

***ENVISION JEFFERSON 2035***  
***Comprehensive Plan***



**Jefferson County, West Virginia**

**STATE OF WEST VIRGINIA, COUNTY OF JEFFERSON**

**The County Commission of Jefferson County in Charles Town, West Virginia**

**In accordance with West Virginia State Code §8A-3-10,**

The County Commission of Jefferson County hereby certifies the papers hereto annexed to be true copies of the Jefferson County West Virginia, Envision Jefferson 2035 Comprehensive Plan as adopted by act of the County Commission on **January 14, 2015**.

In attestation whereof, I hereunto set my hand this 19<sup>th</sup> day of February 2015.



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Jane Tabb, President  
County Commission of Jefferson County

## **Envision Jefferson 2035 Comprehensive Plan**

### **Vision Statement**

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

<b>ENVISION JEFFERSON 2035 OVERVIEW.....</b>	<b>5</b>
<i>Executive Summary .....</i>	<i>5</i>
<i>History of Planning in Jefferson County .....</i>	<i>6</i>
<i>Plan Methodology .....</i>	<i>9</i>
<b>GOALS AND OBJECTIVES.....</b>	<b>12</b>
<b>PLAN RECOMMENDATIONS .....</b>	<b>16</b>
<b><i>1. Land Use and Growth Management Element .....</i></b>	<b><i>16</i></b>
1.A. Urban Level Development Area .....	26
1.B. Rural Land Use Planning .....	34
1.C. Villages .....	41
1.D. Community Design .....	46
1.E. Housing.....	51
1.F. Intergovernmental Coordination .....	62
<b><i>2. Economic Development, Employment, and Infrastructure Element .....</i></b>	<b><i>64</i></b>
2.A. Economic Development and Employment .....	64
2.B. Agricultural and Rural Economy .....	72
2.C. Tourism.....	81
2.D. Infrastructure .....	85
2.E. Transportation.....	95
<b><i>3. Cultural, Historic, Natural Resources and Recreation Element.....</i></b>	<b><i>116</i></b>
3.A. Historic and Cultural Resources .....	116
3.B. Natural Resources .....	120
3.C. Recreation .....	126
<b><i>4. Education and Public Libraries Element .....</i></b>	<b><i>132</i></b>
4.A. Education and Schools .....	132
4.B. Public Libraries .....	137
<b><i>5. Finance and Public Safety Element.....</i></b>	<b><i>139</i></b>
5.A. Finance.....	139
5.B. Public Safety .....	143

<b>IMPLEMENTATION STRATEGIES</b> .....	<b>145</b>
<i>Introduction</i> .....	<b>145</b>
<i>Implementation Tools</i> .....	<b>147</b>
<b>APPENDICES</b> .....	<b>151</b>
<i>Appendix A – Commission and Committee Members</i> .....	<b>152</b>
<i>Appendix B - Existing Conditions</i> .....	<b>155</b>
<i>Appendix C – Workshop and Online Survey Summaries</i> .....	<b>183</b>
<i>Appendix D – Goals and Objectives</i> .....	<b>190</b>
<i>Appendix E – Design Guidelines Images</i> .....	<b>207</b>
<i>Appendix F - Maps</i> .....	<b>213</b>
<i>Appendix G - Land Use Map Classifications</i> .....	<b>235</b>
<i>Appendix H – Definitions and Acronyms</i> .....	<b>241</b>
<i>Appendix I – Documents Incorporated by Reference</i> .....	<b>255</b>

# ENVISION JEFFERSON 2035 OVERVIEW

## Executive Summary

Jefferson County's *Envision Jefferson 2035 Comprehensive Plan* is the fifth plan for the County since the first Planning Commission was formed in 1968. Planning efforts were initiated in Jefferson County in response to a growing federal presence in the County, Washington, D.C. and Baltimore, MD Metropolitan areas' expansions and the development of Dulles International Airport in Loudoun County. Jefferson County citizens determined that the County should plan its future through local land use planning, which generally looks ahead to a twenty-year horizon.

In the fall of 2012, the Jefferson County Planning Commission and the Departments of Planning and Zoning staff met with the County Commission to appoint a Steering Committee to develop a new Comprehensive Plan and establish a timeline to include adequate opportunities for public input while meeting the State requirements for adoption in 2014. In an effort to underscore the future nature of the Plan, it was entitled *Envision Jefferson 2035*, encouraging all participants to look ahead to 2035 to determine how they would like Jefferson County to function in the future.

The citizen based Steering Committee's primary role was to work in partnership with staff to guide the development of the *Envision Jefferson 2035 Comprehensive Plan* in accordance with the requirements of state law (WVA 8a-3), which states that "the general purpose of a comprehensive plan is to guide a governing body to accomplish a coordinated and compatible development of land and improvements within its territorial jurisdiction, in accordance with present and future needs and resources."

The two year planning process developed over six phases:

1. Plan Start Up/Organization;
2. Existing Conditions Data Collection & Analysis;
3. Analysis/Visioning;
4. Development of Goals and Objectives;
5. Development of Plan Recommendations and Implementation Strategies;
6. Plan Adoption.

In addition to the formation of the Steering Committee, a Technical Advisory Committee composed of representatives of various municipal, infrastructure, and service organizations assisted with the development of the data needed to analyze the existing conditions and identify future standards. The inclusion of the public input was prioritized throughout the entire process and included 13 Lunch and Learn education seminars, a series of four Public Workshops, two online surveys, and two Open House sessions. The final phase included the Steering Committee recommending the completed draft document to the Planning Commission followed by a series of public hearings, workshops, and review by both the Planning Commission and County Commission. The Plan was adopted on January 14, 2015.

The Plan would not be as complete and forward thinking as it is were it not for the 2 ½ years of dedicated hours by citizen volunteers and staff efforts as well as considerable public input into the process. The Plan includes numerous recommendations and implementation strategies which will need to be pursued over the coming years. By adopting this Plan, the County Commission demonstrates the County's commitment to the implementation of the Plan. Adoption of the Plan does not begin the implementation of any item nor does it legally obligate the County to implement any particular recommendation. The implementation will require specific actions by the County Commission, the Planning Commission, the County's Departments and contingency agencies, non-profit associations, community organizations, and the residents of Jefferson County. The *Envision Jefferson 2035 Comprehensive Plan* provides a vision and map for the long-term future of Jefferson County and implementation of its recommendations will be a critical next step.

### [History of Planning in Jefferson County](#)

During the 1950s and early 1960s, citizens in the County saw the Federal Government acquire Harpers Ferry's historic structures and express interest in using the banks of the Shenandoah and Potomac Rivers for a national parkway. Fifty miles to the east, the Washington, D.C. and Baltimore, MD Metropolitan Areas were growing rapidly, as were most major urban areas on the eastern seaboard, and projections showed that eventually growth would move into Jefferson County. With the development of Dulles International Airport, citizens recognized this as a magnet for growth that could affect the County.

Citizen groups petitioned the Jefferson County Commission to appoint a Planning Commission and in March 1967 the first Planning Commission was selected. With the assistance of Federal funds, the Planning Commission hired a consultant to prepare a Comprehensive Plan in 1968 as a blueprint for future growth in the County. The Comprehensive Plan was formally adopted in June 1972, along with the County's first Subdivision Ordinance. This Ordinance was substantially revised, first in 1973 and again in 1979.

In July 1985, the Planning Commission appointed a Citizen Advisory Committee to help update the 1968 Comprehensive Plan. Working independently with the help of State and County staff, the Committee completed that task at the end of 1986, and the document was approved by the County Commission in December 1986.

Both the 1968 and 1986 Comprehensive Plans called for zoning to be implemented. In 1973, the Planning Commission began preparing a Zoning Plan for the County. In May 1976, the Zoning Plan was placed on the ballot for public referendum and was defeated. In implementing the 1986 Comprehensive Plan, a flexible zoning system was proposed. In 1988, zoning was adopted in Jefferson County which included the Land Evaluation and Site Assessment (LESA) point system which permitted denser developments in rural areas if urban level amenities were within a certain distance.

Since the adoption of the Zoning Ordinance in 1988, there have been a number of amendments.

The County Commission appointed a citizens' committee in 1992 to revise the Comprehensive Plan and adopted the revised Plan in 1994. The 1994 Plan focused on the need to accommodate the projected population growth through the need to plan for schools, clean drinkable water, wastewater systems, transportation improvements, local employment opportunities, law enforcement and emergency services, and the protection of natural and historic resources. It also recommended a review of the 1988 Zoning Ordinance and the potential need for amendments. A significant result of the 1994 Plan was the adoption of building code in the County in 2001.

In 1999, the County Commission requested that the Planning Commission initiate a revision of the 1994 Comprehensive Plan. The revised Plan was adopted by the County Commission in 2004 and implementation of the Plan's recommendations to revise the zoning and subdivision ordinances commenced. The revised ordinances were approved by the County Commission in 2008. A citizen initiated referendum defeated the amended Zoning Ordinance. As a result of the vote, the 1988 Zoning Ordinance remained in effect and the 2008 Subdivision Regulations were amended to dovetail with the 1988 Zoning Ordinance.

Among important recommendations of the 2004 Comprehensive Plan was the inclusion of additional farm-related value-added uses in the Rural Zoning District. Those value added uses were codified into the Zoning Ordinance. A second recommendation implemented was the assessment of impact fees on new development. A third recommendation, that was considered but not adopted by the County Commission, was a study of the US 340 Corridor East Gateway Plan focusing on land use, transportation, and viewsheds. A fourth recommendation was for a revision of zoning categories; this work was drafted in 2012 for County Commission review and adopted in 2014.

In 2001, the State Legislature amended State Code to create an easier annexation process for municipalities (§8-6-4a). This resulted in an influx of annexations by municipalities in Jefferson County. Also amended was State Code §8A-3 et seq. requiring all government entities to require communities with a Comprehensive Plan to update it every ten years. The 2004 Comprehensive Plan noted the need for County and municipal cooperation. This cooperation resulted in Charles Town and Ranson adopting Urban Growth Boundaries (UGB) in 2009 and Shepherdstown adopting a Growth Management Boundary (GMB) in 2014. A more detailed history of Planning and Zoning in Jefferson County is located in Appendix B – Existing Conditions.



*A Quick Glance of Comprehensive Plans, Ordinances, and Regulations in the County:*

Comprehensive Plans		
1968	1992	2014 (Envision Jefferson 2035)
1986	2004	

Ordinances and Regulations
• Subdivision Ordinance – Adopted 1973 and Substantially Revised in 1979
• Improvement Location Permit – Adopted December 1975
• Salvage Yard Ordinance – Adopted 1984
• Zoning Ordinance – Adopted 1988
• Subdivision Regulations – Adopted in 2008 and invalidated 1979 Subdivision Ordinance
• Stormwater Management Ordinance – Adopted in 2013 (updated existing stormwater requirements and became a separate document)

The County Commission supports local planning efforts and holds regular meetings twice a month and often holds additional special-called meetings or work sessions depending on their work load. Every effort is made by the County Commission to schedule public hearings requiring input from the general public in the evening at a time when a greater cross-section of the County’s residents can attend meetings. Meetings which occur in their regular meeting room are broadcast live on the County’s website and recordings are archived online for citizen review. Meetings held in off-site locations cannot be broadcast live but are recorded for posting online.

