidelines for high density and mixed use development 5) Mixed use and infill opportunities and impediments 6) Transit-oriented development zoning 7) Existing infrastructure maximization and expansion 8) Redevelopment plans and supportive zoning strategies 9) Mix of park types - support of neighborhood parks
	Interconnectivity	1) Connectivity standards 2) Non-motorized connectivity and walkability improvements 3) Plans for local street networks 4) Interparcel connections 5) Stream corridors within growth areas as parks/greenways
Planning Methods	Small Area Planning	
	Multi-Modal Accessibility	1) Multi-modal component in travel modelling
	Community and Economic Modeling	
	Metrics	
	Collaboration and Coordination	1) Bike and pedestrian advisory committee 2) Central role for LFMP in CIP 3) Cross jurisdictional collaboration for planning and capital budgets 4) Maintain close working relationships with public space groups 5) Consistency between county and municipal plans 6) Municipal County Planning Agreement for annexations 7) County comp plan update concurrent with municipal update 8) Municipal county planning commission collaboration
	Smart Community Technology	
Appearance and Usability	User-Oriented Design	1) Streets as public space 2) County-wide wayfinding 3) User and research based signage ordinance 4) Native species in landscaping 5) Usable open space in new development 6) Public art integrated with public facilities 7) Artists and public facility design
	Context Sensitive Strategies	1) Rural roads support 2) Context sensitive landscaping and lighting requirements 3) Continuity of historic bridges 4) Deviations from standard buildings 5) Park development with natural and cultural resources 6) Scenic byway plans in ordinances
	Compatible Uses	1) Countywide noise ordinance 2) Highway noise overlay district 3) Sensitive siting of noise-generating uses 4) Airport land use tools 5) Noise and land use impact evaluation 6) Air pollution mitigation and reduction

Goal: Settlement Patterns

Create a system of land use, transportation and public infrastructure that prioritizes access through diversified mobility and integrated land use planning.

Initiative: Diversified Mobility

Support, initiate, and plan for changes to the physical form of our transportation and public infrastructure systems that enable a balanced mixture of transportation choices that emphasize walking, biking, and public transit.

Supporting Initiatives:

1) Develop a street type classification system for local street networks that augments the traditional highway functional classification system of the Comprehensive Plan. This can be supported through development of a complete and green streets manual and implemented through "small area" community and corridor planning.

2) Update the Master Transportation Plan (MTP) to address and incorporate the goals and initiatives of Livable Frederick.

3) Support the development of fixed heavy rail, light rail, and bus rapid transit including connections between existing and proposed local and regional residential and commercial development centers.

4) Continue the implementation of a countywide spoke-hub distribution system for transit shuttle services connecting growth areas throughout the county to Frederick City.

5) Support the implementation of the Transit Friendly Design Guidelines for development at all levels of review.

6) Re-conceptualize the Bikeways and Trails Plan as a non-motorized transportation plan, with specific emphasis on the inclusion of planning for pedestrians and walkability throughout the transportation system.

7) Employ the 'road diet' strategy to create systemic transportation improvements through lane reductions or road re-channelization to address how on-street bicycle and pedestrian improvements can be retro-fitted to existing roads, while thoughtfully integrating practical design elements to maintain a viable local transit system.

8) Create a complete and green streets policy that is supported by an ordinance and by design guidelines that augment or replace the Streets and Roads Design Manual.

9) Provide opportunities for bicycle and pedestrian safety education and enforcement.

10) Prepare for the mobility growth and travel pattern changes resulting from the anticipated rise of mobility services and autonomous vehicles.

Initiative: Mixed Use and Density

Promote land use patterns that support accessibility and diversified mobility through the geographic concentration of multi-functional uses, activities and destinations.

Supporting Initiatives:

1) Support policies that direct growth to Growth Areas and that correspond to the growth strategies described in the Thematic Plan.

2) Support policies and capital expenditures that result in the creation and enhancement of central public places within growth areas through the centralization and concentration of public community facilities, mixed land uses, and private development.

3) Support the use and appeal of transit and non-motorized transportation options through art projects, in any media, sited in community places that are open to the public that enhance public spaces and communities.

4) Develop environmentally protective design guidelines and best practices documentation for high density, mixed use, and transit oriented development that can be supported and reinforced by the county code and development review process.

5) Identify opportunity sites and determine impediments to mixed use development through consultation with the county's economic and environmental agencies and representatives of the development industry.

6) Establish appropriate Transit Oriented Development (TOD) zoning regulations in growth areas that are served by or could be served by rail service, local and regional bus transfer points, shared-use paths and ride-sharing facilities, maximizing both residential and employment densities at these prime locations.

7) Prioritize development - especially infill development and redevelopment - that maximizes the use of, or extension of, existing infrastructure systems while minimizing the creation of new infrastructure and loss of existing natural resources.

8) Prepare corridor and community plans for the redevelopment of targeted areas and provide appropriate zoning strategies, such as redevelopment overlay zones and form-based codes, to support implementation of plans.

9) Develop the park system with a variety of park sizes and types that balance active use and passive use, while supporting the provision of smaller, centrally located parks within neighborhoods.

Initiative: Interconnectivity

Promote the interconnectivity of the transportation system for all travel modes and at all levels of the transportation network and public infrastructure, especially for schools and libraries.

Supporting Initiatives:

1) Develop connectivity standards and supplement with guidelines to assist in development review.

2) Focus non-motorized connectivity improvements to services, schools, parks, civic uses, regional connection and commercial uses, with an emphasis on interconnections between central places to residential areas.

3) Create community and corridor plans that focus on the development of cross-parcel local street networks that support and emphasize non-motorized transportation and that minimize fragmentation of natural resources and habitats.

4) Require, where practicable, new development and redevelopment projects to provide interconnected street networks with small blocks and external inter-parcel connections.

5) Consider stream corridors within Community Growth Areas for development as public linear parks to allow for greenway/trail linkages both within and between these areas.

Goal: Planning Methods

Employ and develop up-to-date and appropriate methods to provide accountability as well as effective, efficient, resilient, and innovative planning and design.

Initiative: Small Area Planning

Implement small area planning through the Community and Corridor planning process that targets areas that are within growth areas or along transportation corridors between growth areas.

Initiative: Multi-Modal Accessibility

Maintain a travel demand model of the existing and proposed highway network to assist with identifying and assessing highway needs and analysis of corridor and community plan recommendations.

Supporting Initiatives:

1) Incorporate multi-modal analysis and modeling tools and methods to augment the impact and effectiveness of the roadway demand model.

Initiative: Community and Economic Modeling

Incorporate the use of planning, environmental, and economic modeling tools in future corridor and small area planning.

Making Our Health Vision a Reality

The Our Health theme supports the following State of Maryland Visions: Quality of Life and Sustainability, Public Participation Community Design, Infrastructure, Transportation Environmental Protection, Resource Conservation, Stewardship, Implementation.

Category: Healthy Habitat

Goals in this category concern the interaction between the built environment and public health, and the degree to which the habitat we build supports and corresponds to our biological needs.

Active Places	Community Design	1) Multi-modal accessibility development patterns 2) Interconnected street systems 3) Mixed-use and higher density walkable communities
	Proximity	1) Park requirements for new development 2) Universal design in parks 3) Zoning for all types of active uses
	Contextual Cues	1) Informational health-based signage 2) Public art promoting physical activity
Environmental Greening	Green Space	1) Landscape planning 2) Stormwater systems and passive parks 3) Community gardens 4) Landscaping requirements 5) Green infrastructure and parkland
Environmental Comfort	Desirable Density	
	Unpolluted Places	1) Outreach about pollution and toxic substances 2) Review air quality regulations 3) "Going Beyond Code" incentives
	Place Attachment	

Goal: Active Places

Ensure that the physical design of all of our communities, new and old, facilitate physical activity as an integral component of daily life for people of all ages.

Initiative: Community Design

Make physical activity more possible, convenient, and enjoyable by supporting the development of walkable, mixed use, and accessible communities that emphasize non-motorized transportation.

Supporting Initiatives:

1) Focus on development patterns that create multi-modal accessibility supportive environments composed of walking, biking, transit, as well as driving.

2) Advance the development of street systems that are fully interconnected, where travel is not funneled onto a few main routes but is rather distributed across a network of connections providing multiple options for reaching origins and destinations and spreading the travel load across a wider geographical area.

3) Support the development of communities that are mixed use and higher density, where the distance between origins and destinations is compressed, thus allowing access by means other than automobiles.

Initiative: Proximity

Increase the percentage of individuals in the county who live close to a location for physical activity, such as parks, hiking and biking trails, health clubs, fitness centers, and recreational centers.

Supporting Initiatives:

1) Create local active park requirements and standards for new development.

2) Ensure that all parks are accessible to people of all age groups and ability levels.

3) Review the Zoning Ordinance to accommodate for all types of uses that can provide for physical activities such as health clubs, dance studios, tennis clubs, fitness or recreational centers, and civic community centers.

Initiative: Contextual Cues

Support place-based strategies that influence people's choice to be physically active.

Supporting Initiatives:

1) Support the installation of informational signage at strategic locations, such as stairwells or in parking lots, which describe the health benefits of physically active choices.

2) Support the use of interactive art installations in any media sited in community places that are open to the public that promote physically active choices in strategic locations.

Goal: Environmental Greening

Evaluate and increase the opportunity if necessary to benefit from the positive health outcomes tied to exposure to nature by ensuring that all communities provide plentiful green space.

Initiative: Green Space

Increase the number of parks and other green environments throughout the developed areas of the county.

Supporting Initiatives:

1) Provide and maximize native species natural landscaping and planting within street rights-of-way at commercial and residential development and within public and private open space as a part of community specific and corridor specific planning in the county.

2) Combine accessible passive green space with stormwater management and natural resource areas in new and existing developments in the county.

3) Increase the development of community gardens within new and existing communities to increase access to green environments.

4) Reform landscaping requirements through the development of a unified development code or form-based codes to support a wider range of development contexts and to support site-specific recommendations made in community and corridor plans.

5) Support the preservation and development of green infrastructure as part of a larger countywide effort for natural resource protection and increased parkland.

Goal: Environmental Comfort

Ensure that ambient environmental stressors that adversely impact health and well-being are reduced or eliminated.

Initiative: Desirable Density

Create and implement density-based design standards to ensure that higher density development maintains healthy livability.

Initiative: Unpolluted Places

Mitigate and reduce exposure to all forms of pollution and toxic environmental substances impacting health.

Supporting Initiatives:

1) Pursue the development of outreach and public education programs to inform property owners and citizens about potential environmental hazards and ways to reduce hazard exposure.

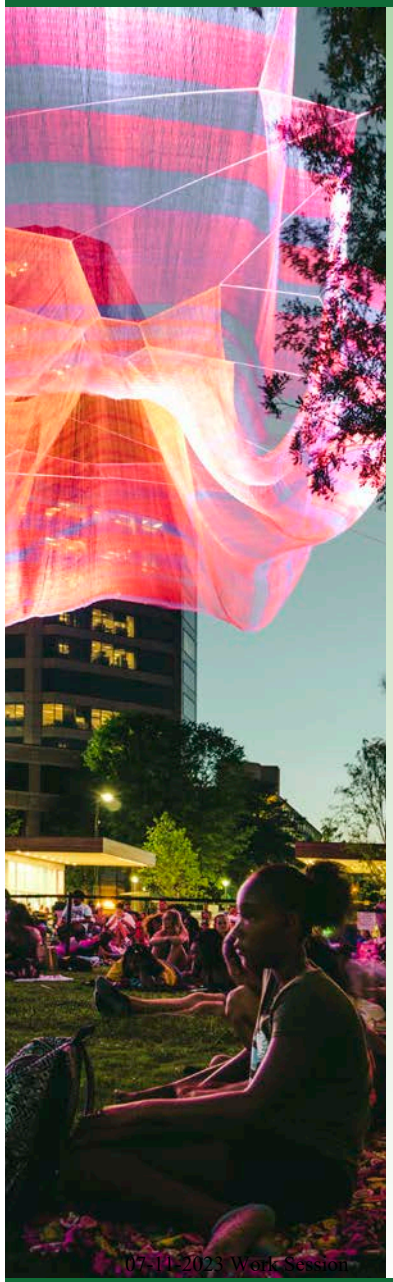
2) Review and update Frederick County Codes that regulate air pollution, such as Chapter 1-3: Air Quality Control.

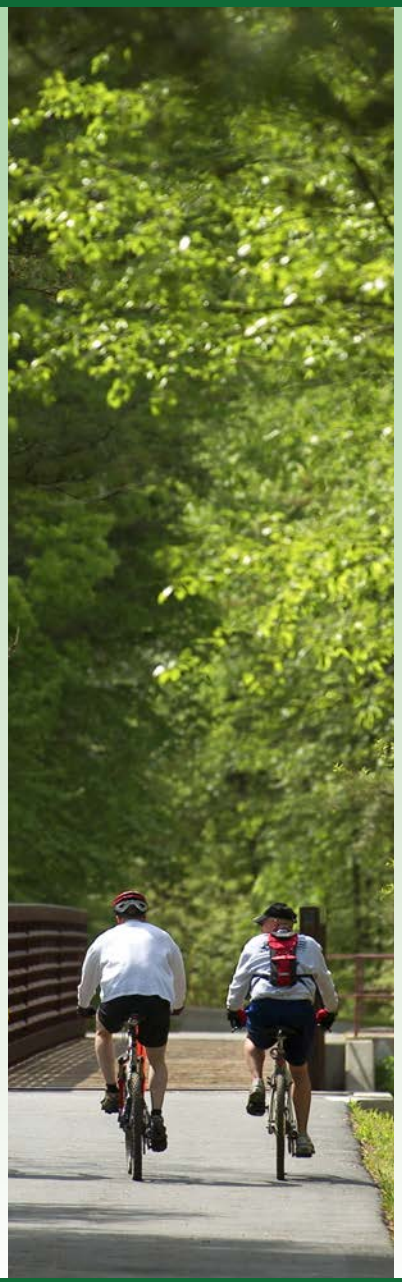
3) Consider and expand "Going Beyond Code" incentives to create effective green building programs for energy efficient and sustainable communities.

