

Jefferson County Planning Commission
February 10, 2015

The Jefferson County Planning Commission met on February 10, 2015 with the following Commission members present: Steve Stolipher, President; Wade Louthan, Vice President; Gene Taylor, Secretary; Dale Manuel, Gary Phalen, Mike Chapman, Donnie Fisher, Peter Fricke, and Dick Childs . Staff members present included Jennifer Brockman, Director of Planning and Zoning; and Rhonda Greenholtz; Planning Clerk.

Mr. Stolipher called the meeting to order at 7:00 p.m.

1. Approval of the minutes from the following Planning Commission Meetings:

- January 13, 2015
- January 27, 2015

Mr. Stephen Stolipher asked if there were any objections to the approval of the meeting minutes. No objections were raised. Minutes were approved.

2. Citizens Communications: None

3. Request for postponements: None

4. Public Hearing: Zoning Map Amendment Petition by property owner Standard Land Company, LLC (File # Z14-03) for a 404.69 +/- acre property located on the east side of Millville Road (Route 27), south of the intersection with Route 340 , to change the current Rural (R) and Residential Growth (RG) zoning designation to Residential-Light Commercial-Industrial (R-LI-C).

Mr. Stephen Stolipher recused himself from this portion of the meeting, citing conflict of interest.

Mr. Wade Louthan presided over the meeting.

Ms. Jennie Brockman provided a brief overview of the location and history of the property pointing out neighboring zoning classifications. She also stated that some of these properties are owned and in permanent use by the Federal Government.

Ms. Jennifer Brockman stated the role of the Planning Commission is to advise the County Commission if this request is consistent with the 2004 Comprehensive Plan. She also stated that a Public Hearing would be held by the County Commission to take final action.

Mr. Mark Dyck, Gordon Associates, presented the request on behalf of Standard Land Company, LLC. Mr. Mark Dyck stated the Comprehensive Plan does not specifically address re-zoning applications; however the zoning ordinance requires the proposal to address the compatibility with the 2004 Comprehensive Plan. Mr. Dyck presented a Comprehensive Goal Plan and Rezoning Assessment handout to the Planning Commission outlining how the application is in conformance with the 11 objectives of the 2004 Comprehensive Plan. (A copy of this handout is included in these minutes.)

Ms. Jennie Brockman presented the Staff Report which included recommendations for both the 2004 Comprehensive Plan and the Envision Jefferson 2035 Comprehensive Plan. Ms. Jennie Brockman stated that the 2004 Comprehensive Plan does not support development of this area outside of the area identified for growth in the Plan. She further stated that while the Envision Jefferson 2035 Comprehensive Plan calls for redevelopment in this area encouraging recreation and tourism type venues and protecting slopes and natural resources, it does not support the use of the Residential-Light Industrial-Commercial zoning category. The Envision Jefferson 2035 Comprehensive Plan

recommends utilizing the new zoning categories adopted by the County Commission in June 2014. Staff recommended use of the new Zoning Categories.

Mr. Wade Louthan opened the floor to public comment.

Mr. Paul Rosa spoke on behalf of the Harpers Ferry Conservancy. Mr. Paul Rosa cited Land Use Covenants recorded in the Jefferson County Land Records Liber 986 Folio 676 and in Liber 995 Folio 465 restricting the use of the property to Non-Residential Use. No revocation of this has been recorded. Mr. Rosa also cited a Plat recorded among the Land Records in Plat Book 25, Pages 235-235D that allow the construction of 40 Lots. No revocation of this recorded Plat has been recorded. The Conservancy's primary concerns are that scenery and historic resources be preserved. The Conservancy would have no objections to structures that are below grade and not seen from the Battlefield.

Ms. Jennie Brockman addressed the statement by Mr. Paul Rosa regarding a recorded Plat showing the 40 approved lots. It is legal counsel's opinion that the said Plat has been voided due to lack of action. This Plat was not approved by the Planning Commission. At present there is no document recorded among the Land Records voiding this plat.

The following public comments were heard:

Christy Huddle – Ms. Huddle would like to see the narrower zoning categories of the Envision Jefferson 2035 Comprehensive Plan used.

William Cornwell – Mr. Cornwell is a property owner at the southern end of property and is opposed to any development.