Customer service is a priority for the County Commission and staff in all departments. The County Commission supports the need for broad civic involvement by encouraging citizen participation on volunteer boards and promotes a greater understanding of the role of local government agencies by allowing staff to make presentations in schools and to community organizations about existing government programs. The County is working toward making its data and resources available to a wider population through the on-going upgrade of the County’s website and has a long term goal of working to utilize mapping software and an improved website interface to provide public access to dynamic mapping products for the County.

**Existing Conditions**

A summary of the Existing Conditions of Jefferson County can be found in Appendix B. The full report of the *Existing Conditions of Envision Jefferson 2035 Comprehensive Plan* is a separate document from the Plan recommendations.

**Plan Methodology**

**West Virginia Code**

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

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

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

**Steering Committee**

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

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

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

**Public Involvement and Outreach Strategy**

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

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

**Envision Jefferson 2035 Website**

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

**Lunch and Learn Information Sessions**

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

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

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

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

The collected questions, ideas, suggestions, and critiques received through each of these events was transcribed, cataloged, and presented to the Steering Committee for review, analysis, and discussion and then included in the draft Plan.

### **Public Hearings and Work Sessions**

Over the course of six months, the Planning Commission and County Commission each held a number of work sessions and public hearings to review and discuss the draft Plan as well as receive public input. For more detailed information on the public hearings and work sessions held by the Planning and County Commissions, see Appendix C.

## GOALS AND OBJECTIVES

A key element of any land use planning document is the development of a statement of realistic Goals and Objectives which lay the groundwork for the recommendations and implementation strategies of the vision. As the planning process progressed, the Steering Committee grouped goals and recommendations into the following five broad elements which provide the framework for the Plan.

<b>Land Use and Growth Management</b> (includes Housing & Intergovernmental Coordination)
<b>Economic Development, Employment, and Infrastructure</b> (includes Transportation & Tourism)
<b>Cultural, Historic, and Natural Resources, and Recreation</b>
<b>Education and Libraries</b>
<b>Finance and Public Safety</b> (includes Impact Fees)

The Goals and Objectives of the *Envision Jefferson 2035 Comprehensive Plan* can be found in Appendix D. The Goals and Objectives were developed after the existing conditions (data and trends analysis) and issues analysis were completed and were agreed upon by the County Commission to provide direction to the Steering Committee as they continued the public input process for the purpose of developing the Recommendations of this Plan. As the Recommendations were developed, occasionally a strategy identified in the Goals and Objectives may have been determined by the County Commission to require a modification and the Recommendations may appear in conflict with the Goals and Objectives. If such conflict exists, the Recommendations are the final product of the Plan and are to be relied upon to provide guidance to the Planning Commission and County Commission in their land use and development decision making process. As such, the Goals and Objectives are a resource that reflects the evolution of the thought processes throughout the development of this Plan, but the Recommendations specify the end goal.

The five elements incorporate the components that are required and/or recommended by WV Code 8A. The components are:

**Required:** Land Use, Housing, Transportation, Infrastructure, Public Services, Rural, Recreation, Economic Development, Community Design, Preferred Development Areas, Renewal and/or Redevelopment, Financing, and Historic Preservation.

**Recommended:** History, Environmental, Tourism, Conservation, Safety, and Natural Resource(s).

A comprehensive planning document generally covers a twenty year planning horizon and is intended to reach beyond current physical, political, and institutional

constraints. The process of developing goals begins with an examination of existing conditions related to each of the categories listed above and the analysis of issues and opportunities throughout the County. The most important sources for the draft Goals and Objectives were public input from four public meetings conducted in 2013, results of an online survey available countywide, and discussion and submitted comments from the Steering Committee. For additional information related to the Existing Conditions and Public Involvement and Outreach, see Appendices B and C.

The previous four Comprehensive Plans for Jefferson County were policy based planning efforts. The *Envision Jefferson 2035 Comprehensive Plan* includes the creation of recommendations and related maps, including land use maps, which are the fundamental elements and are based on future needs and projected actions. The Future Land Use Guide will need to be viewed in conjunction with the recommendations found in the Plan when reviewing a variety of land use decisions. Foldout versions of all the maps are found in Appendix F.

One of the key concepts that a Comprehensive Plan addresses through its Future Land Use Map or Guide is the location of new development within the County. As the cost of maintaining and providing services and utilities increases, there is a need to target infrastructure and community service investments in these areas that will support new growth. The Future Land Development Map (as shown on page 15) provides a broad overview of these concepts. In Jefferson County, there are four broad types of land use activity which are identified and discussed in this Plan:

- Urban Growth Boundaries (UGBs), Charles Town and Ranson, which are locations within Jefferson County where urban scale development is anticipated over the planning horizon of Envision Jefferson 2035. Shepherdstown's adopted Growth Management Boundary (GMB) is not anticipated to have urban scale development if it remains in the unincorporated area. Therefore, the use of the term UGB throughout this document refers to the Charles Town and Ranson UGBs only.
- Six identified Preferred Growth Areas (PGAs) which are also locations within Jefferson County where urban scale development is to be targeted over the planning horizon of this Plan and a seventh PGA identified for Residential Areas identified for low and medium density residential detached housing.
- Rural/Agricultural Areas, where the Plan recommends that non-urban scale development occur and where the rural/agricultural economy is to be enhanced and promoted.
- Eight Village communities that can host increased growth, planned commercial services, and infrastructure development.

A larger version of the Future Land Development Map is available in Appendix F – Maps.

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

### **What are Goals, Objectives, and Recommendations?**

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

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











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

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

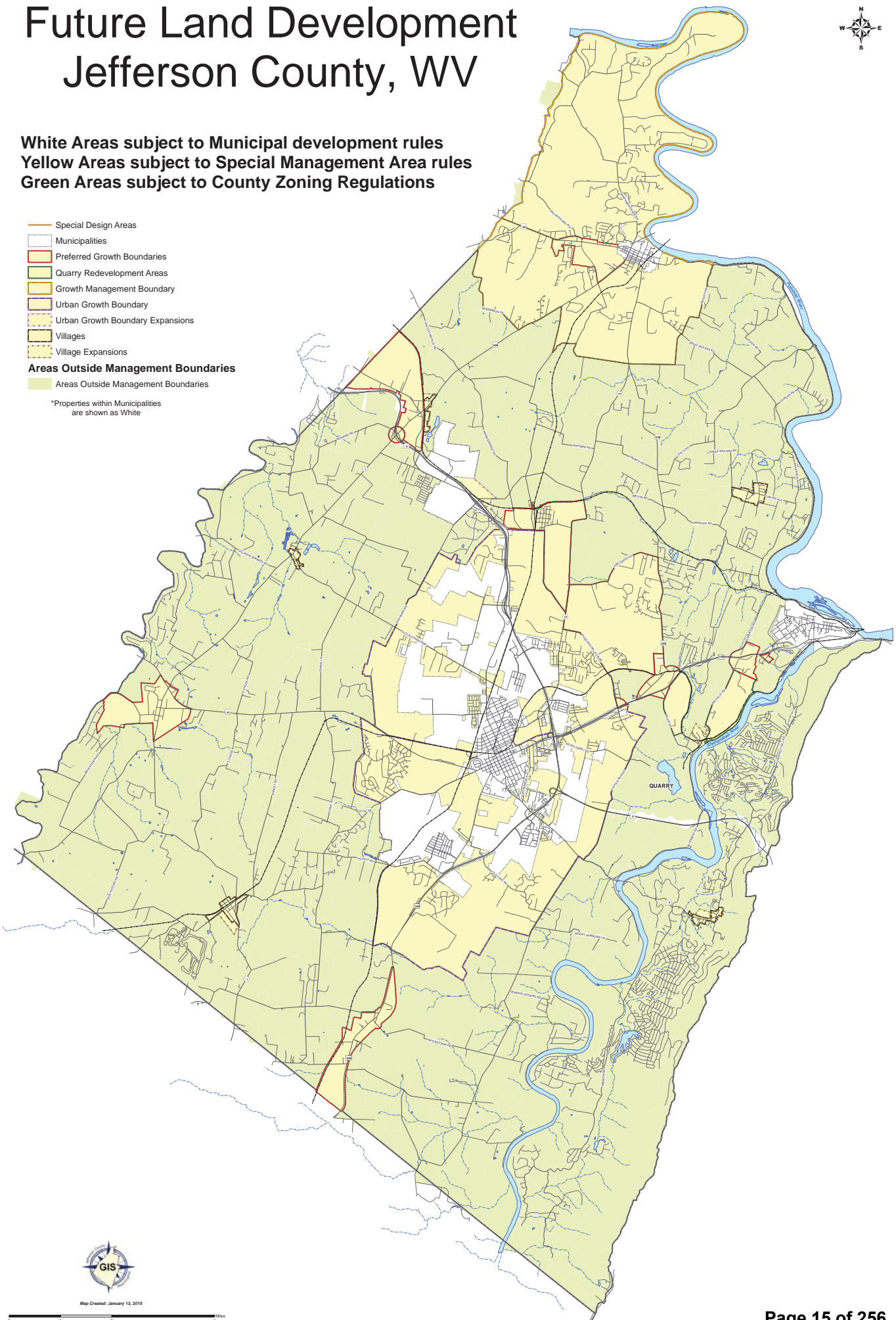
# Future Land Development Jefferson County, WV



**White Areas** subject to Municipal development rules  
**Yellow Areas** subject to Special Management Area rules  
**Green Areas** subject to County Zoning Regulations

-  Special Design Areas
-  Municipalities
-  Preferred Growth Boundaries
-  Quarry Redevelopment Areas
-  Growth Management Boundary
-  Urban Growth Boundary
-  Urban Growth Boundary Expansions
-  Villages
-  Village Expansions
- Areas Outside Management Boundaries**
-  Areas Outside Management Boundaries

\*Properties within Municipalities  
are shown as White



Map Created: January 13, 2015





# PLAN RECOMMENDATIONS

<b>Land Use and Growth Management</b> (includes Housing & Intergovernmental Coordination)
<b>Economic Development, Employment, and Infrastructure</b> (includes Transportation & Tourism)
<b>Cultural, Historic, and Natural Resources, and Recreation</b>
<b>Education and Libraries</b>
<b>Finance and Public Safety</b> (includes Impact Fees)

## 1. Land Use and Growth Management Element

### **Introduction to Land Use and Growth Map Policies/Recommendations**

One of the key concepts that the Comprehensive Plan addresses is how to better influence the location of new development within Jefferson County. As the cost of providing services and utilities increases, many communities similar to Jefferson County, have come to the realization that it is more sensible to identify specific areas and to focus infrastructure and community service investments in these areas. In Jefferson County, there are four area types that are identified as part of *Envision Jefferson 2035* and discussed further in this document.