City of Greensboro
GSO2040 Comprehensive Plan

NC-APA Award Winner

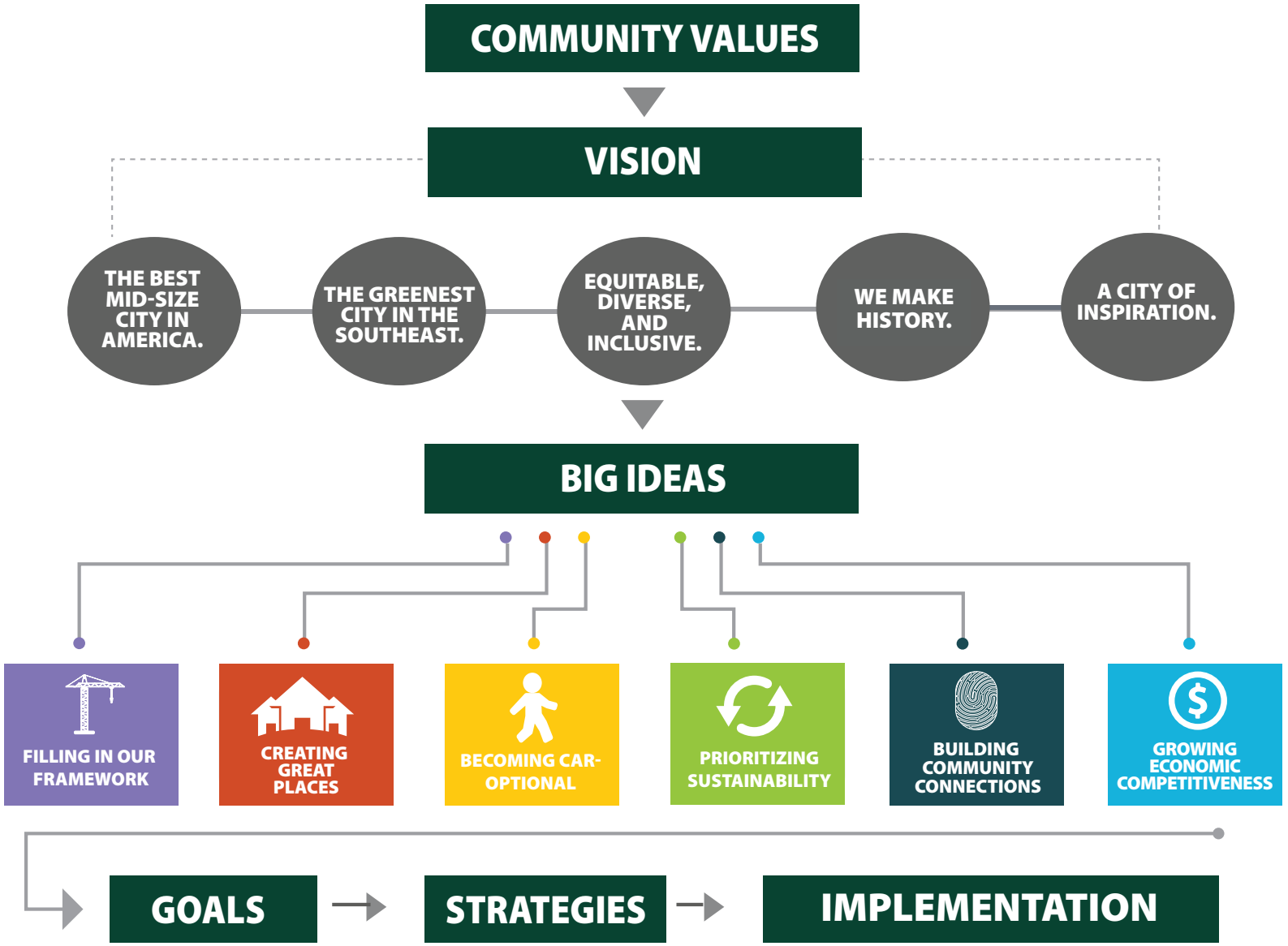
Adopted - June 16, 2020





GSO2040
PLAN COMPONENTS

***GSO**2040* expresses the community's vision for what it wants to be in 2040 and creates a broad framework of policies for achieving that vision. These policies are based on extensive public input and conversation, a review of data about the current state of the city, alignment of existing plans from City departments, collaboration with community partners, and a review of current trends affecting cities across the country. The Plan uses several key pieces to describe our current values, the vision of what we want to achieve, and the goals and strategies we will use to get there.



PART 1
BUILDING THE VISION

USER'S GUIDE

***GSO**2040* is a policy document used by city leaders and staff, developers, business owners, and residents to inform and guide land use and policy decisions.

As Used by City Staff

The Plan references and builds on the existing plans of City departments and community partners. City staff will consult it when reviewing changes to development ordinances, rezoning requests, and making recommendations for facilities, services, and capital improvements. Department heads will use the Plan to inform the preparation of work plans, budgets, and capital improvement programs.

As Used by the General Public

Residents will be able to refer to the Vision Statement, Goals, Strategies, and illustrative maps for assessing the potential for growth in individual neighborhoods and when addressing a particular proposal or other matter before the City Council or appointed boards or commissions. As common point of reference, the Plan will foster better discussion of the positive aspects of growth and development as well as concerns about changes to Greensboro

As Used by Appointed Boards and Committees

Members of appointed boards and committees will be able to use the Plan to carry out their work and mission. Some boards, such as the Zoning Commission and Planning Board, will more regularly consult the Plan for guidance in decision-making.

As Used by City Council

City Council will use the Plan as a guide when making decisions so that the long-term vision for the city is a consistent point of reference.

As Used by Other Agencies and Partners

A wide variety of Greensboro's partners, including non-profits, businesses, the education community, and nearby county and municipal governments, can use the Plan to identify and implement mutually supportive goals.

As Used by Development Interests

Developers, property owners, builders, and others involved in constructing our city will be able to consult the Plan to develop projects and site plans that consider the larger context, rather than focusing solely on individual sites. The Plan will create a starting point for conversation about important issues and questions that will be considered when making decisions about land use changes.

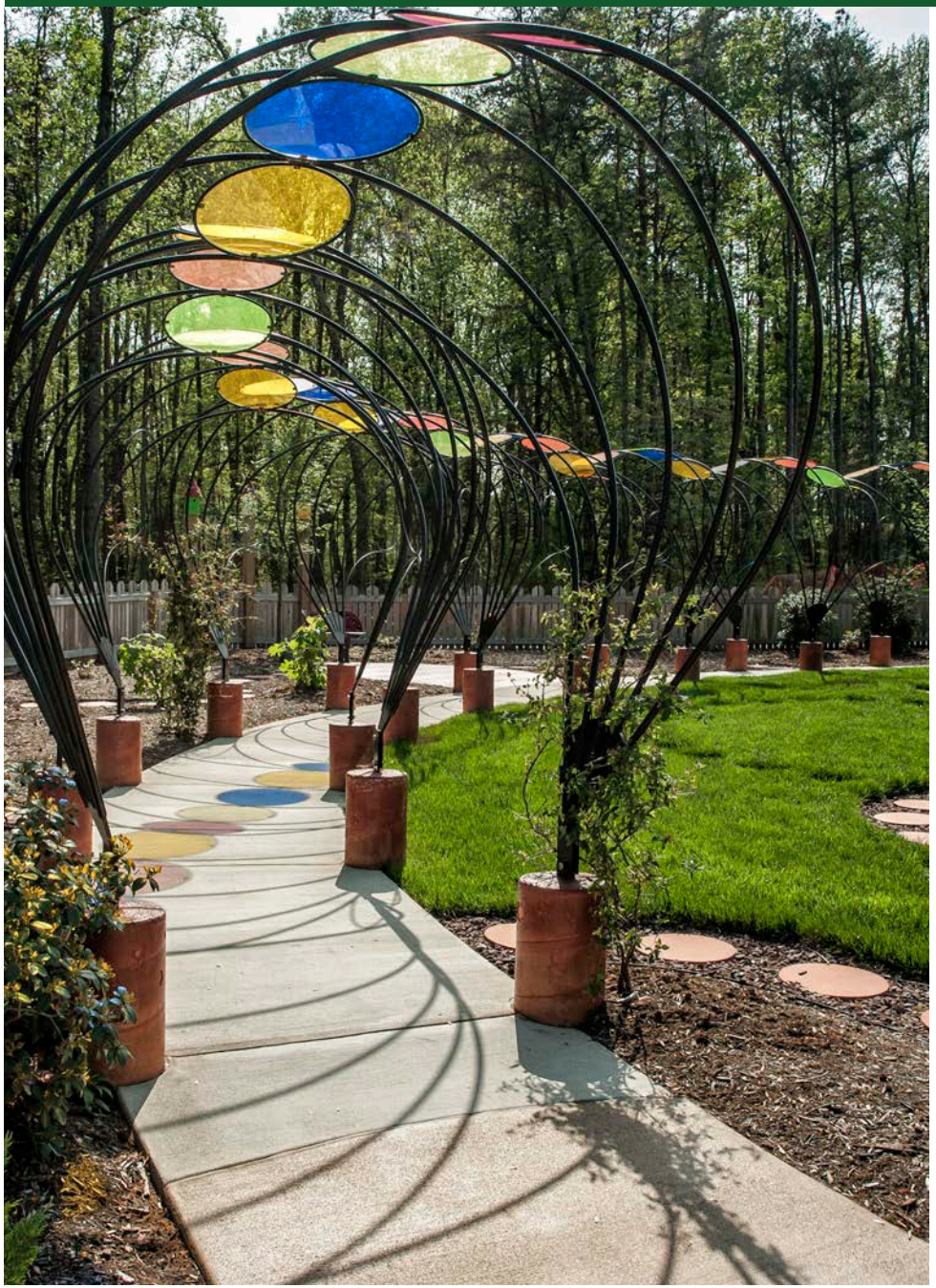
PLAN DEVELOPMENT PROCESS

RESEARCH AND BACKGROUND

Three essential resources were created as part of the background work of creating this plan. The documents can be viewed in their entirety on the City of Greensboro ***GSO**2040* Comprehensive Plan web page.

- A **Data Book**, which compiles and summarizes important long-term data about Greensboro and how we compare to other cities.
- A **Conditions and Trends Report**, which summarizes data trends in Greensboro and reviews ten major trends affecting cities across the country that are likely to impact Greensboro. These include topics such as technology, transportation, climate change, equity, and housing.
- A **Community Preference Survey** conducted by the National Association of Realtors (NAR) in conjunction with the Greensboro Regional Realtors Association. The NAR performs this survey every two years for the top 50 metropolitan areas across the country; this is the first stand-alone survey done.

Through the development of these documents, many key findings and topics were identified. These key findings highlight some of the major changes that occurred since the previous comprehensive plan and include some of the challenges and opportunities that Greensboro faces.



COMPONENTS OF THE PLAN

***GSO**2040* expresses the community's vision for what it wants to be in 2040 and creates a broad framework of policies for achieving that vision. These policies are based on extensive public input and conversation, a review of data about the current state of the City, alignment of existing plans from City departments, collaboration with community partners, and a review of current trends affecting cities across the country. The Plan uses several key pieces to describe our current values, the vision of what we want to achieve, and the goals and strategies we will use to get there.

Our Plan includes the following components:

Values	Our Values are the aspirations that are most important to the community today and were produced by thoroughly analyzing public input and priorities.
Vision Statement	Our Vision creates a picture of what we want to be true of our community in 20 years based on input from the public and from the City's leadership.
The Six Big Ideas	Our Six Big Ideas are the heart of the Plan. Extracted from our Vision, our Six Big Ideas incorporate our shared values and define the goals and strategies that make up the policies that will move us towards realization of our Vision.
Anticipated Land-Use Maps	Our Future Land-Use Maps, based on the policies in the Plan, are used to guide future land-use decisions for rezoning, annexation, and capital investment.
Implementation	Our implementation strategy includes annual updates and work plans that focus on high-priority components of the Plan.

OUR COMMUNITY VALUES

From extensive public input and the visions and goals of existing City plans, staff and the Advisory Committee shaped and refined the following values that represent what our community holds to be important.

It is important to our community that:

We are a vibrant, welcoming, and connected city.

We celebrate our heritage, our cultures, and each other.

We take pride in our neighborhoods, our businesses, and our shared spaces.

We shape our future and are stewards of our environment.

We all benefit from our prosperous economy.

Councilwoman Hightower speaking to meeting atendees at the Glenwood Recreation Center.

PLANIT GSO2040 Fair

OUR VISION

Our Vision expresses what we as a community aspire to be and provides a common touchpoint for making decisions and a consistent point of reference to manage changes in conditions in the future.

In 2040, we want to be able to say:

Greensboro is the best mid-size city in America.	Greensboro is an ambitious city that achieves and is known for great things. Our community is livable and active: friendly, warm, and welcoming, with all the amenities of a larger city.
Greensboro is the greenest city in the Southeast.	Greensboro is green in all ways: we have a resilient tree canopy, a vibrant park system, and we take care of our environment.
Greensboro is committed to equity, diversity, and inclusivity.	Greensboro is diverse. We commit not just to diversity, but also to inclusion and equitable participation and opportunity for those who live, work, or go to school in Greensboro.
We make history.	Greensboro honors and builds on its history and continues to make history as a forward-thinking city.
Greensboro is a city of inspiration and creativity where people and busineses thrive.	The culture of Greensboro includes arts, education, and a history of entrepreneurship.

PART 2
THE SIX BIG IDEAS

Participants providing their "big ideas" at the Leonard Recreation Center

WHAT ARE THE 6 BIG IDEAS?

