

**CLARKE COUNTY PLANNING COMMISSION  
 COMPREHENSIVE PLAN COMMITTEE  
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## Clarke County Planning Department

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**TO: Planning Commission Comprehensive Plan Committee members**

**FROM: Brandon Stidham, Planning Director**

**RE: September 7, 2021 Committee Meeting**

**DATE: August 30, 2021**

The next meeting of the Comprehensive Plan Committee is scheduled for **Tuesday, September 7 at 2:00PM in the Government Center Main Meeting Room.**

The first item of business will be to complete the review of the final draft of Chapter II (Goals, Objectives, and Policies). Clean and redline drafts were previously emailed to you on June 22 and hard copies were provided in your July meeting packets. Additional copies of the materials are included in the electronic version of this meeting packet.

The second business item is to begin review of Chapter III (Implementing Components). Staff has included an initial draft of Chapter III with a memo and additional documentation to describe our initial proposed changes. Staff is not looking for the Committee to complete review of Chapter III at this meeting but instead to provide initial thoughts on the draft and input to Staff to help guide development of the final draft for Committee review.

The third business item is a Staff overview of the updated work plan for the Comprehensive Plan review and subsequent reviews of the component plan updates. Staff has included copies of the review schedule and timeline that were provided to the Commission in July. We would like to discuss in more detail a conceptual approach to completing the component plan reviews in a more efficient manner by grouping similar plan reviews.

The final business item is a brief discussion of the five-year review resolutions for the Waterloo and Double Tollgate Area Plans which are due in December. The Committee will need to review and recommend resolutions for the Commission's initial review in November.

If you have questions or concerns in advance of the meeting or will not be able to attend, please feel free to contact me.



# Clarke County Planning Commission

AGENDA – Comprehensive Plan Committee Meeting

Tuesday, September 7, 2021 (2:00PM)

Berryville/Clarke County Government Center – Main Meeting Room

- 1. Approval of Agenda**
- 2. Approval of Minutes**
  - A. January 12, 2021 meeting
  - B. January 26, 2021 meeting summary (no action required – no quorum)
- 3. Discussion Items**
  - A. Comprehensive Plan Update
    - (1) Review Chapter II (Goals, Objectives, and Policies) Final Draft
    - (2) Discussion, Chapter III (Implementing Components) Review
    - (3) Workplan Update and Timeline
  - B. Upcoming Five-Year Review Resolutions – Waterloo and Double Tollgate Area Plans
- 4. Other Business**
- 5. Adjourn**



# Clarke County Planning Commission

**DRAFT MINUTES** – Comprehensive Plan Committee Meeting

Tuesday, January 12, 2021 – 2:00PM

Berryville/Clarke County Government Center – Main Meeting Room

ATTENDANCE:			
Matthew Bass (Board of Supervisors)	✓	Bob Glover (Millwood)	✓
Anne Caldwell (Millwood)	✓	Douglas Kruhm (Buckmarsh)	X
George L. Ohrstrom, II (Ex Officio)	✓E		

E – Denotes Electronic Participation

**STAFF PRESENT:** Brandon Stidham (Director of Planning)

**CALL TO ORDER:** By Mr. Stidham at 2:09PM.

## 1. Approval of Agenda

The meeting agenda as presented by Staff was approved by consensus.

## 2. Approval of Minutes – December 8, 2020 Meeting

Members unanimously approved the December 8, 2020 meeting minutes as presented.

Motion to approve December 8, 2020 meeting minutes as presented:			
Bass	AYE	Glover	AYE (moved)
Caldwell	AYE (seconded)	Kruhm	absent

## 3. Discussion Items

### A. Comprehensive Plan Update – Review Chapter II Goals, Objectives, and Policies (continued discussion)

Mr. Stidham reviewed the changes from the previous draft as summarized in the January 5, 2021 Staff memo.

Regarding revised Goal #2, Mr. Stidham asked if members had any issues with the revised wording as discussed at the December 8 meeting. Members agreed with the changes and had no outstanding concerns.

Regarding Policy #5(d) under Objective #1 (Agriculture), Chair Ohrstrom said that the sentence would read better if “the participation of” was deleted. Members agreed to this change.

Mr. Stidham reviewed the edits to Policy #7 regarding the right-to-farm warning notice. Chair Ohrstrom asked if the warning notice is applied to both minor and major subdivisions. Mr. Stidham said that it is unclear whether the warning notice is required for minor subdivisions but it will be clearly required for both minor and major subdivisions in the revised Ordinance.

Regarding the introductory language to Objective #2 (Mountain Resources), Chair Ohrstrom said that he thought the first sentence was a run-on sentence. He recommended adding a period after “policies” in the third line and editing the rest of the line into a new complete sentence. Commissioner Caldwell suggested deleting “through the following policies” and rewriting the remainder as “Applicable policies are found in this Objective, Objective #3 (Natural Resources), and the Mountain Land Plan.” Members agreed with this change.

Commissioner Bass asked if “significant degradation” is first used in Objective #2, Policy #13(d) and Commissioner Caldwell replied that there is an earlier use of the term. Commissioner Bass then suggested that the term be defined in the first instance that it is used in the Plan rather than in Objective #3 as currently proposed. Mr. Stidham said that you could cross-reference the term to its definition in Objective #3. Commissioner Caldwell said that the first use of the term is in the introductory language in Objective #1 and Chair Ohrstrom added that this could be where the term should be defined. Commissioner Bass said that if you define the term where it is first used, then you do not need to cross-reference it. Mr. Stidham stated that the definition of “significant degradation” was added to Objective #3 because it pertains to natural resources, adding that it may be out of place if it is moved to Objective #1 (Agriculture). Mr. Stidham asked the members if they wanted to make this language into a Goal. Chair Ohrstrom said that it really is a Goal and members agreed with this approach. Mr. Stidham asked to hold this thought until they get to a discussion of Objective #3 later in the meeting.

Regarding Policy #2 in Objective #2, Mr. Stidham asked the members to review the various usages of “should” and “shall” to see if they reflect the Committee’s discussion from the previous meeting. Members agreed with the proposed changes

In the right-to-farm warning notice language in Objective #1 Policy #7, Commissioner Glover found the proposed wording to be confusing at “of the nature of living.” Mr. Stidham said that he had issues with coming up with better wording and Chair Ohrstrom said that he also found it to be confusing. Mr. Stidham suggested “promote awareness of what to expect when living within an agricultural community.” Commissioner Bass suggested striking “the nature of” and members agreed with this changes.

Members began the review of Objective #3 by discussing the proposed definition of “significant degradation of natural resources” currently included in Policy #1. Commissioner Bass said that he liked the proposed wording. Mr. Stidham asked the members if they were okay with the term “measurable negative reduction.” Chair Ohrstrom said that he had an issue with the following wording “that would result from the development of a new land use.” He noted that it is not just new land uses that can cause problems, it can also include uses becoming more intensive. He added that he was fine with the remaining language. Mr. Stidham suggested changing the wording to “development of a new or expansion of an existing use.” Commissioner Glover suggested ending the sentence at “resource” and deleting the remaining language noted by Chair Ohrstrom. Members agreed with Commissioner Glover’s suggestion and Commissioner Caldwell noted that this would cover everything. Mr. Stidham added that it can cover impacts that are not related to development at all. Commissioner Bass noted that this would be more important if we make this language into a new Goal. Mr. Stidham asked the members if they were comfortable with moving the definition to a new Goal #6 and members agreed.

Commissioner Glover and Mr. Stidham briefly discussed whether the items upon which to place focus in the second sentence is a complete list. Commissioner Caldwell suggested replacing the word “upon” with “on but not limited to” in order to capture any items that are not in this list. Members agreed with this change. Commissioner Bass asked if this language is moved to a new Goal #6, would it begin with the sentence, “Prevent significant degradation of natural resources.” Chair Ohrstrom said yes. Commissioner Bass clarified that we are not moving all of the proposed language in Policy #1 to new Goal #6, just the aforementioned sentence, the definition, and the sentence referencing adopting regulations to establish measurable thresholds. Mr. Stidham asked the members for confirmation that they want to including the adopting regulations language in the Goal. Commissioner Glover replied that he would prefer to leave that language out of the Goal and keep it in Policy #1. Commissioner Bass stated that it would be important to include in the Goal as a reminder to develop these regulations in the future, adding that it is part and parcel of determining significant degradation. Commissioner Caldwell asked whether all of Policy #1 should be moved to new Goal #6. Mr. Stidham argued that the adopting regulations language should be left in Policy #1, noting Mr. Camp’s previous point that language directing you to do something is better suited for a policy or strategy than a goal. He said that the Goal #6 language should be Commissioner Bass’s beginning sentence and the definition of “significant degradation.” Remaining language would be retained in Policy #1. Members agreed with these changes and Mr. Stidham said that they can look at this language in the next draft to determine whether they are comfortable with it.

Regarding promoting awareness of public parking areas and access points in Policy #4, Commissioner Glover asked if there is a better word to use than “limiting.” Mr. Stidham suggested “discouraging” and members agreed with this change.

Regarding Policy #11, Chair Ohrstrom asked what a “land use easement” is and Mr. Stidham replied that it is another example of loosely-written language that should be “conservation easements.” Mr. Stidham added that in this context, he recommends using “permanent conservation easements” because other localities allow term-based easements and Clarke County does not. Members agreed with this change and had no additional comments on Objective #3.

Regarding Objective #4 (Historic Resources) Policy #7, Chair Ohrstrom noted in the second sentence that development cannot be “compatible with” and “not disturb” nearby historic resources. He recommended deleting the words “and ensure that it does not disturb.” Mr. Stidham also noted that a comma needs to be added in the second line between “historic” and “architectural.” Members agreed with these changes.

Regarding Policy #14, Chair Ohrstrom suggested adding “Native Americans” to this Policy to provide a more diverse list. Members agreed with this change.

Regarding Objective #5 (Conservation Easements) Policy #1, Commissioner Caldwell recommended deleting “open space and” to maintain consistent reference to “conservation easements” throughout the document. Commissioner Bass asked if the recent discussion of a policy change regarding no dwelling unit rights on eased properties should be referenced in this Objective. Chair Ohrstrom said that he did not think so because the issue is a moving target controlled by the Internal Revenue Service (IRS) that has not been finalized yet. He added that

this is part of the minutia of the definition of conservation easement and not something that we need to get into with the Plan update. Chair Ohrstrom also noted in the introductory language to Objective #5 that the word “collaboration” in the fourth line should be “collaborate.” Members agreed with these changes.

Returning to Policy #13 in Objective #4, Commissioner Glover asked whether “demolition by neglect” should be defined and Mr. Stidham replied that this is when a property owner allows a historic structure to go ruin through neglect. Commissioner Glover added that there is something missing in the sentence. Mr. Stidham asked if it would fix the problem by replacing the word “including” with “such as.” Members said that this helps and Commissioner Caldwell added that “demolition by neglect” should be hyphenated to note that it is a category. Mr. Stidham replied that it typically is not hyphenated but he could put it in quotation marks. Commissioner Glover reiterated that there needs to be a definition and Mr. Stidham suggested adding “of historic structures” after “demolition by neglect.” Chair Ohrstrom suggested putting a period after “neglect.” Commissioner Glover added that the second sentence should note that the owner is causing the demolition by neglect. Mr. Stidham suggested adding to the beginning of the sentence, “Encourage property owners to protect their historic structures through...” Members agreed with this language. Members also had no further comments on Objective #5.

Regarding Objective #6 (Outdoor Resources) Policy #2, Chair Ohrstrom asked if members thought the language is confusing and Commissioner Caldwell replied yes. Chair Ohrstrom added that this is a good example of “comp plan speak” and asked what the Policy actually means. He suggested deleting “development of mutually.” Mr. Stidham replied that he would recommend striking all language beginning with “and foster development” and members agreed. Mr. Stidham noted that he is more concerned with the beginning part of the Policy. Chair Ohrstrom suggested deleting “an array of” but members alternatively suggested “a variety of.” Mr. Stidham said that fiscal responsibility and compatibility need to be added because not all recreational opportunities are compatible with the County nor should we be spending money on them. Chair Ohrstrom provided an example of ballfields being developed on the Kohn property that would be totally incompatible. Members discussed that mutually beneficial partnerships could involve working with other counties, government agencies, or the private sector to fund and develop recreational resources. Mr. Stidham suggested, “Provide a variety of recreational opportunities for citizens throughout Clarke County that are fiscally responsible, compatible with the County’s land use philosophy, and meet the changing needs of the community.” Members were comfortable with this wording.

Chair Ohrstrom asked whether a comprehensive plan is for the Board of Supervisors as well as the Planning Commission or is it strictly a planning document for the Commission. He then asked whether the Commission should be talking about fiscal responsibility in the Plan. Mr. Stidham replied that some comprehensive plans contain recommendations that guide all aspects of government and not just land use planning.

Chair Ohrstrom noted that the wording of Policy #3 is also awkward because of the list aspect. Mr. Stidham suggested adding a period at the end of “scenic resources” and beginning the new sentence with “Examples include.” Chair Ohrstrom replied that this addresses his concern. Members had no additional concerns with Objective #6.

Regarding the introductory language to Objective #7 (Energy Conservation and Sustainability), Chair Ohrstrom said that this is also a run-on sentence and should be split into two sentences. Mr. Stidham suggested adding a period in the second line after “philosophy,” starting the new sentence with “Ensure” and deleting the word “so.” Chair Ohrstrom said this addresses his concern. Mr. Stidham asked if Policies #1, #6, and #7 should all be combined and members said yes.

Mr. Stidham asked members if they had any comments on Objective #8 (Village Plans (Millwood, Pine Grove, White Post) and none were offered.

Regarding Objective #9 (Designated Growth Areas for Development) Policy #2, Mr. Stidham explained his recommendation to refer generally to the Town’s and County’s development goals and remove the specific land use and design principles. Members agreed with this change.

Commissioner Glover asked whether the introductory language to Objective #9 could be arranged as a list instead of a single paragraph. Mr. Stidham said that he would make that change.

Returning to Policy #2, Chair Ohrstrom said that he is comfortable with the change but wanted to know what constitutes a “quality” development. Mr. Stidham said that he chose to use that word and would not have a problem striking it.

Regarding Policy #5, Mr. Stidham provided background information on how the Double Tollgate Area was designated as a deferred growth area in the last Comprehensive Plan update. He noted that growth in the Double Tollgate Area was predicated upon development triggers that were not reached. These included the projected level of development at Lake Frederick, industrial development in Warren and Frederick County, significantly higher traffic counts on U.S. 340, and available public water and sewer. He also noted that changes in ownership or development of the adjacent Department of Corrections property could warrant a review of the deferred growth status. He then explained how ownership of the property has now been divided and transferred to the Department of Military Affairs and the Virginia Port Authority, the latter of which is assigned the task of working with the County to develop it. He said that something will need to be done with the wording of this Policy and at a minimum should include removing the deferred growth status. He also said that consideration may need to be given to adding soft language that would support expanding the boundaries of the growth area to account for the State property being developed.

Chair Ohrstrom said that the current language is very good because it says until it is applicable and economically feasible, the County is not going to do anything here. Commissioner Bass said that the reality is that this may be coming sooner rather than later. Mr. Stidham said that he will work on language for the Committee to review but is not sure that he is at the point where he can do that yet. He added that new language is needed to provide more flexibility, especially considering that you are dealing with State agencies. He asked the members to keep this Policy in mind and we will revisit it in the near future. Chair Ohrstrom noted that the nuts and bolts will need to go in the update of the Double Tollgate Area Plan which is coming up for five-year review this year. Mr. Stidham replied that the language to be added to the Comprehensive Plan



would inform the update of the Double Tollgate Area Plan. Commissioner Bass said that changes to the Policy would start with removing “deferred” and “delay” from the first sentence. Mr. Stidham added that we will likely need to rewrite the Policy instead of wordsmith the current language because we want to create new guidance moving forward. Chair Ohrstrom said that he would like to retain language to avoid investing in public water and public sewer if we do not have the funding or the proper project in which to invest. Commissioner Bass said that he does not want to have language that requires the County to wait until something happens in order to invest in the Area. Mr. Stidham added that something new has happened since the current language was written and that is the change in ownership of the State property. Chair Ohrstrom then briefly discussed his understanding of how water and sewer was developed with the Lake Frederick development. Commissioner Caldwell noted that the Commission reviewed Frederick County’s plans for public water and sewer when the Double Tollgate Plan was updated, adding that she did not think there would be an option for Clarke County to connect to their public sewer. Commissioner Glover said that he understood that Double Tollgate has always been an area that is expected to grow and he asked if there is anything in the immediate term that is being discussed for development. He also asked about the area of the State property. Mr. Stidham replied that only a portion of the property has been assigned to the Virginia Port Authority for potential development. He said the remainder of the property is going to the Department of Military Affairs and the Virginia Department of Transportation (VDOT). Commissioner Glover asked if housing could be developed on the Port Authority property and Mr. Stidham replied no. Chair Ohrstrom asked about the zoning of the property on the southeastern corner of the intersection. Mr. Stidham replied that it is zoned Highway Commercial as are the other properties in the Double Tollgate Area. Commissioner Glover noted that we need to know the area of the adjoining properties in order to update this Policy. Mr. Stidham replied that we need to write the Policy with the tone of readiness and flexibility. Chair Ohrstrom asked Mr. Stidham to develop a draft for future consideration.

Mr. Stidham said that the Committee will pick up with the review of Objective #10 (Economic Development) at the next meeting and attempt to finish Chapter II. Members agreed to schedule the next meeting for Tuesday, January 26 at 2:00PM.

#### **4. Other Business**

None.

**ADJOURN:** Meeting was adjourned by consensus at 3:15PM.

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Brandon Stidham, Clerk



# Clarke County Planning Commission

**MEETING SUMMARY – Comprehensive Plan Committee Meeting**

**Tuesday, January 26, 2021 – 2:00PM**

**Berryville/Clarke County Government Center – Main Meeting Room**

<b>ATTENDANCE:</b>			
Matthew Bass (Board of Supervisors)	✓ <b>E</b>	Bob Glover (Millwood)	✓
Anne Caldwell (Millwood)	✓	Douglas Kruhm (Buckmarsh)	<b>X</b>
George L. Ohrstrom, II (Ex Officio)	✓ <b>E</b>		

**E** – Denotes Electronic Participation

**STAFF PRESENT:** Brandon Stidham (Director of Planning)

**NOTE:** Only two of the four Committee members were present in the meeting room so a quorum was not established. As a result, no action was taken by the Committee.

**DISCUSSION ITEMS:**

The Committee continued work on reviewing Chapter II of the Comprehensive Plan and accepted the majority of Staff’s recommended changes from the previous draft iteration. The Committee also requested Staff provide the following additional changes:

**Goals:**

- In Goal #2, change “each unique community’s needs” to “each community’s needs and unique character.”
- Add a new Goal #7 to address the hazards of establishing precedent and to ensure that all policy decisions are examined carefully for precedent-setting implications.

**Objective 2 – Mountain Resources:**

- Add a new Policy #1 recommending collaboration with agencies, organizations, and surrounding counties to develop ways to mitigate impacts to mountain lands.

**Objective 3 – Natural Resources:**

- In the introductory sentence, change “scenery” to “viewsheds.”
- In draft Policy #1, replace the last sentence which is a general definition of “significant degradation” with language recommending that regulations be adopted to establish measurable thresholds for what constitutes “significant degradation” of specific natural resources.
- In Policy #2, replace the word “significant” with “substantial” to avoid confusion with the new “significant degradation” terminology.

- Correct a typographical error noted in Policy #4f.
- Incorporate minor wording changes to Policy #19 requested by the Committee.

**Objective 9 – Designated Growth Areas for Development:**

- Correct a typographical error in Policy #2.
- Policy #5 regarding the Double Tollgate Area should be flagged for future work.