### **Future Land Use Guide**

New to Jefferson County is a Future Land Use Guide, in the form of a map, which depicts recommended future land uses. This Plan does not initiate any zoning map amendments. Use of the Future Land Use Guide is to be in combination with the recommendations of this Plan when considering owner initiated zoning map amendments. The purpose of the Future Land Use Guide is to assist in guiding the Planning Commission and County Commission in making decisions on changes to the Zoning Map. Throughout this document any place the term *Envision Jefferson 2035 Comprehensive Plan* or “this Plan” is used, it is intended to include all goals, objectives, recommendations, and maps incorporated herein.

Under § 8A-3-4 of the West Virginia State Code, one of the mandatory components of a comprehensive plan is a future land use map, as noted below from state law:

*“Maps, plats, charts and/or descriptive material presenting basic information on the land included in the comprehensive plan, including present and future uses.”*

With this state law requirement in mind, as part of this Plan, the County has adopted a Future Land Use Guide, which can be found in Appendix F – Maps. Traditionally, communities with a Future Land Use Map/Guide have used this tool to provide a visual definition of future growth and areas where potential owner initiated zoning map amendments (rezoning requests) might occur within the timeframe of a

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

**The Difference between Land Use Maps and Zoning Map**

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

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

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

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

**Land Use Activity Areas**

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

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

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

## Urban Growth Boundary (UGB)

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

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

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

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

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

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

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

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

a. Shepherdstown Growth Management Boundary (GMB)

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

b. Ranson Urban Growth Boundary (UGB)

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

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

c. Charles Town Urban Growth Boundary (UGB)

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

**Preferred Growth Areas (PGA)**

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

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

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

a. Shepherdstown PGA

*(an area located south and west of Shepherdstown)*

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

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

areas although the zoning is Residential Growth. This Plan recommends that regulations should be developed to encourage limited access to WV 45 and appropriate design standards to ensure free flowing traffic and a design character that interfaces with the corridor in an appropriate manner and provides an attractive gateway to Jefferson County and the Shepherdstown area. A map of the Shepherdstown PGA can be found in Appendix F – Maps.

b. US 340 East PGA

*(select nodes between Charles Town/Ranson and Harpers Ferry/Bolivar)*

Much of this area is already zoned for a wide range of commercial and residential uses. In addition, water and sewer facilities exist along several segments of this corridor, particularly within the nodes where development is proposed to take place (Old Country Club/Marlow Roads, Shepherdstown Pike (WV 230), Bakerton/Millville Roads, and Campground Road off of Shoreline Drive across US 340 from Washington Street in Bolivar). The easternmost segment of the PGA could eventually be included as part of a Bolivar UGB.

*Quarry Redevelopment Areas (QRA) within the US 340 Corridor*

There are two QRAs along US 340 and they consist of Old Standard Quarry (Millville Road) and Shenandoah Quarry (US 340 and Blair Road). These quarries have unique site features that provide for different redevelopment opportunities. Both sites have a large reservoir of water from quarries that are no longer actively used (please note that while there is an active quarry on Blair Road, the Shenandoah Quarry is inactive). Both quarries could be used for mixed used developments, office and commercial uses, technology companies that have a need for water, and recreational activities. Since each of these potential uses has a different future land use classification, it was determined to show the existing areas as “Quarry Redevelopment Areas”. Old Standard Quarry, which is zoned Rural, would be appropriate for tourist friendly recreational or commercial redevelopment under the QRA. Redevelopment should consider site development that incorporates the design of the structures with the topography and other natural features. Redevelopment of Old Standard Quarry should occur in a manner that protects the hillside and steep slopes while allowing recreational development near the quarry. If the active quarry ceases operation, a redevelopment plan needs to be prepared. A map of the 340 East PGA can be found in Appendix F – Maps.

c. US 340 South PGA

*(portions of the corridor beginning north of Rippon continuing south to the Clarke County Line)*

The proposed highway widening and realignment is expected to create some additional growth pressures along this corridor. Additionally, a percentage of the property along the western edge of US 340 South is currently zoned Industrial-Commercial. Localized water and sewer service may need to be utilized for higher intensity development to occur along this corridor. It is recognized that the

proposed US 340 alignment is not yet finalized and that land use decisions may need to move with the corridor, or a small area plan may be needed for this location if the final alignment is significantly different from the proposed configuration.

The West Virginia Division of Highways has identified a preferred alignment out of multiple alternatives and recently made minor adjustments to the preferred alignment choice. However, no Record of Decision, the legally binding conclusion, has been published at this time. The possibility for changes to the current preferred alignment is possible. In creating the land use recommendation for this area, the preferred alignment was used to make future land use decisions. The current preferred alignment is shown to the east of the existing US 340 right-of-way. This area does not have any public water and sewer infrastructure which future development will need for site development. A map of the 340 South PGA can be found in Appendix F – Maps.

d. Route 9 PGA

*(between Kearneysville and the Jefferson/Berkeley County line)*

This area would be able to access water, sewer, and natural gas services from Berkeley County thereby allowing more intense business park/commercial uses to develop along the County line. The village of Kearneysville could redevelop with small businesses and residential uses in a pattern and scale compatible with the village district. The intersection of Route 9 and County Road 1 (Leetown Pike) would be characteristic of a commercially oriented highway interchange. A map of the Route 9 PGA can be found in Appendix F – Maps.

e. Middleway PGA

*(a historic village located between Charles Town and Inwood)*

Adjacent to the village is a vacant industrial facility with existing water, sewer, and natural gas utilities that, with some improvements, could also serve the village area. The vacant facility could be redeveloped for a variety of office/business uses and the historic Middleway area could be augmented in a pattern and scale compatible with the traditional village center. A map of the Middleway PGA can be found in Appendix F – Maps.

f. Shenandoah Junction PGA/School Based Growth Area

*(from TA Lowery Elementary School to Flowing Springs Road, encompassing Shenandoah Junction and Wildwood Middle School and Jefferson High School)*

This PGA abuts the Ranson UGB and includes the village of Shenandoah Junction, TA Lowery Elementary School, Wildwood Middle School, Jefferson High School, and the existing Duffields train stop and parking lot. Considerable input was received as to the desirability of siting schools in locations that are walkable and/or bikeable to the neighborhoods that the school serves. This PGA allows the development of such walkable neighborhoods around schools that currently exist. Planning growth around existing schools decreases bus and

vehicular traffic and allows for connectivity including walking and biking trails. The recommended land uses in this area include Medium Density Residential around the schools which should be in a pattern and scale compatible with the village of Shenandoah Junction, transitioning to Low Density Residential abutting the Rural/Agricultural land uses. Densities of this scale would require access to public water and sewer which currently serve the schools and the village area. A map of the Shenandoah Junction PGA/School Based Growth Area can be found in Appendix F – Maps.

g. Residential Preferred Growth Area

Based on comments received during the Envision Jefferson 2035 public input process, it was determined that it is important to denote the areas where a concentration of existing or approved residential development currently exists but may be not be fully developed and is outside of the Urban Growth Boundary (UGB). One such residential area exists that consists of properties currently zoned for Residential Growth (RG) or which have a vested development right to develop at a low density or medium density residential rate. This core residential area, bounded by Old Country Club Road, Flowing Springs Road, Job Corps Road, Shepherdstown Pike (WV 230) to the railroad tracks, is depicted by a Preferred Growth Area boundary, but is compromised only of future large lot, low density, and medium density residential uses. It is anticipated that this will be a primarily detached single family suburban housing area.

Outside of this residential PGA, other properties zoned RG or with vested residential rights based on a subdivision approval are also shown on the Future Land Use Guide as future low or medium density residential (depending on the scale of development as part of an individual project) to reflect the future build out of various neighborhoods. This includes an area shown for future residential development west of Shepherdstown along WV 45 which is a part of Shepherdstown’s Growth Management Boundary and is part of their Municipal Growth Area phased expansion plan. A map of the Residential Preferred Growth Area can be found in Appendix F – Maps.

**Villages**

In addition to the PGAs listed above, the Comprehensive Plan acknowledges the potential provision of water and sewer services, as well as other shared infrastructure, that could lead to the revitalization of the County’s villages and the restoration of the village centers as distinct, mixed-use communities. A map of the villages can be found on page 42 and in Appendix F – Maps.

Villages of Jefferson County		
Bakerton	Middleway	Shenandoah Junction
Kearneysville	Mannings	Summit Point
Leetown	Rippon	



## Rural/Agricultural Areas

Rural/Agricultural properties outside the UGBs and PGAs are allowed to develop using the “by right” standard of one lot per 15 acres and a cluster development of one lot per ten acres. Over the past number of years, the Zoning Ordinance has been amended to allow many additional uses in the Rural District to promote more rural agricultural uses and value added operations. The 2008 Subdivision and Land Development Regulations have been amended to reduce the site improvement standards for rural business. This Plan proposes that a holistic review of Rural zoned properties should occur that would allow for greater scope and variety of agriculture related activities and rural recreation. It should be noted that regardless of location, whether in an UGB, GMB, or PGA, all Rural zoned properties shall be permitted to undertake the activities noted above. Additionally, this Plan proposes that the Zoning Ordinance be reviewed and amended to consider a higher density for rural/agricultural lots utilizing the cluster provision instead of allowing rural residential developments via the Condition Use Permit process.

***Land Evaluation Site Assessment (LESA)  
also known as the  
Conditional Use Permit (CUP) process  
outside the UBG or PGA***

Currently, any land use not listed as a Principal Permitted Use in the Zoning Ordinance may be proposed on any property utilizing the LESA/CUP process. This Plan recommends eliminating the LESA system and modifying the CUP process for use exclusively for non-residential development projects in the Rural Zoning District.

It is expected that urban level residential and non-residential development (and redevelopment efforts) will focus in the UGBs and identified PGAs in the next two decades. In addition, it is anticipated that the bulk of new investment by public entities will take place in these areas over the 20-year timeframe of this Plan.

## Retention of Existing Zoning Map Classifications

As part of the Envision Jefferson 2035 process, there are no zoning map amendments (rezoning requests) or reductions in existing zoning rights proposed by the County. The existing zoning on any property in the County will not be affected by this process. This Plan, including the Future Land Use Guide, does not propose to reduce the rights of any property owner. The Plan and the Future Land Use Guide propose to retain vested property rights which are reflected by the Future Land Use designations. The Future Land Use Guide includes a depiction of the Growth Area Boundary that was included on the Study Area Map of the *2004 Comprehensive Plan*.

### Limitations of Existing Zoning Designations

While the current zoning and land use regulations allow for a large amount of flexibility for the potential development of property, the flexibility provides some uncertainty.