Our Six Big Ideas are the framework for the ***GSO**2040* Comprehensive Plan. Each includes community-driven goals and strategies that together make up the policies Greensboro will use as it moves forward. These Six Big Ideas encompass various topics such as land use, housing, transportation, and the environment, and bring the components of the Plan together to facilitate coordinated action across City departments and the community as a whole. This framework structures how the City and its partners address issues and accomplish goals over the next 20 years and makes the Plan comprehensive in scope and approach.

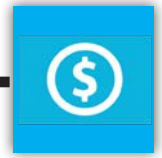
Filling in Our Framework describes our land use and development: how the patterns of buildings, roads, and other manmade parts of the city can create a more vibrant and livable Greensboro. This Big Idea focuses on how we arrange our land uses for where we live, work, attend school, shop, and enjoy our free time.

Creating Great Places describes the creation of interesting, attractive places and vibrant public spaces in neighborhoods across Greensboro, in downtown, and with our historic resources.

Becoming Car Optional describes our aim to expand quality transportation options beyond cars and maintain an efficient transportation system that allows people and goods to travel throughout Greensboro. This Big Idea focuses on lessening our dependence on cars and reducing the pressure to have multiple cars per household.

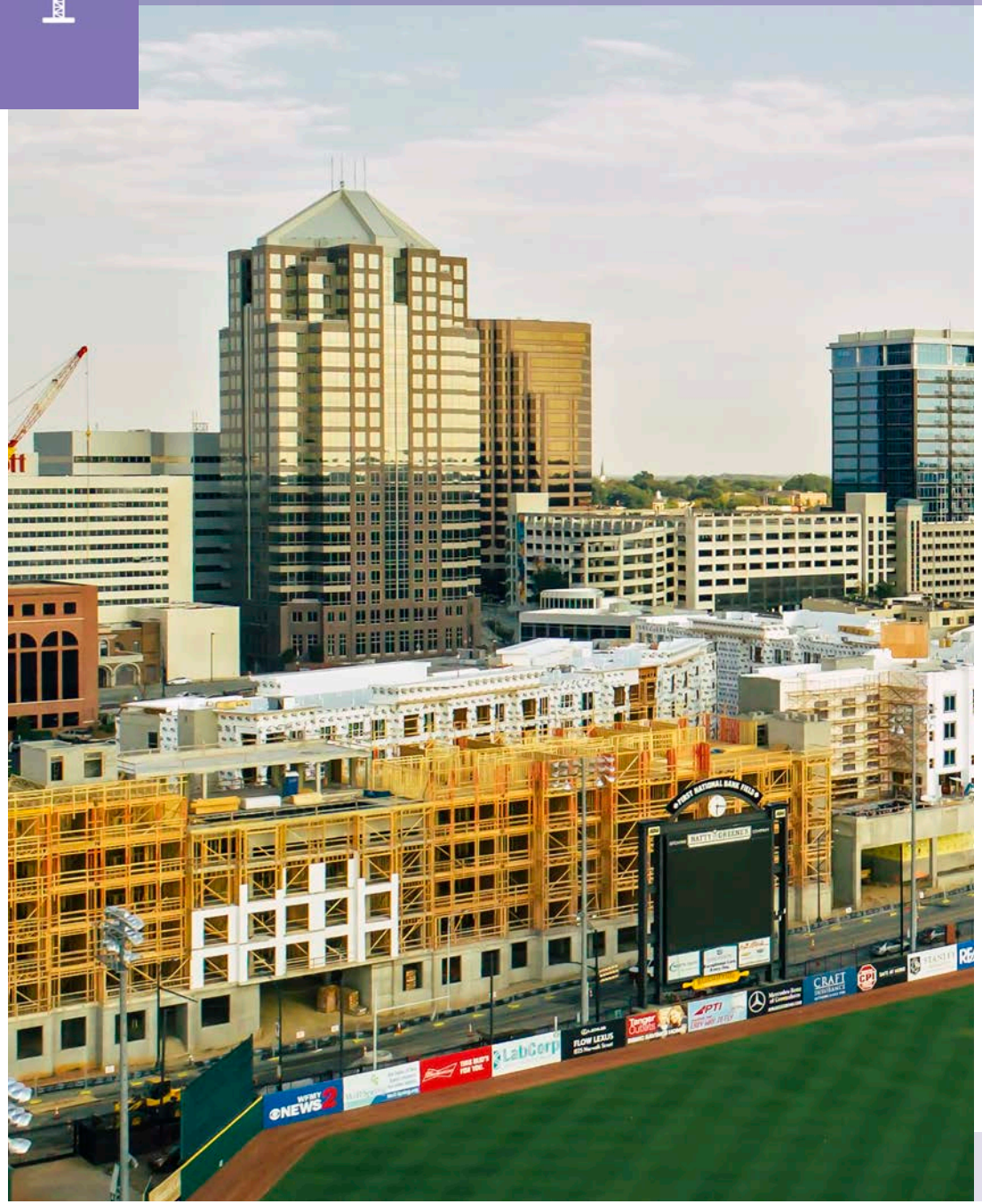
Prioritizing Sustainability describes our leadership role in environmental stewardship, social equity, and a resilient economy. This Big Idea focuses on protecting our natural resources, ensuring that residents live in a healthy environment with equitable access to public services and a voice in governance, while also making Greensboro's economy resilient to changes at the regional, national, and global scale.

Building Community Connections describes our quality of life, the culture, arts, and places that make Greensboro unique and memorable, and the ties that bind us together as a community. This Big Idea includes strategies to improve livability, strengthen neighborhoods, increases our public safety, expand housing affordability, and build Greensboro's identity as a University City.



Growing Economic Competitiveness describes building a prosperous, resilient economy that creates equitable opportunities to succeed. This Big Idea includes strategies designed to strengthen our economy through job creation and attraction, diversification of our local economy, and building a steady and growing tax base.

FILLING IN OUR FRAMEWORK



Filling in Our Framework is about land use and development: the pattern of buildings, roads, and other manmade parts of a city. It includes both what buildings are used for, from residences to businesses to large institutions such as hospital and college campuses, as well as how buildings are placed in relationship to each other and to the street. It addresses Greensboro's land use and development patterns with the intention to create mixed-use activity centers and build on and strengthen our existing mixed-use neighborhoods.

Why Fill In Our Framework?

To create the type of Greensboro envisioned in this plan, and to accommodate the future growth of the city, we will need to create opportunities for a wider variety of neighborhoods, in particular more mixed-use areas and areas with greater density. If done in accordance with the plan's policies this will result in a healthier, more prosperous, and more interesting Greensboro. All cities and neighborhoods change over time, and healthy cities evolve and grow with development that adds value and benefits to its surroundings. Some areas need reinvestment more than others, and some are better able to incorporate new growth, and planning for change takes this into consideration.

Infill is development of vacant, abandoned, passed-over, or underutilized land that occurs where a city has infrastructure such as roads, water, and sewer in place. Each site's context and unique circumstances will suggest a different suitable approach within a broad set of parameters, as described in the Plan's Anticipated Growth Maps. When done well, infill development reflects the character of the surrounding area and enhances nearby properties.

Greensboro's previous comprehensive plan, *Connections 2025*, had goals stressing infill, but programs have been difficult to design and implement. Infill goals and strategies help to create distinctive, walkable, mixed-use areas that can support a more robust transit network.

Creating well-defined opportunities for infill will help preserve and improve the quality of adjacent neighborhoods and greenspace and relieve pressure to develop at the edges of the city, which is significantly more expensive for the City over the long run.

ISSUES AND OPPORTUNITIES ADDRESSED

The goals and strategies in the Filling in our Framework Big Idea address the following issues discussed in public meetings or observed when collecting data about the City. More details are available in the Data Book, the Conditions and Trends Report, and in the public comment summary.

Preservation of Greenspace and Neighborhood Quality

Greensboro has an abundance of stable neighborhoods and greenspaces, including public parks. Population forecasts show Greensboro growing by more than 60,000 people over the next 20 years. This growth rate is higher than state or national averages, but not as high as other major cities in the state. People are aware of the need to grow and change, but concerned about the impacts of growth on both existing neighborhoods and greenspaces.

Housing and Neighborhood Options

National housing preference surveys and demographic trends point to a 20% to 35% gap between supply and demand for housing in walkable urban places during the next decade. Research by the National Association of Realtors and others indicates that baby boomers and millennials have very similar preferences regarding housing options and residential environments. Both groups strongly favor:

- Shorter commutes;
- Walkable urban neighborhoods over auto-oriented suburbs;
- Small or no yard to maintain;
- Rental over ownership;
- Living in proximity to shops and services;
- Living among people with a mix of incomes;
- Living in areas with a mix of residential options; and
- Access to quality mass transit.

In addition, research shows that the size and variety of housing types in the U.S. is not well-aligned with current or anticipated levels of demand. Currently 67% of occupied housing units in Greensboro consists of one- or two-person households. By 2025, 25% or fewer households in the U.S. will include children.

The term "Missing Middle Housing" refers to dwelling types that span the middle ground between detached single-family homes and mid-rise apartments buildings. Examples include duplexes, triplexes, and fourplexes; courtyard apartments; bungalow courts; townhouses; multiplexes; live-work units; and accessory units, sometimes referred to as "granny flats." Zoning codes in many cities, including Greensboro, and the financing restrictions of many lending institutions have led to limited construction of these traditional housing types over the past 75 years. Missing Middle Housing can effectively supply dwelling units at a greater density that appeal both to affluent buyers, young professionals, and meet the needs of low-income households with fewer options.

A Need for Distinctive Places

Greensboro is losing millennials and the generations that follow as a percentage of our overall population. One factor, frequently referred to as Placemaking, which makes a community desirable to everyone, is having public spaces that are inviting, social, and aesthetically appealing, to younger people in particular. Though specifically discussed in the Big Idea "Creating Great Places," creating a stronger network of walkable, mixed-use centers will form a platform for Placemaking.

Efficiency and Land Use

The overall density of Greensboro, as measured by the number of people per square mile, is less than most of the other major cities in the state. Though our density increased from 2000 to 2016, it was at a rate lower than any other city in North Carolina besides Fayetteville, which actually lost density during that period. As noted in our Data Book, most of Greensboro's growth during that time came from annexations, not from increasing the population within the existing City limits.

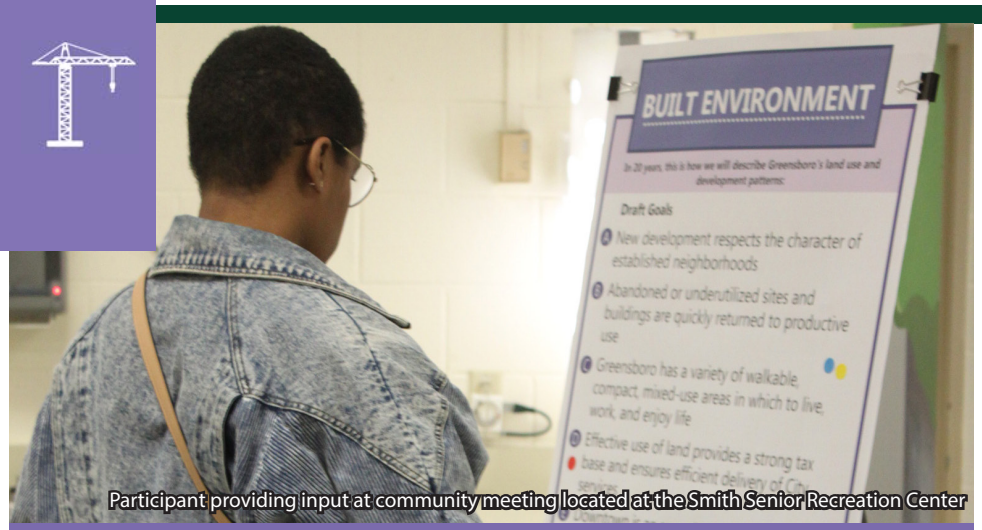
Lower density affects city finances in two ways. On the expense side, public services are delivered across the entire expanse of a city, and costs generally increase as a city grows. Expenses include the installation and maintenance of streets, water and sewer pipes, and other utility infrastructure and the delivery of public safety, solid waste collection, and other services. On the income side, denser, walkable, mixed-use areas generally have higher tax values per acre than other types of development. Not having enough density can make it difficult for a city to meet its long term fiscal needs.

In addition, infill makes use of investments that the City has already made in streets and other infrastructure, and leverages investments made in existing neighborhoods. Infill makes more efficient use of these existing assets, brings vitality into existing city neighborhoods, and puts higher-value property onto the tax rolls.

Creating More Transportation Options

Transportation and land use are connected; planning and constructing streets in coordination with the development pattern of adjacent land uses creates more efficient streets, as well as safer neighborhoods and shopping areas. Having transportation options in addition to private vehicles is important to a wide range of people in Greensboro.

Transportation options can include walking, public transit, cycling, and micromobility, the growing trend towards the use of electric scooters, electric skateboards, shared bicycles, and electric pedal-assisted bicycles. Interest in these options is frequently mentioned in public input as is preference for shorter commutes and walkable neighborhoods, even when the trade-offs are smaller houses and yards. Residents in more walkable neighborhoods reported greater satisfaction with their quality of life in the survey of Greensboro by the National Association of Realtors.