Lyn Widmyer – Ms. Widmyer supports the Planning and Zoning staff's report and recommendations. Ms. Lyn Widmyer stated she would like to see a plan showing proposed areas designated for preservation and development. Traffic and public utilities were of concern. Ms. Widmyer entered into the record a letter from Todd E. Hooker, West Virginia Development Office noting the expiration of the Brownfield designation of this property.

Nicola Bastia – Ms. Nicole Bastia stated that she will provide written comments.

Kelly Baty – Mr. Kelly Baty voiced concerns related to floodplain, sinkhole/karst topography, and inadequate infrastructure issues.

Matt Knott – Owner, River Riders. Mr. Matt Knott is in support of this rezoning request as it will make it more financially viable for the property to be cleaned up. Commercial use would be the best fit for the property.

Mr. Wade Louthan closed the floor to Public comment.

Mr. Noah Mehrkam, Standard Land Company, LLC. Mr. Noah Merkhkam took this opportunity to introduce himself and to state reasons how the R-LI-C (Residential-Light Industrial-Commercial) zoning designation would provide for more flexible uses of the property.

Mr. Mark Dyck of Gordon Associates, rebutted with the following:

- The Envision Jefferson 2035 Comprehensive Plan is used as a reference point and doesn't believe it can be used as a basis for approving or denying this application as it has not been approved at this time.

- The Zoning Ordinance amendments related to the new zoning categories state that the new zones can only be used in areas that are defined in the 2004 Comprehensive Plan. Mr. Mark Dyck went through the list of new zoning categories and explained why these weren't feasible options.
- Creating employment within the 340 corridor may alleviate traffic congestion at the "bottleneck area" at the bridges leading into and out of the area.
- An application will be submitted to void the Plat recorded in Plat Book 25 Pages 235-235A.
- A majority of concerns expressed at this meeting will be addressed with the submittal of the Concept Plan.
- The bulk of the development will occur on the north side of the property.
- The proposed development will meet all FEMA setback requirements, as well as the County Zoning and Subdivision Hillside Development and Riparian Buffer requirements.
- Infrastructure improvements will be at the cost of the developer, not the public.

Mr. Wade Louthan opened up the floor for discussion.

Mr. Peter Fricke inquired about the water rights of the Old Standard Quarry as they relate to a Certificate of Need issued by the Maryland Department of Natural Resources for the Catoctin Power Plant.

Mr. Paul Rosa spoke regarding the water rights agreement. The agreement was put in place by a power company based in California for a Catoctin Power Plant project located in Frederick County. The last record of renewal for the agreement has expired.

Mr. Dick Childs inquired about affordable housing on the property.

Mr. Mark Dyck responded that a mix of residential property would be the anticipated use of the property. No specific plans are in place at this time, but high end residential properties are not proposed.

Mr. Dale Manuel made a motion to leave the record open.

Mr. Mike Chapman addressed Mr. Dale Manuel's motion reiterating the Planning Commission's role in this request and that further public comments will be heard at a required County Commission public hearing.

Mr. Gary Phalen asked Ms. Jennie Brockman for clarification on the Planning Commission's role with respect to this request.

Ms. Jennie Brockman restated that the Planning Commission's role is to determine if this request is in conformance with the 2004 Comprehensive Plan. The local Zoning and Land Development Ordinance requires the County Commission to hold a Public Hearing on this request.

Mr. Dale Manuel made a motion to leave the record open for written public comments and moved to finalize action at the next scheduled Planning Commission meeting.

A vote was taken and failed 2-6. Mr. Peter Fricke and Mr. Dale Manuel in favor.

Mr. Peter Fricke made a motion that the request is not consistent with the 2004 Comprehensive Plan nor the draft Envision Jefferson 2035 Comprehensive Plan as it does not support zoning the R-LI-C (Residential-Light Industrial-Commercial) categories.

Mr. Donnie Fisher spoke to the track record of the applicant working with the community. Groups with concerns have praised the discussion and the dialogue with the applicant. Mr. Donnie Fisher believes the information given meets the requirements of the 2004 Comprehensive Plan.

Mr. Peter Fricke stated that the Planning Commission is not supposed to make a recommendation based on the applicant's quality of business, but whether or not the proposal is consistent with the 2004 Comprehensive Plan.