The majority of properties located within the Growth Area Boundaries identified in the 2004 Comprehensive Plan are currently zoned as Residential-Light-Industrial-Commercial (R-LI-C) and Residential Growth (RG). While this enables the marketing of the properties to a wide range of potential users and buyers, it may also create issues with compatibility between the various potential user groups in these areas based on traffic, lighting, and design issues between the light industrial or commercial uses and residential neighborhoods that would also be allowed within this zoning category. In addition, while these lands tend to be located in areas served by public water and sewer (or could easily have these services provided), because of the wide variance in potential uses, the adequacy/capacity of the existing water or sewer facilities may be called into question if resource intensive uses are proposed for R-LI-C zoned land.

Like the R-LI-C District, the Residential Growth (RG) District is also very broad in the number of residential uses permitted. The RG District allows uses from single family detached residential homes to large multifamily residential developments, whether as apartments, condominiums, or townhouses. It is a common practice that communities have different residential zoning categories that indicate the level of intensity permitted in those zoning categories.

The Land Evaluation and Site Assessment (LESA) system, which is a part of the Conditional Use Permit (CUP) process, has come under scrutiny for permitting random residential developments in rural areas of the County that are not contiguous to existing developments and supporting services. The purpose of LESA is to encourage a development pattern which includes contiguous urban development; however, the state and local laws related to transportation and infrastructure make implementation of LESA difficult. Therefore, this Plan recommends amending the Zoning Ordinance to eliminate the LESA system and modify the CUP process for future non-residential developments that are compatible with the rural environment and neighborhood.

By establishing a wider range of zoning classifications or through the consideration of alternative zoning forms within these growth areas, it may be possible to have a better understanding of what might be reasonable within the UGB and PGA, as well as to better establish transitions between areas currently zoned for R-LI-C and other lands located within the existing Residential Area and the proposed PGAs. To address this issue, in 2014 the County Commission adopted additional commercial and industrial zoning categories; however, further categories may be necessary to reflect the intent of this Plan.

## Land Use Classifications as shown on the Future Land Use Guide

The land use classifications on the Existing Land Use Map and Future Land Use Guide were developed throughout the planning process and may not relate precisely to a single zoning classification. These land use classifications are intended to provide guidance to the County and Planning Commissions when considering owner initiated zoning map amendments (rezoning requests). According to Chapter 8A of the West Virginia State Code, as amended, the County Commission can approve any zoning ordinance map or text amendment by finding that the request is consistent with the Comprehensive Plan. For zoning map amendments in areas outside of growth areas shown on the Future Land Use Guide, this Plan recommends that the County Commission can further determine that a requested zoning map amendment is consistent with the balance of the Plan by receiving evidence and making a finding that the zoning map amendment is for the economic well-being of Jefferson County; or by finding that there is an error or under scrutinized property on the Future Land Use Guide; or a change in the neighborhood; or any other circumstance that may have been missed when considering the Future Land Use Guide; and/or that environmental impacts have been considered. Detailed information regarding the land use classifications as shown on the Existing Land Use Map and Future Land Use Guide and discussed in the following recommendations can be found in Appendix G – Land Use Map Classifications.

### 1.A. Urban Level Development Area

Land use and infrastructure are intertwined and in turn affect each other. This section is primarily focused on the land use recommendations for the urban areas. More information on infrastructure can be found in the section titled “Economic Development, Employment, and Infrastructure” on page 64.

Much of the development that has taken place in recent decades has taken place outside of the traditional boundaries of the municipalities of the County. In fact, over 76% of the County’s population resides outside the municipalities. In some cases, development has taken place on land either annexed into municipalities or adjacent to existing incorporated areas, with some residential development disconnected from the adjacent municipalities with large gaps of open land that may or may not be farmed at present. This form of development can affect the viability of agricultural activities (due to noise, smell, and access issues) as well as creating the need to provide infrastructure services to outlying areas which has proven costlier than developments located closer to the existing urban core of the County.

As communities have looked more closely at the cost of extending services to developments constructed further from existing fire, police, water and sewer facilities, many communities have recognized the need to rethink their land use plans and planning processes to favor residential and commercial development in closer proximity to these services.

This Plan recommends that new development will take place in areas where infrastructure exists and the extension of services to growth in outlying areas will occur in accordance with the goals and objectives of this Plan. By encouraging higher densities within the Urban Growth Boundaries and Preferred Growth Areas and working closely with municipalities, the best result can be accomplished by providing opportunities for development within these areas with established infrastructure systems. It should be noted that these statements are not about reducing development; it is about growing in a fashion that more efficiently uses existing infrastructure and services.

While the Jefferson County Commission may not have a fiduciary responsibility to provide some of these services or the authority for some services provided, such as public utility systems and the road network, citizens of the County are impacted by the cost of these services. Any land use policy that Jefferson County adopts will have an impact on other agencies such as water and sewer providers, law enforcement, fire and rescue, EMS, and the West Virginia Division of Highways (WVDOH). Appropriate placement of utilities and roads can concentrate those resources in a way that the cost of providing those services decreases in proportion to the number of residents who use those features. The WVDOH has noted that the ability to provide roadway improvements in a concentrated area is a better use of their limited resources.

In addition to the provision of water and sewer services in a community, one of the key differentiations between urban areas and rural areas is the proximity of residents to community facilities such as parks, schools, community centers, fire and police facilities, and libraries. In urbanized areas, community facilities are typically located in close proximity to neighborhoods. In some cases, schools, playing fields, recreational facilities, and libraries share parking and/or stormwater infrastructure with two or more uses being located within the same building or site. These facilities are connected to neighborhoods via sidewalk, bike or trail networks and serve as anchors for the neighborhood and its residents. In many cases, the school playgrounds and fields also serve, either formally or informally, as a park space for the neighborhood. Conversely, as the growth of communities has become more decentralized over the last several decades, the location of community facilities has followed this pattern.

As new neighborhoods are connected into the water and sewer networks, a large number of subdivisions have their own pump station to move sewer from their area to the main treatment facility. While this is partially a result of current regulations that do not allow for public utilities to expand facilities until there is demand present, the pattern has been cited by local public service officials as one that adds to the cost of both maintaining and operating the existing system. This also results in a capacity issue to serve all the developments. For existing developments that are on well and septic, there may be opportunities to connect to public water and sewer, dependent upon the residents' wishes or any necessary public safety and health requirement.

The WVDOH is responsible for the construction and maintenance of nearly all publicly owned roadways in the state, including all roadways located outside of municipalities.

The remaining roadways are privately owned and are maintained by the residents of a community, by owners of properties adjoining a roadway, or by members of a Homeowners Association (HOA).

Since West Virginia county governments have little control over the roadways in their jurisdiction, planning for interconnectivity of developments requires creative solutions. HOAs are reluctant to allow automobile traffic that is not generated by the subdivision to utilize their road system because they are not contributing to the maintenance costs. When an accident occurs where there is not interconnectivity, drivers are unable to be rerouted away from the main roads/entrances and rescue vehicles are forced to work through the stalled traffic to get to the accident site. Conversely, in a more connected development, the side streets would serve as a valve to the main roadway while also being used as a way for rescue vehicles to get to an accident site.

With this in mind, it is important for Jefferson County to work with the West Virginia Division of Highways, land developers, and homeowners associations in order to be in a position to better connect neighborhoods via an enhanced street network including walking, biking, or trail paths and to provide for a more efficient public utility system. Additional information regarding transportation can be found in the “Economic Development, Employment, and Infrastructure Element (includes Transportation)” on page 64.

### **Redevelopment**

There are numerous examples, both locally and nationally, of existing buildings that have been repurposed and retrofitted to meet modern needs. Examples range from large barns that have been repurposed for small local business or into apartment buildings to factories that have been reutilized as mixed-use facilities incorporating housing, offices and retail. More modern buildings have been repurposed as churches, schools, or public libraries with the ability for adaptive reuses presenting many applications.

In many cases, the repurposing of a building not only benefits the community by redefining the fabric of a neighborhood, but tends to be less costly than new construction once financial incentives are factored into the total cost. The reuse of older buildings also benefits the environment by retaining a building that might otherwise end in a landfill, saving the use of new building materials, and not developing on existing farmland or open space. With abandoned or underutilized structures, the concept of reutilization and revitalization is something that should be explored; however, at times the State Building Code makes rehabilitation of existing structures difficult.

In some areas of Jefferson County there are buildings that may avail themselves to be converted into residential structures. While some, like the upper levels of stores in the municipalities and villages are available, other buildings, such as former warehouses and other such structures and barns, require additional creativity to recognize as potential dwellings. By providing guidance and directing potential developers to

structures that might be fit for adaptive reuse for housing, it is anticipated that some of the older structures in Jefferson County could be retained and have a new life.

### **Urban to Rural Transition**

Due to annexation and changes in building practices across our Country since World War II, there is less delineation between downtown areas and the rural areas of the community. This is due to suburban residential and highway commercial development patterns with individual access and parking along major corridors leading from traditional downtowns. With the approval of Urban Growth Boundaries (UGB) and Preferred Growth Areas (PGA) as a part of Envision Jefferson 2035, an opportunity exists to work with the municipalities to create and implement a series of design principles that reflect the nature of the existing communities, while ensuring an appropriate transition between town and country inside the UGBs and PGAs. In instances where a municipal boundary abuts an area designated for Rural Land Use and the Agricultural Economy as defined in this section, page 36, it is expected such areas shall be rural.

In an effort to guide land development in the municipalities, UGBs, and PGAs, the following are recommendations to achieve this goal.