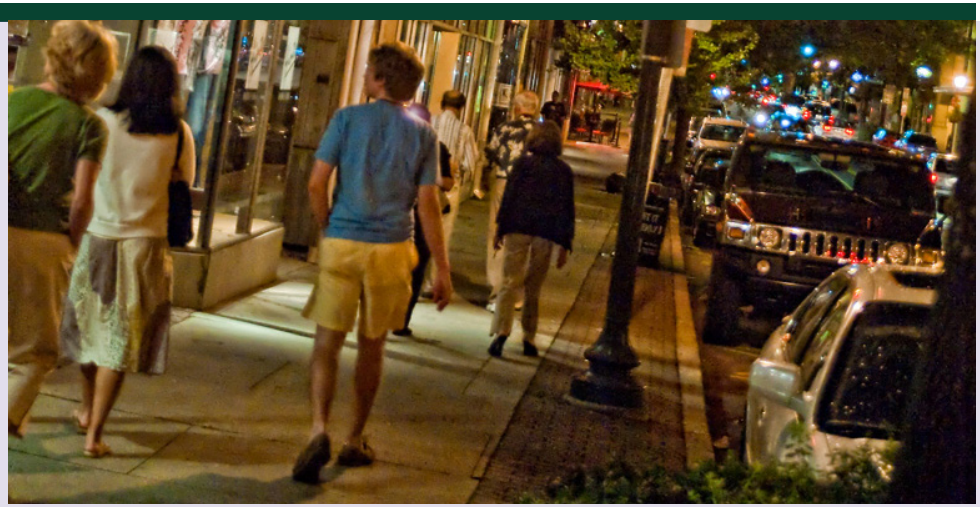
Participant providing input at community meeting located at the Smith Senior Recreation Center

OUR GOALS AND STRATEGIES FOR FILLING IN OUR FRAMEWORK

Goals and strategies for filling in the framework of Greensboro's built environment focus on appropriate infill opportunities, maintenance of a vital downtown, and preservation of the character of the buildings and neighborhoods that make up the history of the city.

"[The] built environment pays respect to natural environment, living and building with it rather than destroying and building on top of it."

Online Survey Response, 2019



Goal - A

Greensboro is recognized and admired for its attractive, walkable, and compact mixed-use activity centers where people live, work, and enjoy life.

Strategy 1: Encourage higher density, mixed-use, walkable infill development throughout the City of Greensboro. Successful mixed-use infill development requires different tools and approaches depending on its size and context.

In historically underserved areas of east Greensboro, create an infill program that supports and incentivizes walkable, mixed-use developments which coordinate with housing programs and high-frequency transit service.

Focus areas include: walkable, neighborhood-scale commercial development that serves surrounding residential areas, done in an incremental manner as new development occurs that builds on the existing character of the area; commercial corridors in coordination with increased, higher-frequency transit service; large, underutilized or vacant sites in commercial or light industrial areas; and along the boundaries of college campuses and other large, institutional uses.

Strategy 2: Ensure that mixed-use projects both strengthen and add value to the community. Architecture and urban design should be of high quality and should complement existing development. Projects should be coordinated with transit services and offer multiple mobility options. Additionally, new services and housing should augment, not displace, existing neighborhood-scale commercial development.

Strategy 3: Identify areas for walkable, mixed-use activity centers for future study and land-use planning.

Goal - B

Greensboro attracts world-class development to transform underutilized sites and buildings into valued assets that complement their surroundings.

Strategy 1: Maintain an inventory of key underutilized sites and structures and market them as opportunities to private industry and developers. Focus strategic public investment in adjacent community services, facilities, and infrastructure to attract maximum private investment. Reinforce economic development initiatives by coordinating them with federal and state funding directed to the revitalization of existing neighborhoods.

Strategy 2: Establish infill development guidelines that ensure revitalized sites will be of high quality and will complement existing neighborhood character. Collaborate with developers, the business community, and residents to develop guidelines pertinent to better understand barriers to development, what investments help encourage additional development, and the elements of new developments that add value for surrounding neighborhoods.

Goal - C

People choose to live in Greensboro because every neighborhood is safe and has convenient access to first-rate schools, services, shopping, parks, and community facilities.

Strategy 1: Employ a problem-prevention model to identify causes and solutions to neighborhood problems. Foster a formal process for collaboration and partnership between residents, City departments, and community agencies to work together as part of the problem-prevention model and implementation.

Strategy 2: Invest in building and maintaining quality, accessible public recreation centers, libraries, neighborhood park facilities, and other services to sustain livable neighborhoods. Build on partnerships between the City, residents, and Guilford County Schools to ensure our public schools are able to provide the highest level of educational excellence.

BUILDING COMMUNITY CONNECTIONS

Building Community Connections describes our quality of life and the culture, arts, and places that make Greensboro unique and memorable and the that ties us together as a community. This Big Idea includes strategies that improve livability, strengthen neighborhoods, and increase public safety, access to affordable housing, and public amenities. It encompasses historic preservation, arts and culture, and education. The strategies in this section will establish Greensboro's identity by promoting the cultural and educational opportunities that make Greensboro a vibrant place.

Why Build Community Connections?

Greensboro's community defines our city. One of the most significant threads in public comments was that people liked the friendly, engaging, and open spirit of Greensboro, and are very satisfied with the quality of life found here. In particular, people said they appreciated the number of amenities Greensboro has for a city its size. Focusing on community and the "softer" assets of the city is a vital part of the future of Greensboro.

CHAPTER 8: BIG IDEA - BUILDING COMMUNITY CONNECTIONS

ISSUES AND OPPORTUNITIES ADDRESSED

The goals and strategies in the Building Community Connections Big Idea address the following issues discussed in public meetings or observed when collecting data about the City. More details are available in the Data Book, the Conditions and Trends Report, and in the public comment summary.

Diversity of Population

Greensboro has a diverse population. Over the past decade, the city has evolved into a majority non-white city with the highest percentage of non-white population compared to other large cities in the state. Greensboro is a resettlement community; almost 34,000 residents of Greensboro were born outside of the U.S. City of Greensboro customer service provided assistance to non-English speakers more than 2000 times between July 2018 and June 2019, in languages such as Spanish, Swahili, Vietnamese, Arabic, Nepali, French, Mandarin, and Kinyarwanda.

Changing Age Demographics

The median age in Greensboro in 2018 was 34.3 years; this is younger than the median age for both North Carolina and the U.S., but is older than most of the other major cities in the state. Greensboro is home to several colleges and universities, which likely contributes to its lower median age. However, we are losing younger people as a share of our overall population; between 2000 and 2016, the group of age categories between 55 and 74 experienced the greatest increase and the group between 20 and 44 the greatest decrease. The loss of younger generations is troubling as it may lead to a vacuum in the employment pool and diminish the overall vitality of the community.

The number of older residents in Greensboro is increasing, due in part to the fact that many people stay in Greensboro as they age, and that North Carolina is a destination for retirees. This can have positive impacts on the area's economy and increase levels of civic engagement and volunteerism. It also presents a market for diversifying housing stock and making neighborhoods more walkable and transit-friendly to enable residents to age in their own community rather than move. Overall, the goals ***GSO****2040* align with those of the AARPs Domains of Livability and being an age-friendly community.

Embracing Our Universities

Greensboro is home to seven institutions of higher education with a combined student population of approximately 60,000. These institutions play a vital role in the civic, cultural, and economic life of Greensboro and leverage quality growth and investment on the edges of their campuses. Making students feel at home while they're away from home benefits the community as a whole, and positioning the schools as community assets is a vital step in embracing an identity as a University City.

Historical Significance

Greensboro encompasses an area that has seen historical events of monumental proportions over the years from a pivotal Revolutionary War battle in 1781 to a peaceful lunch counter protest in 1960 that sparked the sit-in movement across the south. New Garden Quakers were actively involved in the anti-slavery movement, and the first documented case of Underground Railroad activity was in 1819 when Vestal Coffin aided local slave John Dimrey. Through strategies aimed at increasing diversity, embracing others, and remembering our history, the city will continue to honor those who came before us.

Station at the 2040 *PLAN*IT GSO Fair

OUR GOALS AND STRATEGIES FOR BUILDING COMMUNITY CONNECTIONS

Our goals and strategies for building community connections focus on what makes us a unique community, be it our diversity, our history, the presence of higher education, or the events and festivals we hold.

"I love this city because it's a melting pot of people of different backgrounds and cultures. The arts are rich with culture and diversity."

City Academy, 2017

Goal - A

Greensboro is a thriving, dynamic, and livable city that people love to visit and call home.

Strategy 1: Develop a process to understand, measure, and build on the qualities of Greensboro that make it an excellent place to live. Identifying the key elements that we want to measure and improve will make quality of life issues more tangible, particularly for the elements that make Greensboro feel open, friendly, and welcoming.

Strategy 2: Actively celebrate the city's unique and positive attributes, like its strategic location in the state and region, and market Greensboro as a tourist destination. Identify the reasons why residents and visitors love our city and make those known. Additionally, identify Downtown as the key central area of Greensboro and highlight its importance to the city. The places that residents and visitors gather should leave a lasting impact.

Strategy 3: Comprehensively delineate and create land-use plans for the areas around significant gateways that define key entrances to the city, and continue to build a program that creates design elements that clearly indicate to visitors that they have arrived in Greensboro and that make a positive and memorable first impression.

Goal - B

Greensboro's cultural identity—our museums, libraries, arts communities, festivals, and events— is a source of pride and shared experience.

Strategy 1: Strengthen sustainable support for arts and culture that creates an environment for artists and cultural organizations to flourish, increases public participation, and builds Greensboro's ability to attract artists. Advance cultural parity and arts participation for all Greensboro residents by focusing on equitable access to programs and resources for success. Continue to promote Greensboro as a tourist destination for sports, arts, festivals, and events related to higher education.

Strategy 2: Locate public art strategically in neighborhoods throughout Greensboro to create unique and memorable public spaces. Distribute art installments and cultural activities across Greensboro to show the uniqueness of Greensboro's neighborhoods and create more reasons for people to visit different areas across the City. Foster relationships between artists and residents, making cultural activity a point of civic pride for all residents.

Goal - C

Greensboro treasures its history, honors its role in the civil rights movement, and celebrates its diversity through engagement and inclusion.

Strategy 1: Actively celebrate Greensboro's rich history. Market the fact that Greensboro is a place that "makes history" for tourism, economic development, and college recruiting. Continue to celebrate Greensboro's role in world-changing events like the Battle of Guilford Courthouse and the Greensboro Sit-ins.

Strategy 2: Embrace a broad definition of diversity, protect vulnerable populations, and continue our tradition of being a safe haven for refugees and immigrants. Celebrate the wide range of cultures present in Greensboro, provide opportunities for cross-cultural relationships, and continue to facilitate everyone's participation in city governance through groups like the International Advisory Committee (IAC).

Map workshop at the Advisory Committe meeting

Planning staff discussing maps for the comprehensive plan

Introduction

Maps and graphics are an important component of any comprehensive plan. These maps are the manifestation of the values, vision, and policies of the plan, and place the plan's recommendations onto the geography of the city. The maps are advisory in nature and function as a guide to which policies to consider when making decisions about land uses. Although used most frequently in rezoning cases, they also inform other aspects of a city's desired growth pattern such as capital expenditures.

This chapter begins with maps that describe the current conditions of Greensboro:

- **Existing Built Form;**
- **Existing Centers and Corridors;**
- **Current Influences on Growth;**
- **Growth Tiers, in the area between the City limits and the Water/Sewer Service Boundary;**
- **Existing Neighborhood, Corridor, and Redevelopment Plans; and**
- **Economic Development Areas.**

These maps inform the creation of the future land use maps that illustrate the community's vision and the Plan's policies. The Anticipated Growth Map section of this chapter includes:

- A **Future Land Use Map (FLUM)**, which shows broad categories of land uses;
- A **Future Built Form Map (FBFM)**, which shows the context for development; and
- A description of how to use these maps to assess the consistency of a zoning requests with the policies in the ***GSO****2040*.

Plan implementation will involve direct City investment and action steps, but many of the changes will be driven by economic activity and reinvestment, some of which will require changes in zoning. The policies in the Plan will be used to consider land use changes that will incrementally move Greensboro towards the city described in the Plan's Vision and Values. The Plan's policies and the maps depicting Greensboro's future growth pattern are a key part of the decision-making process for zoning and development matters that come before the Zoning Commission and City Council. They also describe broader land use planning and policy objectives for Greensboro and set the context in which future development is considered. The Anticipated Growth Maps show what the Plan seeks to preserve and create regarding quality of life in our community.

Though the two Anticipated Growth Maps specifically reference the city's future development, all of the maps in this section should be viewed as a system, and not viewed on their own or without reference to the policies listed in this Plan.

What do the Anticipated Growth Maps do?

Provide a framework for discussing Plan policies + aspirations when making land use decisions. They are not regulatory.

- Inform changes to the development ordinance
- Inform the funding of large, capital projects
- Frame the policy discussion in rezonings, but are NOT zoning maps

GSO2040 has 2 maps that work together:

WHAT
Future Land Use Types: WHAT land uses we want to see developed

+

HOW
Future Built Form: HOW the pieces fit together

Often, rezoning requests accompany proposed land use changes. As part of the decision process, Zoning Commission or City Council will use the Anticipated Growth Maps as a guide to policies that assist in making a determination and statement that the request is either consistent or inconsistent with *GSO2040* policies. If the request is inconsistent with the plan and the rezoning is approved, the maps are considered to be amended.

Review Questions **listed in the plan**

Review relevant policies **+ big ideas**

RICHMOND 300

A Guide for Growth

Designing an equitable, sustainable, and beautiful Richmond for its 300th birthday in 2037

Master Plan
City of Richmond, Virginia

Final | September 29, 2020

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Master Plan Purpose and Process

Purpose

The Master Plan is an important document because it provides a framework for the City, the development community, business owners, and residents to shape the growth of Richmond.

This Master Plan also sets the guidance to initiate and evaluate policies, programs, and zoning changes, and to guide the City's capital improvement plan.

Richmond is 62.5 square miles and is not allowed to annex land. The Master Plan helps determine how to plan for growth within the constrained footprint of the city. Furthermore, every jurisdiction in Virginia is required to prepare a master plan (also known as the comprehensive plan) per the Code of Virginia (§ 15.2-2223) and review it every 5 years.

Process

***Richmond 300* was developed by thousands of Richmonders.** The process to develop the Master Plan included reaching over 8,500 people during over 100 *Richmond 300*-sponsored meetings and over 220 civic association meetings, City Council district meetings, and festivals such as the 2nd Street Festival and National Night Out. During the planning and draft review process from September 2018 to August 2020, City Staff received and read nearly 5,000 responses to *Richmond 300* surveys and over 2,100 comments on the draft Master Plan maps and content. In addition to the 21-member Advisory Council who dedicated 2.5 years to this process, another 209 people served on Working Groups to shape the content of the plan. Please see the Appendix for a detailed description of the community engagement process.