**Objective 10 – Economic Development:**

- Make no changes to current Policy #1 regarding establishing and maintaining an Economic Development Strategic Plan.
- Staff should draft new language to replace current Policy #5 with two new policies to address economic development in the Towns and business intersections and the rural/unincorporated areas separately. For the rural areas, language should be added to provide direction as to what compatible business sectors we should be promoting for economic development. Committee members suggested reducing tourism in priority, referencing lodging, and addressing special events and commercial public assembly.
- Technical language regarding transportation impacts in Policy #8a, 8b, and 8c should be replaced with general language regarding mitigating reduction in levels of service to unacceptable levels.
- Make minor formatting changes to Policy #9’s subsections a-f for consistency purposes.
- A new Objective should be drafted by Staff to address broadband internet access policies for residents and business owners.

**Objective 11 – Capital Improvement Planning and Fiscal Responsibility:**

- In Policy #8d, replace “at property owner’s expense” with “in partnership with property owners” to reflect that the County, Sanitary Authority, and property owners should partner together to add, expand, and maintain public water and sewer at the business intersections.

**Next Meeting**

Staff noted that the next Committee meeting date would be dependent upon the progress of the Zoning and Subdivision Ordinance update project. Agenda items would include a final review of Chapter II changes and beginning work on reviewing Chapter III.



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**TO: Planning Commission Comprehensive Plan Committee members**

**FROM: Brandon Stidham, Planning Director**

**RE: Chapter III – Implementing Components (Initial Draft)**

**DATE: August 30, 2021**

Enclosed you will find an initial draft of Comprehensive Plan Chapter III (Implementing Components) along with an excerpt from a redlined draft of the Plan's Introduction section regarding the implementing component plans. Staff proposes to start discussion of Chapter III with an overview of three issues for the Committee's consideration:

- **Format and content of component plan descriptions**
- **Component plan consolidation**
- **Elimination of component plan status**

### **Format and content of component plan descriptions**

In developing a revised Chapter III for the Committee's review, Staff identified issues with the way the component plans are described in the current Comprehensive Plan that could cause confusion and inconsistencies.

The component plans are first described in the Comprehensive Plan's Introduction section (pp. v – vii) with a very brief introductory paragraph and short descriptions of each component plan as they existed in 2014. This section lacks a clear explanation of the purpose of component plans, only stating that "through these implementing components that the aspirations of the citizens are achieved and the elements of the Plan are realized." Furthermore, some of the brief descriptions of the component plans do not clearly describe the purpose of the component plan or what their goals, objectives, and policies attempt to achieve. Staff has taken an initial attempt at re-drafting this language from the Introduction section to begin addressing these issues. It is important that this language explain – in general terms – why we have component plans and how they relate to the Comprehensive Plan to set up a more detailed description in Chapter III.

The format of component plan descriptions in current Chapter III may also create confusion and inconsistencies. Each component plan is described according to the following format:

- Summary
- Priorities for the next few years
- Major policies

The summary sections are expanded versions of the descriptive summaries in the Introduction section of the Comprehensive Plan. In some cases, excerpt language from the component plan is used; in other cases, new language is used. Some component plans contain a description of their history while others include a list of goals or objectives. Descriptive language should be formatted similarly across all component plan descriptions.

The “priorities for the next few years” section also varies greatly from plan to plan as to content. Past versions of the Comprehensive Plan did not provide priorities for every component plan and what was included often was a priority statement not necessarily taken directly from the component plan. This could have created confusion regarding whether the priorities are set by the statement in Chapter III or by the component plan language itself. Staff attempted to address this issue with the 2013 update which added priorities focused on updating each component plan with the goal of placing each on a five-year review schedule.

The “Major Policies” section also contains consistency issues. In some cases, this section includes goals and/or objectives from the Comprehensive Plan. In other cases, a summary of the goals and/or objectives is referenced. This can also result in confusion to readers as to which language provides the correct guidance.

Staff’s initial draft of Chapter III proposes the following new layout:

- A chart for each component plan that lists the adoption date of the current version and the status of the five-year review resolution (at the time of Plan adoption). The chart also includes a list of corresponding plan objectives that are to be used to inform the update of each component plan and to depict where component plan recommendations came from.
- A summary section that provides a brief history of the component plan and a general statement of the changes made in the most recent update.
- A section containing a list of the current component plans goals, objectives, or both. It should be noted that not all component plans currently have lists of both goals and objectives.
- A section containing “Recommendations for Next Revision” to replace the current “priorities for the next few years” section. This would be used specifically to describe the content of an adopted five-year review resolution or, in the absence of one, issues to be addressed when it is time to consider a review resolution.

Staff has added a new section at the beginning of Chapter III to describe the review and update of component plans including new guidelines for conducting plan updates. These guidelines recommend not conducting component plan reviews while a Comprehensive Plan review is in progress, grouping reviews of similar plans, directly referencing Comprehensive Plan goals and objectives, and including an initial scope for review in the five-year review resolution.

Staff has also added a new section at the end of Chapter III to address “Other Relevant Plans and Studies.” The purpose of this section is to provide language to ensure that all plans and studies

that are accepted, adopted, or otherwise used to inform a process should always be consistent with the Comprehensive Plan. The section clarifies that not all plans produced by the County need to be included as component plans but that the Comprehensive Plan's recommendations should always be used (if applicable) in developing the scope and recommendations of such plans and studies. Examples of applicable plans and studies are described in this section.

### **Component plan consolidation**

Although not reflected in the initial Chapter III draft, Staff would like to propose a consolidation of two current plans for the Committee's consideration – the Agricultural Land Plan and the Mountain Land Plan. As you are aware, the Agricultural Land Plan's five-year review resolution is due for adoption in February 2022 and the Mountain Land Plan has not been reviewed or updated since 2005. Given the growing number of component plans and the many shared issues that these two component plans have, there is an opportunity to review these plans together and draft a consolidated plan for all of the County's rural, unincorporated areas.

Attached is a draft outline of a "Rural Lands Plan" concept that shows one possible approach to consolidating the Agricultural and Mountain Land Plans. Staff noted in reviewing the Mountain Land Plan's current objectives that many are equally shared with the County's non-mountain rural areas:

- Protect surface water quality of the area.
- Protect availability and quality of groundwater in the area.
- Protect wildlife habitats and ecosystems (including natural heritage areas).
- Protect the scenic values and scenic byways of the area.
- Protect the cultural resources (such as the Appalachian National Trail/historic structures/sites).
- Protect private property rights.
- Provide for well-sited development compatible with the first eight objectives.

Two objectives have elements that uniquely impact the mountain areas but are also applicable to the valley areas:

- Protect the forest resources of the area.
- Ensure safe public and private roads.

A consolidated plan could highlight both the shared challenges facing all of the County's rural areas and the challenges that are unique to either the mountain or valley areas of the County (e.g., protection of slopes and sensitive areas, viewshed vs. tree preservation issue). For the September 7 meeting, Staff is looking for the Committee's initial thoughts on this approach. Staff will ultimately need the Committee's direction on this issue so that appropriate language can be included in the draft Comprehensive Plan language to support this approach.

### **Elimination of component plan status**

Staff is also proposing that two current component plans have their status as components of the Comprehensive Plan removed in conjunction with this plan update:

### Capital Improvement Plan

The Capital Improvement Plan (CIP) has been included as a component plan but has only been described within the text of the Comprehensive Plan – it has not been developed as a standalone document like the other component plans. Previous iterations of the Comprehensive Plan included actual lists of capital projects with project descriptions, cost estimates, and funding sources. Because this information changes from one annual budget cycle to another, the CIP was reformatted in the 2013 update to include recommendations on the process for creating and updating a CIP on an annual basis.

With the Comprehensive Plan and component plans being reviewed once every five years and a CIP needing to be reviewed annually, the CIP should not be considered as an implementing component plan and should be removed as such with the current revision process. It is important that the annual CIP be consistent with the Comprehensive Plan and specifically Objective 11 (Public Infrastructure, Capital Improvement Planning, and Fiscal Responsibility). Staff has included language in the new “Other Relevant Plans and Studies” section of Chapter III to describe the CIP and the necessity for it to be in conformance with the Comprehensive Plan.

### Economic Development Strategic Plan

The issue of whether the Economic Development Strategic Plan should remain a component plan has been discussed by the Commission previously, most notably in 2019 during the deliberation of the five-year review resolution. Staff recommends that the Committee and eventually the Commission revisit this issue and consider making this change with the Comprehensive Plan revision.

The Strategic Plan was originally drafted in 2014 as the County’s first document providing specific recommendations and action items to guide economic development. The Strategic Plan was adopted as an implementing component plan to ensure that the County’s approach to economic development remains consistent with our land use philosophy as expressed in the Comprehensive Plan. At the time of the Strategic Plan’s adoption, the County did not have a structured economic development program and economic development functions were assigned on a limited basis to the County’s zoning administrator. Since then, the County has grown its economic development program and now employs a full-time director to manage the program. While it remains important to maintain a Strategic Plan, such a plan should now be in a form that allows for it to be evaluated and modified on an annual basis instead of once every five years with short-term objectives that can be changed and undated flexibly at a similar frequency.

There have also been concerns expressed about ensuring that the Strategic Plan remains consistent with the Comprehensive Plan. This issue of conformity would be addressed by:

- Adding policy language to Objective 10 of the Comprehensive Plan.
- Referencing the Strategic Plan in the “Other Relevant Plans and Studies” section of Chapter III which emphasizes that all plans and studies should be consistent with the Comprehensive Plan.

Policy #1 of Comprehensive Plan Objective 10 currently recommends maintaining the Strategic Plan as a component plan. Should the Committee want to recommend removing component plan status, the policy language could be changed as follows:

1. Establish and maintain an Economic Development Strategic Plan ~~as a component plan to implement this Objective and its policies~~ ***as an action-oriented plan to implement the recommended strategies of this Objective 10. Ensure that the Strategic Plan's recommendations and action items are fully consistent with Objective 10 and all other applicable goals and objectives of the Comprehensive Plan.***

Language in the draft of Chapter III would also have to be adjusted by removing the Strategic Plan's description as a component plan and moving it to the Other Relevant Plans and Studies section.

Please advise if you have questions or concerns in advance of the meeting.



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## FROM COMPREHENSIVE PLAN INTRODUCTION SECTION

### Implementing Components of the Comprehensive Plan

~~To achieve these Goals, Objectives, and Policies, implementation of the Clarke County Comprehensive Plan has been divided into seven components pertaining to specific geographic and policy areas. It is through these implementing components that the aspirations of the citizens are achieved and the elements of the Plan are realized.~~

*As noted above, the Comprehensive Plan's 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 specific goals, objectives and/or strategies which go into greater detail on the geographic area or policy issue than can be accomplished succinctly in the Comprehensive Plan. Component plans are reviewed once every five years and the update processes are informed by the Comprehensive Plan's guidance. These components can be found Detailed descriptions of the component plans are provided in Chapter III of the Comprehensive Plan and are briefly described summarized 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.*

~~Clarke County has been, and continues to be, a predominantly rural and agricultural environment. Agriculture is the defining characteristic of the County. It is Clarke County's most significant economic, cultural, and historic feature. The preservation of agricultural lands is promoted and encouraged by the Agricultural Land Plan as it seeks to perform the following items:~~

- ~~1. Minimize the impact of nonagricultural residential development.~~
- ~~2. Minimize the size of parcels created for residential purposes in rural areas.~~
- ~~3. Keep residual tracts as large, and therefore as agriculturally viable, as possible.~~
- ~~4. Provide for residential growth within the designated growth areas.~~

#### **Mountain Land Plan**

*The Mountain Land Plan was developed to address the unique challenges and policy issues facing the County's mountain areas 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.*

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*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.*

~~The mountain lands of Clarke County to the east of the Shenandoah River constitute approximately one fourth of the County. The steep slopes and predominantly forested areas create special land use concerns that require specific land use planning. The Mountain Land Plan is designed to protect the scenic values, forest resources, surface and groundwater quality as well as wildlife habitats of the area, while allowing well-sited development compatible with these concerns.~~

### *Geographic Area Plans – Designated Areas for Growth*

#### **Berryville Area Plan**

The Berryville ~~area~~ *Annexation Area* has been identified in the Comprehensive Plan as the *County's primary* designated growth area ~~of the County~~. Because *the Town of* Berryville contains the highest concentration of available public facilities and infrastructure, it is the most appropriate place ~~for~~ *to direct future* growth. The Berryville Area Plan provides a guide for the physical growth of ~~that area~~ *the Annexation Area and for the orderly transition of properties from the County to the Town as development occurs*. The ~~overriding~~ *primary* purpose of this ~~Plan~~ *component plan* is to encourage 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.*

#### **~~Business Intersections Area Plans~~**

~~There are two intersections in the County of major arterial highways that are federally designated routes: Waterloo (U.S. Routes 50/17 and 340), and Double Tollgate (U.S. Routes 340 and 522). These intersections are uniquely suited for business activities that require auto or truck access. Area plans are necessary to help ensure that appropriate land is provided for such development, that the necessary utilities are available, and that the character of the development enhances the character of County.~~

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## Policy Issue Plans

### *Economic Development Strategic Plan*

*The Economic Development Strategic Plan is one of two new component plans developed in accordance with the recommendations of the 2013 Comprehensive Plan. The purpose of this component plan is to recommend strategies to grow the County's tax base in a manner consistent with the growth management philosophy described in the Comprehensive Plan. The component plan is action-oriented with goals containing specific recommended strategies for projects and initiatives to further economic development within the County and its incorporated towns.*

### **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) in furtherance of historic preservation.***

### *Recreation Plan*

*The Recreation Plan is the second of two new component plans developed as recommended by the 2013 Comprehensive Plan's guidance. This component plan contains specific recommended strategies to protect, promote, grow, and enhance the County's active and passive recreational resources. Its purpose is to address the community's recreational needs and outline steps to ensure the continued viability and enhancement of recreational resources for present and future generations.*

### **Transportation Plan**

Provision of a safe and efficient transportation network is critical to any community but it is also important to ensure that the community's transportation needs are compatible and coordinated with the land use philosophy. These needs are not limited to public roads but also extend to bicycle, pedestrian, and commuter networks. The Transportation Plan provides a clear statement of how the County's land use philosophy is coordinated with its transportation policies. The Transportation Plan also contains the County's current list of improvement projects along with planning level cost estimates and statistical information to support the need for each project.

### **Water Resources Plan**

*The Water Resources Plan was established to protect the County's groundwater and surface water resources and to raise attention to the unique challenges of preserving water quality and quantity in a County with significant Karst areas and mountainous terrain. The component plan contains specific goals and strategies to support regulatory protections, to guide land use decision-making, and to encourage ongoing initiatives to further these goals.*

#### 1) — Groundwater Resources

Three fourths of the people in Clarke County depend on groundwater as their source of drinking

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~~water. Protection of groundwater from pollution is, and has been, of primary importance. The urgent need for protection was vividly demonstrated in 1981, when, because of pollution, the Town of Berryville had to abandon the wells that provided its public water supply. In the early 1990s wells were polluted by benzene in the White Post area and fuel contamination has occurred in Pine Grove and the Shepherd's Mill Road area. These events underscored the need for protection of groundwater. The Groundwater Resources section addresses related issues, including minimizing contamination from non-point sources, protecting the Prospect Hill Spring water supply (the public water supply serving the businesses and residents in Boyce, Millwood, Waterloo, and White Post), and increasing public understanding of the sensitive nature of limestone geology and its susceptibility to contamination.~~

### ~~2) — Surface Water Resources~~

~~Surface waters include secondary streams or tributaries, such as the Shenandoah River, the Opequon Creek, and Spout Run (a state-designated trout stream). The Surface Water Resources section addresses related issues including surface water contamination from both point and nonpoint sources, off-stream water use, such as domestic supply and irrigation, and recreational uses. Point source pollution comes from specific, identifiable sources. Nonpoint source pollution is caused by many diffuse sources, such as runoff, precipitation, or percolation.~~

### ~~Capital Improvement Plan~~

~~Public facilities are the infrastructure for Clarke County's essential services, including education, police and fire protection, social services, parks and recreation, and library services. Because the provision of public facilities can influence when and where development will take place, they are very important growth management tools. The intent of the Capital Improvement Plan is to provide an outline of potential public facility and services needs so the County can review these provisions and maintain adequate levels of services in a timely fashion. Most important, it promotes the effective provision of capital improvements consistent with the goals of the Comprehensive Plan.~~

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## **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. Economic Development Strategic Plan
7. Water Resources Plan
8. Historic Resources Plan
9. Transportation Plan
10. 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).

## **REVIEW AND UPDATE OF COMPONENT PLANS**

Because component plans are part of the County’s Comprehensive Plan, each is required to be reviewed at least once every five years to determine whether the plan needs to be updated or modified. The Comprehensive Plan’s guidance is used to inform the development of each component plan and it is important to ensure all goals, objectives, and policies/strategies are consistent among the Comprehensive Plan and component plans. Given the number of component plans that have to be evaluated once every five years, the following guidelines are recommended:

1. Component plans should not be updated while a Comprehensive Plan review is in progress. This is to ensure that the component plan update process is using guidance from a current and updated Comprehensive Plan.

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2. When appropriate, component plan reviews should be grouped or conducted at the same time to take advantage of deliberating common or similar issues. This will help to ensure that updated component plans are consistent with one another.
3. Where applicable, component plan recommendations should cross-reference the goals, objectives, or policies from the Comprehensive Plan that are used to inform the recommendations.
4. For scoping purposes, five-year review resolutions that are adopted by the Planning Commission to initiate review of a component plan should include an initial list of issues and concerns to be addressed.

## CURRENT IMPLEMENTING COMPONENT PLANS

### 1. Agricultural Land Plan

<b><u>Adoption Date of Current Version:</u></b> February 21, 2017	<b><u>Status of Five-Year Review Resolution:</u></b> To be adopted by February 21, 2022
<b>Corresponding Comprehensive Plan Objectives:</b> <ul style="list-style-type: none"> <li>• Objective 1 – Agriculture</li> <li>• Objective 3 – Natural Resources</li> <li>• Objective 5 – Conservation Easements</li> <li>• Objective 6 – Outdoor Resources</li> <li>• Objective 10 – Economic Development</li> <li>• Objective 13 – Broadband Internet Access</li> </ul>	

#### **Summary:**

The Agricultural Land Plan was first developed in 1987 to outline the County’s symbiotic relationship with its agricultural industry including approaches to supporting and promoting agriculture, and guidance for land use planning and development of regulatory tools to preserve farmland.

In 2016, the Agricultural Land Plan underwent an extensive cover-to-cover rewrite of the previous version that was adopted in 1997. The 1997 Plan contained detailed statistical information about the agricultural industry in Clarke County but did not include recommended goals, objectives, and strategies. The 2016 Plan added these goals, objectives, and strategies that focus on providing support to agricultural businesses and protecting them with appropriate land use and regulatory policies.

#### **Current Component Plan Goals:**

The Goals of the 2016 Agricultural Land Plan are as follows:

1. Actively support the practice of agriculture and the preservation of agricultural land.

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2. Promote agricultural industry and business.
3. Establish land use and regulatory policies to support the agricultural sector and preserve agricultural land.

**Recommendations for Next Revision:**

- ADD RECOMMENDED SCOPING ITEMS FROM FIVE-YEAR REVIEW RESOLUTION HERE
- CONSIDER MERGING WITH MOUNTAIN LAND PLAN

2. **Mountain Land Plan**

<b><u>Adoption Date of Current Version:</u></b> June 21, 2005	<b><u>Status of Five-Year Review Resolution:</u></b> Overdue
<b>Corresponding Comprehensive Plan Objectives:</b> <ul style="list-style-type: none"> <li>• Objective 2 – Mountain Resources</li> <li>• Objective 3 – Natural Resources</li> <li>• Objective 5 – Conservation Easements</li> <li>• Objective 6 – Outdoor Resources</li> <li>• Objective 10 – Economic Development</li> <li>• Objective 13 – Broadband Internet Access</li> </ul>	

**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

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- 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 significant 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. 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.