Mr. Gary Phalen stated that a project like this does have merit when an applicant such as this has demonstrated the ability to perform in this county.

Mr. Mike Chapman cited the Scope of Assessment in the Staff Report. The 2004 Plan itself states that its recommendations are general and that there may be internal conflicts within its recommendations and that all of them need to be considered in considering zoning map amendments. The fact that the Envision Jefferson 2035 Comprehensive Plan proposes different uses for this area of the county indicates that there have been major changes since the 2004 Plan that are addressed in the 2035 Plan. He believes that this change between the Plans further supports the proposed rezoning at this time.

Mr. Dale Manual stated the development of this property is an opportunity to clean up this brownfield area and the requested rezoning would enable some control of the property.

A vote was taken and failed by a vote of 1-7. Mr. Peter Fricke in favor.

Mr. Dick Childs made a motion that the request is consistent with the 2004 Comprehensive Plan and recommended the request be sent to the County Commission for approval.

A vote was taken and passed 7-1. Mr. Peter Fricke opposed.

Mr. Louthan called for a break at 8:40 p.m.

The meeting resumed at 8:50 p.m.

Mr. Stephen Stolipher returned to the meeting.

Mr. Stephen Stolipher stated a discussion will be held on Items 5, 6, & 7 simultaneously.

5. Public Hearing: Proposed amendment to the definition of "days" from business days to calendar days in Section 26.200 of the Jefferson County Subdivision and Land Development Regulations (File #STA15-01).
6. Public Hearing: Proposed amendment to Section 20.104, "Exceptions", of the Jefferson County Subdivision and Land Development Regulations, subsection "C", to "exempt" public utilities and private utility firms processing easements from these Regulations (File #STA15-02).
7. Public Hearing: Proposed amendment to Section 24.300, "Waivers", of the Jefferson County Subdivision and Land Development Regulations to change the last sentence of the introductory paragraph stating "No

process or procedural waivers shall be granted” to “Process and procedural waivers shall be reviewed and found consistent with the above criteria prior to approval” (File #STA15-03).

The floor was opened up to Public Comment

Ms. Sue Lawton – Jefferson County PSD. Ms. Sue Lawton supports the proposed amendment regarding “Exceptions” (Item # 6).

Mr. Peter Chakmakian – Attorney, Specialized in Land Use Law. Mr. Peter Chakmakian helped draft Chapter 8A of the West Virginia Code and supports the proposed Amendment regarding “Exceptions” (Item # 6). Mr. Chakmakian is also in support of the Amendment of “days” definition from business days to calendar days (Item #5).

Mr. Mike Shepp, Alleghany Surveys. Mr. Mike Shepp spoke in support of all 3 Amendments (Items # 5, 6 & 7).

Mr. David Hartley – Representative of the EPHBA (Eastern Panhandle Home Builders Association). The EPHBA is in support of all 3 Amendments (Items#5, 6, & 7).

Public Comment was closed to the Public.

A motion was made by Mr. Gary Phalen to forward all 3 Text Amendments (Items#5, 6 & 7) to the County Commission.

A vote was taken which passed unanimously.

8. Discussion and action on the County Commission’s recommended redlined version of the draft Envision Jefferson 2035 Comprehensive Plan (returned to the Planning Commission 01-14-15).

Discussion ensued.

Mr. Dale Manual made a motion that the Planning Commission agrees with the recommended red lined version of the Envision Jefferson 2035 Comprehensive Plan and requests the Plan be forwarded to the County Commission.

A vote was taken which carried unanimously. Jennie Brockman stated that this action means that the version of the Plan returned to the Planning Commission is now approved and a final version with no red-lined edits would be recorded at the courthouse.

9. Discussion and action was taken to form a citizen-based committee to review the Major Subdivision Process of the Jefferson County Subdivision and Land Development Regulations and recommend a draft amendment to the Planning Commission to more closely reflect the requirements of Chapter 8A of the WV State Code.

Appointees are as follows:

Suzanne Malesic
Paul Raco

Glen Hetzell
Deborah Hovatter

Neil Neilson
Michael Boyle

Mike Shepp

Katy Fidler

10. Discussion and action was taken to form a second citizen-based committee to develop proposed language regarding rural campground facility standards and processes in both the Jefferson County Zoning and Land Development Ordinance and Jefferson County Subdivision and Land Development Regulations and recommend a draft amendment to the Planning Commission.