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

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



9.	Develop incentives for the protection of historic, cultural and/or natural resources during site development.
	<ul style="list-style-type: none"> <li>a. Allow the applicant the ability to achieve permitted density and/or intensity on a site while allowing for the protection of the desired resource.</li> </ul>
	<ul style="list-style-type: none"> <li>b. Allow opportunities for development to take place at a higher density/intensity than might be otherwise be possible to offset the cost associated with protection of these resources.</li> </ul>
10.	Encourage the adaptive reuse of existing buildings and previously used sites within Jefferson County in context with their surroundings, paying particular attention to brownfield and greyfield sites.
	<ul style="list-style-type: none"> <li>a. Identify specific sites and structures where adaptive reuse could occur that will assist with the redevelopment of brownfields and greyfield areas where the existing building(s) can be rehabilitated. (using sites from <i>Ranson Renewed</i> as an example)</li> </ul>
	<ul style="list-style-type: none"> <li>b. Identify and obtain funding mechanisms to remediate sites and encourage the utilization of these areas.</li> </ul>
	<ul style="list-style-type: none"> <li>c. Collaborate with the development community and interested environmental associations that can assist the County in amending its development provisions to encourage universal design, energy efficiency, and enhanced on- or off-site storm water retention.</li> </ul>
11.	Reduce stormwater runoff, nutrients, sediment, and waste materials that reach the Potomac and Shenandoah Rivers, as well as other water bodies through development oversight provisions.
	<ul style="list-style-type: none"> <li>a. Amend the parking requirements to support walkable and/or transit oriented communities per the land development standards based on site design and site amenities.</li> </ul>
	<ul style="list-style-type: none"> <li>b. Allow developers the option to provide fewer than the minimum required parking spaces if it can be determined that sufficient mitigation measures are in place.</li> </ul>
12.	Development on US 340 South should limit any land uses of a higher intensity than current zoning allows to the area between the existing US 340 right-of-way and the proposed preferred alignment right-of-way.
	<ul style="list-style-type: none"> <li>a. The area to the east of the preferred alignment is to remain zoned Rural, except the intersection of Myerstown Road and the proposed preferred alignment.</li> </ul>
	<ul style="list-style-type: none"> <li>b. Once a Record of Decision is published by the West Virginia Division of Highways, within 18 months, the Departments of Planning and Zoning should begin an updated land use plan for this area to reflect the commitment on the part of the state to construct the new four lane road.</li> </ul>

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

## 1.B. Rural Land Use Planning

Between 1974 and 2007, nearly 14,000 acres of land were removed from agricultural production in the County. Approximately 78% of these acres were lands with prime soils or soils of statewide importance. It is important that viable existing farmlands are protected. By encouraging cluster residential development, a large portion of the property will be maintained for farming activities, which would allow Jefferson County's agricultural and rural character to be maintained. Below is a soils map of Jefferson County and a larger version can be found in Appendix F – Maps.

# Jefferson County, WV General Reference Map w/ Soils Classification & Planning Boundaries



- County Boundary
- Growth Management Boundary
- Urban Growth Boundary
- Soils Classification (USDA, 2011)**
- All areas are prime farmland
- Farmland of statewide importance
- Farmland of unique importance



With Jefferson County's close proximity to the Washington, D.C. and Baltimore, MD Metropolitan Areas, the possibility of rejuvenated local agricultural activity exists. Niche farming has expanded for both foods and materials used in the creation of goods. As value added agricultural and rural land use activities increase, they enable the retention of the agricultural and rural environment. These value added activities assist in providing farmers with additional revenue sources to maintain the farms. The growing movement toward more localized food sources has resulted in the creation of community farmers' markets, the revitalization of local farm markets, and the expansion and awareness of community supported agriculture (CSA) programs. Similarly local restaurants and schools are increasingly utilizing local grown food in their facilities.

### **Rural Land Use**

One of the highest priorities of the Envision Jefferson 2035 Steering Committee and the public was the desire to preserve the rural landscapes, heritage, and lifestyle that attracted many residents to Jefferson County. Comments were received that indicated Jefferson County needs to balance the demands of growth with the protection of agricultural lands. Efforts of the agricultural and artisan communities can create desirable places for tourism to thrive. In these communities, visitors can visit working farms, shop at an artisan studio, and eat at restaurants that are either located on farms or that serve food derived from local enterprises.

The form and types of development that takes place in the rural environment should be respectful of the rural culture and historic nature of the community. Many of the residential and commercial structures built in Jefferson County are similar in design and scale to types of buildings constructed in other areas of the U.S. without consideration of local architectural style.

A variety of tools and means exist to assist in the protection of lands with prime or statewide importance, soils and active farm sites. These tools range from policy, such as purchase of development rights, to land development standards that allow for flexibility of agriculture based uses and activities on the farm.

Since zoning was adopted in Jefferson County, large residential developments and non-agricultural commercial developments were permitted in the Rural District through the Land Evaluation Site Assessment (LESA) system/Conditional Use Permit (CUP) process. As a result, rural land has been converted to non-agricultural uses. For this reason, this Plan recommends that the cluster provision of the Zoning Ordinance be the preferred method of residential development in the rural zoning district. The cluster provisions should be reviewed and amended to consider a higher density for rural/agricultural lots utilizing the cluster provision. This Plan further recommends amending the Zoning Ordinance to eliminate the LESA point system and to develop procedures that would allow the use of a more traditional CUP process in the Rural District for non-residential uses. This CUP process should require a public hearing before the Board of Zoning Appeals to determine if the use is compatible in scale and

intensity with the rural environment and poses no threat to public health, safety, and welfare. Additionally, this Plan recommends that the “by right” provisions in the Rural zoning district be retained allowing one lot per 15 acres, as well as the provisions allowing the transfer of land between parent and child and the minor subdivision process<sup>2</sup> for lots of record as of October 5, 1988.

There are two types of non-residential CUPs proposed by this Plan in the Rural District which may require different types of review. One type consists of fairly intensive uses that could occur on a farm, but may not be appropriate to be a by-right use in the Rural District. The second type is for uses not on a farm or uses that are not agricultural in nature. This second type of rural CUP should only be proposed on a small portion of a rural property to help preserve farmland and open space and continue agricultural operations. This requires amending the Zoning Ordinance to eliminate the LESA system and could require modifying the CUP process.

Although members of Jefferson County’s agricultural community are active in numerous civic and community organizations, a number of farm operators stated that issues related to agriculture in Jefferson County are not understood well by the community, County staff, and community leaders. By engaging the farm community to provide greater input into the planning process, it is hoped that the needs of farm operators will be more effectively addressed by both staff and the political leadership of Jefferson County. It is anticipated that residents and staff would be in a position to learn more about the role of agriculture and the impacts of farming activities in Jefferson County. Therefore, the ability to farm in Jefferson County would be better understood. Additional information about the rural economy can be found in the Agricultural and Rural Economy section of the Economic Development, Employment and Infrastructure Element.

Other appropriate uses in the Rural District are value added agricultural operations and artisan activities, as described below.

### **Value Added Agriculture**

Farm operators and artisans who participated in the Envision Jefferson 2035 process, expressed concerns regarding regulatory requirements on existing and potential activities that could take place on farms. Some of the areas of concerns related to state and/or federal regulations to mitigate the impact of agricultural, mining, or industrial activities on the region’s air, water, and soils. Other concerns voiced related to County ordinances and “the right to farm” are discussed below.

There are opportunities to review and amend local requirements related to production and marketing of agricultural products on the farm or in a residential properties. Site plan standards should also be reviewed and amended as it relates to agricultural

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<sup>2</sup> Jefferson County Zoning and Land Development Ordinance, Section 5.7(D) states that any property that was a lot of record as of October 5, 1988 may create two lots and a residue every five years through the Minor Subdivision Process (page 72 of the current Zoning Ordinance, effective 06-01-14).

operations where the public is invited to the site and should reflect scale and intensity of use. It should be noted that there are a variety of state and national regulatory agencies that review the safety and quality of products and consumable goods created on the farm. As such, there are limits to local ability to address certain agricultural issues.

Prevalent in discussions with Jefferson County's agricultural communities was the desire to have more flexibility in the types of uses and activities that take place on their properties. While there has been an increase in the number of farms in Jefferson County in recent years, many of the farms provide a limited income from farming activities. In 2007, 28% of all farm operators reported an income of more than \$10,000 from agricultural activities; however, in 2012 that number improved with 42% of all farm operators reporting an income of more than \$10,000 from agricultural activities, according to the U.S. Agricultural Census. As a result, many farm operators are in the position of working the equivalent of multiple full time jobs (the job that pays for the farm, as well as the work needed to continue operations of the farm). By having additional flexibility in uses and operations, farm operators might be able to continue to have a viable business while devoting more time and resources to on-site needs, instead of having to work off-site to pay for the farm.

### **The Artisan Community**

Numerous artisans have discovered the natural beauty and rural qualities of Jefferson County. These artisans have established studios or cottages in the rural areas of the County, drawing visitors to their workshops, festivals, and other events where the artists are able to show and sell their work.

In comparison to farm operators, artisans operating studios on rural properties have a different set of concerns and typically function as small or limited cottage industries. However, the ability for artisans to expand their businesses on their home sites, to offer complementary businesses, or to manage larger scale temporary events may not be permitted under existing zoning and land use regulations. When amendments to these regulations are considered, scale and intensity should be taken into consideration. Since some of these operations take place in or adjacent to residential developments, special attention should be paid to the neighbors' concerns and environmental issues. Additional information regarding the artisan community can be found in the Economic Development, Employment, and Infrastructure Element.

### **Existing Neighborhoods in the Rural Environment**

While most of the land outside of the Urban Growth Boundaries and/or Preferred Growth Area is zoned as Rural, several pockets of large lot development and rural residential subdivisions coexist within the County's rural agricultural areas. Home sites in these subdivisions typically have larger lot sizes than in subdivisions in the existing Residential Growth (RG) Zoning District or subdivisions served by water and sewer, but are of a smaller scale than the farms that surround them. Homes in the large lot developments and rural residential subdivisions are typically served by private well

and septic systems, with a limited probability that public services will be extended to these properties in the future. The preservation of the quality of life and rural lifestyle for existing and future residents is of great importance for property owners in these communities.

The following recommendations address the needs of the agricultural community, artisan community and the rural environment.

<b>Rural Land Use Planning Recommendations (Goal 2)</b>	
<b>1.</b>	Recognize the rights and viability of existing rural residential neighborhoods.
	<b>a.</b> Balance artisan, home occupation, and cottage industry rights with the maintenance of the character of rural neighborhoods by considering the size and scope of all activities within designated rural neighborhoods.
<b>2.</b>	Allow and promote a greater range of agricultural and/or artisan uses within the rural areas on existing farmlands to incentivize the expansion of the rural economy within Jefferson County.
	<b>a.</b> Collaborate with key stakeholders in the agricultural community to update the County's zoning and land use recommendations to broaden the range of permitted complementary and accessory on-farm uses.
	<b>b.</b> Identify types of farm activities that may be successful based on the soils on individual properties and the proximity of Jefferson County to relevant markets.
<b>3.</b>	Revise existing Jefferson County land use requirements and site plan standards to reduce regulatory barriers related to agricultural and/or artisan operations.
	<b>a.</b> Revise local regulations to balance production and marketing of artisan or agricultural products on-site, considering the individual use, size, and scale of the operation as appropriate to the property site.
	<b>b.</b> Waive or modify the roads, parking, and stormwater regulations on farms for on-site production and marketing enterprises, to the extent possible.
<b>4.</b>	Protect the viability of agricultural lands and wildlife corridors by encouraging the utilization of cluster subdivisions as the preferred form of residential development within rural areas.
	<b>a.</b> Allow residential development outside of the Urban Growth Boundaries or Preferred Growth Areas to develop only as rural cluster subdivisions, in accordance with existing land use rights.
	<b>b.</b> Amend the Zoning Ordinance to eliminate the Land Evaluation Site Assessment (LESA) system and to modify the Conditional Use Permit (CUP) process in the Rural Zoning District, which would be used for compatible non-residential development only.