- **CONSIDER MERGING WITH THE AGRICULTURAL LAND PLAN**



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## 3. Berryville Area Plan

<b><u>Adoption Date of Current Version:</u></b> May 17, 2016 (by Board of Supervisors); May 10, 2016 (by Berryville Town Council)	<b><u>Status of Five-Year Review Resolution:</u></b> Resolution adopted May 26, 2021 (review initiated)
<b><u>Corresponding Comprehensive Plan Objectives:</u></b> <ul style="list-style-type: none"><li>• Objective 9 – Designated Growth Areas for Development</li><li>• Objective 10 – Economic Development</li><li>• Objective 11 – Public Infrastructure, Capital Improvement Planning, and Fiscal Responsibility</li><li>• Objective 12 – Transportation</li></ul>	

### **Summary:**

The Berryville Area Plan was first adopted in 1992 by Clarke County and the Town of Berryville to serve as a joint land use plan for the Berryville Annexation Area – undeveloped County lands adjacent to the Town limits that were designated for addition to the Town in accordance with the 1988 Town-County Annexation Agreement. The 1988 Annexation Agreement created two separate annexation areas – A and B. The Berryville Area Plan applies only to properties located in Annexation Area B. For the purposes of this Plan, the “Annexation Area” references only Annexation Area B.

The Plan is intended to be used as the primary guidance document for land use decision-making within the Berryville Annexation Area as it was developed in coordination with the Town and County comprehensive plans. The Plan identifies five Goals that summarize the Plan’s intent, and also includes land use Objectives and Policies for implementing the Goals across eight subject areas -- Environment, Transportation, Housing, Land Use, Public Facilities, Economic Development, Urban Design, and Implementation. These Objectives and Policies should be used to evaluate new development proposals, make decisions on public infrastructure siting and improvements, and assist in long-range planning and growth management projects.

The Plan also divides Annexation Area B into a series of Sub-Areas, or groups of parcels or portions of parcels that have similar development characteristics. These Sub-Areas were created following an extensive evaluation of historical, environmental, and geological characteristics of each Sub-Area. Based upon these characteristics, recommended use types were assigned to the Sub-Areas with residential or commercial densities based upon the net developable portion of the parcels in the Sub-Areas. These densities are captured in a Future Land Use Table depicting the maximum number of residential units recommended for each Sub-Area recommended for residential use, and the maximum floor area per gross leasable area for each Sub-Area recommended for business use.

### **Current Component Plan Goals and Policies:**

The Goals of the 2015 Berryville Area Plan are as follows:

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1. Provide a platform for the cooperative planning and development of lands annexed or designated for future annexation into the Town of Berryville.
2. Ensure that the Town and County's land use and environmental objectives for the annexation areas, as reflected in the respective comprehensive plans, are compatible and coordinated.
3. Verify that planned public infrastructure (water, sewer, transportation, high-speed internet) is sufficient to support the future development needs as reflected in the Plan.
4. Maintain the streamlined and readily understandable process for development of lands covered by the Plan from annexation status designation through the land use approval process.
5. Strongly encourage context-sensitive development plans that are designed to complement Downtown Berryville, that accommodate growth in a logical and efficient manner, and that provide for the maximum protection and preservation of natural resources, historic resources, and open space.

### **Recommendations for Next Revision:**

The Berryville Area Plan is jointly administered by the Town and County via the Berryville Area Development Authority (BADA) with technical support provided by the Town and County planning staffs. The BADA was formed in 1990 and serves as a joint planning commission with review authority over development proposals within the Annexation Area. As such, neither the County nor Town planning commissions are responsible for reviewing development proposals in the Annexation Area or for reviewing and updating the Berryville Area Plan.

The BADA adopted a five-year review resolution for the Plan in May 2021 with the following scoping items:

- The current Plan's goals and objectives and whether they remain relevant and current or need to be updated.
- Changes in population and demographic information as reported in the final release of 2020 Census data.
- The results of the Southeastern Collector Study (PrimeAE, April 2020).
- Cooperative economic development efforts between the Town and County.
- The build-out status of residential sub-areas (including Battlefield Estates, Hermitage Section 5, Berryville Glen, and Shenandoah Crossing) and whether these sub-areas can be removed from the Area Plan.
- The status of designated potential future growth areas.
- The impact of any updates to the County or Town Comprehensive Plans since the previous Berryville Area Plan update.

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- The impact of new development projects, capital projects, or transportation improvements completed since the previous Plan update.
- Development of guidance for a future review and update of the Town-County Annexation Area Agreement.
- Any other subject not addressed or inadequately addressed by the current Plan

## 4. Waterloo Area Plan

<p><b><u>Adoption Date of Current Version:</u></b> December 20, 2016</p>	<p><b><u>Status of Five-Year Review Resolution:</u></b> To be adopted by December 20, 2021</p>
<p><b><u>Corresponding Comprehensive Plan Objectives:</u></b></p> <ul style="list-style-type: none"> <li>• Objective 9 – Designated Growth Areas for Development</li> <li>• Objective 10 – Economic Development</li> <li>• Objective 11 – Public Infrastructure, Capital Improvement Planning, and Fiscal Responsibility</li> <li>• Objective 12 – Transportation</li> <li>• Objective 13 – Broadband Internet Access</li> </ul>	

### **Summary:**

The Waterloo Area Plan, along with the Double Tollgate Area Plan, are two “business intersection area plans” that were developed to provide specific guidance for land use decision-making in two of the County’s major primary highway intersections. The Plan applies to the Waterloo unincorporated area immediately surrounding the intersection of Lord Fairfax Highway (U.S. 340) and John Mosby Highway (U.S. 50/17). The purpose of the Plan is to help ensure that appropriate land is provided for highway commercial uses, that necessary public utilities are available to support these uses, and that the character of development enhances the overall character of the County.

### **Current Component Plan Goals:**

The Goals of the 2016 Waterloo Area Plan are as follows:

1. Facilitate the availability of broadband wired and wireless internet access and telecommunications for businesses and nearby residents.
2. Develop proactive strategies to facilitate new business development and expansion of existing businesses in the Plan Area.
3. Ensure that the Waterloo Plan Area remains an attractive, marketable location for new and existing businesses and a destination for both local and out-of-area customers.

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4. Maintain the current boundaries of the Plan Area, its current form and scale, and its current capacity for development while remaining open to expansion when build-out is substantially complete.

Plan Objectives include:

Objective 1. Set aside funding annually in the County budget for investment in capital projects to support the Waterloo Plan Area.

Objective 2. Pursue approaches to make public water and sewer connectivity more affordable for new and existing businesses.

Objective 3. Establish and maintain regulations to ensure quality and efficient site development standards and compatible uses.

**Recommendations for Next Revision:**

- ADD RECOMMENDED SCOPING ITEMS FROM FIVE-YEAR REVIEW RESOLUTION HERE

**5. Double Tollgate Area Plan**

<b><u>Adoption Date of Current Version:</u></b> December 20, 2016	<b><u>Status of Five-Year Review Resolution:</u></b> To be adopted by December 20, 2021
<p><b>Corresponding Comprehensive Plan Objectives:</b></p> <ul style="list-style-type: none"> <li>• Objective 9 – Designated Growth Areas for Development</li> <li>• Objective 10 – Economic Development</li> <li>• Objective 11 – Public Infrastructure, Capital Improvement Planning, and Fiscal Responsibility</li> <li>• Objective 12 – Transportation</li> <li>• Objective 13 – Broadband Internet Access</li> </ul>	

**Summary:**

The Double Tollgate Area Plan, along with the Waterloo Area Plan, are two “business intersection area plans” that were developed to provide specific guidance for land use decision-making in two of the County’s major primary highway intersections. The Plan applies to the Double Tollgate unincorporated area immediately surrounding the intersection of Lord Fairfax Highway (U.S. 340/Va. 277) and Stonewall Jackson Highway (U.S. 522). The purpose of the Plan is to help ensure that appropriate land is provided for highway commercial uses, that necessary public utilities are available to support these uses, and that the character of development enhances the overall character of the County.

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## **Current Component Plan Goals and Objectives:**

The Goals of the 2016 Double Tollgate Area Plan are as follows:

1. Designate Double Tollgate as a deferred growth area and develop policies to identify when the County should take proactive steps to facilitate economic growth.
2. Maintain the current boundaries of the Plan Area, its current form and scale, and its current capacity for development while remaining open to expansion when build-out is substantially complete.
3. Facilitate the availability of broadband wired and wireless internet access and telecommunications for businesses and nearby residents.

Plan Objectives include:

Objective 1. Identify development triggers to indicate when Double Tollgate should no longer be considered a deferred growth area and when the County should take proactive steps and investments to facilitate economic growth.

Objective 2. Pursue funding opportunities with Federal and State agencies, or through private sector partnerships, to expand wired and wireless broadband and telecommunications infrastructure in the Double Tollgate Plan Area.

Objective 3. Establish and maintain regulations to ensure quality and efficient site development standards and compatible uses.

## **Recommendations for Next Revision:**

- ADD RECOMMENDED SCOPING ITEMS FROM FIVE-YEAR REVIEW RESOLUTION HERE
- Change the “deferred growth” status
- Address public water and public sewer from Frederick County

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## 6. Economic Development Strategic Plan

<b><u>Adoption Date of Current Version:</u></b> October 21, 2014	<b><u>Status of Five-Year Review Resolution:</u></b> Adopted on October 4, 2019 (review initiated)
<b>Corresponding Comprehensive Plan Objectives:</b> <ul style="list-style-type: none"><li>• Objective 9 – Designated Growth Areas for Development</li><li>• Objective 10 – Economic Development</li><li>• Objective 11 – Public Infrastructure, Capital Improvement Planning, and Fiscal Responsibility</li><li>• Objective 12 – Transportation</li><li>• Objective 13 – Broadband Internet Access</li></ul>	

### **Summary:**

The County's first Economic Development Strategic Plan was adopted in October 2014 as a new component of the 2013 Comprehensive Plan. By virtue of being a "strategic plan," its recommendations primarily consist of short-to-medium term action items to be implemented. The purpose of the Strategic Plan is to guide the County's economic development initiatives while supporting and drawing guidance from the County's overall growth management policies for rural land conservation and other key goals found in the Comprehensive Plan and component plans. The Strategic Plan contains the following guiding principles:

- **Support the County's Comprehensive Plan** and desired future land use pattern of concentrated population within a largely rural environment. The County must avoid compromising its overall growth management philosophy by taking advantage of the natural and historic resources in ways that help preserve them while enhancing their economic value.
- **Grow the tax base** as the primary objective, with a secondary objective to increase economic activity through the expansion of business transactions and/or by adding new jobs, particularly if the jobs are filled by the existing labor force or in-commuters.
- **Build on past and current successes** in business development.
- **Target short-term as well as long-term** economic prospects.
- **Foster close cooperation between the County and the Town of Berryville**, as the two jurisdictions form a unified local economy.
- **Set and memorialize clear priorities and responsibilities** to allow the County and Town to best use limited resources, take best advantage of the community's key attributes, and focus on the most important and practical actions for early success.

### **Current Component Plan Goals and Strategies:**

**Goal A.**      **Increase Collaboration and Capacity for Supporting Compatible Economic Development**

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Strategy 1: Expand Overall Planning and Economic Development Efforts

Strategy 2: Increase Direct Revenues to Fund Economic Development

**Goal B. Retain, Attract, and Develop Compatible and Innovative Industry**

Strategy 1: Promote Compatible Light Industrial Development

Strategy 2: Initiate Long-Term Development Opportunities

**Goal C. Increase the Vitality of Agriculture and Tourism**

Strategy 1: Foster Growth and Vitality of the Agricultural Industry [coordinate with Agricultural Land Plan]

Strategy 2: Promote Tourism Development [coordinate with Tourism Strategic Plan]

**Recommendations for Next Revision:**

The Planning Commission adopted a five-year review resolution on October 4, 2019 for the Economic Development Strategic Plan. Scoping for this review should be taken from Objective 10 (Economic Development) of the revised Comprehensive Plan.

- DETERMINE WHETHER TO REMOVE AS A COMPONENT PLAN

**7. Water Resources Plan**

<b><u>Adoption Date of Current Version:</u></b> September 25, 2018	<b><u>Status of Five-Year Review Resolution:</u></b> To be adopted by September 25, 2023
<b>Corresponding Comprehensive Plan Objectives:</b> <ul style="list-style-type: none"> <li>• Objective 1 – Agriculture</li> <li>• Objective 2 – Mountain Resources</li> <li>• Objective 3 – Natural Resources</li> <li>• Objective 6 – Outdoor Resources</li> </ul>	

**Summary:**

The Water Resources Plan was originally adopted in 1998 and 1999 as a two-part component plan addressing the County’s groundwater and surface water resources and issues separately. The most recent update in 2018 combined and modernized the Plan into a more concise document to address the County’s water quality and quantity issues.

The Plan should be used by property owners, elected and appointed officials, and other interested stakeholders to understand the County’s approach to protecting water resources. The Plan

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should also be applied in tandem with the recommendations found in the County's Comprehensive Plan, Agricultural Land Plan, Mountain Land Plan, and other relevant component plans. Examples of some of the ways that this Plan can be used include:

- Determining how the County should protect water resources both quality and quantity to insure adequate clean supply's for County residents.
- Balancing water quality and availability with the desire to accommodate current and future growth and economic development.
- Evaluating land development applications and proposed changes to the Zoning and Subdivision Ordinances.
- Reviewing and updating the County's Comprehensive Plan and component plans.

### **Current Component Plan Goals and Objectives:**

The Goals of the 2018 Water Resources Plan are as follows:

#### **Goal 1.      Protect and enhance water quality.**

Objective 1.    Protect groundwater resources from contamination and reduce contamination where present

Objective 2.    Protect surface water resources from contamination

#### **Goal 2.      Protect and maintain water availability.**

Objective 1.    Protect water availability through regulatory action

Objective 2.    Protect water availability through programmatic action

#### **Goal 3.      Engage and educate individuals, communities and governments in watershed stewardship.**

### **Recommendations for Next Revision:**

The Water Resources Plan is not due for a five-year review evaluation until mid-2023. At that time, the following issues should be considered:

- The impact of any new or modified Federal and/or state regulations addressing water quality or quantity.
- Evaluation of the County's current water quality and quantity programs.



# CHAPTER III INITIAL DRAFT -- SEPTEMBER 2021

## 8. Historic Resources Plan

<b><u>Adoption Date of Current Version:</u></b> June 19, 2018	<b><u>Status of Five-Year Review Resolution:</u></b> To be adopted by June 19, 2023
<b>Corresponding Comprehensive Plan Objectives:</b> <ul style="list-style-type: none"> <li>• Objective 4 – Historic Resources</li> <li>• Objective 8 – Village Plans – Millwood, Pine Grove, White Post</li> </ul>	

### **Summary:**

The Historic Resources Plan was first adopted in March 2001 and most recently was revised in June 2018. The purpose of the Plan is to identify and develop strategies and initiatives to facilitate the long-term protection and preservation of the County’s historic resources. The Plan is action-oriented in nature with the County’s Historic Preservation Commission (HPC), as supported by the Department of Planning and the County’s architectural history consultant, charged with implementing its recommendations.

### **Current Component Plan Goals and Objectives:**

The Historic Resources Plan does not contain a typical list of goals, objectives, and strategies/policies. Instead, it includes a list of future projects to be undertaken by the Historic Preservation Commission (HPC) in furtherance of the County’s historic preservation program.

### **Recommendations for Next Revision:**

The Historic Resources Plan is not due for a five-year review evaluation until mid-2023. At that time, the following issues should be considered:

- Identifying and prioritizing new and existing action items
- Evaluating the future form and structure of the County’s historic preservation program including the role of the Historic Preservation Commission and County staff, as well as long-term funding of historic preservation initiatives

## 9. Transportation Plan

<b><u>Adoption Date of Current Version:</u></b> March 18, 2014	<b><u>Status of Five-Year Review Resolution:</u></b> Adopted on January 4, 2019 (review initiated)
<b>Corresponding Comprehensive Plan Objectives:</b> <ul style="list-style-type: none"> <li>• Objective 10 – Economic Development</li> <li>• Objective 11 – Public Infrastructure, Capital Improvement Planning, and Fiscal Responsibility</li> <li>• Objective 12 – Transportation</li> </ul>	

# CHAPTER III INITIAL DRAFT -- SEPTEMBER 2021

## **Summary:**

The Transportation Plan was developed in accordance with Objective 12 of the Comprehensive Plan to ensure “that the County’s transportation system provides safe and efficient means for all modes of travel for citizens and visitors through coordinated land use decision-making and judicious use of limited fiscal resources. The Plan is designed to comply with the requirements of Code of Virginia §15.2-2223 which outlines specific transportation elements that must be included as part of a jurisdiction’s comprehensive plan. These required elements include:

- An inventory of the County’s transportation system
- Planning assumptions to support the County’s policies and proposed improvement projects
- A needs assessment that compares the existing transportation system with the County’s land use policies to determine how future growth will affect the system
- Proposed improvement projects with cost estimates that address the County’s transportation needs.

## **Current Component Plan Goals and Policies:**

In addition to a list of priority transportation projects, the Transportation Plan contains the following recommended strategies:

1. Conduct a formal evaluation of the Transportation component plan in conjunction with the five-year review of the County’s Comprehensive Plan. Perform interim evaluations of the Transportation Plan to gauge how any new impacts or funding challenges may impact the Plan’s approach.
2. Continue to focus the County’s limited transportation funds on projects that improve traffic safety, improve functionality, add bicycle or pedestrian features, provide new or enhance existing commuting opportunities, or replace existing gravel public roads or road segments with new hard surfaces.
3. Oppose public and private efforts to expand capacity of the County’s road network outside of the incorporated towns and business growth areas including the State and Federal primary highways.
4. Support projects that improve safety, functionality, and capacity of the public road network within the Towns of Berryville and Boyce and the business growth areas of Waterloo and Double Tollgate.
5. Develop and maintain a clearinghouse of County traffic data, in conjunction with the Virginia Department of Transportation, to aid the governing bodies in making land use decisions and allocating transportation funding to specific projects.

# CHAPTER III INITIAL DRAFT -- SEPTEMBER 2021

## **Recommendations for Next Revision:**

The Planning Commission adopted a five-year review resolution in January 2019 with the following issues recommended for consideration:

1. Integrate new transportation funding programs adopted or modified since 2014, including the Commonwealth of Virginia’s “Smart Scale” program, into the Transportation Plan.
2. Evaluate each priority improvement project to determine whether the project remains relevant and would address current County needs, along with the likelihood of being funded through State and/or Federal programs such as “Smart Scale.”
3. Evaluate whether to include new priority projects including the Town of Berryville’s proposed southeastern collector road that may involve the extension of Jack Enders Boulevard to U.S. 340.
4. Determine whether to integrate recommendations from the 2014 Town of Berryville-Clarke County Bicycle and Pedestrian Plan into the Transportation Plan.
5. Determine whether to request the Virginia Department of Transportation to conduct new transportation studies, such as a crossover study of the County’s four-lane divided primary highways, to aid in developing future project and funding priorities.
6. Coordinate any proposed changes to Comprehensive Plan Objective 12 (Transportation) with any revised recommendations in the Transportation Plan.

## **10. Recreation Plan**

<b><u>Adoption Date of Current Version:</u></b> December 15, 2020	<b><u>Status of Five-Year Review Resolution:</u></b> To be adopted by December 15, 2025
<b>Corresponding Comprehensive Plan Objectives:</b> <ul style="list-style-type: none"><li>• Objective 3 – Natural Resources</li><li>• Objective 6 – Outdoor Resources</li></ul>	

## **Summary:**

The County’s first Recreation Plan was adopted in August 2015 and underwent a modest technical update in December 2020. The purpose of the Plan is to address the recreational needs of the community and to describe the existing resources, how they will be protected and promoted, and the steps that should be taken to ensure the continued viability and enhancement of these resources for present and future generations. The Plan is action-oriented with specific functional strategies and recommendations to protect, promote, grow, and enhance the County’s active and passive recreational resources.

# CHAPTER III INITIAL DRAFT -- SEPTEMBER 2021

## **Current Component Plan Goals and Policies:**

The 2020 Recreation Component Plan identifies the following overarching goals:

1. Meet the recreation needs of the community
2. Increase awareness of all recreational activities
3. Assist in maximizing the recreation value of existing assets
4. Promote connectivity among the County's active and passive recreation resources
5. Update the Recreation Plan on a 5 year cycle

## **Recommendations for Next Revision:**

The Recreation Plan was last revised in December 2020 and is not due for a five-year review evaluation until December 2025. At that time, the Plan's goals and objectives should be evaluated against the County's future recreation needs and any Federal, State, or private sector plans to modify, expand, or construct new recreation facilities in the County.