Appointees are as follows:

Annette Gavin	Mike Shepp	Dwayne Marcus
Janis Schiltz	Randy Creller	Wayne Bishop
Jim Gibson	Mark Dyck	Glen Hetzell

Mr. Stephen Stolipher asked that contact information for appointees to both of the above citizen based committees be provided to the Departments of Planning and Zoning.

11. Reports from Legal Counsel and legal advice to the Planning Commission :

- None

12. Directors Report:

- Ms. Brockman updated the staff in regards to the current open Zoning Administrator position.
- Recent/Upcoming CC Actions:
 - Mass Events (#ZTA 14-02)
 - David N. Slusher Zoning Map Amendment
- Planning Commission Training:
 - Next Scheduled Meeting: February 24, 2015 7 p.m. Proposed Topic: Aging in Place
 - Next Regular Meeting: March 10, 2015

13. Planning Commission and Liaison reports:

- None

14. President Report:

- None

15. Actionable Correspondence:

- None

16. Non Actionable Correspondence:

- None

17. Signing of approved Motions from previous meetings:

- None

Mr. Stephen Stolipher motioned to adjourn the meeting at 9:35 p.m.

A vote was taken and passed unanimously.

At the March 10, 2015 Planning Commission meeting, Mr. Stephen Stolipher and Mr. Peter Fricke asked that these meeting minutes be revised to include Committee appointees that were appointed after the February 10, 2015 meeting adjourned. These minutes were appended as requested.



Standard Land Company Rezoning

Planning Commission Presentation and Response to Staff Comments

1. Comprehensive Plan

- *This Comprehensive Plan is not intended to replace or supersede definite, specific ordinances that were in effect at the time of its adoption.*
- The Planning Commission must take into account the entire comprehensive plan when evaluating a rezoning petition. The comprehensive plan is well balanced and has the following objectives. The Comprehensive Plan has 11 goals (see handout).

2. Compensation for View Sheds

- If the Federal Government or any other entity wants to restrict what occurs on private property based on a scenic view shed they should compensate the property owner.
- Standard Land Company is willing to work with the National Park to develop a memorandum of understanding as it pertains to development of the property.
- The 2004 Comprehensive Plan is very clear of scenic view sheds. *"The County should identify the protection of scenic vista as an issue to address, this is best done through the adoption of standards within the ordinances, so that all parties are aware of their rights and responsibilities in this regard."*
 - Finding the application in non-conformance to this section is difficult. It has been 10 years since the plan was adopted and no progress on scenic vista ordinance has been made.

3. Growth Area – not Growth Area Boundary

- The growth area mapped in the 2004 Comprehensive plan is not a "growth area boundary" as presented in Staff's comments.
- The growth area simply maps all lands zoned residential growth and R-LI-C, and excluded all rural and industrial areas.
- The comprehensive plan does not take a specific position on rezoning, other than requiring them to meet the general objectives of the plan.
- The comprehensive plan states "US 340 is the main transportation spine through the County. As such, it is only appropriate and logical that the bulk of the development that incurs happens along this corridor" (see handout)

4. Envision Jefferson 2035

- This document is in draft form and has not been adopted.
- A change to the 2035 Comprehensive Plan has been requested, by the applicant, that would include the entire quarry property in the preferred growth area.

5. Recommendation 4.01

- *"It is the vision of this Comprehensive Plan that development will be concentrated within the designated growth areas"*
- Staff has misinterpreted the objective of this recommendation. It was specifically included to encourage residential development to be served by public water and sewer.
- The Comprehensive Plan includes specific methods to measure the success of a recommendation. Success under 4.01 is specifically measured on page 108 (Comprehensive Plan) as *"the proportion of new homes developed in the County that are developed in the designated growth area and on public or community water and sewer systems."*
- All development on the quarry property will be served by public water and sewer and help achieve this recommendation.