Master Plan Users

CITY STAFF, COMMISSIONS, & ELECTED OFFICIALS

- Identify areas well-positioned for growth and reinvestment
- Strengthen/grow neighborhoods and Nodes
- Determine how to maximize return on public investment
- Manage capital funds projects
- Develop budgets
- Pursue federal, state, and other grants
- Advance priorities for community wealth building

DEVELOPERS, DESIGNERS, & BUILDERS

- Purchase real estate
- Decide whether it is most appropriate to reuse or construct new buildings in a given location
- Identify likely hot spots for development
- Understand the City's development priorities
- Align design/ development ideas with City goals

RESIDENTS, NON-PROFITS, & BUSINESS OWNERS

- Expand, start, or relocate a business
- Purchase real estate
- Renovate an existing building
- Improve a local park
- Find a suitable location for a community garden
- Attract a new business or service to a neighborhood business district

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Master Plan Context

Richmond is on the map.

Richmond has been experiencing remarkable growth. Richmond added more than 32,000 residents between 2000 and 2019, as shown in Figure 1. Richmond's sustained growth in population is something the city has not experienced in over a century. From 2000 to 2019, Richmond's population increased by 17% from 197,790 in 2000 to 230,436 in 2019. The last time the city grew over a 20-year period without annexing land was from 1920 to 1940, when the population increased by 12%. The last time the city population grew over a 20-year period by more than 17% without annexing land was from 1880 to 1900 ,when Richmond grew by 34%, as shown in Table 1.

Young adults and retirees are driving the growth, as shown in Figure 2. Population growth is driven by a number of factors—but mainly, Richmond's population growth comes from people leaving more expensive metropolitan areas in search of less expensive housing and a high-quality of life. Richmond has a higher growth rate in millennials and baby boomers as compared to the neighboring counties. From 2010 to 2018, the number of 25- to 34-year-olds in Richmond grew by 43% compared to 6% and 11% growth in Henrico and Chesterfield, respectively. During the same time period,

32,000+

number of residents Richmond added from 2000 to 2019

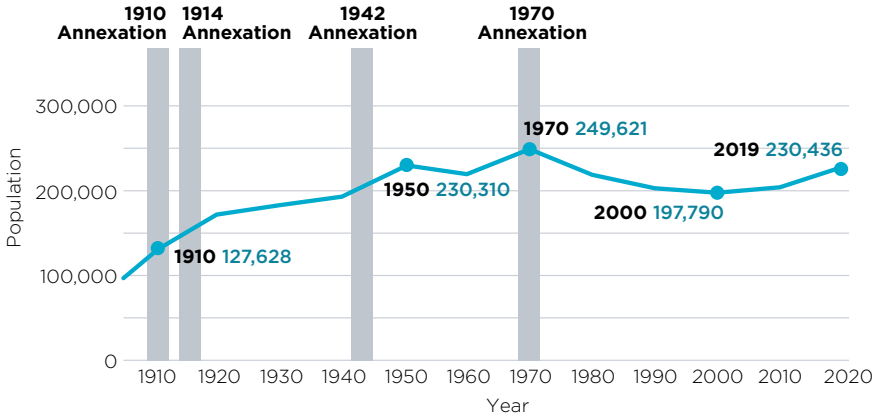

FIGURE 1 // **Historic Population**

Source: U.S. Census Bureau: 1910, 1950, 1970, 2000 Censuses, 2019 Population Est.

TABLE 1 // **20-Year Population Growth and Annexation, 1880-2019**

20-Year Span	Absolute Growth	% Growth	Land Annexed?
1880 to 1900	**21,450**	**34%**	**No**
1890 to 1910	46,240	57%	1906 – 4.5 sq. mi.
1900 to 1920	86,617	102%	1906, 1910, 1914 – 18.5 sq. mi.
1910 to 1930	55,301	43%	1910, 1914 – 14 sq. mi.
1920 to 1940	21,375	12%	No
1930 to 1950	47,381	26%	1942 – 16.1 sq. mi.
1940 to 1960	26,916	14%	1942 – 16.1 sq. mi.
1950 to 1970	19,311	8%	1970 - 23 sq. mi.
1960 to 1980	- 744	0%	1970 - 23 sq. mi.
1970 to 1990	- 46,565	-19%	1970 - 23 sq. mi.
1980 to 2000	- 21,424	-10%	No
1990 to 2010	1,158	1%	No
2000 to 2019	**32,646**	**17%**	**No**

Source: U.S. Census Bureau: 1910, 1950, 1970, 2000 Censuses, 2019 Population Est.

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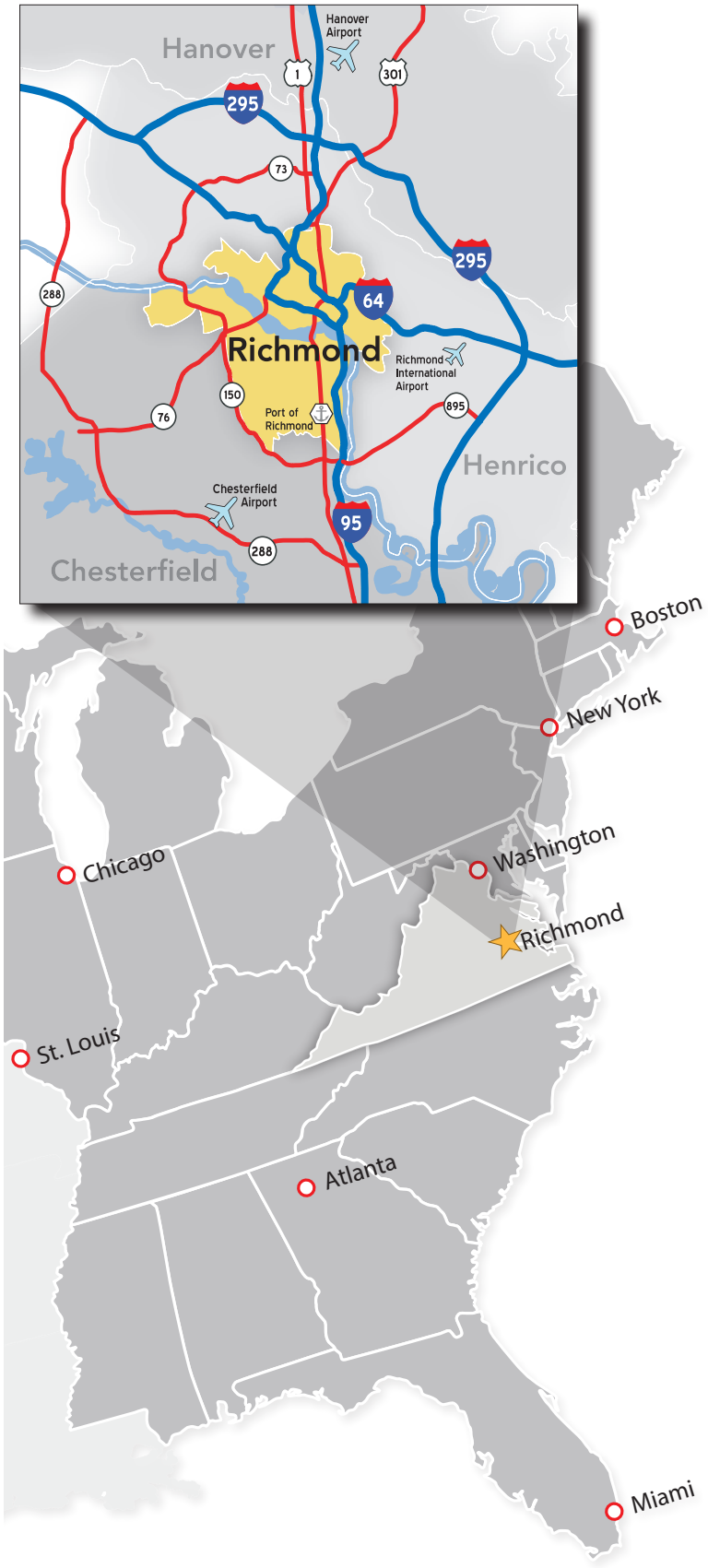
Richmond's central location within Virginia and the East Coast makes the city well-positioned for economic growth and prosperity.

Richmond is located 90 minutes from the beach, the mountains, and the Nation's Capital. Richmond is an ideal place for commerce and innovation to thrive. Located at the convergence of I-95 and I-64, the highest navigable point on the James River, and the crossroads of multiple rail lines, Richmond's central location attracts businesses and residents. Businesses are keen on the Richmond's easy access to the interstates, marine terminal, airport, freight and passenger rail lines, and thousands of graduates of Virginia's exemplary colleges and universities. Residents are attracted to Richmond's roaring James River, easy access to mountain and beach vacations, historic urban authenticity, a culture that supports starting a new business, cultural and artistic vibrancy, higher-education opportunities, and lower housing cost (relative to other larger cities).



Source: Department of Economic Development, City of Richmond

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CHAPTER 1

Vision and Core Concepts

Richmond 300: A Guide for Growth realizes the city-wide vision and goals by supporting the equitable and sustainable growth of Nodes throughout Richmond connected by viable commercial corridors. The Master Plan strengthens Nodes by aligning future land use, future connections, and public policy (related to land use, transportation, economic development, housing, and the environment) to increase the vitality of these critical emerging places within Richmond.

City-Wide Vision

City-Wide Vision:

In 2037, Richmond is a welcoming, inclusive, diverse, innovative, sustainable, and equitable city of thriving neighborhoods, ensuring a high quality of life for all.

The city-wide vision is a wide reaching vision that touches on all aspects of city management—not just land use management—but also social and cultural aspects of city life that are not within the scope of this Master Plan document. This document focuses on land- and place-based strategies to achieve the city-wide vision.

Vision Values

The city-wide vision embraces several important values:

WELCOMING
Feeling accepted and comfortable despite age, gender, race, sexuality, or income

INCLUSIVE
Accepting differences and intentionally involving diverse opinions, attitudes, and behaviors

DIVERSE
Intentionally creating a state of mixed people, institutions, and mixed-use places

INNOVATIVE
Nurturing new ideas, methods, devices, or businesses

SUSTAINABLE
Meeting the current environmental, social, and economic needs of our community without compromising the ability of future generations to meet those same needs

EQUITABLE
Providing equal or equivalent access to goods, services, status, rights, power, and amenities

THRIVING
Energizing communities with opportunities for and support of cultural, civic, and economic involvement

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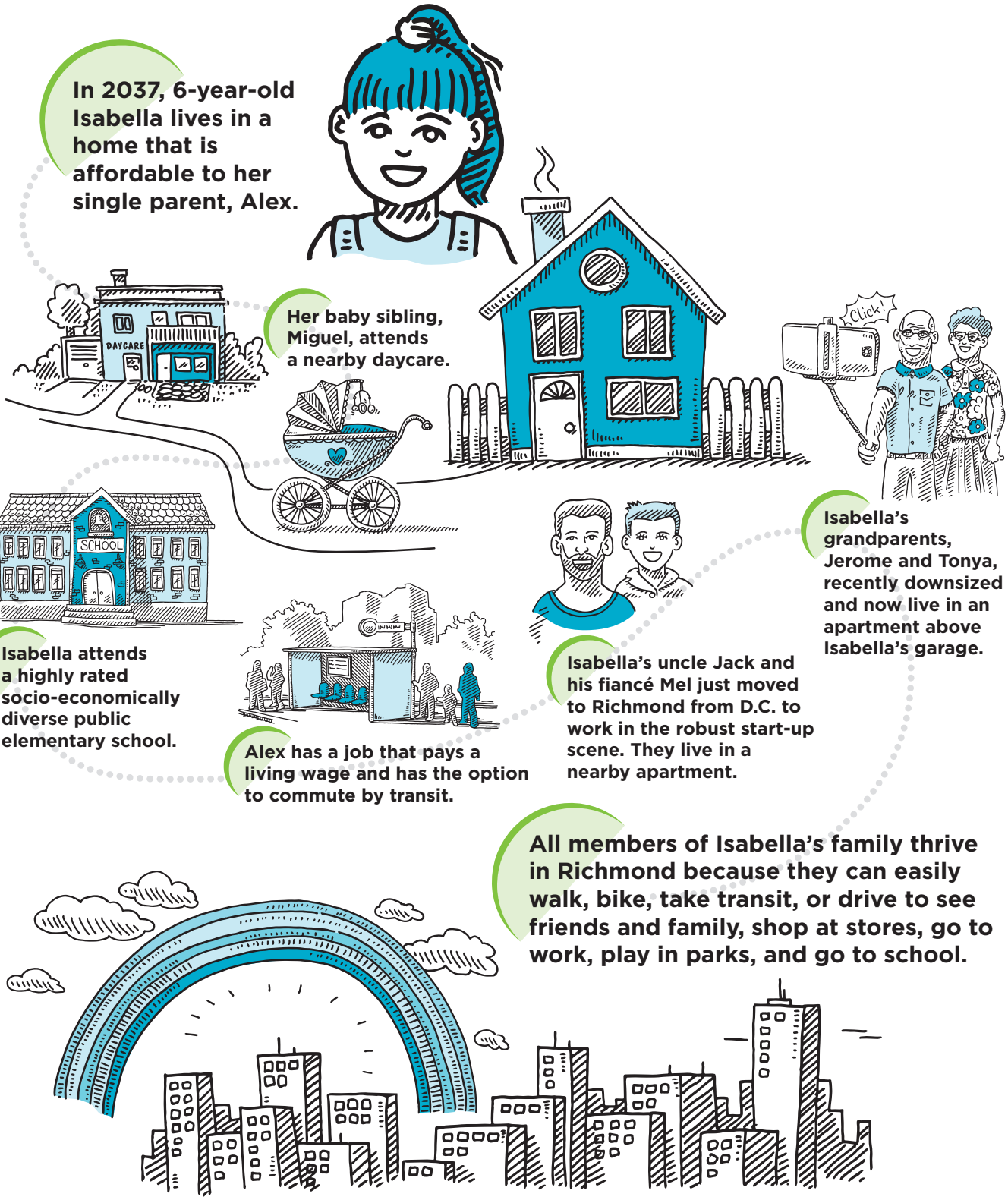
Vision Story

The city-wide vision story helps to illustrate how the city-wide vision could be realized in the lives of Richmonders in 2037. What vision story would you tell?