## **NEW COMPONENT PLAN TO BE DEVELOPED**

### **Village Plan**

#### **Corresponding Comprehensive Plan Objectives:**

- Objective 1 – Agriculture (for Millwood and White Post)
- Objective 2 – Mountain Resources (for Pine Grove)
- Objective 8 – Village Plans – Millwood, Pine Grove, White Post
- Objective 9 – Designated Growth Areas for Development
- Objective 10 – Economic Development
- Objective 11 – Public Infrastructure, Capital Improvement Planning, and Fiscal Responsibility
- Objective 12 – Transportation
- Objective 13 – Broadband Internet Access

### **Summary:**

The need to develop a component plan for the County's unincorporated villages was first identified in the 2013 Comprehensive Plan. These villages include Millwood, Pine Grove, and White Post and are not designated by the County as growth areas despite the fact that they each possess a concentration of residential and commercial uses. Furthermore, White Post is served by public water and Millwood is served by public water and sewer which can be an enticement for potential future growth pressures. A Village Plan would include strategies to help address

## CHAPTER III INITIAL DRAFT -- SEPTEMBER 2021

future land use requests and infrastructure needs while simultaneously ensuring that the character of each village is maintained and unintended, unplanned growth does not occur in the future.

### **Recommendations for Development:**

Similar to the update of the Mountain Land Plan, the creation of a new Village Plan is likely to be a complex and time-consuming project. Development of the Plan should take a community planning approach by soliciting input from the residents and business owners for each village. This input should include defining how these stakeholders view the character of their village and its future growth and development. Planning “charrettes” or workshops could be used as a hands-on approach for stakeholders to work informally with Commissioners and staff and to visualize the process through mapping and prioritization exercises. Efforts should also be taken to be inclusive of the viewpoints of all stakeholders, and draft documents should be vetted with each community deliberately as the plan development process progresses.

Given the extensive nature of a project to develop this new 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 creation.

### **OTHER RELEVANT PLANS AND STUDIES**

From time to time, the County develops plans and studies to guide and inform decision-making on a variety of issues. While all plans and studies that are adopted or accepted for use should be developed in accord with the Comprehensive Plan’s guidance, not all are appropriate for inclusion as an implementing component plan of the Comprehensive Plan. Some plans and studies focus on a narrow or technical issue that is not directly related to the Comprehensive Plan. Other plans have goals or action items that evolve over a shorter time span and need to be updated annually or more frequently than the five-year time span of a component plan.

When such plans and studies are developed, the plan or study’s initial scoping should ensure consistency with the Comprehensive Plan and implementing component plans. For example, a study to identify an area for new County athletic fields should be scoped using applicable recommendations in the Comprehensive Plan’s Objective 6 (Outdoor Resources) and Objective 11 (Public Infrastructure, Capital Improvement Planning, and Fiscal Responsibility), and any applicable recommendations in the Recreation Component Plan. When the plan or study is completed, there should also be a subsequent finding as part of the action to adopt or accept that the plan or study is consistent with the Comprehensive Plan. These measures will help to ensure consistency across all County planning documents and resources and will also help to ensure that the Comprehensive Plan remains a strong and vital expression of the County’s land use and growth philosophies.

Examples of other types of plans and studies developed by the County are described below.

#### **1. Capital Improvement Plan**

The Capital Improvement Plan (CIP) is a planning document used to prioritize and fund capital projects over a five-year timeframe. The CIP is reviewed on an annual basis in conjunction with

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the County's annual budget process. The Planning Commission's role in the process is to evaluate proposed projects and provide a formal recommendation to the Board of Supervisors on the following issues:

- Conformance with the Clarke County Comprehensive Plan and any applicable implementing component plans.
- Whether the project descriptions include a justification or need for the project.
- Whether the project maximizes public convenience and accessibility.
- Whether the project avoids extension of public infrastructure outside of designated growth areas which could cause new development pressures (where applicable).

The CIP was previously considered to be an implementing component plan of the Comprehensive Plan. In 2020, a formalized CIP review process was developed which would have the Commission review and provide recommendations in the fall of each year to be used by the Board of Supervisors in their annual budget process. This formalized annual review process requires a much more frequent review than the five-year schedule of a component plan. The CIP is no longer considered to be an implementing component plan of the Clarke County Comprehensive Plan.

### **2. Telecommunications Infrastructure and Broadband Study 2020**

The Telecommunications Infrastructure and Broadband Study 2020 was developed in November 2016 for the County by the Atlantic Group, a telecommunications consulting firm, for the purpose of identifying strategies to encourage the expansion of cellular communication and broadband internet access throughout Clarke County. The Study is action-oriented in nature and includes the consultant's recommendations for changes to the County's zoning regulations for telecommunication towers, strategies for working with private-sector providers of internet service and infrastructure through a dedicated broadband committee, and funding strategies. The Study was accepted by the Board of Supervisors in December 2016 and was used to develop zoning ordinance text amendments to facilitate tower construction and the formation of a Broadband Implementation Committee to work with potential private-sector partners.

### **3. Energy and Resource Management Plan**

The purpose of the Energy and Resource Management Plan is to private goals and policies to address energy efficiency, conservation, and education and to create a plan to reduce the County's overall environmental impact in order to save tax dollars and improve services. The Plan was developed beginning in 2008 by a team of business leaders, citizens, elected officials, and County staff initially as an interim report addressing nine categories where resource management could be achieved:

- Energy efficiency
- Renewable energy

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- Transportation
- Land use
- Water conservation
- Recycling and waste management
- Education and outreach
- Incentive programs
- County employee management

The interim report was developed into the Plan which the Board of Supervisors adopted, along with a Resolution Establishing Energy Resource Management Policies, on January 19, 2010. The Plan has been used to create a recycling program and to implement energy-saving measures in County buildings among other initiatives.

#### **4. Town of Berryville & Clarke County Bicycle & Pedestrian Plan**

The Town of Berryville & Clarke County Bicycle & Pedestrian Plan was developed in 2014 by the Northern Shenandoah Valley Regional Commission (NSVRC) and a work group of Town and County appointed officials and staff. The purpose of the Plan is to provide a comprehensive overview of the existing transportation network with recommendations for bicycle and pedestrian enhancements to better serve transportation, recreation, and economic development objectives. This Plan also includes recommendations to incorporate bicycle and pedestrian improvements into the Town and County's comprehensive plans, strategies to fund construction of recommended improvements, coordination with economic development to promote tourism opportunities, and coordination with law enforcement and schools to promote safety and awareness training.

# DRAFT

## RURAL LANDS PLAN CONCEPT

The “Rural Lands Plan” is a new proposed implementing component plan that would replace both the Agricultural Land Plan and the Mountain Land Plan and serve as an overall plan for the unincorporated areas of the County. While the County’s valley and mountain areas have obvious differences including terrain and soil type, these rural areas share a number of challenges that may call for the same or similar recommendations and solutions.

The Rural Lands Plan would be organized as follows:

### **Chapter I – Introduction and Plan Goals**

### **Chapter II – Agriculture, Forestry, Agribusiness, and Agritourism**

- Support the practice of agriculture and preservation of agricultural land
  - Protect prime agricultural soils from development; preserve for agricultural usage
  - Avoid farmland conversion
- Support the practice of forestry and forest management
  - Protect forestry resources from development
- Identify compatible non-traditional agricultural businesses
  - Address hydroponic growing facilities
- Identify compatible agribusiness and agritourism activities
  - Agribusinesses – abattoirs, agricultural processing, agricultural support
  - Agritourism – farm wineries/breweries/distilleries, agricultural event venues, public assembly

### **Chapter III – Mountain Lands**

- Protection of sensitive slopes and surface water features from development impacts
- Viewshed protection vs. demand for scenic views

### **Chapter IV – Shared Issues and Challenges**

- Broadband
- Long-term viability of private wells and onsite sewage disposal systems
- Secondary road safety and impacts
- Balance preservation of cultural/historic/scenic/natural resources with public’s desire to enjoy them and the rights of private property owners to use and enjoy their lands



## DRAFT

Chapter I would include a list of overall goals for the Plan. Each chapter would contain objectives and specific implementation strategies. Chapter IV would be a “catch-all” section for the common issues that are shared by the County’s rural areas. This list of issues would evolve and change over time and would be kept current through the five-year review process.

# DRAFT

## **COMPREHENSIVE PLAN UPDATE PROCESS** **WORK PLAN (revised September 2021)**

### **TASK 1A – Evaluate Issues and Provide Drafting Direction to Staff (3-4 months concurrently with Task 1B).**

- Committee and Staff will evaluate each current Plan Goal, Objective, and Policy in Chapter II to determine their relevance and consistency with recent component plan updates. New Goals, Objectives, and Policies will also be considered to address any new or insufficiently addressed issues such as broadband internet access for residents and businesses.
- Committee and Staff will evaluate the component plan descriptions and priorities in Chapter III and amend them to reflect recent component plan updates. The Committee will provide direction on the status of existing component plans such as whether the Capital Improvement Plan and Economic Development Strategic Plan should remain as implementing component plans. The Committee will also evaluate how to prioritize the update of the Mountain Land Plan and development of the new Village Plan, and whether any new component plans should be developed in the future.
- Deliverables – Staff will create a report of the Committee’s recommended changes to Chapters II (Goals, Objectives, and Policies) and III (Implementing Component Plans) and will present them to the full Commission for review and comment.

**FINISH BY – January 31, 2022**

### **TASK 1B – Update Demographics, Statistical Data, and Outdated Text (3-4 months concurrently with Task 1A).**

- Conduct a cover-to-cover analysis of the current Plan and flag data, statistics, and text that is outdated, replacing with current information. Most of this work will impact data and statistics in Chapter I but Staff will review the entire Plan for consistency.
- Incorporate any new factual information, milestones, or applicable reports that have occurred or created since 2014. Examples of reports would be the Cost of Community Services Study and the Telecommunications Infrastructure and Broadband Study 2020.
- Deliverables -- Staff will incorporate all updated information into the revised draft Plan Document and generate a table of changes to catalog all of the information that will be updated from the 2013 Plan.

**FINISH BY – January 31, 2022**

## DRAFT

### **TASK 2 – Develop Initial Draft of the Revised Comprehensive Plan for Evaluation by Planning Commission (1-2 months).**

- Following review of the Committee’s recommended Task 1A changes by the full Commission, Staff will develop an initial draft of the revised Comprehensive Plan for the Committee’s review and comment. The Committee’s requested changes will be incorporated into the initial draft and the Committee will determine whether to take formal action to forward to the full Commission for review.
- Deliverables – Initial Draft of the revised Comprehensive Plan and a complete table of changes will be developed by Staff.

**FINISH BY – March 31, 2022**

### **TASK 3 – Develop Final Draft of the Revised Comprehensive Plan; Conduct Formal Public Hearings and Adopt Plan (4-6 months)**

- The Committee and Staff will present the Initial Draft of the revised Comprehensive Plan to the full Commission for review and comment. Any changes requested by the Commission will be used to develop a Final Draft for the Commission’s consideration.
- The Commission will determine whether to accept the Final Draft and schedule formal public hearing on the Final Draft of the revised Comprehensive Plan. Following the formal public hearing, the Commission will take action to recommend adoption of the revised Plan.
- Once the Commission has made their formal recommendation to adopt the revised Plan, it will be presented by Staff to the Board of Supervisors. Any changes requested by the Board will be incorporated into the revised Plan. If there are significant changes requested, Staff will recommend that the Plan be remanded to the Commission for review and additional recommendations. Once the Board is satisfied with the revised Plan document, the Board will schedule formal public hearing on the Final Draft and take formal action to adopt it.

**PUBLIC HEARING DRAFT READY BY – May 1, 2022**

**COMMISSION HEARING – July 2022**

**BOARD HEARING AND ADOPTION – August/September 2022**

# DRAFT

## **TASK 4 – Component Plan Review Prioritization (1 month)**

- In conjunction with or shortly after the Board’s adoption of the revised Comprehensive Plan, the Commission will be asked to prioritize component plan review process work plans. By Summer 2022, the Commission will have initiated review of the following component plans:
  - Transportation Plan
  - Economic Development Strategic Plan
  - Berryville Area Plan
  - Double Tollgate Area Plan
  - Waterloo Area Plan
  - Agricultural Land Plan

The Mountain Land Plan review is currently overdue and the Village Plan has not yet been developed.

In July 2021, Staff developed a draft review schedule that proposes review and update of these plans and development of the Village Plan with anticipated completion of all reviews by Summer 2024. The Historic Resources Plan and Water Resources Plan would not require a five-year review resolution until mid-2023 and their reviews would be prioritized for late 2024. The Recreation Plan was updated in December 2020 and would have a five-year review in December 2025.

Final prioritization will occur after the revised Comprehensive Plan is adopted in order to factor in final recommendations and to make any necessary adjustments to timelines.

Updated June 15, 2021

**COMPREHENSIVE PLAN/COMPONENT PLAN REVIEW SCHEDULE**

<b>Plan</b>	<b>Last Adoption Date</b>	<b>Next 5-Year Review Deadline</b>	<b>Estimated Revision Start and Completion</b>
<b>Comprehensive Plan</b>	March 18, 2014	5-year review initiated 1/4/2019	<u>Start</u> – Underway <u>Complete</u> – Summer 2022
<b>Transportation Plan</b>	March 18, 2014	5-year review initiated 1/4/2019	<u>Start</u> – Spring 2022 <u>Complete</u> – Winter 2022/2023
<b>Berryville Area Plan</b>	May 10/17, 2016	5-year review initiated 5/26/2021	<u>Start</u> – Spring 2022 <u>Complete</u> – Spring 2023
<b>Economic Development Strategic Plan</b>	October 21, 2014	5-year review initiated 10/4/2019	<u>Start</u> – Summer 2022 <u>Complete</u> – Summer 2023
<b>Double Tollgate Area Plan</b>	December 20, 2016	December 20, 2021	<u>Start</u> – Summer 2022 <u>Complete</u> – Summer 2023
<b>Waterloo Area Plan</b>	December 20, 2016	December 20, 2021	<u>Start</u> – Summer 2022 <u>Complete</u> – Summer 2023
<b>Agricultural Land Plan</b>	February 21, 2017	February 21, 2022	<u>Start</u> – Spring 2023 <u>Complete</u> – Spring 2024
<b>Mountain Land Plan</b>	June 21, 2005	Overdue	<u>Start</u> – Spring 2023 <u>Complete</u> – Spring 2024
<b>Village Plan</b>	Not started	Not applicable	<u>Start</u> – Spring 2023 <u>Complete</u> – Spring 2024
<b>Historic Resources Plan</b>	June 19, 2018	June 19, 2023	<u>Start</u> – Winter 2024 <u>Complete</u> – Winter 2025
<b>Water Resources Plan</b>	September 25, 2018	September 25, 2023	<u>Start</u> – Winter 2024 <u>Complete</u> – Winter 2025
<b>Recreation Component Plan</b>	December 15, 2020	December 15, 2025	<u>Start</u> – Spring 2026 <u>Complete</u> – Winter 2026

Yellow – Scheduled for review (initiated by 5-year review resolution); Gray – 5-year review is overdue;  
Green – 5-year review is due in future/Plan is currently in good standing; Orange – New Plan to be developed

## COMPREHENSIVE PLAN AND COMPONENT PLAN REVIEW TIMELINE (JUNE 2021 DRAFT)

	2021	2022	2Q	3Q	4Q	2023	2Q	3Q	4Q	2024	2Q	3Q	4Q
<b>Comprehensive Plan</b>													
<b>Transportation Plan</b>													
<b>Berryville Area Plan*</b>													
<b>Econ. Development Strategic Plan</b>													
<b>Waterloo Area Plan</b>													
<b>Double Tollgate Area Plan</b>													
<b>Agricultural Land Plan</b>													
<b>Mountain Land Plan</b>													
<b>Village Plan</b>													
<b>Historic Resources Plan</b>													
<b>Water Resources Plan</b>													
<b>Recreation Component Plan**</b>													



Initial Research, Committee Meetings, and Outreach



Development of Working and Final Drafts



Public Hearings and Adoption

\* -- Work to be done by Berryville Area Development Authority (BADA)

\*\* -- Recreation Component Plan review would begin beyond the scope of this timeline (December 2025)

## COMBINED COMPONENT PLAN UPDATE “MEGA-PROJECTS”

### Business and Economic Development Component Plans

- Double Tollgate Area Plan, Waterloo Area Plan, and Economic Development Strategic Plan
- Approach can be used whether or not the Economic Development Strategic Plan remains a component plan. The Strategic Plan still needs to be updated and that process can provide input for the Waterloo and Double Tollgate Area Plan updates.
- Form two work groups to review, discuss issues, make recommendations:
  - Economic Development Strategic Plan work group
    - 2 Planning Commissioners (any district), 1 IDA member, 1 EDAC member
    - Staffed by Director of Economic Development
  - Business Intersection Area Plans work group
    - 3 Planning Commissioners (include both White Post District commissioners)
    - Staffed by Planning Department
- Both work groups would report out to the Comprehensive Plan Committee
- Staff would work with Comprehensive Plan Committee to develop revised drafts for presentation to full Commission
- Timeline:
  - Fall-Winter 2022 – Initial research, committee meetings, and outreach
  - Early 2023 – Develop revised drafts of each component plan
  - Spring-Summer 2023 – Public hearings and adoption of all three component plans

## **Rural Lands Component Plans**

- Agricultural Land Plan, Mountain Land Plan, and Village Plan
- Discuss whether to merge Agricultural Land Plan and Mountain Land Plan into a new “Rural Lands Plan” – review process would be the same whether the Plans are merged or not
- Form three work groups of Commissioners to review the Plans and develop revised drafts:
  - Valley work group
    - 4 Commissioners (one each from Berryville, Russell, Millwood, and White Post Districts)
    - Staffed by Planning Director or Senior Planner
  - Mountain work group
    - 4 Commissioners (one each from Berryville, Buckmarsh, Millwood, and White Post Districts)
    - Staffed by Planning Director or Senior Planner
  - Village work group
    - 4 Commissioners (one each from Buckmarsh, Millwood, Russell, and White Post)
    - Staffed by Planning Director and Senior Planner
- Work groups would each present revised drafts of the component plans to the full Commission – Comprehensive Plan Committee would not be used in this process
- Timeline:
  - Spring-Summer 2023 – Initial research, committee meetings, and outreach
  - Late 2023 – Develop revised drafts of each component plan
  - Winter-Spring 2024 – Public hearings and adoption of all three component plans




Zimbra

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**Comp Plan Revised Draft Chapter II; Next Meeting Scheduling in September**

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**From :** Brandon Stidham <bstidham@clarkecounty.gov> Tue, Jun 22, 2021 10:22 AM  
**Subject :** Comp Plan Revised Draft Chapter II; Next Meeting Scheduling in September  2 attachments

**To :** Caldwell, Anne <rvflc@gmail.com>, Glover, Bob <gloverbob@yahoo.com>, Kruhm, Doug <dmkruhm@gmail.com>, Ohrstrom, II, George <glo2@me.com>, Matthew Bass <matthew.bass@clarkecounty.gov>

**Cc :** Jeremy Camp <jcamp@clarkecounty.gov>, Kristina Maddox <kmaddox@clarkecounty.gov>

Good Morning,

Attached for your summertime reading enjoyment is a revised draft of Comprehensive Plan Chapter II (Goals, Objectives, and Policies) both in redlined and clean versions. This draft incorporates all of the Committee's and Staff's changes as of our last meeting on January 26. The redline version has been simplified to show all changes to date and only the most recent changes highlighted in yellow with Staff notes included. We recommend that you begin working from the redline version with a particular focus on the following Staff notes:

- Goal #7 (redline page 1) -- New goal to address concerns with establishing precedent.
- Objective #2, Policy #1 (redline page 5) -- New policy added to recommend collaborating on solutions to mitigate impacts on mountain lands.
- Objective #3, Policy #1 (redline page 7) -- Modified language at Committee's request to recommend creating regulations to establish measurable thresholds for "significant degradation" of a natural resource.
- Objective #7, Policy #10 (redline page 15) -- Staff recommends removing language to adopt the Energy and Resource Management Plan as a new component plan, instead recommending that it be maintained and updated as a standalone plan. When we discuss changes to Chapter 3 in the fall, Staff will propose language to help ensure that standalone plans are in accord with the Comp Plan without the need to have them adopted as component plans.
- Objective #9, Policies #5 and #6 (redline pages 17-19) -- Updated policies to address the deferred growth status of and infrastructure development in the Double Tollgate Area and the periodic update of the Double Tollgate Area Plan. These two policies would replace current Policy #5 which we had flagged for future discussion in response to changes on the Camp 7 property and the County's request to Frederick County for public water and public sewer service. Staff has reviewed these two policies with the County Administrator and Economic Development Director and have incorporated their

comments into the proposed language.