6. Residential – Light Industrial – Commercial

- This zone allows for the development of true neighborhoods and towns. If one zone was selected to define what currently existing in Harpers Ferry, Charles Town or Shepherdstown it would be the R-LI-C. These towns accomplished this feat prior to zoning and we should learn from them.
- Progressive jurisdictions are moving away from a percentage based standard for development in mixed use districts. It is now understood that the form of development is as important, and perhaps more, than the use.
- The R-LI-C district allows for the most complete implementation of walkable, livable community where a resident could walk to their place of employment or to neighborhood services.
- The Zoning Ordinance currently only allows for the new zones to be used for properties currently zoned Residential Growth or Residential – Light Industrial – Commercial.

7. Tourism and Economy

- Based on staff's report tourism is a \$729M industry in Jefferson County
- Harpers Ferry National Park portion of this spending is \$10M, or 1.4%
- All National Parks and Harpers Ferry in particular have struggled with attendance in the last two decades. 2013 was the 5th lowest since 1960, even with the addition of new lands to the park.
- While the applicant appreciates and acknowledges the economic impact of the National Park, the development of the property and the potential for a new access on the Shenandoah River will have a significant positive impact on the local economy and tourism. The economic impact will include the establishment of a new consumer base for businesses and services in Bolivar and Harpers Ferry.

that support community activities at a density and scale commensurate with that of the existing municipalities, to foster the integration of local street and pedestrian circulation between old and new areas so as to develop, over time, an overall coordinated townscape that complements the existing historic character of the municipality, and assists the towns' "main street" to continue to play its historic role as the activity center of a pedestrian scale town.

This area would be comprised of tracts around the immediate boundaries of the municipalities, consisting predominantly of lands currently located in the mixed use and Residential Growth districts. Transportation through this area would operate on two almost parallel axes: The existing WV 9/US 340 Bypass to the east, and a new western bypass, developed in conjunction with the spine road proposed through the center of the Huntfield Development, connecting to WV 9 north of Ranson.

RECOMMENDATION 3.24: In order to accommodate additional traffic demand anticipated through the enlargement of Charles Town and Ranson, the County should promote the design and construction of an at-grade western arterial road west of Charles Town - Ranson.

When this concept was initially proposed, it should be noted that the area designated for this Townscape concept was located entirely within what has become an area designated by Charles Town and Ranson as their designated municipal growth areas, and it appears that this area will be annexed almost entirely into the two towns.

Also, this plan specifically avoids recommending densities for this area as the issue of municipal annexation, its extent, and effect on land use planning by the County is not fully clear. It may be necessary to abandon this concept if municipal annexation becomes onerous. Also, the density of this proposed district could be a variable that may be able to use as a tool to contain annexation by allowing residential density at a level comparable to or greater than that which would be permitted by the towns.

Historic Gateway Special Study Area

The US 340 corridor from the Shenandoah River bridge to the Charles Town bypass serves many purposes. It is the major transportation spine in the eastern part of the County. It is from this road that one views the panorama of the rest of the County from Alstadt's Hill. It serves as a collector for several secondary State highways which serve significant numbers of houses and businesses, and it serves as the eastern gateway to West Virginia. Traffic is ever increasing on this road, as are development pressures.

This segment of US 340 is the most identifiable and visible artery in the County. Without effective study and management, this corridor could deteriorate into a strip of housing developments indistinguishable in character, and commercial development rivaling "strips" in nearby larger cities.

US 340 is the main transportation spine through the County. As such, it is only appropriate and logical that the bulk of the development that incurs happens along this corridor. As such, the purpose of this study is not to turn US 340 into an undeveloped parkway. Rather, it is stated here that the purpose of this study is to identify ways to ensure that the residential and commercial development that occurs along this corridor is designed and constructed in such a way where the development does not cause visual blight and major traffic problems along the eastern entrance corridor to the State. Buffers, landscaping requirements, traffic and access design, sign regulation and aesthetic highway improvements are all examples of issues that could be discussed as part of this study.

RECOMMENDATION 3.25: The County should study the US 340 corridor, including land use, viewscape, economic development and traffic design and management in order to create an effective strategy for the long term management of this important mixed-use corridor.