	<p><b>c.</b> Amend the Zoning Ordinance density provisions related to Cluster Developments to utilize a higher density such as one unit per five acres, with provisions for a maximum lot size and a mandatory retention of a set percentage of the original tract in agricultural uses, open space, and/or forest/woods, instead of allowing for rural residential development to occur using the LESA/CUP system.</p>
	<p><b>d.</b> Amend the Subdivision Regulations to permit a Cluster Development of any size to process as a minor subdivision, provided that the subdivision standards shall apply.</p>
	<p><b>e.</b> Encourage the creation of subdivisions that incorporate working farmland or community gardens in Development Supported Agriculture programs.</p>
	<p><b>f.</b> Consider amending the provision in the Jefferson County Zoning and Land Development Ordinance related to the transfer of land between parent and child to include other family members, such as sibling to sibling.</p>
<b>5.</b>	<p>Encourage a variety of mechanisms to protect existing farmlands, key farm buildings, and scenic corridors within Jefferson County.</p>
	<p><b>a.</b> Identify funding sources for farmland protection which could come from local, state and federal sources in addition to fundraising opportunities.</p>
<b>6.</b>	<p>Involve members of the agricultural community in planning and land use decisions related to rural lands within Jefferson County.</p>
	<p><b>a.</b> Establish collaborative and interactive mechanisms for the Planning and Zoning staff and economic development officials to coordinate with the agriculture community that will enable the farming community's input in the planning and zoning process.</p>
<b>7.</b>	<p>Explore policies in concert with the Public Service District (PSD) and municipalities regarding rural water and sewer infrastructure.</p>
	<p><b>a.</b> Explore legislative options that would allow equitable distribution of cost sharing with entire development community along with rate paying base (i.e. Capital Improvement Fees).</p>

### 1.C. Villages

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

#### **Changes that have affected Small Historic Communities**

Roadways that once brought commerce to their towns have been realigned and bypass the village centers.

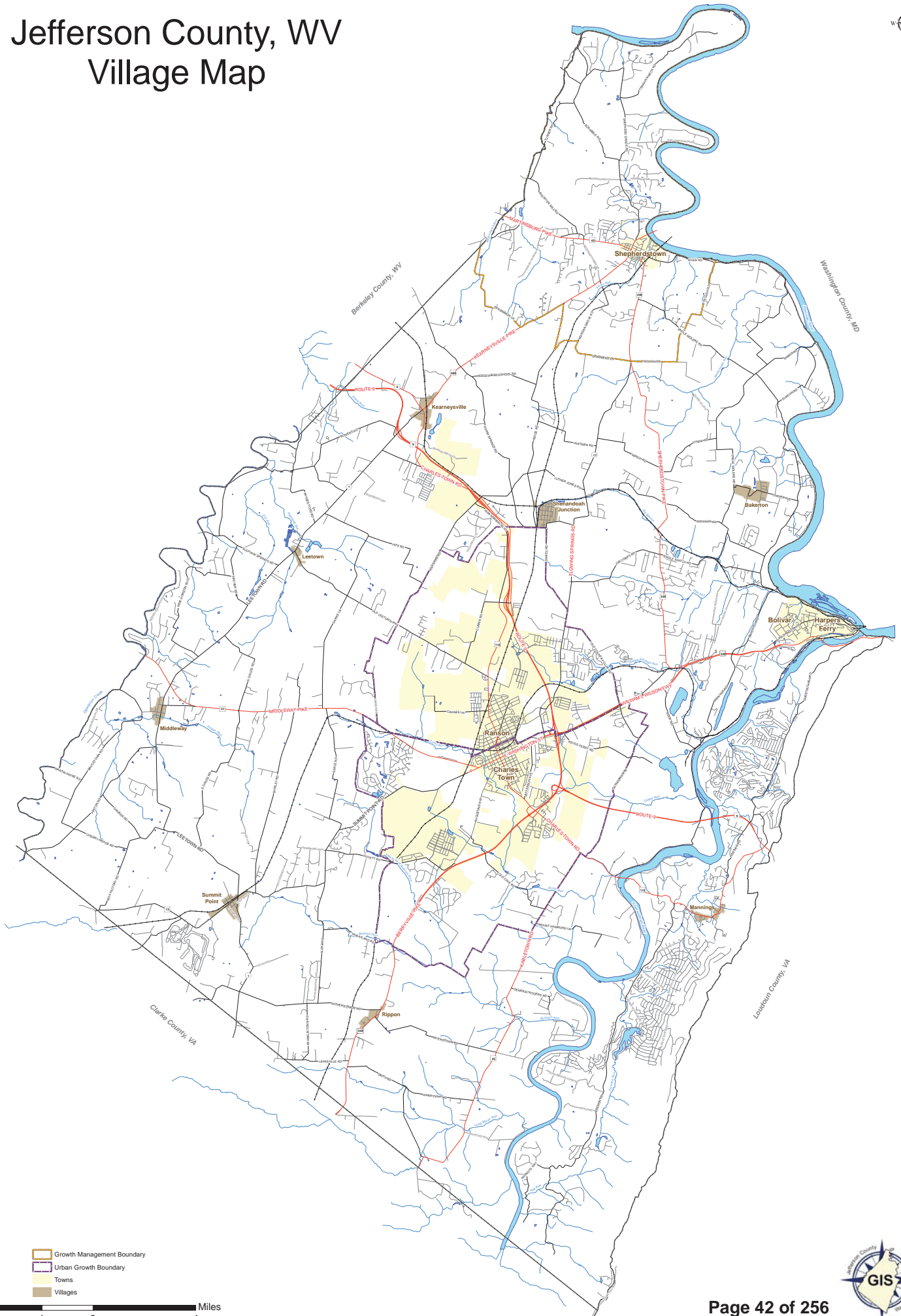
The increasing utilization of cars has resulted in a need for more parking spaces to accommodate vehicle parking.

Regulations related to the location of septic tanks and water wells and lack of public water/sewer facilities have made many of the existing lots in the centers of these communities unable to be utilized to their highest and best potential or in their traditional manner.

Loss of the function of civic and public buildings which facilitated community interactions.

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

# Jefferson County, WV Village Map



- Growth Management Boundary
- Urban Growth Boundary
- Towns
- Villages

0 1 2 4 Miles



### **Rehabilitation of Historic Structures**

Rehabilitation and re-purposing buildings in historic districts is key to maintaining community identity and an economically sound investment in the community. Many of the village areas in Jefferson County were established around a small center with at least one and traditionally several mixed-use structures. These structures tended to be of a live-work form, with a shopkeeper having their business on the ground floor and living quarters either at the rear of the store or on an upper floor. Other types of uses typically include one or more civic buildings such as a church, post office, or small school.

Over time, maintenance on structures was deferred, and a number of the buildings became underutilized as the population aged, schools were consolidated, and businesses closed. With the focus on increasing the viability of the villages, including the revitalization of the historic downtowns it is important to make it possible for businesses to relocate into these centers and be successful. By working to ensure that funding and other resources are available to assist in the rehabilitation of these structures, it is hoped that the viability of businesses in the village will be heightened and retention of key structures that enhance the village atmosphere will take place.

### **Shared Infrastructure**

Evaluating ways to encourage shared facilities, (such as parking and/or small-scale public water and/or sewer facilities) that would serve the village areas, would enhance the ability for development to be successful within a village setting. One of the biggest issues related to the viability of villages and crossroads is the lack of sufficient infrastructure to serve the existing and future needs of the community. Due to the limited land for on-site parking facilities, lack of sufficient water and sewer resources, and changes in building requirements, significant investment is required to upgrade a site and structures to be viable. The ability to utilize the upper floors of a structure for housing is limited due to these factors.

### **Village Expansion**

All of the existing villages have opportunities for infill and limited expansion that would complement the existing historic areas and support the sense of community that currently exists. In particular, the villages of Kearneysville, Middleway, Rippon, and Shenandoah Junction are included within four of the identified Preferred Growth Areas (PGA). Each of these villages has a Village Expansion Area identified on the Future Land Use Guide as a part of the PGA in which they are located. Additionally, the villages of Mannings, Summit Point, and Leetown which are not a part of a PGA, have an expansion area identified on the Future Land Use Guide. It is the recommendation of this Plan that, within the villages themselves, and the village expansion areas shown on the Future Land Use Guide, the form, scale, and design of new development in these areas will complement and integrate with the existing village areas. Suburban commercial strip development is not anticipated and should not be approved in these areas. Proposed commercial structures should take into account

similar architecture in the area or a type of structure that would be appropriate for the area in which it is located.

As development moved away from the village centers, the layout of newer communities took a different form than that of the village center area. Instead of streets that integrated into the traditional grid or street network, newer neighborhoods were developed with a minimum number of connections or none at all into the existing village pattern, limiting the ability of new neighborhoods to be integrated into the village fabric. New development within the Village Expansion Areas should reflect the traditional grid network and encourage the interconnectivity and walkability found in traditional village areas.

### **New Villages**

While there are several existing village areas already identified within Jefferson County, the opportunity exists for additional areas, such as Millville and Halltown, to be designated and zoned as village areas. The existence and/or expansion and development of a range of housing, commercial, and civic options should be considered in these proposed villages locations.

The following recommendations are to encourage the village areas to be revitalized or new areas that may be classified as a village at a future date.

<b>Village Recommendations (Goal 3)</b>	
<b>1.</b>	Create village plans for the redevelopment and expansion of the County’s villages through collaboration with key stakeholders.
	<b>a.</b> Identify opportunities for restoration, rehabilitation and adaptive reuse of structures within village areas.
	<b>b.</b> Identify funding sources for villages to restore historic structures and provide opportunities for projects that would restore the village character to these communities.
<b>2.</b>	Provide land use tools that will enable expansion of the villages that will establish a continuation of village form, scale, and design, using design guidelines and/or other applicable architectural and planning methods.
	<b>a.</b> Encourage development and redevelopment of village based businesses, residential developments, small-scale multi-family housing, and applicable community facilities within designated village areas and in potential village expansion areas.
	<b>b.</b> Proposed commercial structures shall take into account similar architecture in the area or a type of structure that would be appropriate for the area in which it is located. A traditional suburban commercial strip development may or may not be appropriate in the villages and village expansion areas.
<b>3.</b>	Collaborate with key village stakeholders to implement and create water and sewer improvements, internal interconnections between adjacent commercial properties, area-wide shared stormwater and parking facilities within village centers.
<b>4.</b>	Identify communities that have a traditional village form but are not designated as villages and assess the ability for village zoning.
<b>5.</b>	Encourage the state legislature to include adaptive reuses of historic structures in the state code.

## 1.D. Community Design

Numerous participants in the Envision Jefferson 2035 process expressed the need for future development in the County to be representative of the historic and rural communities that are found in Jefferson County. Like many other areas, the standard form of architecture has followed a template of franchise architecture where individual buildings are not reflective of the character of the community or its natural surroundings. In an effort to create a sense of place and visual identity for Jefferson County, the development of unique buildings and/or site layouts that enhance the community should be considered.