- Objective #10, Policies #5 and #6 (redline pages 20-22) -- Updated policies to describe economic development policies in the incorporated and unincorporated areas separately. These changes reflect the extensive discussion that the Committee had at our last meeting. New Policies #5 and #6 would replace current Policy #5.
- Objective #13 (redline pages 27-28) -- New Objective to address broadband internet access. Also note that current Objective #13 (Citizen Participation in the Planning Process) would be moved from Chapter 2 to Chapter 1 and rewritten in a narrative format.

Staff will include hard copies of the revised drafts in your meeting packets that will go out by this Friday.

I would also like to schedule the Committee's next meeting either for Friday, September 3 following the Commission's Business Meeting or Tuesday, September 7 at 2:00PM. Please respond back with your preference on a date and time. The goal of this meeting will be to finalize Chapter 2 and begin review of a revised Chapter 3 that Staff will provide in draft form later this summer.

Let me know if you have any questions or concerns.

Thanks much,  
~Brandon

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 **Task IA Goals Objectives Policies Review\_Summer2021DRAFT\_REDLINE**  
**WITH COMMENTS.pdf**  
494 KB

 **Task IA Goals Objectives Policies Review\_Summer2021DRAFT\_CLEAN.pdf**  
341 KB

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# CHAPTER II DRAFT – CLEAN SUMMER 2021

## **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 substantial 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 impact to the Comprehensive Plan and implementing component plans, County Zoning and Subdivision Ordinances, and to the County's land use philosophy in general.

## **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.

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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 and the existing development areas cannot accommodate the new use.
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 zoned properties to the Rural Residential District (RR) in areas outside of designated growth areas and villages for new residential development in order to avoid loss of farmland, sprawl development, and 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.

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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 consider the impacts that their programs and projects may have on maintaining the availability and use of agricultural land. Encourage them to eliminate or minimize adverse impacts.
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 and intensity to 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 be approved by special use or other governing body action.

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### **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 day 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.
3. Provide limited, low-density residential opportunities in unincorporated areas in a manner compatible with agricultural and forestal activities in the area of the county east 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 exceed the parcel's dwelling unit right allocation. Regulations for residential development should include the following characteristics.
  - a. Shall be on a minimum area sufficient to provide proper placement of a dwelling, related accessory structures, well, and septic systems.
  - b. Shall not be located on steep slopes or areas with slippage soils.

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- c. Should avoid ridgelines to the maximum extent practicable when developing a lot unless a ridgeline building site would produce the lowest potential for adverse environmental impacts and natural resource degradation.
  - d. Shall recognize the fragile nature of the soils and slopes, understanding that trees protect these features from erosion and clearing should be limited. Forestry best management practices and other acceptable measures shall be used during construction and afterwards to reduce erosion, preserve trees, and maintain the scenic beauty of mountain areas.
  - e. Shall be compatible with the natural features of that land and should not diminish natural and scenic assets.
  - f. Should respect environmental limitations and protect natural features during and after the development process.
4. Prohibit the rezoning of forestal zoned properties to the Rural Residential District (RR) in areas outside of designated growth areas and villages for new residential development in order to avoid loss of forest, sprawl development, and consumption of potential conservation lands and open space.
  5. Promote the protection of lands adjoining or visible from the Appalachian National Scenic Trail, the Shenandoah River, and other public lands. Protect the scenic value of those lands when making land use decisions and plans.
  6. Work proactively with the Mount Weather Emergency Operations Center to encourage compatible development, public notice, and public input opportunities for future expansion projects as well as continued communication and cooperation.

### **Objective 3 – Natural Resources.**

Protect natural resources, including but not limited to soil, water, air, viewsheds, night sky, wildlife habitats, and fragile ecosystems through the following policies, the Water Resources Plan, and other adopted policies.

#### *Policies*

1. Prohibit land uses that are likely to produce significant degradation to the County's natural resources. Focus should be placed on but not be limited to ground and surface water quality and quantity in Karst topography, steep slopes, and the Shenandoah River. Regulations should be adopted to establish measurable thresholds that the County uses to determine what constitutes significant degradation of a natural resource.

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2. Ensure that adverse environmental impacts of activities directly or indirectly related to construction are minimized. Require effective mitigation when impacts occur, such as removal of vegetation, cutting of trees, altering drainage ways, grading, and filling. Provide for effective, proactive enforcement when necessary to prevent substantial damage to natural resources and adjacent properties.
3. Manage and protect floodplains by the following methods:
  - a. Limiting structures, uses, and activities in the 100 year floodplain that cause sedimentation, harm to property and water quality, and other adverse impacts due to the risk of floating debris and bank erosion.
  - b. Enforcing floodplain management regulations so that residents continue to be eligible for flood insurance under the National Flood Insurance Program.
  - c. Prohibiting installation of drain fields in the 10 year floodway.
  - d. Discouraging the use of drain fields within the 100 year floodplain.
4. Recognizing that the Shenandoah River is a state-designated Scenic River and is one of the County's significant environmental and recreational resources, provide for its protection by the following methods:
  - a. Cooperating with state agencies in developing a river corridor management plan.
  - b. Limiting development within the River's 100-year floodplain.
  - c. Promoting the placement of conservation easements on lands within view from the River and seeking to protect the scenic value of those lands when land use decisions and plans are made.
  - d. Promoting initiatives to reduce bank erosion, evaluating the impact of new or expanded private river accesses (e.g, docks and ramps), protecting canoeists and other recreational users, and minimizing noise levels.
  - e. Considering participation in a regional Shenandoah State Scenic River Advisory Board and/or establishing a local board or committee to provide guidance and develop programs to protect and enhance the river's scenic beauty.
  - f. Promote awareness of public parking areas and access points to encourage usage of these resources and as a means of discouraging roadside parking and unauthorized river accesses.



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5. Apply best management practices to protect local and regional water resources and environmentally sensitive areas such as the Shenandoah River, Opequon Creek, perennial streams, floodplains, wetlands, steep slopes, slippage soils, and highly erodible soils. Establish specific water quality performance guidelines to include Chesapeake Bay Resource Protection and Resource Management Areas when considering land use and development related activities.
6. Identify and inventory environmentally significant land suitable for the preservation and conservation of natural resources. Encourage landowners to apply for preservation programs such as the Agricultural and Forestal District program (AFD) as well as applicable use-value taxation for such lands as "real estate devoted to open space use" (Code of Virginia, Section 58.1-3230). Such real estate includes parcels adjacent to designated scenic rivers, wetlands, designated scenic highways, registered historic structures. Such real estate also includes lands adjacent to or under permanent open space easement or lying within the 100-year floodplain.
7. Prohibit new or expanded mining, oil, or gas-drilling operations.
8. Promote the placement of conservation easements on lands adjoining or visible from roads designated as Scenic Byways and protect the scenic value of those lands when making land use decisions and plans.
9. Promote the concept of linear greenways to link natural features, wildlife corridors, cultural and scenic resources, such as designated scenic rivers, designated scenic highways, registered historic properties, permanent open-space easements, recreation facilities, Blandy Experimental Farm, Shenandoah University's Shenandoah River Campus, and the Appalachian Trail.
10. Encourage and expand support for the Conservation Easement Purchase Program, both philosophically and financially, to protect natural resources important for preserving soils, watersheds, water quality, scenery, natural habitats, and air quality.
11. In response to requests for rezoning land for more intensive use in designated growth areas, encourage applicants to proffer the placement of permanent conservation easements on important scenic, historic, open-space, conservation, agricultural, or wildlife-habitat lands that are not essential to the future economic viability of the project and are unsuitable for future development.
12. Ensure that the natural and/or cultural features of properties held in recorded Conservation Easements and state designated scenic rivers are protected when reviewing land use applications-on adjacent properties.
13. Support Watershed Management planning for each perennial stream and consider any watershed management plan as a factor in making land use decisions.

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14. Take all appropriate steps to protect public water sources, such as the Shenandoah River serving the Town of Berryville, and the Prospect Hill Spring serving the Town of Boyce and the communities of Millwood, Waterloo, and White Post.
15. Support Shenandoah Basin regional water planning efforts including creation of surface water management areas, and programs to study and address low flow issues. Oppose efforts to establish new interbasin transfers within the Shenandoah River watershed.
16. Utilize USGS Groundwater Study findings when evaluating proposed changes in land use and continue to support ongoing water resource monitoring efforts.
17. Establish and maintain a long term water quality monitoring network and real-time water quantity monitoring network, in cooperation with the USGS, to track changes and better assess impacts to our water resources.
18. Revise and implement the adopted County ordinance requiring pump out of septic systems per State requirements.
19. Recognize that because karst terrane underlies the majority of the Shenandoah Valley, groundwater is highly susceptible to contamination. Take steps to protect groundwater and prevent contamination whenever possible.
20. Strengthen existing and develop new site design features that protect the environment by minimizing new stormwater runoff and that provide the most effective measure of protection for onsite disposal of sewage. Factor in cost-effectiveness and ongoing maintenance requirements for current and future property owners.
21. Adopt the most stringent regulations for alternative onsite sewage treatment systems permitted by State law to protect the County's vulnerable surface and groundwater resources. Implement an onsite treatment system monitoring program including enforcement of mandatory pump-out requirements for septic systems as described in Policy #18 above. For new development and re-development projects that require a land use change, ensure use of the onsite sewage treatment method that provides the maximum protection to surface/groundwater resources and Karst terrane.
22. Promote multiple uses of forested land that are nonintensive and compatible, such as outdoor recreation, wildlife habitats, watershed protection, and forest management.
23. Ensure that timber harvesting is conducted in accordance with Virginia Department of Forestry and Chesapeake Bay protection standards. Also ensure that ~~and~~ an approved forest management plan is in place for each site so that erosion and sedimentation of streams and other applicable impacts are minimized.

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24. Promote the addition of forestal lands to the Clarke County Agricultural and Forestal District program by providing information on the program’s benefits and incentives to owners of timber lands.

### **Objective 4 – Historic Resources**

Preserve the County's historic character by protecting its historical and cultural resources for the aesthetic, social, and educational benefits of present and future citizens through the following policies and the Historic Resources Plan.

#### Policies

1. Develop innovative ways to protect and promote the economic and cultural importance of historic and archaeological resources.
2. Encourage and assist property owners to pursue State and National Register designation, either individually or through thematic nominations.
3. Encourage and assist property owners to place voluntary conservation easements on lands associated with historic buildings, sites, districts, and archaeological resources representing all historical time periods and cultures present in the County.
4. Encourage adaptive reuse of historic structures and properties that is compatible with the County’s land use philosophy, regulations, and infrastructure goals.
5. Establish and protect state and national historic districts, especially in rural areas, to recognize officially their historical significance and value.
6. Support the establishment of County historic overlay zoning districts to protect recognized properties and areas of historic and archaeological value and to ensure that new nonresidential development along access corridors leading to historic areas will be compatible and harmonious with such historic areas.
7. Ensure that proposed development in County historic overlay zoning districts is compatible with the historic, architectural, landscape, or archaeological attributes of nearby or adjoining properties, neighborhoods, and districts, and that archaeological resources on the development site are not disturbed. Encourage proposed development outside of these overlay districts to be compatible with nearby historic resources or the scenic values of land associated with these resources.
8. Consider potential impacts to historic/archaeological resources when reviewing land-use decisions, such as rezoning, site plan, and subdivision requests.
9. Review and update the current “Clarke County Archaeological Assessment: Historical Character of the Lower Shenandoah Valley” and include more specific recommendations to ensure protection of archaeological resources.

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10. Promote community awareness and public education through use of a wide variety of media regarding tax incentives, designation procedures, design guidelines, and appropriate rehabilitation guidelines. Support the creation of literature on the historic resources of the County to acquaint the general public, and in particular new residents, with the County's rich cultural heritage. These activities should have the objective of informing property owners and residents of the value that historic preservation adds to their properties and community.
11. Incorporate historic resources in comprehensive efforts to promote tourism in the County by aiding in the development of a promotional brochure, a local historic-plaque program, and self-guided tours.
12. Continue to map 18th- and 19th-century road traces and make the information available to the public.
13. Investigate solutions to address the issue of “demolition by neglect.” Encourage property owners to protect their historic structures through public education initiatives, cooperative efforts, and regulatory tools provided by State law.
14. Continue to support the research and documentation of the history of Clarke County, including but not limited to African-Americans and Native Americans and their contribution to the history of the County.
15. Encourage owners of eligible properties to convey historic preservation easements as a tool for protecting these properties.

### **Objective 5 – Conservation Easements**

Ensure the continued success of the Conservation Easement program by encouraging landowners to place County lands in voluntary permanent easement. Provide support and funding of the County's Conservation Easement program and collaborate with other easement programs managed by State, Federal, and private entities.

1. Encourage and facilitate the donation of conservation easements on land that meets the criteria of the U.S. Internal Revenue Service for easement donation and that is identified as having important scenic, historic, open-space, conservation, agricultural, or wildlife-habitat qualities. Such easements should also be consistent with the Comprehensive Plan and implementing component plans.
2. Encourage and expand support for the Conservation Easement Purchase Program, both philosophically and financially, in order to fund easement purchases on land with significant conservation value that are owned by individuals with low to moderate income.

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3. Encourage and support the goals of the Conservation Easement Program to protect and preserve:
  - a. Land essential to agriculture including land with soils classified as “Important Farmland” by the Natural Resource Conservation Service for the continued production of crops and livestock.
  - b. Forested areas for their value as natural habitat and recreation, ability to enhance air and water quality, prevent soil erosion, and as a source of renewable wood products.
  - c. Historic resources, to maintain community character and identity, and encourage the tourism industry.
  - d. All water resources with particular emphasis on land adjacent to the Shenandoah River and other perennial streams and the limestone ridge/groundwater recharge area to protect water quantity and quality (reference Map 3, Groundwater Recharge Area).
  - e. Land adjacent to the Appalachian Trail and other public lands.
  - f. Land with environmentally sensitive areas important to air and water quality, plant life, and wildlife.
  - g. Lands that provide viewsheds for the County’s gateways, main roads, and scenic byways.
  - h. Lands that are not located in designated growth areas with the exception of those lands with scenic value, historic value, or environmental sensitivity.
4. Continue to support efforts pertaining to public education and outreach to expand the understanding and benefits of conservation easements.
5. Continue to support efforts to secure grant funding to purchase new easements and to promote stewardship of existing easements.
6. Support efforts by County staff to monitor and, where necessary, enforce County conservation easement agreements with landowners.

### **Objective 6 – Outdoor Resources**

Promote and protect the County’s outdoor resources to ensure ongoing, diverse active and passive recreational opportunities for residents and visitors to the County.

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1. Maintain the Recreation Plan as an implementing component plan containing specific strategies pertaining to the County’s Parks and Recreation program. Support and protect the County’s local, state, Federal, and other publicly-accessible active and passive outdoor recreational resources.
2. Provide a variety of recreational opportunities for citizens throughout Clarke County that are fiscally responsible, compatible with the County’s land use philosophy, and meet the changing needs of the community. Seek opportunities to partner with other jurisdictions, agencies, and the private sector to fund, develop, and expand recreational resources.
3. Promote the concept of linear greenways to link natural features, wildlife corridors, cultural and scenic resources. Examples include designated scenic rivers, designated scenic highways, registered historic properties, permanent open-space easements, recreation facilities, Blandy Experimental Farm, Shenandoah University’s Shenandoah River Campus, and the Appalachian Trail.
4. Study and implement strategies to manage the current and future recreational use of the Shenandoah River corridor.

### **Objective 7 – Energy Conservation and Sustainability.**

Encourage sustainable development by promoting renewable energy, energy conservation, and preservation of natural resources within the context of the County’s land use philosophy. Ensure that the needs of the present generation are met without compromising the ability of future generations to meet their own needs.

### **Policies**

1. Promote energy efficiency to the maximum extent economically feasible when making decisions affecting County operations. Adopt economically feasible measures to reduce resource use, including maximizing energy use efficiency, and when purchasing, recycling, and disposing of products. Conduct regularly scheduled audits of County facilities to ensure energy efficiency.
2. Encourage the use of active and passive renewable energy systems and develop policies that address potential impact of such systems on scenic viewsheds and historic resources (e.g., windmills and solar panels).
3. Encourage reusing and recycling materials, including a recycling program. Facilitate access to public recycling facilities.
4. Encourage a regional reduction in single occupant vehicles (SOVs) through mechanisms such as ridesharing, public transit, carpools, and bicycle/pedestrian accommodations. Identify locations for commuter and ridesharing lots to serve Clarke County residents and explore fee systems to recoup costs from non-County users.

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5. Adopt economically feasible measures to maximize energy efficiency in the siting and design of new and refurbished public buildings, schools, and other public facilities. Establish policies that require new or renovated public buildings to be designed to meet a nationally recognized energy and environmental standard such as Leadership in Energy and Environmental Design (LEED) or Earthcraft.
6. Encourage use of Low Impact Development (LID) techniques that help manage stormwater in an environmentally sensitive manner.
7. Establish water quality performance standards that include retention of vegetation, minimal site disturbance, and reduction of nutrients and sediment in post-development stormwater.
8. Coordinate with the Town of Berryville, the Town of Boyce, and the Clarke County School District on joint sustainable community practices such as energy efficiency and alternative transportation.
9. Encourage the use of cisterns and other water reuse applications in new residential and commercial developments.
10. Maintain and periodically update the Energy and Resource Management Plan (dated 4/20/2010). Investigate tax credit programs that encourage energy conservation by residents and businesses.

### **Objective 8 – Village Plans (Millwood, Pine Grove, White Post)**

Enhance the identity and appearance of established villages, such as Millwood, Pine Grove, and White Post.

#### *Policies*

1. Develop a new Village Plan as an implementing component plan that provides planning and economic development strategies for the designated villages.
2. Protect private and public water sources serving these areas.
3. Protect the cultural and economic identity of these communities.
4. Encourage the preservation, renovation, and restoration of existing structures.
5. Encourage economic development and revitalization of these communities through innovative uses of new and existing structures.
6. Encourage upgrading of existing substandard housing in these communities.

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7. Promote projects that build upon or enhance the historic characteristics of each village, including but not limited to walkability, compact development, and design elements.

### **Objective 9 – Designated Growth Areas for Development**

Encourage business and residential development in designated growth areas to implement the principles of:

- Preserving open space, farmland, natural beauty, cultural features, and critical environmental areas, and
- Improving the quality of life and services in existing towns and directing development towards these existing towns.

Provide for nonresidential business development at the intersections of two or more federally-designated primary highways (U.S. Routes 50/17 and 340 and U.S. Routes 340 and 522) through the following policies, the Berryville Area Plan, the Waterloo Area Plan, and the Double Tollgate Area Plan.