Topic Visions

Five topic visions speak to how the city should physically grow over the next 20 years.

High-Quality Places

Richmond is a well-designed city of communities interconnected by a network of Nodes, public facilities, and open spaces providing services to residents, businesses, and visitors.

As the Capital of the Commonwealth, Richmond leads the region in high-quality business and residential growth. Richmond's unique neighborhoods and districts, both historical and new, support a diversity of uses, the equitable accommodation of all phases of life, and the efficient use of land to promote sustainable and healthy lifestyles.

Equitable Transportation

Richmond prioritizes the movement of people over the movement of vehicles through a safe, reliable, equitable, and sustainable transportation network.

Walking, biking, and transit options are the most convenient and used forms of transportation in Richmond, thereby improving the natural environment and our health. Richmond's multi-modal transportation system is high-quality and easy for all people to use regardless of income and physical abilities, seamlessly connecting Richmond neighborhoods and attractions to each other, the region, and the nation.

Diverse Economy

Richmond is home to a variety of businesses and industries that offer opportunities for quality employment and capital investment.

Richmond is a first choice location for businesses and investment because the city's transportation, housing, cultural, outdoor, commercial, and institutional amenities create a vibrant city. Richmonders of all income levels have opportunities for life-long learning and skill-building.

Inclusive Housing

Richmond is a city where all people can access quality housing choices.

By preserving and increasing housing options, Richmond supports existing and new residents, regardless of income. As the city grows, Richmond provides options to existing residents, preventing involuntary displacement and reducing housing disparities. Housing is the foundation of inclusive Richmond neighborhoods that are walkable with adequate linkages to services, goods and open spaces.

Thriving Environment

Richmond is a sustainable and resilient city with healthy air, clean water, and a flourishing ecosystem.

Carbon emissions are low, air and water quality are high, and city-wide solid waste production is minimal. The City is positively adapting to the effects of a changing climate, with a built environment that enhances and protects natural assets, including the James River. All residents have equitable access to nature and a healthy community.

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Goals

Seventeen goals, grouped under the five topic areas, have objectives and strategies that provide policy, infrastructure, partnership, or other recommendations to achieve the topic and city-wide visions.

HIGH-QUALITY PLACES	Goal 1	**Complete Neighborhoods:** Establish a city of complete neighborhoods that have access to Nodes connected by major corridors in a gridded street network.
	Goal 2	**City-Owned Assets:** Efficiently manage City-owned land and facilities.
	Goal 3	**Historic Preservation:** Support growth that preserves the historical urban fabric and enhances understanding of Richmond's multi-faceted past.
	Goal 4	**Urban Design:** Establish a distinctive city comprising architecturally significant buildings connected by a network of walkable urban streets and open spaces to support an engaging built environment.
	Goal 5	**Planning Engagement:** Foster a planning engagement culture that effectively and equitably builds people's capacity to organize to improve the city and their neighborhoods.
EQUITABLE TRANSPORTATION	Goal 6	**Land Use & Transportation Planning:** Align future land use and transportation planning to support a sustainable and resilient city.
	Goal 7	**Vision Zero:** Systemically change the built environment to shift our safety culture and ensure that individuals are not killed or seriously injured on city streets.
	Goal 8	**Non-Car Network:** Enhance walking, biking, and transit infrastructure to provide universal access to all users, prioritizing low-income areas and areas within the high-injury street network.
	Goal 9	**Streets, Bridges, & Connections:** Build and improve streets and bridges to expand connectivity for all users.
	Goal 10	**Emerging Transportation Technologies:** Incorporate emerging technology into the transportation network in ways that seek to reduce single-occupancy vehicle use and reduce greenhouse gas emissions.
DIVERSE ECONOMY	Goal 11	**Businesses & Jobs:** Foster an environment that supports the growth of existing and new small, medium, and large businesses, focusing on Nodes, major corridors, and industrial centers.
	Goal 12	**Tourism:** Develop tourism and attractions to further elevate Richmond's image and to continue to delight existing and future residents, employees, and visitors.
	Goal 13	**Anchor Institutions:** Leverage institutions to strengthen job sectors and collaborate on land planning.
INCLUSIVE HOUSING	Goal 14	**Housing:** Preserve, expand, and create mixed income communities, by preserving existing housing units and developing new ones—both renter- and owner- occupied—throughout the city.
THRIVING ENVIRONMENT	Goal 15	**Clean Air:** Improve air quality within the city and the region, achieve a 45% reduction in greenhouse gas emissions within the city by 2030, and achieve net zero greenhouse gas emissions within the city by 2050 via RVAgreen 2050.
	Goal 16	**Clean Water:** Improve local water quality and manage the built environment to enhance and protect natural assets such as the James River.
	Goal 17	**Resilient & Healthy Communities:** Positively adapt to the effects of a changing climate via RVAgreen 2050, and ensure that all residents have equitable access to nature and a healthy community.

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Nodes

Nodes are places in Richmond where people and jobs are today and continue to grow into the future. Nodes are the places of convergence of many uses and include offices, shopping, housing, and/or public gathering places as well as access to multiple modes of transportation.

Nodes are important places in Richmond and deserve special attention in the Master Plan to ensure that land use planning, transportation planning, and public policy align to make thriving crossroads in Richmond's communities. The Nodes are places in Richmond that can either 1) accommodate additional growth in jobs and population or 2) are major activity centers today and should be preserved/enhanced. The Nodes Map, as shown in Figure 10, depicts the location and scale of each Node:

Regional/National Node: A center with significant cultural, entertainment, government, and business destinations as well as shopping, housing, and unique place-based attractions.

Neighborhood Node: A local crossroads typically within or next to larger residential areas that offers goods and services to nearby residents, employees, and visitors.

Micro Node: A notable place within a neighborhood that generally provides goods and services to the immediate residents but may attract visitors.

The Nodes map also highlights the **Priority Growth Nodes** where the City is encouraging the most significant growth in population and development over the next 20 years. This section of the Plan includes descriptions for the Nodes designated as primary growth areas.

Descriptions for all the Regional/National Nodes and the Neighborhood Nodes can be found in Appendix C of this Plan. Micro Nodes are not described in detail in the Plan, but are called out on the Node Map because the Micro Nodes provide mixed-use destinations within primarily residential areas and help create a unique sense of place within many of Richmond's historic urban neighborhoods. Micro Nodes are a model for future development as new neighborhoods emerge.

PRIORITY GROWTH NODES

Downtown. As the regional center of employment, the Capital of the Commonwealth of Virginia, and the home to a major state university and hospital system, the Downtown Area contains five sub-Nodes:

- Downtown Core
- Jackson Ward
- Monroe Ward
- Shockoe
- Manchester

Greater Scott's Addition

Route 1/Bellemeade Rd

Route 1/Bells Rd

Southside Plaza

Stony Point Fashion Park

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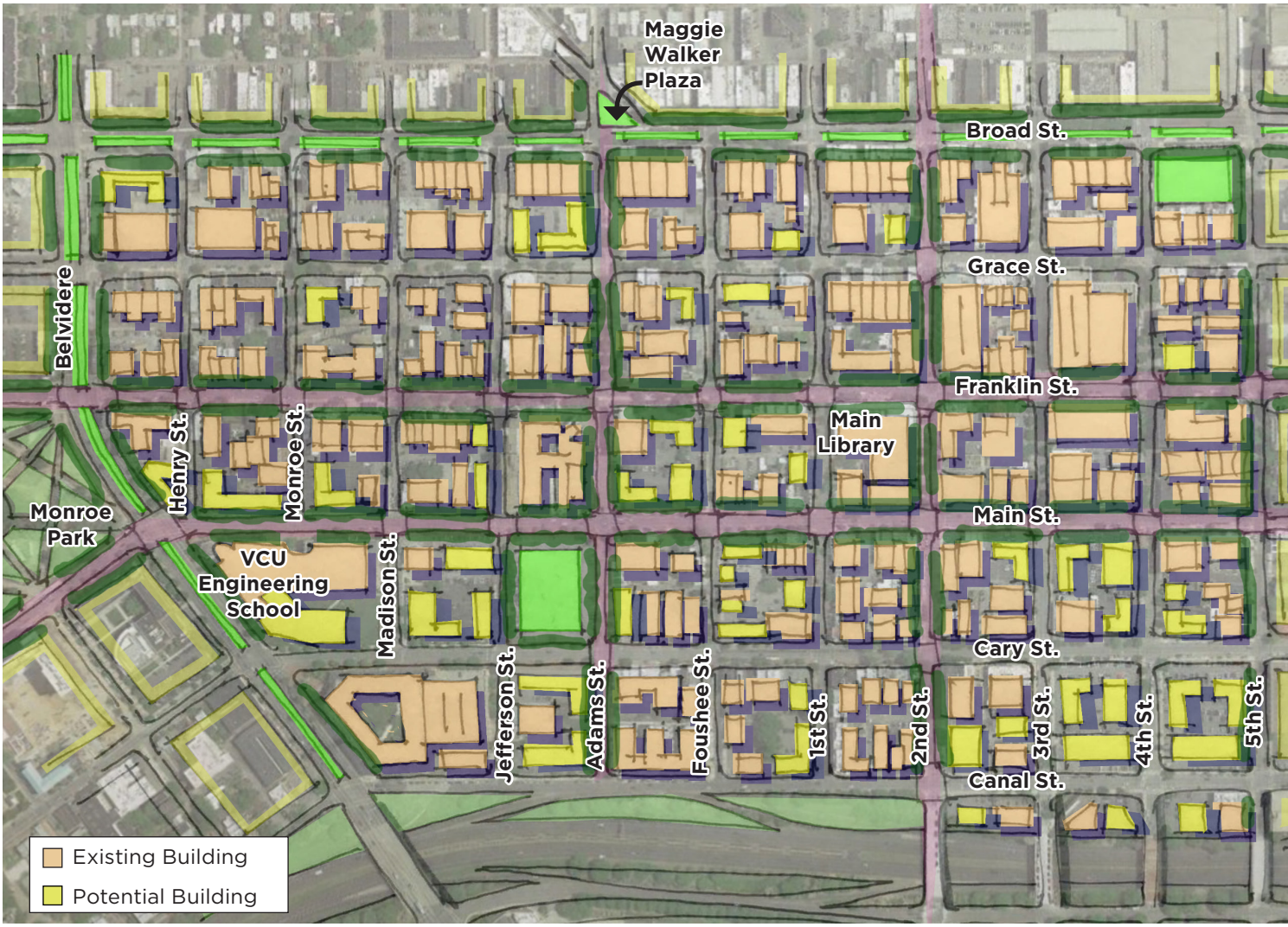
Priority Growth Node

Downtown — Monroe Ward

Vision

Monroe Ward is transformed from the detached parking garage of the Downtown Core into a significant residential and office mixed-use district between two of the region's greatest concentrations of activity—the VCU Monroe Park Campus and the Downtown Core. Historic buildings are preserved and complemented by denser development on vacant lots that generate activity. There is a critical mass of residents, shoppers, workers, and tourists who are attracted to the residential options, retail and restaurant destinations, jobs, and cultural attractions in Jackson Ward, the Arts District, and the Downtown Core. New pocket parks provide outdoor greenspace for Monroe Ward's residents, workers, and visitors, and are connected to other Downtown districts via greenways, bike lanes, and transit.



Monroe Ward Conceptual Site Plan
There is great potential for Monroe Ward to redevelop into a vibrant extension of the Downtown Core.

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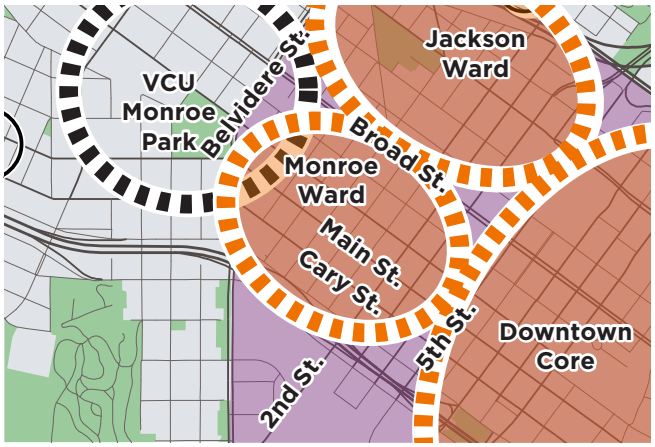


Monroe Ward — Regional/National Node
Situated between VCU's Monroe Park Campus and the Downtown Core, in 2020, Monroe Ward is home to many surface parking lots, several historic buildings, a restaurant row along Grace Street, and a scattering of newer buildings.

Growth Potential

In 2019, there were approximately 40 acres of vacant/underdeveloped land in Monroe Ward, representing 49% of Monroe Ward's total land area.

Primary Next Steps

- **Transit:** Increase frequency and hours of the #5 bus route that runs along Cary and Main Streets (Goal 8).
- **Bike Facilities:** Build bike lanes on 1st, 2nd, and/or 3rd Streets (Goal 8).
- **Grace Street:** Convert Grace Street from 4th Street to Belvidere Street into a two-way street (Goal 9).
- **Marketing:** Promote Monroe Ward as a prime location to attract and grow target industries in corporate headquarters, professional services, and financial services (Goal 11).
- **Greenway:** Develop the Fall Line Trail through Monroe Ward (Goal 8, Goal 17).
- **Parks:** Identify key parcels for creation of pocket parks (Goal 17).