Design and form guidelines are standards that aim to maintain a level of quality and architectural character, addressing features such as building facades, orientation, setbacks, public spaces, and/or landscaping. The goal is to address form-based standards, including building height and size elements, highlighting the building's context within its surroundings, rather than only zoning classifications. While the primary focus is on the size, scale, and shape (massing) of buildings in relation to one another, there is also a desire for an appropriate mix of uses. It will continue to be desirable for the style of the new structure to take its inspiration from its surroundings. The important factor of community design is that massing is in keeping with the area in which it is designed.

In applying form and design for projects, it may not matter that a structure is a contemporary glass and steel frame structure or a historic looking structure of any style, so long as the placement and scale of the structure is appropriate for its location. While it would be desirable if the style of the new structure takes inspiration from its surrounding, the important factor of community design is that massing is keeping with the area in which it is designed. For example, while some of the villages have historic structures, when there is a proposed village infill and expansion options, it is important that the form of the structure is close to the road and is oriented in size and scale to what would be found in a village setting.

Street design also impacts the form of the development. Street guidelines and standards include elements such as travel-lane width, bike lanes, on-street parking, medians, sidewalks, landscaping, lighting, crosswalks, pedestrian refuge islands, and accessibility ramps.

Community Design Elements	
Building Setbacks	Building Height
Lot Dimension	Parking
Building Orientation	Building Materials
Architectural Detailing	Building Style and Form
Landscaping	Grading
Site Amenities	Preservation of Natural and Cultural Features
Pedestrian and Vehicular Access and Circulation	Lighting

It is anticipated that such design elements would be used in mixed use residential developments, villages and village expansion areas, retail commercial developments, and along specified corridors. Such design features may not be used in all locations such as suburban residential developments.

One mechanism to implement the design guidelines is through the utilization of a zoning overlay district or set of zoning ordinances, optional or required, specifying land use and/or design standards for a designated portion of the underlying zoning within a defined district. This overlay is typically used to keep architectural character and development form consistent, make adjacent uses compatible, and/or accelerate the conversion of non-conforming land uses. It is possible to include incentives for using the design standards, with or without the creation of an overlay district.

A real potential and advantage of the design standards for a developer is that the reduced setbacks, greater building height, and increased commercial intensity and residential density are financial compensations over traditional development patterns.

Local governments, residents of communities, and the development community recognize that the one-size fits all approach to development might not be in the long-term interest of a business both from a “good neighbor” standpoint and from a property value perspective. In order to balance the feasibility of encouraging development, particularly of national retailers, with the desire of a community to retain its character and “feel”, communities have looked at the creation and implementation of design guidelines that allow a sense of control over the design process while providing a consistent blueprint for prospective development to follow.

In Appendix E – Design Guideline Images, several examples of design elements are shown that could be achieved. Some of them are basic sketches or aerials that show only shape of structures in relation to road orientation. These sketches and aerials are examples of where a specific architectural aesthetic is less important than the form of a structure in relation to its site layout and orientation.



## **Misconceptions of Design Guidelines**

One of the misunderstandings of the design guidelines is that there will be a particular architectural style that should be adhered to for the design of structures or that review of color used on buildings will be evaluated. These design elements should not be likened to historic district standards or an HOA's Declaration of Covenants' legal requirements. Used in the context of this Plan, this concept is intended to encourage and support developments that will create a sense of place. It is up to the community to determine the desired level of review when form or design guidelines are being drafted.

## **Viewsheds and Gateways**

A viewshed is commonly defined as an area of land, water, or other environmental elements that is visible to the human eye from a fixed vantage point. Often a viewshed consists of a range of sights including pleasing vistas, landscapes, or scenes. Designation of a viewshed is not intended to preclude development from occurring, rather to encourage the layout and scale of structures in a manner that minimizes the effects on the viewshed. Applicants should be encouraged, but not required to consider amended building setbacks, height restrictions, or bulk controls to take the viewshed into consideration.

Jefferson County serves as a gateway, or first impression, into West Virginia from Virginia, Maryland, and the Eastern Seaboard. An identified goal of Envision Jefferson 2035 is the protection and enhancement of viewsheds and the gateways located in Jefferson County. The County's gateways were identified by a cross section of the County's residents as an important asset to our local identity and believe that the viewsheds are a key component of the rural character that draws residents and visitors to Jefferson County and the Eastern Panhandle.

With improvements and possible roadway widening, retention of cultural landscape features should be considered as part of roadway improvements. Within the right-of-way, rock outcroppings, rural designed fences, and roadway infrastructure could reflect a rural atmosphere. New roadway improvements should incorporate design features in the construction of the infrastructure. For instance, bridge columns, abutments, and railings could utilize design features such as the look of stacked stone, brick, or other such features. Roadways could have a parkway like composition.

## **Use of Updated Site Design and Building Standards**

The increase in Jefferson County's population has placed pressures on both the infrastructure and the County's environmental features. With a greater awareness of the environment, numerous organizations and programs exist in the U.S. to encourage the implementation of low impact design features in a home or neighborhood. While the best known of these is the U.S. Green Building Council's Leadership in Energy Efficiency and Design (LEED), numerous other organizations seek to achieve similar outcomes. Collaborating with developers to identify steps in the construction and development process that are cost and energy efficient would best utilize individual

building sites as part of the development process. Developers should be encouraged to provide a product that would meet national sustainable standards, whether through LEED or other organizations.

<b>Community Design Recommendations (Goal 4)</b>	
<b>1.</b>	Implement regulations that require development within approved Urban Growth Boundaries that will visibly and structurally integrate with development in the adjacent municipality and that reflects the historic and rural vernacular architecture in the County.
<b>2.</b>	Encourage developers to build or redevelop structures that meet standards set by regional or national sustainable building organizations using emerging technologies and materials that will lower operating costs.
	<b>a.</b> Establish incentives for the development or redevelopment of “green” buildings within Jefferson County by streamlining the planning, approval, certification or tax incentives and application processes.
<b>3.</b>	Encourage the development of new neighborhoods that include green infrastructure standards and best management design principles.
	<b>a.</b> Incorporate low impact development principles in neighborhood design and site layout in local land use regulations.
	<b>b.</b> Support the use of low impact development principles through the use of density bonuses or by streamlining the planning or approval process.
<b>4.</b>	Create and implement corridor management requirements to enhance accessibility and the appearance of development along designated Arterial and Collector roadways located within Jefferson County.
	<b>a.</b> Collaborate with the WVDOH in the creation of corridor management plans for roadways in Jefferson County as improvements are considered.
	<b>b.</b> Ensure that the design of roadways enhance the gateways and scenic, natural, cultural and historic resources within the corridors.
	<b>c.</b> Encourage the use of nonstandard design materials that have the appearance of natural materials in future roadway designs (stacked stones, brick or other materials). Such design standards are often associated with “parkways.”
	<b>d.</b> Adopt an Access Management Ordinance for arterial roads in Jefferson County.
<b>5.</b>	Create design guidelines for new commercial development and the redevelopment and revitalization of non-residential properties throughout the County.
	<b>a.</b> Create and utilize design guidelines that would be applicable in identified corridors or node areas of Jefferson County which includes site layout, building design, landscaping, lighting, and ways to integrate a single site into an overall community aesthetic. This could be accomplished with a corridor overlay.

	<p><b>b.</b> Develop design guidelines which address the physical form of development, building size, scale, and shape (massing), how the buildings are located and oriented in relationship to one another, and the context of the setting or neighborhood in which the buildings are located.</p>
	<p><b>c.</b> Create and encourage the utilization of design guidelines for non-residential development that are reflective of the rural nature and existing historic structures present in Jefferson County.</p>
<b>6.</b>	<p>Create and utilize design guidelines for mixed use development which includes site layout, building design, landscaping, lighting, and ways to integrate a single site into an overall community aesthetic.</p>
	<p><b>a.</b> Provide incentives for high quality mixed use developments within Jefferson County that utilize concepts included in the approved design guidelines as part of their projects.</p>
<b>7.</b>	<p>Assess the applicability of overlay districts for areas with special land use needs (e.g.: Quarry Redevelopment Areas or Road Corridors).</p>
<b>8.</b>	<p>Amend the existing sign regulations to reflect community character and design concerns.</p>
<b>9.</b>	<p>Encourage the state legislature to include provisions for adaptive reuses of historic structures in the state building code.</p>

### 1.E. Housing

A significant amount of data related to the state of housing in Jefferson County can be found in the separate document titled *Existing Conditions of the Envision Jefferson 2035 Comprehensive Plan*. An abbreviated summary of the Existing Conditions can be found in Appendix B – Existing Conditions.

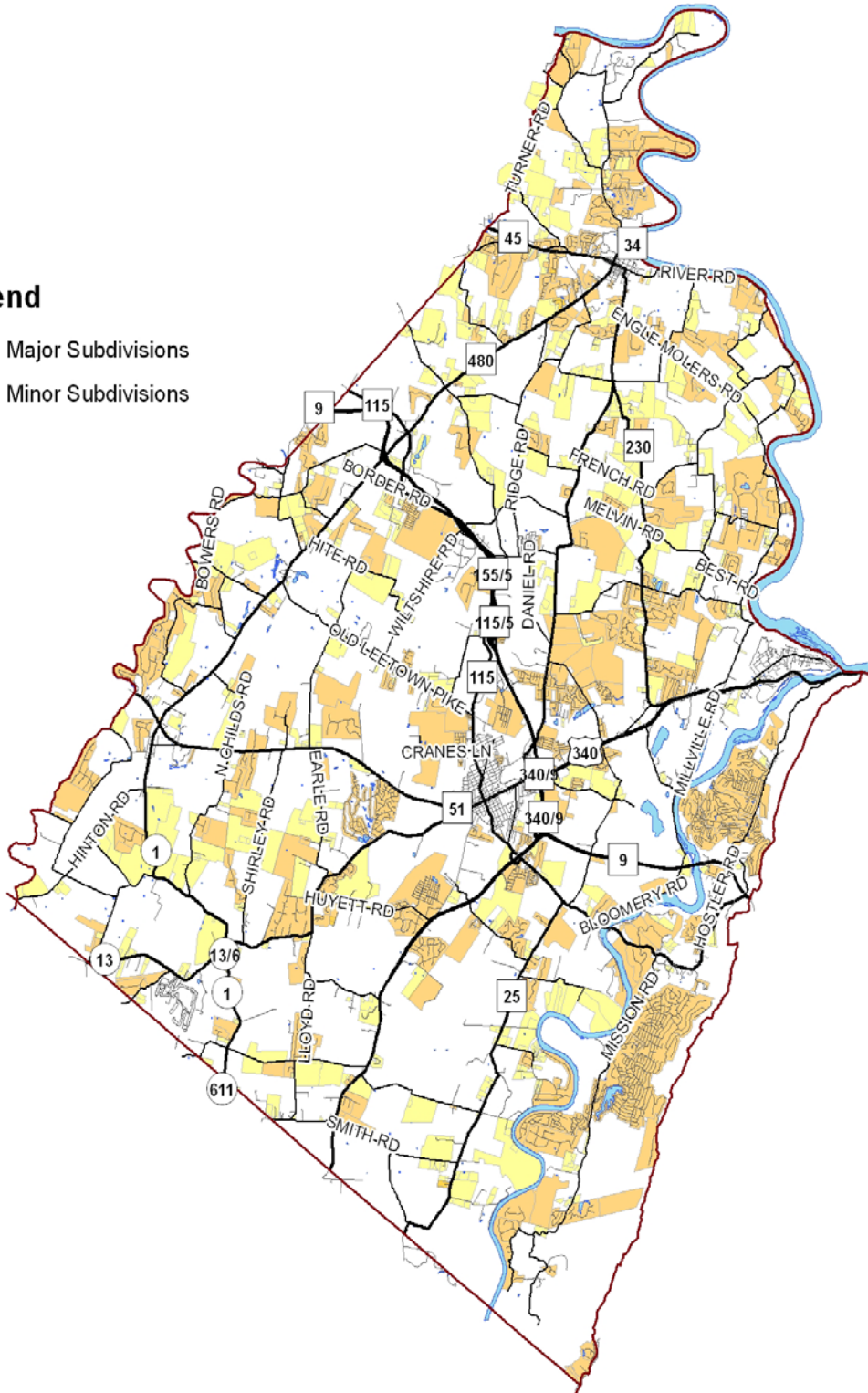
Jefferson County experienced significant housing growth in the 1970's (55% increase in housing units) resulting in the creation of a Planning Commission and implementation of Subdivision Regulations. Since 1980, the County's number of housing units has grown at a rate of 20-26% per decade. Below is a map of minor and major (conventional) subdivisions in Jefferson County. A larger version of this map can be found in Appendix F – Maps, along with a subdivision map showing housing developments by each decade. A minor subdivision is defined as any subdivision with two lots and a Residue or less prior to October 2008 and any subdivision with four lots and a Residue or less after October 2008. A major (conventional) subdivision is defined as any subdivision with three lots and a Residue prior to October 2008 and five lots and a residue after October 2008.