### **Policies**

1. Continue to designate the Town of Berryville and certain areas adjacent to the Town as the Berryville Annexation Area. The Berryville Area Plan defines the boundaries and uses for this growth area. The boundaries of the adopted Berryville Area Plan should not be expanded until the land area addressed by the Plan is substantially developed.
  - a. Direct urban and suburban uses that require water and sewer service, including residential, commercial, and light industrial development, to this growth area where they can be served conveniently and economically by available public facilities and services. These uses include schools, parks, water and sanitary sewer, storm-water drainage, roads, police, fire, and emergency services.
  - b. In this growth area, encourage the construction, rehabilitation, and maintenance of affordable housing, meeting the needs of current and future households with incomes at or below the County median as planned for in the Berryville Area Plan and Town of Berryville Comprehensive Plan.
2. Work in concert with the Town of Berryville to ensure the Berryville Area Plan and applicable regulations produce development that reflects the shared vision of the Town and County.
3. Continue to coordinate and cooperate with the Towns of Berryville and Boyce to implement effective policies to provide for residential and business development compatible with the established character of these towns as reflected in their comprehensive plans.



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4. Promote business activities at Waterloo (U.S. Routes 50/17 and 340) through provision of public water and sewer services and provision of areas zoned for business uses. Maintain the Waterloo Area Plan to identify:
  - a. The specific boundaries and mixes of uses,
  - b. The way public services are to be provided, and
  - c. The way proposed activities will be integrated with surrounding uses, especially agricultural, residential, and parcels held in permanent conservation easement. The boundary of the adopted Waterloo Area Plan should not be expanded until the land area addressed by the Plan is substantially developed, and the Plan should be periodically reviewed and updated.
  
5. Evaluate the Double Tollgate Business Intersection Area at U.S. Routes 340 and 522 (as designated in the Double Tollgate Business Intersection Area Plan) for potential County investment in infrastructure to support existing business growth and new business development. County infrastructure investment should be subject to the following strategies:
  - a. Development of public water and public sewer should be in partnership with property owners and applicable State agencies which may require public infrastructure to serve the adjacent State-owned property formerly known as Camp 7.
  - b. The County, in partnership with applicable stakeholders, should explore all possible approaches to serve the Business Intersection Area with public water and public sewer before giving any consideration to extending the existing County utility systems from the northeast.
  - c. Property owners who develop their properties in this business intersection area shall be solely responsible for the cost and construction of public road improvements required as a result of their development. The County may consider partnerships to pursue funding for construction of necessary intersection-wide improvements.
  - d. The County should help facilitate business-class broadband availability in this development area using the applicable policies of Objective 13, Broadband Internet Access.
  
6. The Double Tollgate Area Plan should be maintained and periodically updated to identify the specific boundaries and mixes of uses; the way public services are to be provided as described in Policy #5 above; and the way proposed activities will be integrated with surrounding uses, especially agricultural uses, residential uses, and lots held in permanent conservation easement. The Area Plan should also address:

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- The relationship between and potential development integration with the Business Intersection Area with adjoining properties owned by the Commonwealth of Virginia (formerly known as the Camp 7 property).
  - Creation of zoning requirements, design criteria, or other regulations to address the unique characteristics of this designated development area.
  - Potential future expansion of the Business Intersection Area to accommodate future commercial growth and economic development subject to the County’s capacity to serve with public infrastructure.
7. Ensure that land-use decisions do not allow urban and suburban forms of development to occur in designated growth areas unless public facilities and services commensurate with such development either are available or are programmed with a plan for cost recovery. Cost recovery includes but is not limited to direct contribution by the development community or increased tax revenue generated by the new development.
  8. Encourage the use of best management practices as outlined in the Chesapeake Bay Regulations and as determined by federal TMDL program to improve water quality and minimize runoff impacts that could be caused by development of the Berryville Annexation Area and at primary highway intersections.
  9. Consider developing levels of service for public facilities including public water, public sewer, roads, schools, and parks to ensure that the County is capable of providing adequate services to support existing and new development.
  10. Consider the planning goals, principles, and policies of incorporated towns in designating growth areas. Make provisions for public utility services, and, where feasible, undertake joint or coordinated action with town governments, independent county authorities, and other regional entities.

### **Objective 10 – Economic Development**

Encourage economic growth that is compatible with the County's environmental quality, rural character, and residential neighborhoods, and that provides a healthy balance between revenues from residential and agricultural uses, and those from commercial and industrial uses.

#### *Policies*

1. Establish and maintain an Economic Development Strategic Plan as a component plan to implement this Objective and its policies.
2. Direct the location of compatible businesses to designated growth areas and existing commercial centers as allowed by the adopted plans for those areas.

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3. Encourage new or expanded businesses that have minimal impact on the County’s sensitive environment and that do not adversely impact surrounding properties with excessive noise, odor, or light pollution.
4. Ordinances and policies should be implemented to ensure high-quality design and construction of new and redeveloped businesses.
5. Promote economic development within incorporated towns and designated business intersections that is consistent with the County’s land use philosophy and character. Focus on types of businesses that can be served with public infrastructure (e.g., roads, public water, public sewer, natural gas, broadband) in an effective and fiscally-responsible manner and with minimal adverse impact to surrounding properties.
6. Promote focused economic development in the County’s unincorporated and rural areas that is highly compatible with the County’s land use philosophy and character. Focus on types of businesses that will not produce impacts which may result in significant degradation of natural resources, that will not require or increase demand for public infrastructure improvements or expansion, and that will not adversely impact existing nearby land uses or the conservation value of protected lands. These business sectors include but are not limited to agricultural operations, agricultural support businesses, and equine businesses and related services.

Other business sectors which may be compatible on a limited scale subject to compliance with building code regulations, onsite sewage disposal system requirements, and County zoning regulations include:

- a. Small-scale lodging within single-family dwellings and/or accessory dwellings.
  - b. Limited special events and commercial public assembly uses subject to full compliance with County regulations governing such activities.
  - c. Support businesses for existing tourism resources.
  - d. Adaptive reuse of existing commercial and residential structures to compatible new uses.
7. Protect and enhance the environmental resources of the County, recognizing that they can serve as an attraction to business and industry.
  8. Encourage the attraction of business activities that complement or that work in conjunction with existing industrial and commercial activities in the County, particularly active farming and forestry operations.
  9. Ensure that new commercial development occurs according to the following provisions:

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- a. Does not degrade the level of service of the existing transportation network to unacceptable levels for safety, congestion, and functionality.
  - b. Ensures that access to and impacts on the transportation network are safe and do not impede traffic flow for emergency vehicles.
  - c. Meets all applicable zoning- and building-code regulations and all standards for water, sewage disposal, and waste disposal needs.
  - d. Does not have a negative impact on adjacent property values.
10. Evaluation of rezoning, conditional zoning, and special use permit applications for adaptive reuse projects; and projects to redevelop existing agricultural, commercial, and light industrial uses shall include the following elements in addition to the criteria set forth in Policy #9 above for new development projects:
- a. Whether the project is in general accord with the Comprehensive Plan.
  - b. Whether the resultant structures, parking, lighting, landscaping, stormwater management, onsite well and septic systems, property ingress/egress, and other site elements would be in full compliance with County land use ordinances and State regulations.
  - c. Whether the project mitigates an existing public safety concern.
  - d. Whether the project mitigates any new impact to the existing character of the area including but not limited to noise, odor, intensity, or aesthetics.
  - e. In the case of a conditional zoning application, whether the applicant's proffer package addresses all existing and potential site impacts to surrounding properties.
  - f. Whether there is consistency with prior land use decisions involving similar cases.
11. 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 advocacy agencies, and establishes liaisons with counties in the area that have similar development programs.
12. Seek and consider additional fiscal tools by which the County may enhance its tax base.
13. Promote the retention, attraction, and expansion of businesses and industries that support the land use goals of the County, in particular, businesses that generate a relatively high level of local tax revenue in relation to the number of jobs, create minimal impact on public services, and are compatible with the County's agricultural and natural resources.

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14. Facilitate business-class broadband availability using the applicable policies of Objective 13, Broadband Internet Access.

### **Objective 11 – Public Infrastructure, Capital Improvement Planning, and Fiscal Responsibility**

Ensure the provision of capital improvements in a manner consistent with the land-use objectives of the County through the following policies and the Capital Improvement Program.

1. Maintain an annual Capital Improvement Planning process that evaluates the need for capital projects via established performance triggers and degree of conformance of each project with the Comprehensive Plan and implementing component plans. Also develop a means of consistent, objective, and accurate fiscal impact analysis for use in evaluating capital projects.
2. Encourage the development of level of service criteria, needs assessments, and other performance triggers to plan for capital improvements in advance of the actual need. Ensure that assessments and criteria are based on standards that are accepted by the relevant industry and that they are evaluated and updated on a regular basis by the managing department.
3. Prohibit the extension of capital improvements into areas not designated for growth in the Comprehensive Plan that would be subjected to increased development pressures by such extensions. Such improvements would include public water, public sewer, schools, and public facilities but would not include passive recreational resources and high-speed internet facilities.
4. Carefully assess the short- and long-range fiscal impacts of necessary capital improvements, such as roads, schools, and water and sewer service when land-use decisions and plans are made.
5. Provide funding for school facilities that will enable the School Board to achieve its priorities within the County's fiscal capabilities. Ensure that the School Board's goals and needs and the County's ability to fund projects are compatible and are discussed jointly on a regular basis.
6. Ensure that the County's facilities are located, designed, and constructed to maximize public convenience and accessibility. New construction should, where economically feasible, maximize use of existing facilities. Available technology should be reviewed and, where possible, technological improvements should be used to minimize the need for additional space.
7. Ensure that sheriff, fire, rescue, and emergency management provide the highest level of citizen protection within the fiscal resources of the County. Work with these agencies

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and departments to ensure that performance measures are established to effectively plan for future capital, personnel, and equipment needs.

8. Provide or permit Waterworks and Sewerage System & Treatment Works as regulated by the Clarke County Zoning Ordinance only as described in the following policies, to ensure consistency with the previously stated land-use policies.
  - a. Coordinate with the Towns of Berryville and Boyce in their activities to provide Waterworks and/or Sewerage System & Treatment Works on land within Town limits and areas that the County agrees should be annexed to the Towns.
  - b. Provide septage treatment facilities to meet the County's water resource and environmental protection objectives.
  - c. Work with State and Federal agencies and property owners to remedy incidents where a significant health threat has been identified by the Clarke County Health Department involving existing residential development. Any applicable grant or low-interest loan program should be pursued to assist in paying for the construction of such facilities.
  - d. Provide Waterworks and/or Sewerage System & Treatment Works, through the Clarke County Sanitary Authority, in partnership with property owners ~~at~~, for business uses at the intersection of two or more federally designated primary highways and/or state designated limited access primary highways, specifically the Waterloo Area (US Routes 50/17 and 340). Any applicable grant or low-interest loan program should be pursued to assist in paying for the construction of Sanitary Authority facilities.
9. Permit, in cooperation with the Clarke County Sanitary Authority, the construction of sewage treatment facilities, in accord with the aforementioned policies. These facilities should be financed by the fees charged to the users of the facilities, State and Federal grant programs, or other innovative and incentivized financing programs that produce a net benefit to the County. Facilities should use innovative, cost-effective technology consistent with environmental protection policies, such as water recycling/land application systems.
10. Evaluate all private development proposals as they relate to public utility and land-use plans.
11. Improve coordination among County departments in standardizing methods of financial calculation and projection.

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### **Objective 12 -- Transportation**

Ensure that the County's transportation system provides safe and efficient means for all modes of travel for citizens and visitors through coordinated land use decision-making and judicious use of limited fiscal resources.

1. Maintain a transportation plan that includes an inventory of the County's existing transportation network, planning assumptions, needs assessment, and recommended future improvements.
2. Develop specific strategies for prioritizing transportation projects, responding to new State and Federal projects in the County, and identifying new projects to improve safety or increase capacity of the public road system. Include policies on bicycle and pedestrian facilities and commuter facilities.
3. Maintain the existing primary road system at its present level and upgrade it only for safety purposes or planned traffic increases to the extent funds are provided by the Virginia Department of Transportation.
4. Establish specific transportation planning policies in the area plans for the County's designated growth areas including but not limited to policies on walkability, bicycle and pedestrian mobility, interconnected street networks, traffic calming, and other modern techniques that support high quality communities and neighborhoods.
5. Carefully assess the short- and long-range fiscal impacts of transportation improvements when land-use decisions and plans are made.
6. Continue to maintain a County bicycle and pedestrian plan.

### **Objective 13 – Broadband Internet Access**

Facilitate the development and expansion of broadband internet access options with sufficient speed and capacity to serve the needs of County residents and businesses. Recognize that reliable and cost-effective broadband internet will continue to be critical not just for communications and entertainment but also for applications such as distance learning, teleworking, telemedicine, and home and business automation.

1. Pursue partnerships with private sector companies, public utilities, and other entities that provide broadband internet service or infrastructure.
2. Explore all possible funding opportunities and methods to generate revenue for broadband expansion.
3. Maintain a County broadband committee to coordinate the County's efforts, to promote awareness of broadband options and availability, and to stay up-to-date on current technologies and innovations.

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4. Consider participation in pilot projects or “beta-testing” opportunities to determine whether new technologies may improve the County’s broadband options.
5. Ensure that County regulations facilitate compatible and effective expansion of both wired and wireless broadband infrastructure.



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### 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.*

### STAFF NOTE – Edit requested by Committee.

- ~~2. Enhance town, village, and commercial areas through context-sensitive design and walkability elements to improve the quality of life for residents;~~
3. Encourage and maintain a diverse and viable local economy compatible with the County's size and character; ~~and.~~
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 substantial conformance with the Comprehensive Plan and its implementing component plans.*
- ~~5. Provide for the economical delivery of necessary public services consistent with these goals.~~
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 impact to the Comprehensive Plan and implementing component plans, County Zoning and Subdivision Ordinances, and to the County's land use philosophy in general.*

STAFF NOTE – Committee requested inclusion of a new Goal to address the hazards of establishing precedent and to ensure that all policy decisions are examined carefully for precedent-setting implications.

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### 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 and the existing development areas cannot accommodate the new use.
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 ~~the participation of~~ 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.

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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 zoned properties to the Rural Residential District (RR) in areas outside of designated growth areas and villages for new residential development in order to avoid loss of farmland, sprawl development, and consumption of potential conservation lands and open space.*
- ~~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 should include the following characteristics:~~
- ~~a. Should not be located on Important Farmland, as determined by the County's Land Evaluation and Site Assessment (LESA) rating system.~~
  - ~~b. Should be on a minimum area sufficient to provide proper placement of a dwelling, related accessory structures, well, and septic system.~~
  - ~~c. Should be located in or substantially bounded by natural or cultural features, such as wooded areas, railroads, or public roads that would buffer them from agricultural lands.~~
  - ~~d. Should be located away from natural and cultural resources such as the Shenandoah River and the Blandy Experimental Farm and State Arboretum.~~
  - ~~e. Should be compatible with the environmental features of that land and should not diminish natural and scenic values.~~
  - ~~f. Should respect environmental limitations and protect natural features during and after the development process.~~
  - ~~g. Should be consistent with the County's sliding scale zoning philosophy and should not involve rezoning to a higher residential density to produce additional lots above the parcel's dwelling unit right allocation.~~
- ~~7. Strongly discourage the rezoning of agricultural zoned properties to the Rural Residential District (RR) in areas outside of designated growth areas and villages to avoid loss of farmland, sprawl development, and consumption of potential conservation lands and open space.~~
- 7 8. 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, ~~and by inclusion of the~~ *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.*

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- ~~8~~ 9. 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~~ 10. Encourage all government agencies to consider the impacts that their programs and projects may have on maintaining the availability and use of agricultural land. Encourage them to eliminate or minimize adverse impacts.
- ~~10~~ ~~11~~. Promote and support the renewal and expansion of the Clarke County Agricultural and ~~12~~ 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~~ ~~13~~. 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). ~~Continue to implement~~ ***Promote existing and explore alternative*** strategies to protect agricultural land from escalating assessments as a result of development pressures.
- ~~12~~ 14. Evaluate and consider implementing innovative land-conserving techniques as authorized by State law.
- ~~15. Refine and strengthen the Agricultural Land Plan to include specific strategies pertaining to agribusiness and agritourism concepts.~~
- 13. Agribusiness uses and activities are encouraged provided that:***
- a. They are compatible in scale and intensity to 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 be approved by special use or other governing body action.***

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### **Objective 2 – Mountain Resources.**

Preserve the natural beauty and protect the ecology of ~~forested areas~~ *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. Promote multiple uses of forested land that are nonintensive and compatible, such as outdoor recreation, wildlife habitats, watershed protection, and forest management.~~
- ~~2. Ensure that timber harvesting is conducted in accordance with Virginia Department of Forestry and Chesapeake Bay protection standards. Also ensure that and an approved forest management plan is in place for each site so that sedimentation of streams and other environmental impacts are minimized.~~
- 1. Collaborate with agencies, organizations, and surrounding counties to develop plans and strategies to mitigate transportation, development, and other current day impacts on mountain lands.**

**STAFF NOTE – Comment was provided at 1/26/2021 meeting to add a new Policy #1 to collaborate on solutions to mitigate impacts on mountain lands.**

- ~~2~~ **3.** 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.

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- 3 4. Provide limited, low-density residential opportunities in unincorporated areas in a manner compatible with *agricultural and* forestal activities in the area of the county east 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 exceed the parcel's dwelling unit right allocation. Regulations for* residential development should include the following characteristics.
- a. ~~Should~~ *Shall* be on a minimum area sufficient to provide proper placement of a dwelling, related accessory structures, well, and septic systems.
  - b. ~~Should~~ *Shall* not be located on steep slopes; *or areas with* slippage soils, ~~or~~ *ridgelines*.
  - c. *Should avoid ridgelines to the maximum extent practicable when developing a lot unless a ridgeline building site would produce the lowest potential for adverse environmental impacts and natural resource degradation.*
  - d. ~~Should~~ *Shall* recognize the fragile nature of the soils and slopes, understanding that trees protect these features from erosion and clearing should be limited. *Forestry best management practices and other acceptable measures shall be used during construction and afterwards to reduce erosion, preserve trees, and maintain the scenic beauty of mountain areas.*
  - e. ~~Should~~ *Shall* be compatible with the ~~environmental~~ *natural* features of that land and should not diminish natural and scenic ~~values~~ *assets*.
  - f. ~~Should~~ *Shall* respect environmental limitations and protect natural features during and after the development process.
  - f. ~~Should be consistent with the County's sliding-scale zoning philosophy and should not involve rezoning to a higher residential density to produce additional lots above the parcel's dwelling unit right allocation.~~
- 4 5. ~~Strongly discourage~~ *Prohibit* the rezoning of forestal zoned properties to the Rural Residential District (RR) in areas outside of designated growth areas and villages *for new residential development in order* to avoid loss of forest, sprawl development, and consumption of potential conservation lands and open space.
- 5 6. Promote the protection of lands adjoining or visible from the Appalachian National Scenic Trail, the Shenandoah River, and other public lands. Protect the scenic value of those lands when making land use decisions and plans.
7. ~~Promote the addition of forestal lands to the Clarke County Agricultural and Forestal District program by providing information on the program's benefits and incentives to owners of timber lands.~~

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- 6 8. Work proactively with the Mount Weather Emergency Operations Center to encourage compatible development, public notice, and public input opportunities for future expansion projects as well as continued communication and cooperation.

### **Objective 3 – Natural Resources.**

Protect natural resources, including *but not limited to* soil, water, air, **scenery viewsheds**, night sky, wildlife habitats, and fragile ecosystems through the following policies, the Water Resources Plan, and other adopted policies.

### **STAFF NOTE – Edit requested by Committee.**

#### Policies

1. *Prohibit land uses that are likely to produce significant degradation to the County’s natural resources. Focus should be placed upon on but not be limited to ground and surface water quality and quantity in Karst topography, steep slopes, and the Shenandoah River. “Significant degradation” is a measurable negative reduction in the quality or quantity of a natural resource that would result from the development of a new land use. Regulations should be adopted to establish measurable thresholds that the County uses to determine what constitutes significant degradation of a natural resource.*

### **STAFF NOTE – Committee requested addition of language recommending regulations to define “significant degradation” of specific natural resources. This would replace previous proposed language containing a general definition of “significant degradation.”**

- ~~1. Prohibit land uses that have significant adverse environmental impacts, recognizing especially the interrelationships among natural resources, especially between ground and surface waters in Karst topography and steep slopes.~~
2. Ensure that adverse environmental impacts of activities directly or indirectly related to construction are minimized. Require effective mitigation when impacts occur, such as removal of vegetation, cutting of trees, altering drainage ways, grading, and filling. Provide for effective, proactive enforcement when necessary *to prevent substantial damage to natural resources and adjacent properties.*

### **STAFF NOTE – Edit requested by Committee to replace “significant” and avoid confusion with new “significant degradation” terminology proposed for uses elsewhere.**

- 3 4. Manage and protect floodplains by the following methods:
  - a. Limiting structures, uses, and activities in the 100 year floodplain that cause sedimentation, harm to property *and water quality*, and *other* adverse impacts due to the risk of floating debris and bank erosion.