Districts

Example Places in Other Cities

A | GATEWAY DISTRICT

Regional destination for offices, shopping, and entertainment with landmark architecture

B | BALLPARK AND ENTERTAINMENT DISTRICT

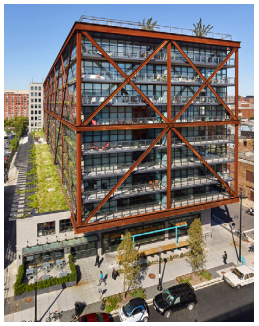
Lively community integrated with entertainment and a new sports venue

C | OWNBY DISTRICT

A core of dense mixed-use development employing the latest in sustainable practices relating to energy and water on a district scale

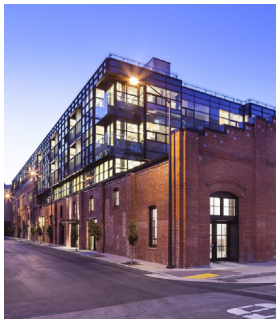
D | ALLISON DISTRICT

Dense, compact, transit-oriented mixed-use development anchored by a reconnected street grid



E | INDUSTRIAL MIXED-USE

Continued evolution of Scott's Addition combining entertainment, residential, office, and light industrial uses



F | OFFICE PARK

Office park development

Open Space Network

Example Open Spaces and Features from Other Cities

1 | BALLPARK AND PLAZA

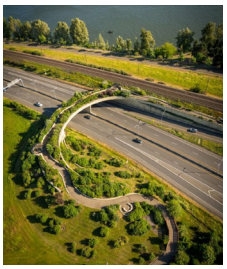
Vibrant outdoor space activated by the baseball stadium

2 | CRESCENT PARK

Signature urban public space with passive lawns and a relaxing atmosphere with integrated green infrastructure to support water quality (site for large-scale community events)

3 | LANDMARK BRIDGE

Bridge over the CSX tracks connecting the crescent park and development on the north side to the Pulse Corridor



4 | SOUTHERN PARK

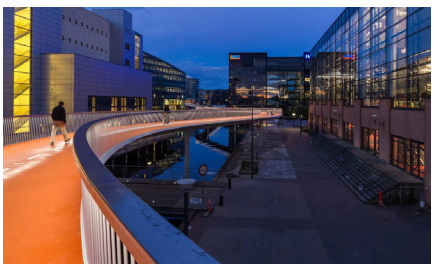
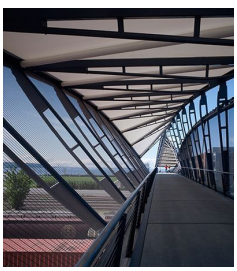
Public space with sports fields and active-use areas for youth with integrated green infrastructure that supports water quality

5 | PUBLIC FLEX SITE

Space to meet future community needs such as a school, library, rec center, or public space

6 | PEDESTRIAN & BICYCLE BRIDGE

Safe and comfortable urban bridges over the train tracks

7 | NEIGHBORHOOD PARKS

Small Nodes of public space in which neighborhood activities are centered

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Community Mixed-Use

Cluster of medium-density, walkable commercial and residential uses that provide neighborhood services to nearby residential communities and sometimes feature regional attractions.

Development Style: The building size, density, and zoning districts for these areas may vary significantly depending on historical densities and neighborhood characteristics. Future development should generally complement existing context. Uses may be mixed horizontally in several buildings on a block or vertically within the same building. Developments continue or introduce a gridded street pattern to increase connectivity.

Ground Floor: Ground floor uses engage with, and enliven, the street. Monolithic walls are discouraged, while windows, doors, storefronts, and other features that allow transparency and interaction between building and street are encouraged.

Mobility: Pedestrian, bicycle, and transit access are prioritized and accommodated. Bike parking is provided. Driveway entrances are required to be off alleys whenever possible; new driveways are prohibited on priority and principal streets. Parking areas are located within the structure and to the rear of buildings and require screening; shared parking requirements are encouraged.

Intensity: Buildings generally ranging from two to six stories, based on street widths and depending on the historic context and stepping down in height adjacent to residential areas, as necessary. New buildings that are taller than historical buildings should step back from the build-to line after matching the height of the predominant cornice line of the block.

Primary Uses: Retail/office/personal service, multi-family residential, cultural, and open space.

Secondary Uses: Single-family houses, institutional, and government.

Community Mixed-Use Diagram
The building size, density, and zoning districts for these areas may vary depending on historical densities and neighborhood characteristics. The common theme among all Community Mixed-Use areas is that a mix of uses are allowed and buildings must address the street.

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Community mixed-use areas have commercial and residential buildings built to the sidewalk and parking located at the curbside or at the rear of the building.

Community Mixed-Use Perspective
Residential and commercial buildings with windows and doors that open to the street enliven the sidewalk and help create a engaging environment with street trees, sidewalks, and no off-street parking visible from the street.

Goals, Objectives, and Strategies

Goal 1: Complete Neighborhoods

Establish a city of complete neighborhoods that have access to Nodes connected by major corridors in a gridded street network.

Existing Context

Many of Richmond's neighborhoods are growing in population. Richmond is largely a city of single-family neighborhoods with 33% of its real estate devoted to single-family houses, as shown in Figure 16. Neighborhoods are served and connected to each other by commercial corridors and mixed-use centers.

Richmond has created entirely new residential areas in the past 20 years.
The population has significantly increased in areas of the city that previously had nearly no residents. These parts of the city in particular, which are not traditional single-family neighborhoods, account for the largest share of Richmond's growth over the last 20 years, with the emergence of 18-hour neighborhoods in Downtown, Shockoe Bottom, Manchester, and Scott's Addition.

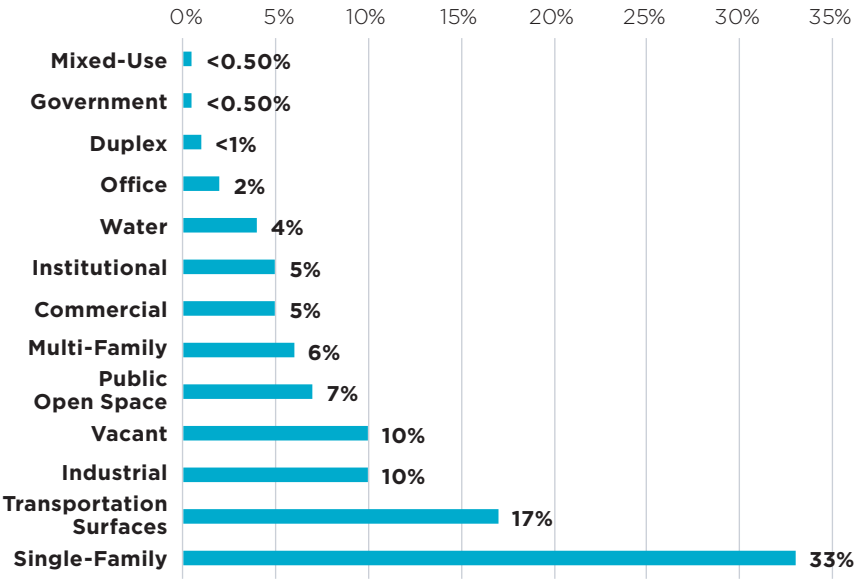

FIGURE 16 // **Existing Land Use Land Area**
Source: City of Richmond's Assessor's Office

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Objective 1.2

Develop and adopt small area plans for areas that require more examination.

a. Develop a Coliseum Framework Plan.

b. Develop small area plans for the Priority Growth Nodes at Shockoe, the Southside Plaza Area and Stony Point to evaluate and suggest specific opportunities for placemaking, connectivity, mixed-income housing, economic development, and open space.

c. Develop a detailed corridor plans for Commerce Road and for Route 1 with specific recommendations on how to transform the road into a Great Street with amenities such as buildings addressing the street, a greenway (the Fall Line Trail), street trees, lighting, and other amenities and encourage redevelopment and business growth.

Objective 1.3

Support the growth of jobs and housing in Nodes by using placemaking, clustering community-serving facilities at Nodes, and prioritizing infrastructure projects that encourage multi-modal accessibility to and from Nodes, as shown in Figure 19.

a. Coordinate public and private investments to create innovative mixed-used developments.

b. Co-locate, consolidate, and modernize community-serving public facilities, and locate them in or near Nodes (see Goal 2).

c. Utilize public art and the public realm to create unique features within Nodes (see Goal 4).

d. Increase the number of transportation options viable at each Node by utilizing a Complete Streets approach to allocating space in the right-of-way (see Node descriptions for future connections improvements and Goals 6–10).

e. Develop marketing plans, including signage, graphics, and branding, to differentiate the Nodes from one another and retain, create, and attract/retain businesses (see Goals 11–13).

f. Implement housing strategies that increase housing at all income levels along corridors and at Nodes (see Goal 14).

g. Develop new parks at Nodes and connect them via greenways to one another (Goal 8 and Goal 17).

Objective 1.4

Maintain and improve primarily residential areas by increasing their linkages to Nodes, corridors, parks, and open space, and maintaining high-quality design standards.

a. Implement urban design and architecture strategies that maintain and enhance the unique character of Richmond's residential districts (see Goals 3–4).

b. Implement transportation strategies that increase access among residential areas, Nodes, and corridors (see Goals 6–10).

FUTURE OF SHOPPING CENTERS

In 2020, retail uses in varying forms including big box shopping centers, strip commercial centers, and malls compose approximately 600 acres of the city. As the retail landscape of the country changes with increased online shopping, the future of these commercial centers must be explored. The goals and objectives of *Richmond 300* encourage the redevelopment of these centers in a more urban form with less emphasis on parking and more flexibility to incorporate multiple uses. As *Richmond 300* is implemented, the future of shopping centers and the tools to revitalize and support these centers must be explored.

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Objective 2.1

Align new facilities and improve existing City-owned facilities with the Future Land Use Plan.

a. Develop and maintain a facility assessment inventory of all City-owned facilities to track the longevity and maintenance of major systems (building envelope, plumbing, security, HVAC, roof, etc.) and plan for repair and replacement.

b. Analyze police precincts and fire stations within the context of the Future Land Use Plan and determine whether there are needs for creating, relocating, and/or closing police and fire stations to align with population projections and meet minimum response times.

c. Develop a schools facility master plan based within the context of the Future Land Use Plan to determine whether there are needs for creating, relocating, and/or closing schools to align with population projections.

d. Finish implementing the Libraries Master Plan by renovating the Main Library, and then explore creating a new Libraries Master Plan to plan facilities improvements for the next generation of library users and incorporating other community-serving services.

e. Develop a parks and community facilities master plan based within the context of the Future Land Use Plan that seeks to ensure all Richmonders live within a 10-minute walk of a park (see Goal 17).

f. Implement programs to improve the energy efficiency of City-owned buildings (see strategies in Thriving Environment).

Objective 2.2:

Create a real estate acquisition and disposition strategy, prioritizing increasing jobs, housing, access to parks, and other basic needs of low-income and traditionally marginalized communities.

a. Create and implement a real estate disposition strategy that aligns disposition with helping to reach *Richmond 300* goals, and includes redeveloping surplus public facilities, including, but not limited to, school facilities, the Diamond site, and the Coliseum.

b. Create, implement, and fund a real estate acquisition strategy that includes key reasons for acquiring land, such as, assembling parcels for economic development, open space, and public facilities.

Objective 2.3:

Plan for expansion and improvement of utilities to support housing and employment centers.

a. During the creation of Small Area Plans and other planning efforts, include staff from the Department of Public Utilities to ensure utility infrastructure plans align with anticipated growth in housing and/or employment areas (Goal 1).

b. Implement energy retrofits and other energy initiatives in the Clean Air Goal of *Richmond 300* to reduce greenhouse gas emissions and energy consumption (Goal 15).

c. Implement green infrastructure measures and other measures outlined in RVA H20 Plan and in the Clean Water Goal of *Richmond 300* to improve water quality and reduce stormwater runoff (Goal 16).

d. Improve communications infrastructure by expanding broadband internet access, focusing on low-income areas (Goal 11).

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Grocery Store Market Analysis

CONTEXT

Richmond: Over the past several years, City staff have heard the desires of many residents to have a grocery locate in their neighborhood. For these residents, having access to a grocery store in their neighborhood provides easy access to high-quality food options that may not be available at convenience stores and very small independent groceries where the breadth of selection or overall prices are not as competitive as they are in other neighborhoods.