Shepherdstown Area

Most of the attention to municipalities in this section of the Plan has been paid to the central

Comprehensive Plan Goals

Standard Land Company Rezoning Assessment

1	Encourage growth and development in areas where sewer, water, schools, and other public facilities are available or can be provided without unreasonable cost to the community.	There are existing sewer and water services for the project, no cost to community
2	Promote growth and development that are both economically and environmentally sound.	Economic - the development of the property, as proposed, would result in an economic boost for Jefferson County. This boost would include construction spending, jobs and taxes and would be a permanent source of revenue for Jefferson County government and local businesses.
		Environmental - Steep slopes, vegetation and view shed are protected by zoning and subdivision ordinance Hillside Development Regulations. Shenandoah River is protected by WVDEP and Chesapeake Bay regulations. Development of the site would result in environmental clean up on the property.
3	Promote the maintenance of an agricultural base in the County at a level sufficient to encourage the continued viability of farming in all its various forms.	No impact on the agricultural base in Jefferson County. Rezoning's should be supported when they do not impact lands valuable for agriculture.
4	Encourage and support commercial, industrial, and agricultural activities to provide a diversified and sound local economy,	Rezoning of the property would encourage and support commercial activities, diversifying and strengthening the local economy.
5	Promote the conservation of the natural, cultural, and historical resources and the preservation of Jefferson County's scenic beauty.	Natural - major natural assets protected by Zoning and Subdivision Ordinance. No commercial development within 500' of the Shenandoah River, limited disturbance allowed within 1000' of the Shenandoah River, providing permanent protection at no cost. Cultural/Historical - cultural lands defined by 1988 study funded by congress. Cultural lands currently zoned residential growth, rezoning does not impact the permitted level of development on lands designated as historical.
		Scenic Beauty - the view shed along the Shenandoah River will not be significantly impact by development due to their location on steeper slopes and their protection by the Hillside Development Ordinance.
6	Advocate the maintenance and improvement of transportation systems so that people and goods can move safely and efficiently throughout the County.	Millville Road - WVDOH will require a traffic study for the development of the property. This study will identify improvements to Millville Road to be constructed by the developer, capacity of the road will be enhanced as needed.
		Route 340 - employment based development will reduce traffic on Route 340 during peak periods. Jefferson County resident will not need to go to Maryland for work in the morning, and will not be part of evening congestion when returning.
7	Promote a diversity of housing within the County.	Residential - Light Industrial - Commercial (R-LI-C) promotes a mixture of housing types, allowing for a wide range of socio-economic housing options.
8	Support and protect private property rights while supporting and protecting overall public health, safety and general welfare.	Private Property rights - no private property rights are impacted through the rezoning of the property. The site is not included on the WV National Register of Historic Places, denying the rezoning based on scenic view sheds for which no compensation has been offered is a substantial taking of private property rights.
		Public health, safety and welfare - Jefferson County, WV Department of Highways, WV Department of Environmental Protection, WV Department of Health and others will be required to approve all development on the property. These entities have strict and comprehensive regulations to protect the public.
9	Promote a Planning and Zoning process that is understandable and straightforward, with ample opportunity for meaningful public input.	The proposed application has met all requirements of the Zoning Ordinance.
10	Promote pedestrian friendly, livable communities	The R-LI-C Zone promotes pedestrian friendly communities by locating employment and services in proximity to housing.
11	Promote inter-entity and inter-agency collection and exchange of information and cooperation on planning.	The proposed rezoning does not have an impact on this objective.



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STANDARD LAND COMPANY PROPERTY
JEFFERSON COUNTY, WEST VIRGINIA
02-10-2015