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- b. Enforcing floodplain management regulations so that residents continue to be eligible for flood insurance under the National Flood Insurance Program.
  - c. Prohibiting installation of drain fields in the 10 year floodway.
  - d. Discouraging the use of drain fields within the 100 year floodplain.
- ~~3. Maintain, implement, and continue to enforce the County's strong Erosion and Sedimentation Control and Stormwater Management Ordinances.~~
- 4 5.** Recognizing that the Shenandoah River is a state-designated Scenic River and is one of the County's significant environmental and recreational resources, provide for its protection by the following methods:-:
- a. Cooperating with state agencies in developing a river corridor management plan.
  - b. Limiting development within the River's 100-year floodplain.
  - c. Promoting the placement of conservation ~~and scenic~~ easements on lands within view from the River and seeking to protect the scenic value of those lands when land use decisions and plans are made.
  - d. Promoting initiatives to reduce bank erosion, evaluating *ing* the impact of new or expanded private river accesses (e.g, docks and ramps), protect*ing* canoeists and other recreational users, and minimiz*ing* noise levels.
  - e. Considering participation in a regional Shenandoah State Scenic River Advisory Board and/or establishing a local board or committee to provide guidance and develop programs to protect and enhance the river's scenic beauty.
  - f. Promote awareness of public parking areas and access points to encourage usage of these resources and as a means of discouraging roadside parking and unauthorized river accesses.*

### **STAFF NOTE – Corrected typographical error.**

- 5 6.** Apply best management practices to protect local and regional water resources and environmentally sensitive areas such as the Shenandoah River, Opequon Creek, perennial streams, floodplains, wetlands, steep slopes, slippage soils, and highly erodible soils. Establish specific water quality performance guidelines to include Chesapeake Bay Resource Protection and Resource Management Areas when considering land use and development related activities.
- 6 7.** Identify and inventory environmentally significant land suitable for the preservation and conservation of natural resources. Encourage landowners to apply for preservation



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programs such as the Agricultural and Forestal District program (AFD) as well as applicable use-value taxation for such lands as "real estate devoted to open space use" (Code of Virginia, Section 58.1-3230). Such real estate includes parcels adjacent to designated scenic rivers, wetlands, designated scenic highways, registered historic structures. Such real estate also includes lands adjacent to or under permanent open space easement or lying within the 100-year floodplain.

- 7 8. Prohibit new or expanded mining, oil, or gas-drilling operations.
- 8 9. Promote the placement of *scenic conservation* easements on lands adjoining or visible from roads designated as Scenic Byways and protect the scenic value of those lands when making land use decisions and plans.
- 9 10. Promote the concept of linear greenways to link natural features, wildlife corridors, cultural and scenic resources, such as designated scenic rivers, designated scenic highways, registered historic properties, permanent open-space easements, recreation facilities, Blandy Experimental Farm, Shenandoah University's Shenandoah River Campus, and the Appalachian Trail.
- 10 11. Encourage and expand support for the Conservation Easement Purchase Program, both philosophically and financially, to protect natural resources important ~~to~~ *for* preserving soils, watersheds, water quality, scenery, natural habitats, and air quality.
- 11 12. In response to requests for rezoning land for more intensive use in designated growth areas, encourage applicants to proffer the placement of ~~land-use~~ *permanent conservation* easements on important scenic, historic, open-space, conservation, agricultural, or wildlife-habitat lands that are not essential to the future economic viability of the project and are *un*suitable for future development.
- 12 13. Ensure that the natural and/or cultural features of properties held in recorded Conservation Easements and state designated scenic rivers are protected when reviewing land use ~~decisions applications, such as rezoning, special use, site plan, and subdivision requests~~ on adjacent properties.
- 13 14. Support Watershed Management planning for each perennial stream and consider any watershed management plan as a factor in making land use decisions.
- 14 15. Take all appropriate steps to protect public water sources, such as the Shenandoah River serving the Town of Berryville, and the Prospect Hill Spring serving the Town of Boyce and the communities of Millwood, Waterloo, and White Post.
- 15 16. Support Shenandoah Basin regional water planning efforts including creation of surface water management areas, and programs to study and address low flow issues. Oppose efforts to establish new interbasin transfers within the Shenandoah River watershed.

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- 16 17.** Utilize USGS Groundwater Study findings when evaluating proposed changes in land use and continue to support ongoing water resource monitoring efforts.
- 17 18.** Establish and maintain a long term water quality monitoring network and real-time water quantity monitoring network, in cooperation with the USGS, to track changes and better assess impacts to our water resources.
- 18 19.** Revise and implement the adopted County ordinance requiring pump out of septic systems per State requirements.
- 19 20.** Recognize that **because** karst terrane underlies the majority of the Shenandoah Valley, **making** groundwater **in these areas** is highly susceptible to contamination. ~~Steps should be taken~~ **Take steps** to protect groundwater and prevent contamination whenever possible.

### **STAFF NOTE – Edits requested by Committee.**

- 20 21.** Strengthen **existing** and develop **new** site design features that protect the environment by minimizing new stormwater runoff and that provide the most effective measure of protection for onsite disposal of sewage. Factor in cost-effectiveness and ongoing maintenance requirements for current and future property owners.
- 21 22.** Adopt the most stringent regulations for alternative onsite sewage treatment systems permitted by State law to protect the County’s vulnerable surface and groundwater resources. Implement an onsite treatment system monitoring program including enforcement of mandatory pump-out requirements for septic systems **as described in Policy #18 above**. For new development and re-development projects that require a land use change, ensure use of the onsite sewage treatment method that provides the maximum protection to surface/groundwater resources and Karst terrane.
- 22.** *Promote multiple uses of forested land that are nonintensive and compatible, such as outdoor recreation, wildlife habitats, watershed protection, and forest management.*
- 23.** *Ensure that timber harvesting is conducted in accordance with Virginia Department of Forestry and Chesapeake Bay protection standards. Also ensure that ~~and~~ an approved forest management plan is in place for each site so that erosion and sedimentation of streams and other ~~environmental~~ applicable impacts are minimized.*
- 24.** *Promote the addition of forestal lands to the Clarke County Agricultural and Forestal District program by providing information on the program’s benefits and incentives to owners of timber lands.*

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### **Objective 4 – Historic Resources**

~~Conserve~~ **Preserve** the County's historic character by ~~preserving~~ **protecting** its historical and cultural resources for the aesthetic, social, and educational benefits of present and future citizens through the following policies and the Historic Resources Plan.

#### Policies

1. Develop innovative ways to protect and promote the economic and cultural importance of historic and archaeological resources.
2. Encourage and assist property owners to pursue State and National Register designation, either individually or through thematic nominations.
3. Encourage and assist property owners to place voluntary ~~scenic~~ **conservation** easements on lands associated with historic buildings, sites, districts, and archaeological resources representing all historical time periods and cultures present in the County. ~~Particular focus should be given to those resources listed on the National Register of Historic Places and the County's Civil War resources.~~
4. ~~Investigate and define the scope of adaptive reuses for~~ **Encourage adaptive reuse of** historic structures and properties that ~~are~~ **is** compatible with the County's land use **philosophy**, regulations, and infrastructure goals.
5. Establish and protect state and national historic districts, especially in rural areas, to recognize officially their historical significance and value.
6. Support the establishment of County historic overlay **zoning** districts to protect recognized properties and areas of historic and archaeological value and to ensure that new nonresidential development along access corridors leading to historic areas will be compatible and harmonious with such historic areas.
7. Ensure that proposed development in County historic overlay **zoning** districts is compatible with the historic, architectural, landscape, or archaeological attributes of nearby or adjoining properties, neighborhoods, and districts, and that archaeological resources on the development site are not disturbed. Encourage proposed development ~~elsewhere outside of these overlay districts~~ to be compatible with ~~and ensure that it does not disturb~~ nearby historic resources or the scenic values of land associated with these resources.
8. Consider **potential impacts to** historic/archaeological resources ~~that have been surveyed and documented~~ when reviewing land-use decisions, such as rezoning, site plan, and subdivision requests.
9. Review and update the current "Clarke County Archaeological Assessment: Historical Character of the Lower Shenandoah Valley" and include more specific recommendations

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to ensure protection of archaeological resources, ~~focusing on the sites of pre-historic indigenous peoples.~~

10. Promote community awareness and public education through use of a wide variety of media regarding tax incentives, designation procedures, design guidelines, and appropriate rehabilitation guidelines. Support the creation of literature on the historic resources of the County to acquaint the general public, and in particular new residents, with the County's rich cultural heritage. These activities should have the objective of informing property owners and residents of the value that historic preservation adds to their properties and community.
11. Incorporate historic resources in comprehensive efforts to promote tourism in the County by aiding in the development of a promotional brochure, a local historic-plaque program, and self-guided tours.
12. Continue to map 18th- and 19th-century road traces and make the information available to the public.
13. Investigate solutions to address the issue of “demolition by neglect.” *Encourage property owners to protect their historic structures through* ~~including~~ public education initiatives, cooperative efforts, and regulatory tools provided by State law.
14. Continue to support the research and documentation of the history of Clarke County, including but not limited to African-Americans and *Native Americans and* their contribution to the history of the County.
15. Encourage owners of eligible properties to convey historic preservation easements as a tool for protecting these properties.

### **Objective 5 – Conservation Easements**

Ensure the continued success of the Conservation Easement program by encouraging landowners to place County lands in voluntary permanent easement. Provide support and funding of the County's Conservation Easement program and ~~collaboration~~ *collaborate* with other easement programs managed by State, Federal, and private entities.

1. Encourage and facilitate the donation of ~~open-space and~~ conservation easements on land that meets the criteria of the U.S. Internal Revenue Service for easement donation and that is identified as having important scenic, historic, open-space, conservation, agricultural, or wildlife-habitat qualities. Such easements should also be consistent with the Comprehensive Plan and implementing component plans.
2. Encourage and expand support for the Conservation Easement Purchase Program, both philosophically and financially, in order to fund easement purchases on land with significant conservation value that are owned by individuals with low to moderate income.

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3. Encourage and support the goals of the Conservation Easement Program to protect and preserve:
  - a. Land essential to agriculture including land with soils classified as “Important Farmland” by the Natural Resource Conservation Service for the continued production of crops and livestock.
  - b. Forested areas for their value as natural habitat and recreation, ability to enhance air and water quality, prevent soil erosion, and as a source of renewable wood products.
  - c. Historic resources, to maintain community character and identity, and encourage the tourism industry.
  - d. All water resources with particular emphasis on land adjacent to the Shenandoah River and other perennial streams and the limestone ridge/groundwater recharge area to protect water quantity and quality (reference Map 3, Groundwater Recharge Area).
  - e. Land adjacent to the Appalachian Trail and other public lands.
  - f. Land with environmentally sensitive areas important to air and water quality, plant life, and wildlife.
  - g. Lands that provide viewsheds for the County’s gateways, main roads, and scenic byways.
  - h. Lands that are not located in designated growth areas with the exception of those lands with scenic value, historic value, or environmental sensitivity.
4. Continue to support efforts pertaining to public education and outreach to expand the understanding and benefits of conservation easements.
5. Continue to support efforts to secure grant funding to purchase new easements and to promote stewardship of existing easements.
6. Support efforts by County staff to monitor and, where necessary, enforce County conservation easement agreements with landowners.

### **Objective 6 – Outdoor Resources**

Promote and protect the County’s outdoor resources to ensure ongoing, diverse active and passive recreational opportunities for residents and visitors to the County.

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1. ~~Develop a~~ *Maintain the* Recreation Plan as ~~a new~~ *an* implementing component plan containing specific strategies pertaining to the County's Parks and Recreation program. Support and protect the County's local, state, Federal, and other publicly-accessible active and passive outdoor recreational resources.
2. Provide ~~an array~~ *a variety* of recreational opportunities for citizens throughout Clarke County that *are fiscally responsible, compatible with the County's land use philosophy, and meet the changing needs of the community and foster development of mutually beneficial partnerships. Seek opportunities to partner with other jurisdictions, agencies, and the private sector to fund, develop, and expand recreational resources.*
3. Promote the concept of linear greenways to link natural features, wildlife corridors, cultural and scenic resources; *Examples include such as* designated scenic rivers, designated scenic highways, registered historic properties, permanent open-space easements, recreation facilities, Blandy Experimental Farm, Shenandoah University's Shenandoah River Campus, and the Appalachian Trail.
4. Study and implement strategies to manage the current and future recreational use of the Shenandoah River corridor.

### **Objective 7 – Energy Conservation and Sustainability.**

Encourage sustainable development by promoting renewable energy, energy conservation, and preservation of natural resources within the context of the County's land use philosophy. *Ensure* ~~so~~ that the needs of the present generation are met without compromising the ability of future generations to meet their own needs.

#### Policies

1. Promote energy efficiency to the maximum extent economically feasible when making decisions affecting County operations. *Adopt economically feasible measures to reduce resource use including maximizing energy use efficiency, and when purchasing, recycling, and disposing of products. Conduct regularly scheduled audits of County facilities to ensure energy efficiency.*
2. Encourage the use of active and passive renewable energy systems and ~~consider~~ *developing* ~~develop~~ policies that address potential impact of such systems on scenic viewsheds and historic resources (e.g., windmills and solar panels).
3. Encourage reusing and recycling materials, including a recycling program. Facilitate access to public recycling facilities.
4. Encourage a regional reduction in single occupant vehicles (SOVs) through mechanisms such as ridesharing, public transit, carpools, and bicycle/pedestrian accommodations. Identify locations for commuter and ridesharing lots to serve Clarke County residents and explore fee systems to recoup costs from non-County users.

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5. Adopt economically feasible measures to maximize energy efficiency in the siting and design of new and refurbished public buildings, schools, and other public facilities. Establish policies that require new or renovated public buildings to be designed to meet a nationally recognized energy and environmental standard such as Leadership in Energy and Environmental Design (LEED) or Earthcraft.
- ~~6. Adopt economically feasible measures to reduce resource use, including maximizing energy use efficiency, when purchasing, recycling, and disposing of products.~~
- ~~7. Conduct regularly scheduled audits of County facilities to ensure energy efficiency.~~
- 6 8.** Encourage use of Low Impact Development (LID) techniques that help manage stormwater in an environmentally sensitive manner.
- 7 9.** Establish water quality performance standards that include retention of vegetation, minimal site disturbance, and reduction of nutrients and sediment in post-development stormwater.
- 8 10.** Coordinate with the Town of Berryville, the Town of Boyce, and the Clarke County School District on joint sustainable community practices such as energy efficiency and alternative transportation.
- 9 11.** Encourage the use of cisterns and other water reuse applications in new residential and commercial developments.
- 10 12.** ~~Consider adopting~~ *Maintain and periodically update* the Energy and Resource Management Plan (dated 4/20/2010) ~~or modified version of this Plan as a new implementing component plan.~~ Investigate tax credit programs that encourage energy conservation by residents and businesses.

**STAFF NOTE** – Staff recommends continuing to recognize the Energy and Resource Management Plan by ensuring that it is maintained and updated over time, but does not recommend adopting it as a new implementing component plan. The policies of Objective #7 will suffice to provide direction for the future updates to this standalone plan.

### **Objective 8 – Village Plans (Millwood, Pine Grove, White Post)**

Enhance the identity and appearance of established villages, such as Millwood, Pine Grove, and White Post.

#### Policies

1. Develop a new Village Plan as an implementing component plan that provides planning and economic development strategies for the designated villages.
2. Protect private and public water sources serving these areas.

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3. Protect the cultural and economic identity of these communities.
4. Encourage the preservation, renovation, and restoration of existing structures.
5. Encourage economic development and revitalization of these communities through innovative uses of new and existing structures.
6. Encourage upgrading of existing substandard housing in these communities.
7. Promote projects that build upon or enhance the historic characteristics of each village, including but not limited to walkability, compact development, and design elements.

### **Objective 9 – Designated Growth Areas for Development**

Encourage business and residential development in designated growth areas to implement the principles of:

- **P**reserving open space, farmland, natural beauty, cultural features, and critical environmental areas, and
- **I**mproving the quality of life and services in existing towns and directing development towards these existing towns.

Provide for nonresidential business development at the intersections of two or more federally-designated primary highways (U.S. Routes 50/17 and 340 and U.S. Routes 340 and 522) through the following policies, the Berryville Area Plan, the Waterloo Area Plan, and the Double Tollgate Area Plan.

### Policies

1. Continue to designate the Town of Berryville and certain areas adjacent to the Town as the Berryville ~~Growth~~ **Annexation** Area. The Berryville Area Plan defines the boundaries and uses for this growth area. The boundaries of the adopted Berryville Area Plan should not be expanded until the land area addressed by the Plan is substantially developed.
  - a. Direct urban and suburban uses that require water and sewer service, including residential, commercial, and light industrial development, to this growth area where they can be served conveniently and economically by available public facilities and services. These uses include schools, parks, water and sanitary sewer, storm-water drainage, roads, police, fire, and emergency services.
  - b. In this growth area, ~~provide for~~ **encourage** the construction, rehabilitation, and maintenance of affordable housing, meeting the needs of current and future households with incomes at or below the County median as planned for in the Berryville Area Plan and Town of Berryville Comprehensive Plan.



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2. ~~Apply the following land use and design principles to development in the Berryville Growth Area.~~
  - a. ~~Provide for a mixture of complementary land uses and consider innovative techniques such as form-based codes that create walkable, pedestrian-friendly street networks and greater flexibility of uses.~~
  - b. ~~Create a range of housing opportunities and choices, including an appropriate level of affordable housing.~~
  - c. ~~Create walkable neighborhoods.~~
  - d. ~~Encourage a variety of transportation choices.~~
  - e. ~~Promote compact, efficient land use and building design that maximizes green space and minimizes road and utility costs.~~
  - f. ~~Foster distinctive and attractive neighborhoods with a strong sense of place.~~
  - g. ~~Include recreation areas in new developments that are provided by the developer, maintained by the developer or homeowners' association, and are designed to meet all county standards and safety regulations.~~

*Work in concert with the Town of Berryville to ensure the Berryville Area Plan and applicable regulations produce **quality development that reflects** the shared vision of the Town and County.*

### **STAFF NOTE – Corrected typographical error.**

3. Continue to coordinate and cooperate with the Towns of Berryville and Boyce to implement effective policies to provide for residential and business development compatible with the established character of these towns as reflected in their comprehensive plans.
4. Promote business activities at Waterloo (U.S. Routes 50/17 and 340) through provision of public water and sewer services and provision of areas zoned for business uses. ~~An area plan should be maintained~~ *Maintain the Waterloo Area Plan* to identify:
  - a. The specific boundaries and mixes of uses,
  - b. The way public services are to be provided, and
  - c. The way proposed activities will be integrated with surrounding uses, especially agricultural, residential, and parcels held in permanent conservation easement. The boundary of the adopted Waterloo Area Plan should not be expanded until the land area addressed by the Plan is substantially developed, and the Plan should be periodically reviewed and updated.