Market: The nature of the grocery business has changed over the past fifty years, more retail establishments (beyond the traditional grocery store) sell grocery items and grocery stores have continued to get larger (with the additional parking and delivery needs that come with the larger size). With traditional narrow margins, the market for grocery stores has transitioned to larger stores that service a larger trade area (with higher household incomes) and require more real

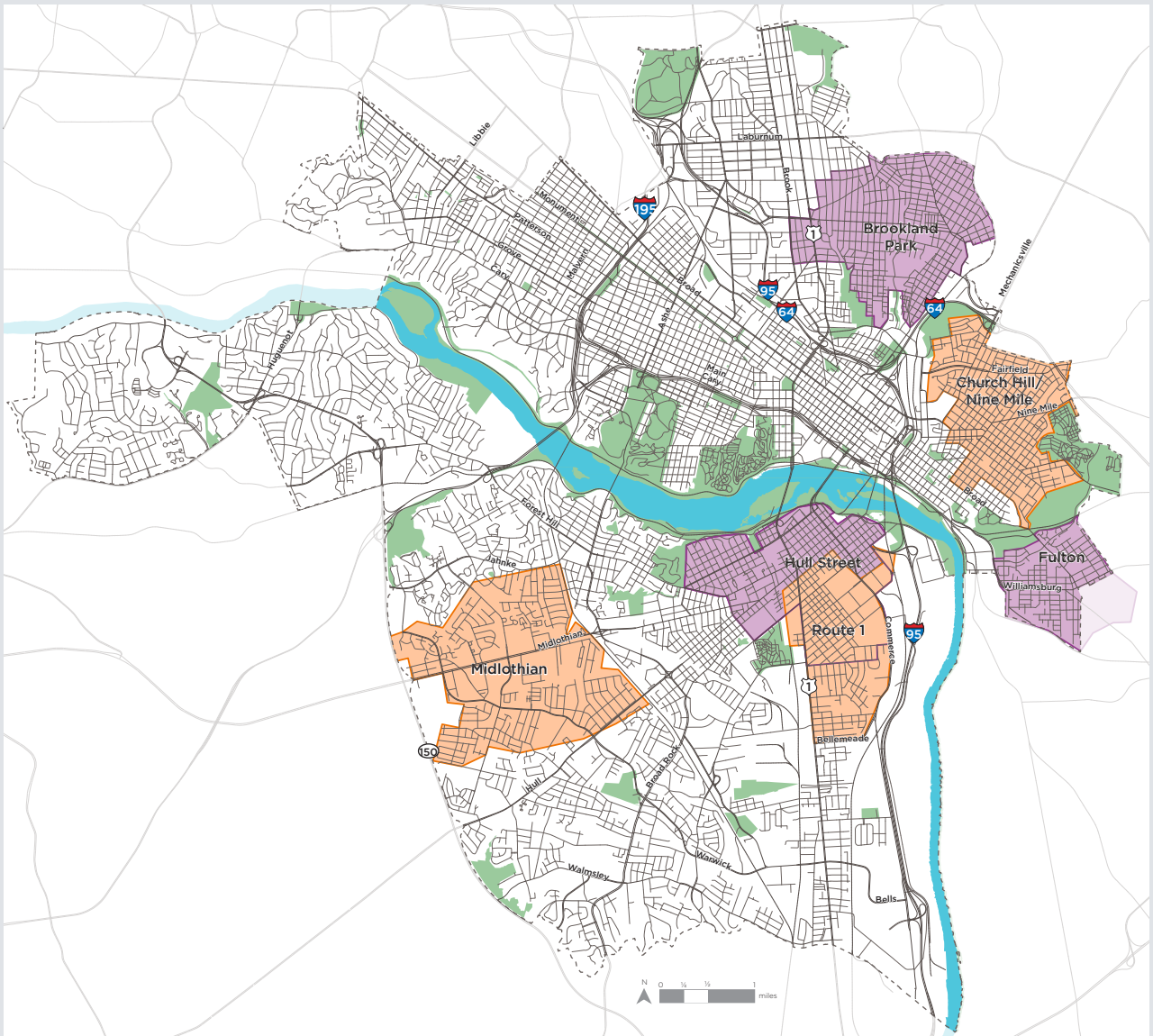

FIGURE 45 // **Trade Areas Studied in the Grocery Store Market Analysis**

estate than what many older areas of the city have available. While there are alternative models of grocery stores, e.g., member-owned food co-ops, the alternative models are also difficult to organize.

MARKET ANALYSIS

Purpose: The effort to locate grocery stores traditionally focuses on increasing supply in neighborhoods. However, at the beginning of the *Richmond 300* process, PDR hired VCU CURA to analyze six neighborhoods in Richmond and determine what market factors would need to change in order to attract a grocery store. Figure 45 shows the six neighborhoods and associated trade areas used in the analysis included in this analysis. The trade areas are for a local grocery store and also took into account traffic volumes on major roads. The full description of VCU CURA's research can be found in the *Richmond 300* Supporting Reports (under separate cover).

Findings: Food deserts usually exist because there is a lack of market demand to support a grocery store because the neighborhood is either low-density, low-income, or both.

VCU CURA found that traditional methods to reduce food deserts have not included policies related to attracting a new supply of housing units in the neighborhood to increase demand within the area for a grocery store. Traditional methods to reduce food deserts have included providing grants to incentivize grocers to open in food deserts, increasing participation in Supplemental Nutrition Assistant Program (SNAP), increasing public transit and other transportation modes, increasing education about healthy food, and advocating for policy change at the state and federal levels.

VCU CURA's analyses estimated how many additional households earning the area median income would be required to economically support a small or large grocery store.[1] The analyses showed that four of six neighborhoods may support a small grocery store using the 2014 population estimate. An increase of 1,000 households earning the regional median household income would allow almost all trade areas to support a small grocery store. However, few operators of stores of that size exist in today's market, and most operators would want to see a larger market area than what may barely support one store. Although none of the neighborhoods in question could support a large grocery store with their 2014 populations, three neighborhoods currently had near 80% of the minimum potential demand. See Table 6 for a summary of the analyses.

While total number of households in some of these neighborhoods has increased between 2000 and 2017, none of the neighborhoods have regained the level of population they once had. For example, the Brookland Park Boulevard Area lost nearly half its population between 1970 and 2010 (population of 24,000 in 1970 and 13,000 in 2010). See Table 6 for a summary of the analyses.

Conclusion: Based on these analyses, in addition to the aforementioned traditional methods, policy makers should also consider encouraging the creation of more housing units within food deserts as another solution to reduce food deserts. That said, there are a couple of caveats: 1) the continuous change in how people buy food and the changing grocery market will continue to be challenge as the City develops policy and implements programs to expand food access; and 2) there are grocery stores just outside of the city limits that do affect the opportunities for grocery store location in Richmond as many of our neighborhoods (including these 6) are in relatively close proximity to grocery stores in neighboring communities that feature auto-oriented grocery stores.

Finally, with rare exceptions, following the traditional suburban model of grocery store trade area analysis will not work for Richmond. *Richmond 300* is about creating a specific identity for the city that is authentically Richmond. That will mean creating high-quality, accessible, and inclusive neighborhoods of sufficient population and household income to become attractive to the market.

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1 A small grocery store is assumed to be 25,000 square feet, the estimated size of an urban neighborhood supermarket. A large grocery store is assumed to be 44,094 square feet, the median gross leasable area of U.S. neighborhood supermarkets according to Dollars and Cents of Shopping Centers/The SCORE 2008 *(Urban Land Institute).*

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TABLE 6 // **Grocery Store Market Analyses Findings**

	Support small grocery store?			Support large grocery store?		
	2014 Households	+1,000 Households	+5,000 Households	2014 Households	+1,000 Households	+5,000 Households
Brookland Park	Maybe 130% demand	Yes 160% demand	Yes 280% demand	No 80% demand	No 90% demand	Yes 160% demand
Church Hill/ Nine Mile	Maybe 130% demand	Yes 160% demand	Yes 280% demand	No 80% demand	No 90% demand	Yes 160% demand
Fulton	No 60% demand	No 90% demand	Yes 210% demand	No 30% demand	No 50% demand	Maybe 120% demand
Hull Street (including Manchester)	Maybe 100% demand	Maybe 130% demand	Yes 250% demand	No 60% demand	No 70% demand	Maybe 140% demand
Midlothian	Maybe 140% demand	Yes 170% demand	Yes 290% demand	No 80% demand	Maybe 100% demand	Yes 160% demand
Route 1 (South Richmond)	No 80% demand	No 110% demand	Yes 220% demand	No 40% demand	No 60% demand	Maybe 130% demand

Table Notes:

- 2014 Households is based on the 2010-2014 ACS 5-year Estimates. Additional households are assumed to earn the regional median household income of $59,677 (2010-2014 ACS 5-year Estimates)
- Percent demand means the amount of households that exist to meet the demand to support the grocery store. A demand of 80% means that there the trade area only has 80% of the households needed to support the grocery story. Usually grocers want to see a demand of at least 150% before moving into a market.

Big Move | **Reconnect the City**

Cap highways to reknit neighborhoods destroyed by interstates, build/improve bridges, introduce street grids. and make the city easier to access by foot, bike, and transit.

Description

In the 1950s, the Richmond-Petersburg Turnpike (now I-95/I-64) was built through Jackson Ward, cutting the neighborhood in half and destroying over 900 buildings. The main project of this Big Move is to cap the highway and build a park, buildings, and roads on top of the highway in an effort to heal the wound caused by the highway construction.

Key Benefits

- **One Neighborhood:** Jackson Ward and North Jackson Ward feel like two entirely different places, but capping the highway will make them feel as one.
- **Improve Access:** Connections to North Jackson Ward are limited today. It is difficult to get in and out of the area. Adding another street connection over the highway will make it easier to get to North Jackson Ward from Downtown by walking, biking, bus, or car.
- **Placemaking:** A park and buildings on top of the highway have the opportunity for distinctive architecture and public art that highlight Jackson Ward's history and also serve as a gateway to Richmond.

Vision Alignment

Equity: In the 1950s, Jackson Ward, a thriving Black neighborhood, was broken apart with the creation of I-95/I-64. In capping the highway and increasing access to North Jackson Ward, this Big Move seeks to reconcile the past by re-knitting the community.

Sustainability: The chasm created by I-95/I-64 deeply divides two sections of the city, making it difficult to connect the two sides of Jackson Ward. By decking the highway and creating another street connection, the area will become more connected and make it easier to traverse by foot, bike, bus, or car. The bridge park can also reduce the heat island effect by introducing trees and other vegetation.

Beauty: The I-95/I-64 highway is not particularly beautiful from within the city, nor does it offer a nice view of the city for drivers and passengers on the highway itself. By capping the highway at this prominent location, the City will have the opportunity to design and showcase a beautiful destination.

Goal Alignment

Several strategies within the Equitable Transportation section of *Richmond 300* seek to reconnect Richmond, such as capping the Downtown Expressway, building a bridge over the tracks from Leigh Street to the Diamond Site, and general recommendations about creating street grids to encourage walking and increase access. A move such as capping the I-95/I-64 highway at Jackson Ward aligns with the primary sections of the plan.

High-Quality Places: Goals 1, 4, and 5 speak to creating complete neighborhoods, designing a distinctive city, and implementing inclusive planning engagement strategies.

Equitable Transportation: Goal 9 is about seeking to creating more transportation connections throughout Richmond, including strategies such as decking I-95/I-64 to reconnect Jackson Ward.

Diverse Economy: Improving transportation infrastructure that improves the movement of people and goods throughout Richmond helps to support a growing economy.

Inclusive Housing: Large infrastructure investments in neighborhoods can increase property values and lead to involuntary displacement; however, it is important to improve access to North Jackson Ward,

which was disconnected from the rest of the city when the highway was constructed. Therefore, the strategies in the Inclusive Housing section of the plan seek to continue to provide housing opportunities for low- and very low-income households in redeveloping neighborhoods.

Thriving Environment: Increasing access to greenspace, which a bridge park would create, directly aligns with many of the strategies in the Thriving Environment section, as well as the Parks and Greenways Big Move.

Action Steps

Actions May Include	Type	R300 Reference	Lead*	Time Frame
Feasibility Study: Develop a feasibility study with community input to create a schematic plan for the bridge park, roadways, and buildings on top of the capped highway.	Planning	Goal 5 Goal 9	DPW	FY23
Funding: Investigate federal and state funding mechanisms to assist in financing this infrastructure program.	Planning	Goal 9	DPW	FY23
Gilpin Court Transformation: As part of the Gilpin Redevelopment Plan (see Nodes Big Move), plan for multi-modal connections across I-95/I-64 and to adjoining neighborhoods.	Planning	Goal 1 Goal 8 Goal 9 Goal 14	RRHA [w/ PDR, DED, HCD]	FY22-23

** see Acronym list for definition of acronyms*

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CreationDate	How are you affiliated with Jefferson County, West Virginia?	Where in the county do you live?	Which of the Comprehensive Plan components do you believe requires the most attention?	What would you like to see in the county moving forward?	Do you have any comments you would like to share regarding the 2045 Comprehensive Plan Update?	Where do you think the most beautiful part of Jefferson County is located?
6/9/2023 19:40	I live in the county	Ranson	Public_Services,Recreation,Community_Design,Renewal_and/or_Redevelopment	A larger hospital update schools	We need to stop building homes. We should have it set up where so many empty homes need to be filled before they can build more homes. Abandon buildings should eaither be renovated rented or sold or torn down. They should not sit empty it just a place for crime and looks awful. They want to keep building and not think about the things we need. We lack room in our schools classroom sizes are to big kids fall behind because of this. And we need a new hospital to support our growing population.	Leetown
6/20/2023 12:55	I live in the county	Charles Town District	Land_Use,Rural,Historic_Preservation,History	Less roads expansion, less large developments and less City expansion into the County.		Any of its back roads that aren't over populated. We have a beautiful County that is becoming full of developments and town houses.
6/22/2023 16:31	I live in the county	Charles Town	Land_Use,Housing,Rural,Conservation	More affordable housing; more support to all small and medium size agricultural activities		Harpers Ferry
6/24/2023 13:02	I live in the county	Harpers Ferry	Infrastructure,Recreation,Historic_Preservation,Natural_Resource_Use	Fiber Optic cable	Reopening shannondale shooting range/ recreation area	Harper's Ferry national park
6/27/2023 15:40	I live in the county	Charles Town District	Transportation,Infrastructure,Public_Services,Environmental	Sustainable and planned growth	Do not let developers slap up cheap housing without paying adequate impact costs so the roads and schools etc can sustain the amount of people	
6/29/2023 20:24	I live in the county		Land_Use,Infrastructure,Economic_Development,Environmental	Promote business development base on higher paying tech jobs that have little or no environmental impact. No more heavy industry.	I would limit high density development, no more growing vinyl mushroom (housing developments) on farmland. Any development should combine housing with employment opportunities and shopping. The developer should also pay to have the road infrastructure improved to minimize the impact on the existing population.	Many places. Both rivers, small towns like Shepherdstown and Harpers Ferry.
7/3/2023 20:50	I live in the county	Shepherdstown District	Land_Use,Housing,Historic_Preservation,Natural_Resource_Use	Like any program, you should have well thought out and vetted goals going forward.	I've always used an end point (goal) for planning, and this may be something the commission may want to do. How would you like Jefferson County to look like in 2045? What housing/industrial developments, natural resources, etc., would you like to see and work your way backwards to today.	Hard question to answer since there're great things throughout the county.