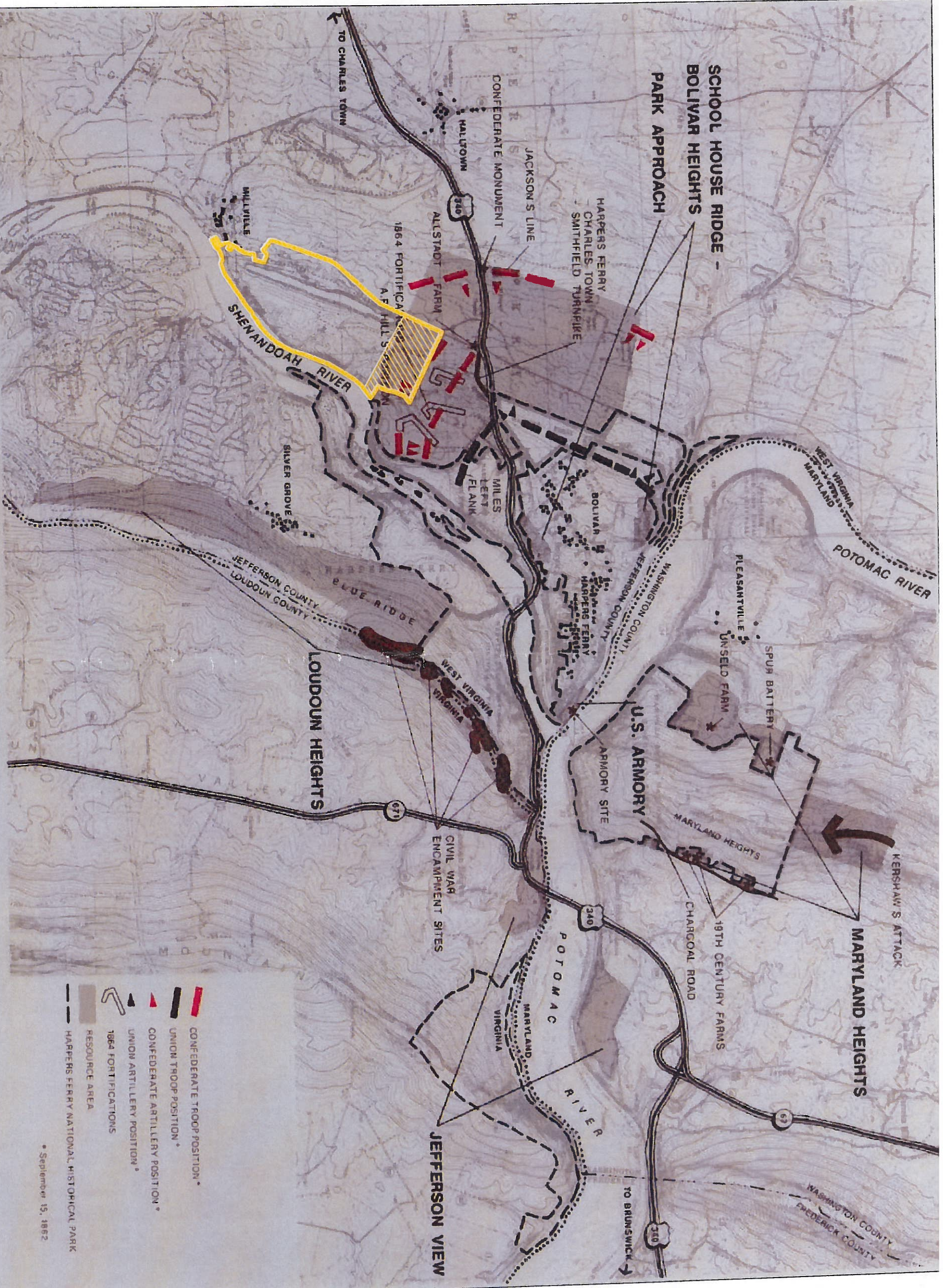
500' SETBACK = 17.8% OF PROPERTY
1,000' SETBACK = 36.3% OF PROPERTY

STANDARD LAND COMPANY PROPERTY
JEFFERSON COUNTY, WEST VIRGINIA
02-10-2015

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GRAPHICAL SCALE 1" = 400'

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


SCHOOL HOUSE RIDGE -
 BOLIVAR HEIGHTS
 PARK APPROACH

MARYLAND HEIGHTS

JEFFERSON VIEW

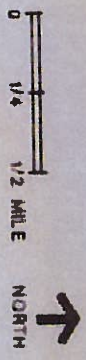
LOUDDON HEIGHTS

-  CONFEDERATE TROOP POSITION *
-  UNION TROOP POSITION *
-  CONFEDERATE ARTILLERY POSITION *
-  UNION ARTILLERY POSITION *
-  1864 FORTIFICATIONS
-  RESOURCE AREA
-  HARPERS FERRY NATIONAL HISTORICAL PARK

* September 15, 1862

CULTURAL RESOURCES

HARPERS FERRY NATIONAL HISTORICAL PARK
 UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE



365 28000A DEC OCT 89