5. *Evaluate the Double Tollgate Business Intersection Area at U.S. Routes 340 and 522 (as designated in the Double Tollgate Business Intersection Area Plan) for potential County investment in infrastructure to support existing business growth and new*

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*business development. County infrastructure investment should be subject to the following strategies:*

- a. Development of public water and public sewer should be in partnership with property owners and applicable State agencies which may require public infrastructure to serve the adjacent State-owned property formerly known as Camp 7.*
  - b. The County, in partnership with applicable stakeholders, should explore all possible approaches to serve the Business Intersection Area with public water and public sewer before giving any consideration to extending the existing County utility systems from the northeast.*
  - c. Property owners who develop their properties in this business intersection area shall be solely responsible for the cost and construction of public road improvements required as a result of their development. The County may consider partnerships to pursue funding for construction of necessary intersection-wide improvements.*
  - d. The County should help facilitate business-class broadband availability in this development area using the applicable policies of Objective 13, Broadband Internet Access.*
- 6. The Double Tollgate Area Plan should be maintained and periodically updated to identify the specific boundaries and mixes of uses; the way public services are to be provided as described in Policy #5 above; and the way proposed activities will be integrated with surrounding uses, especially agricultural uses, residential uses, and lots held in permanent conservation easement. The Area Plan should also address:*
- The relationship between and potential development integration with the Business Intersection Area with adjoining properties owned by the Commonwealth of Virginia (formerly known as the Camp 7 property).*
  - Creation of zoning requirements, design criteria, or other regulations to address the unique characteristics of this designated development area.*
  - Potential future expansion of the Business Intersection Area to accommodate future commercial growth and economic development subject to the County's capacity to serve with public infrastructure.*
- ~~5. Designate the Double Tollgate area (U.S. Routes 340 and 522) as a deferred growth area and delay county investment in infrastructure until such time as it is applicable and economically feasible. Feasibility should be triggered through evaluation of factors such as the quantity and long-term stability of growth in the immediate area, the availability of public water and public sewer capacity, and compliance with any adequate public facility~~

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~~measures that are developed. Once it is feasible to do so, promote business activities at Double Tollgate through provision of public water and sewer services and provision of additional areas zoned for business uses.~~

~~The Double Tollgate Area plan should be maintained to identify:~~

~~a. The specific boundaries and mixes of uses;~~

~~b. The way public services are to be provided, and~~

~~c. The way proposed activities will be integrated with surrounding uses, especially agricultural, residential, and parcels held in permanent conservation easement. The boundary of the adopted Double Tollgate Area Plan should not be expanded until the land area addressed by the Plan is substantially developed, and the Plan should be periodically reviewed and updated.~~

### **STAFF NOTE –**

**Staff proposes modifying current Policy #5 regarding Double Tollgate into two separate policies. The first Policy (#5) replaces previous guidance that made Double Tollgate a “deferred growth area.” The proposed Policy focuses on evaluating how the County may consider investing in public infrastructure to promote economic development in this Area. Language is included to recommend partnerships with the property owners and State agencies that manage the adjacent State-owned lands (formerly known as Camp 7) to develop public water and public sewer. Language is also included to recommend exploring all possible approaches to expanding public water and public sewer before considering bringing infrastructure from existing County facilities. Regarding road improvements, Staff recommends that the property owners bear responsibility for the cost and construction of all improvements required as a result of their development impacts, noting that the County may partner with property owners to obtain funding for intersection-wide improvements. Reference to the new Broadband Objective #13 is also included for the County to facilitate broadband expansion to this Area.**

**Proposed Policy #6 is intended to provide direction on future modifications to the Double Tollgate Area Plan. Issues noted include addressing the future development of the Camp 7 property, future expansion of the Area, and creating zoning regulations and design criteria to address the unique characteristics of this Area.**

- 7 6.** Ensure that land-use decisions do not allow urban and suburban forms of development to occur in designated growth areas unless public facilities and services commensurate with such development either are available or are programmed with a plan for cost recovery. *Cost recovery including includes* but *is* not limited to direct contribution by the development community or increased tax revenue generated by the new development.
- 8 7.** Encourage the use of best management practices as outlined in the Chesapeake Bay Regulations and as determined by federal TMDL program to improve water quality and

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minimize runoff impacts that could be caused by development of the Berryville ~~Growth Annexation~~ Area and at primary highway intersections.

- 9 8. Consider developing levels of service for public facilities including public water, public sewer, roads, schools, and parks to ensure that the County is capable of providing adequate services to support existing and new development.
- 10 9. Consider the planning goals, principles, and policies of incorporated towns in designating growth areas. Make provisions for public utility services, and, where feasible, undertake joint or coordinated action with town governments, independent county authorities, and other regional entities.

### **Objective 10 – Economic Development**

Encourage economic growth that is compatible with the County's environmental quality, rural character, and residential neighborhoods, and that provides a healthy balance between revenues from residential and agricultural uses, and those from commercial and industrial uses.

#### Policies

1. Establish and maintain an Economic Development Strategic Plan as a component plan to implement this Objective and its policies.
2. Direct the location of compatible businesses to designated growth areas and existing commercial centers as allowed by the adopted plans for those areas.
3. Encourage new or expanded businesses that have minimal impact on the County's sensitive environment and that do not adversely impact surrounding properties with excessive noise, odor, or light pollution.
4. Ordinances and policies should be implemented to ensure high-quality design and construction of new and redeveloped businesses. ~~This shall include context sensitive landscaping that makes use of native plants, xeriscaping, and use of gray water for irrigation where possible. Maintenance of landscaping and site plan features should be enforced by the County throughout the lifespan of the business.~~
5. ~~Promote types of economic development that are consistent with the County's existing uses and character, including but not limited to the following:~~
  - a. ~~Tourism and the land uses that would benefit from it.~~
  - b. ~~Agricultural businesses.~~
  - c. ~~Agriculturally related businesses.~~
  - d. ~~Equine businesses and related services.~~
  - e. ~~Compatible light industrial uses in designated locations.~~

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5. *Promote economic development within incorporated towns and designated business intersections that is consistent with the County’s land use philosophy and character. Focus on types of businesses that can be served with public infrastructure (e.g., roads, public water, public sewer, natural gas, broadband) in an effective and fiscally-responsible manner and with minimal adverse impact to surrounding properties.*
6. *Promote focused economic development in the County’s unincorporated and rural areas that is highly compatible with the County’s land use philosophy and character. Focus on types of businesses that will not produce impacts which may result in significant degradation of natural resources, that will not require or increase demand for public infrastructure improvements or expansion, and that will not adversely impact existing nearby land uses or the conservation value of protected lands. These business sectors include but are not limited to agricultural operations, agricultural support businesses, and equine businesses and related services.*

*Other business sectors which may be compatible on a limited scale subject to compliance with building code regulations, onsite sewage disposal system requirements, and County zoning regulations include:*

- a. *Small-scale lodging within single-family dwellings and/or accessory dwellings.*
- b. *Limited special events and commercial public assembly uses subject to full compliance with County regulations governing such activities.*
- c. *Support businesses for existing tourism resources.*
- d. *Adaptive reuse of existing commercial and residential structures to compatible new uses.*

**STAFF NOTE** – Per discussion at the January 26 Committee meeting, current Policy #5 is divided into two separate policies, one dealing with economic development in the towns and business intersections (Alt Policy #5) and the other dealing with limited economic development in the rural areas (Alt Policy #6).

Alt Policy #5 is written broadly without naming specific preferred business sectors. Instead, this Policy describes focusing on businesses that the County (and Towns where applicable) can serve with required public infrastructure effectively and in a fiscally-responsible manner. This would discourage business sectors that would require significant public investment in infrastructure (as specified). Language is also include to discourage business sectors that would have significant adverse impact to surrounding properties – a broader standard than “significant degradation of natural resources” that can include elements such as noise, odor, traffic, etc.

Alt Policy #6 is written in an attempt to describe the scope of business development that the County would encourage in the rural areas. Preferred business sectors include agricultural

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operations, agricultural support businesses, and equine businesses and related services subject to a three-part test:

- Will not produce impacts which may result in significant degradation of natural resources.
- Will not require or increase demand for public infrastructure improvements or expansion, which can include both roads and utilities.
- Will not adversely impact existing nearby land uses or the conservation value of protected lands.

This three-part test would be valuable in evaluating large-scale or nontraditional agricultural businesses such as hydroponic farms and farm wineries/breweries/distilleries.

Alt Policy #6 continues by describing other business sectors that could be potentially compatible on a limited scale in the rural areas subject to compliance with building code, onsite sewage disposal system, and County zoning regulations (in addition to the three-part test):

- Small-scale lodging within single-family dwellings and/or accessory dwellings – The Committee requested “lodging” to be addressed with a limited scope. Language is included to limit lodging to a small-scale within single-family and/or accessory dwellings (short-term residential rental, home occupation bed-and-breakfast, country inn) to make it clear that the County is not interested in hotels, motels, or resorts in the rural areas.
- Limited special events and commercial public assembly uses – The Committee also requested inclusion of these uses that are currently regulated by the Special Events Ordinance in the County Code or by Zoning Ordinance special use permit.
- Low-impact support businesses for existing tourism resources – The Committee discussed the impacts of tourism on rural areas and one suggestion was made to de-emphasize tourism as an economic development sector in the rural areas. To address these concerns, Staff used language to focus not on the County’s tourism resources but on support businesses with an emphasis on low-impact nature. This could include campgrounds and hiking/river outfitters and related retail/service businesses.
- Adaptive reuse of existing commercial structures to compatible new uses – This was not previously discussed by the Committee. Staff recommends including it in the list as a means of encouraging existing commercial and residential structures to be reused for compatible new uses as opposed to removing them or forcing them to sit vacant. This could apply not only to old nonconforming commercial buildings in the rural areas but also to large manor houses and estates. The key wording included is “compatible” which would be evaluated on a case-by-case basis.

- 7.6. Protect and enhance the environmental resources of the County, recognizing that they can serve as an attraction to business and industry.

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- 8 7. Encourage the attraction of business activities that complement or that work in conjunction with existing industrial and commercial activities in the County, particularly active farming and forestry operations.
- 9 8. Ensure that new commercial development occurs according to the following provisions:
- a. ~~Does not impede traffic flow on roads and/or overload intersections.~~
  - b. ~~Prevents strip development by integrating new development with existing development through the use of reverse frontage, consolidated or shared access points, shared parking and/or drive aisles, internal circulation networks, and interparcel access; and ensures that land use ordinances provide flexibility to facilitate clustered development patterns.~~
  - a. *Does not degrade the level of service of the existing transportation network to unacceptable levels for safety, congestion, and functionality.*
  - b. Ensures that access to and impacts on the transportation network are safe ~~and do not degrade efficiency~~ *and do not impede traffic flow for emergency vehicles.*
  - c. Meets all applicable zoning- and building-code regulations and all standards for water, sewage disposal, and waste disposal needs.
  - d. Does not have a negative impact on adjacent property values.

**STAFF NOTE – Edits requested by Committee to reduce technical language with general reference to level of service reduction and access for emergency vehicles.**

- 10 9. Evaluation of *rezoning, conditional zoning, and special use permit applications for* adaptive reuse projects; and projects to redevelop existing agricultural, commercial, and light industrial uses shall include the following elements in addition to the criteria set forth in Policy #9 above for new development projects:
- a. Whether the project is in general accord with the Comprehensive Plan.
  - b. Whether the resultant structures, parking, lighting, landscaping, stormwater management, onsite well and septic systems, property ingress/egress, and other site elements would be in full compliance with County land use ordinances and State regulations.
  - c. *Whether The degree to which* the project mitigates an existing public safety concern.

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- d. **Whether The degree to which** the project mitigates any new impact to the existing character of the area including but not limited to noise, odor, intensity, or aesthetics.
- e. In the case of a conditional rezoning application, **whether the degree to which** the applicant's proffer package addresses all existing and potential site impacts to surrounding properties.
- f. **Whether there is Co**nsistency with prior land use decisions involving similar cases.

### **STAFF NOTE – Edit requested by Committee.**

- 11** ~~10~~. 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 advocacy agencies, and establishes liaisons with counties in the area that have similar development programs.
- 12** ~~11~~. Seek and consider additional fiscal tools by which the County may enhance its tax base.
- 13** ~~12~~. Promote the retention, attraction, and expansion of businesses and industries that support the land use goals of the County, in particular, businesses that generate a relatively high level of local tax revenue in relation to the number of jobs, create minimal impact on public services, and are compatible with the County's agricultural and natural resources.
- 14.** **Facilitate business-class broadband availability using the applicable policies of Objective 13, Broadband Internet Access.**

### **Objective 11 – Public Infrastructure, Capital Improvement Planning, and Fiscal Responsibility**

Ensure the provision of capital improvements in a manner consistent with the land-use objectives of the County through the following policies and the Capital Improvement Program.

### **STAFF NOTE – Title modified to reflect that capital improvement planning is about public infrastructure.**

1. **Maintain Develop** an annual Capital Improvement Planning process that evaluates the need for capital projects via established performance triggers and degree of conformance of each project with the Comprehensive Plan and implementing component plans. Also develop a means of consistent, objective, and accurate fiscal impact analysis for use in evaluating capital projects.

### **STAFF NOTE – Edited to reflect CIP process that was developed last year.**



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2. Encourage the development of level of service criteria, needs assessments, and other performance triggers to plan for capital improvements in advance of the actual need. Ensure that assessments and criteria are based on standards that are accepted by the relevant industry and that they are evaluated and updated on a regular basis by the managing department.
3. Prohibit the extension of capital improvements into areas not designated for growth in the Comprehensive Plan that would be subjected to increased development pressures by such extensions. Such improvements would include public water, public sewer, schools, *and* public facilities but would not include passive recreational resources and high-speed internet facilities.
4. Carefully assess the short- and long-range fiscal impacts of necessary capital improvements, such as roads, schools, and water and sewer service when land-use decisions and plans are made.
5. Provide funding for school facilities that will enable the School Board to achieve its priorities within the County's fiscal capabilities. Ensure that the School Board's goals and needs and the County's ability to fund projects are compatible and are discussed jointly on a regular basis.
6. Ensure that the County's facilities are located, designed, and constructed to maximize public convenience and accessibility. New construction should, where economically feasible, maximize use of existing facilities. Available technology should be reviewed and, where possible, technological improvements should be used to minimize the need for additional space.
7. Ensure that sheriff, fire, rescue, and emergency management provide the highest level of citizen protection within the fiscal resources of the County. Work with these agencies and departments to ensure that performance measures are established to effectively plan for future capital, personnel, and equipment needs.
8. Provide or permit Waterworks<sup>1</sup> and Sewerage System & Treatment Works<sup>2</sup> *as regulated by the Clarke County Zoning Ordinance* only as described in the following policies, to ensure consistency with the previously stated land-use policies.

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<sup>1</sup>-Waterworks means a system that serves piped water for drinking or domestic use to (a) the public, (b) at least 15 connections, or (c) an average of 25 individuals for at least 60 days out of the year and shall include all structures, equipment, and appurtenances used in the storage, collection, purification, treatment, and distribution of pure water (except the piping and fixtures inside the building where such water is delivered).

<sup>2</sup>-Sewerage System & Treatment Works means 1) Sewerage System: pipelines or conduits, pumping stations and force mains, and all other construction, devices, and appliances appurtenant thereto, used for the collection and conveyance of sewage to a treatment works or point of ultimate disposal, and 2) Treatment Works: any device or system used in the storage, treatment, disposal or reclamation of sewage or combinations of sewage and industrial wastes, including, but not limited to, pumping, power, other equipment and appurtenances, septic tanks, and any works (including land) meeting the definition of a Mass Drainfield, that are or will be (a) an integral part of the

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- a. Coordinate with the Towns of Berryville and Boyce in their activities to provide Waterworks and/or Sewerage System & Treatment Works on land within Town limits and areas that the County agrees should be annexed to the Towns.
- b. Provide septage treatment facilities to meet the County's water resource and environmental protection objectives.
- c. Work with State and Federal agencies and property owners to remedy incidents where a significant health threat has been identified by the Clarke County Health Department involving existing residential development. Any applicable grant or low-interest loan program should be pursued to assist in paying for the construction of such facilities.
- d. Provide Waterworks and/or Sewerage System & Treatment Works, through the Clarke County Sanitary Authority, *in partnership with property owners at property owner expense*, for business uses at the intersection of two or more federally designated primary highways and/or state designated limited access primary highways, specifically the Waterloo Area (US Routes 50/17 and 340). Any applicable grant or low-interest loan program should be pursued to assist in paying for the construction of Sanitary Authority facilities.

**STAFF NOTE – Added language to indicate that the County, Sanitary Authority, and property owners would partner together to add, expand, and maintain public water and sewer at the business intersections.**

9. Permit, in cooperation with the Clarke County Sanitary Authority, the construction of sewage treatment facilities, in accord with the aforementioned policies. These facilities should be financed by the fees charged to the users of the facilities, State and Federal grant programs, or other innovative and incentivized financing programs that produce a net benefit to the County. Facilities should use innovative, cost-effective technology consistent with environmental protection policies, such as water recycling/land application systems.
10. Evaluate all private development proposals as they relate to public utility and land-use plans.
11. Improve coordination among County departments in standardizing methods of financial calculation and projection.

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~~treatment process or (b) used for ultimate disposal of residues or effluent resulting from such treatment. This term does not include Subsurface Drainfields not defined as Mass Drainfields.~~

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### **Objective 12 -- Transportation**

Ensure that the County's transportation system provides safe and efficient means for all modes of travel for citizens and visitors through coordinated land use decision-making and judicious use of limited fiscal resources.

1. ~~Create and~~ Maintain a transportation plan that includes an inventory of the County's existing transportation network, planning assumptions, needs assessment, and recommended future improvements. ~~Conduct an annual review of this plan to ensure consistency with the County's Six Year Secondary Road Improvement Plan and Budget and with the Commonwealth Transportation Board's Statewide Transportation Plan.~~
2. Develop specific strategies for prioritizing transportation projects, responding to new State and Federal projects in the County, and identifying new projects to improve safety or increase capacity of the public road system. Include policies on bicycle and pedestrian facilities and commuter facilities.
3. Maintain the existing primary road system at its present level and upgrade it only for safety purposes or planned traffic increases to the extent funds are provided by the Virginia Department of Transportation.
4. Establish specific transportation planning policies in the area plans for the County's designated growth areas including but not limited to policies on walkability, bicycle and pedestrian mobility, interconnected street networks, traffic calming, and other modern techniques that support high quality communities and neighborhoods.
5. Carefully assess the short- and long-range fiscal impacts of transportation improvements when land-use decisions and plans are made.
6. ~~Develop~~ *Continue to* maintain a County bicycle and pedestrian plan.

### **Objective 13 – Broadband Internet Access**

*Facilitate the development and expansion of broadband internet access options with sufficient speed and capacity to serve the needs of County residents and businesses. Recognize that reliable and cost-effective broadband internet will continue to be critical not just for communications and entertainment but also for applications such as distance learning, teleworking, telemedicine, and home and business automation.*

1. *Pursue partnerships with private sector companies, public utilities, and other entities that provide broadband internet service or infrastructure.*
2. *Explore all possible funding opportunities and methods to generate revenue for broadband expansion.*

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3. *Maintain a County broadband committee to coordinate the County’s efforts, to promote awareness of broadband options and availability, and to stay up-to-date on current technologies and innovations.*
4. *Consider participation in pilot projects or “beta-testing” opportunities to determine whether new technologies may improve the County’s broadband options.*
5. *Ensure that County regulations facilitate compatible and effective expansion of both wired and wireless broadband infrastructure.*

**STAFF NOTE** – This new objective was added because broadband internet is not addressed at all in the current Comprehensive Plan.

**Objective 13 – Citizen Participation in the Planning Process**

Encourage citizen involvement in the planning process.

**Policies**

1. Provide opportunity for citizens to participate in all phases of the planning process.
2. Require that all meetings involving preparing, revising, or amending the Comprehensive Plan be publicly posted and open to the public.
3. Meet or exceed all state requirements for public notice for meetings and freedom of information requests.
4. Ensure that information pertaining to the Plan and the planning process is available to citizens in an understandable form, which may include internet postings, newsletters, mailings, informational brochures, and announcements in newspapers and on radio to stimulate citizen involvement.
5. Encourage educational institutions, agencies, clubs, and special interest groups to review and comment on the Comprehensive Plan and implementing components.
6. Ensure uniform interpretation, administration, enforcement procedures, and staffing levels for the implementing plans, policies, and ordinances of the Comprehensive Plan.

**STAFF NOTE** – This language will be moved and incorporated as a narrative into Chapter 1.