This section provides an overview on the available buildable lots in the County, the impact that location has on housing demand and prices, the affordability of housing, issues related to lifecycle housing and home maintenance, as well as delineating recommendations and implementation strategies to support the Goals and Objectives.



**Legend**

- Major Subdivisions
- Minor Subdivisions



**Buildable Lots**

While the growth in the number of housing units since 2000 has continued at a rate similar to previous decades (25.1%), the current number of available housing units does not reflect the amount of subdivision activity that has occurred since 2000. During the summer of 2013, a residential build out analysis was conducted for lots in Jefferson County to determine the number of approved lots available for residential construction in the County. Since 2000, there are a number of lots that have been recorded at the Court House or are in the approval “pipeline” and have the ability to be recorded, but are currently vacant.

The following data reflects these vacant lots. With the downturn in the housing economy, there are a number of developments that are only partially completed. The following build-out numbers include developments in Charles Town and Ranson.

Residential Build-out Analysis:

<b><u>Major Subdivisions</u></b>
Total of 25,100 lots platted for residential use
13,100 lots occupied by a residence
Total of 12,000 un-built lots with potential for future residential construction

<b><u>Minor Subdivisions</u></b>
Total of 1300 lots platted for residential use
850 lots occupied by a residence
450 un-built lots with potential for future residential construction
<b><u>Combined Major and Minor Subdivisions</u></b>
Total of 26,400 platted for residential use
13,900 lots occupied by a residence
12,500 un-built lots with potential for future residential construction

<b><u>Buildable lots on the Mountain</u></b> <b>(the following numbers are included above)</b>
For the process developed to count the mountain lots, there are 1,450 buildable lots on the mountain.

It is acknowledged that on paper, the County has the capability of nearly doubling its number of houses without approving another lot. This statement does not imply that additional lots do not need to be platted; this is strictly an analysis of the lots that either are recorded in the land records or have a vested right to continue to move forward in the development process. It can be assumed that some developments will not be built at all and many of the lots may, over a number of years, be absorbed into

the market. It should be noted that this analysis did not analyze the existing “historic cores” of the five incorporated communities within Jefferson County. Additional information on this subject can be found in the separately published *Existing Conditions of the Envision Jefferson 2035 Comprehensive Plan*.

### **In-migration Impact**

The majority of Jefferson County’s population growth has resulted from people relocating into the County drawn to its proximity to the Washington, D.C., Baltimore, MD, Northern Virginia, and Frederick, MD/I-270 core employment centers. Prospective residents are seeking historic, scenic and recreational resources, culturally active communities and a low cost of living. Those settling here can choose between five unique municipalities, a rural lifestyle, eight village communities, and new residential neighborhoods.

New residents come seeking a variety of housing options including a home on a large or small lot, homes with limited yard maintenance, small community, or rural living styles. There are also instances where commuters may seek the community feeling that a residential subdivision, village or town center setting can offer.

While the cost of housing in Jefferson County may be lower than much of the Washington, D.C. and Baltimore, MD Metropolitan Areas, other counties in the Eastern Panhandle are more affordable. However, when considering the cost associated with commuting, including lost time and automotive expenses, home buyers relocating to Jefferson County have been willing to pay slightly more to be closer to their place of employment. A factor that can be difficult to quantify is what prospective buyers are willing to pay to have the quality of life that can be found within Jefferson County. While these factors are subjective, those who have decided to buy in Jefferson County rather than other Eastern Panhandle communities have cited the quality of life found in Jefferson County. Reasons cited tend to be a perception that Jefferson County is less congested, has an attractive rural and historical character and that local land use regulations assure homeowners that one of their greatest financial investments, their home, is protected.

Relative to other Washington, D.C. and Baltimore, MD area counties, Jefferson County is still considered an affordable place to live with median home sales \$200,000 less than that of adjoining counties (Loudoun County, VA or Montgomery County, MD). The following chart provides information regarding median sale price for counties in the Washington, D.C. Metropolitan area.

<b>Washington D.C. Area Housing Affordability 2013 Median Home Sales Price (by County)</b>	
Washington, D.C.	\$475,000
<b>Inner Ring Counties</b>	
Montgomery County, MD	\$400,000
Alexandria, VA	\$485,000
Arlington County, VA	\$525,000
Prince George's County, MD	\$197,000
<b>Outer Ring Counties</b>	
Howard County, MD	\$385,000
Fairfax County, VA	\$455,000
Loudoun County, VA	\$419,000
Prince William County VA	\$309,900
Frederick County, MD	\$268,500
<b>Outlying Areas</b>	
Clarke County, VA	\$319,000
Frederick County, VA	\$204,750
<b>Berkeley and Jefferson Counties, West Virginia</b>	
Jefferson County, WV	\$192,750
Berkeley County, WV	\$140,000

Source: Real Estate Business Intelligence from MLS data

While Jefferson County has seen growth in the number of detached single family homes over the decades, the changing demographics of Jefferson County have indicated a need for a wide range of housing options. This would be a change from the existing development pattern in Jefferson County and would encourage developers, neighborhoods, and residents to be more creative and open to alternative housing concepts and designs.

### **Housing Affordability**

In Jefferson County, an in-migration pattern has served to increase home prices while limiting affordable housing options for long-time and current residents employed in Jefferson County. Over 90% of all housing units in Jefferson County are single family detached units which also affects the ability to provide affordable housing options.

[Affordable Housing](#) can generally be defined as decent, safe and sanitary shelter, of adequate size so as to not cause overcrowding, and does not require any more than 30% of a household's annual gross income.



Workforce Housing is typically determined as affordable to households earning between 60% and 120% of the HUD Median Income for Jefferson County (includes moderate-income households).

A review of housing prices in Jefferson County indicates that a variety of owner-occupied housing options are available to families making between 80% to 120% of the median household income for the County (\$62,418/year); however, options are greatly reduced when compared to the median wages for individuals employed in Jefferson County (\$35,620/year). Additionally, rental options for those making a 100% or a 120% of the median wages are limited to studio, one bedroom and two bedroom rental units in the County. The affordability of rental or owner occupied housing in Jefferson County for three or more bedroom homes is difficult for someone making as much as 120% of the County's median wages for individuals, based on HUD standards. On the other hand, there are some options for affordable rental housing available to low to moderate income residents if they qualify for subsidized rents.

This data reflects the need for the creation of a greater balance between jobs and housing in Jefferson County. In a very competitive housing market, the guideline of no more than 30% of annual income for housing, or no more than 45% for combined housing and transportation costs, may not be obtainable even for those with incomes over the median for the area. At present, between 20% and 30% of all workers employed in Jefferson County are commuting from Berkeley County and only 33% of Jefferson County residents are also employed at jobs located in the County. As a part of an overall plan to attract more and better jobs to the County, a wider range of housing options should be available and affordable for workers employed in the County. In particular, an effort should be made to provide affordable housing for young adult residents who are financially constrained to live at home for an extended period after finishing high school or college.

While there is an identified need for affordable and workforce housing in Jefferson County, only a limited amount of affordable housing has been constructed. This is particularly true regarding the construction of affordable multi-family rental housing. Since 2000, less than 1% of the building permits issued were for new multi-family housing in unincorporated Jefferson County. During that same time period, 12% of the building permits issued were for manufactured housing and 9% were for single-family attached housing.

There are a variety of factors limiting local builders interested in constructing affordable or workforce housing. Lots that are not part of a traditional residential subdivision are generally not affordable options for affordable housing due to the amount of upfront cost associated with site improvements, such as well and septic. The largest percentage of new homes built in Jefferson County are constructed in subdivisions with a homeowners association (HOA). While an HOA provides services and benefits to the residents of a subdivision, including maintenance of roads, common areas, and/or the provision of recreational facilities (such as clubhouses,

swimming pools, parks, or courts), these services come with an additional monthly and/or annual assessment affecting housing affordability.

### **Impact Fees**

Jefferson County is the only county in West Virginia that utilizes residential impact fees to help fund capital improvements that new residents will utilize. Jefferson County Public Service District (PSD) also imposes water and sewer capital improvement fees that are not required in adjacent Eastern Panhandle Counties. Impact fees (amounting to just over \$13,000 for a single-family residence) are a factor in the difference in housing costs between Jefferson and Berkeley Counties.

Impact fees have also been identified as a factor limiting affordable housing construction by organizations such as Habitat for Humanity. Jefferson County's middle income workforce (teachers, police officers, or local government employees) have few housing choices in the County and may not live here.

While the impact fees related to apartments are somewhat less per unit (currently approximately \$7,600 per unit) this may also serve as a barrier to the construction of new multi-family homes. In 2013 the Jefferson County Commission adopted a provision in accordance with WV state code which prorates impact fees for new home construction valued at less than 60% of the average assessed values for the county in that year to help mitigate this effect.

By working with the housing community to identify methods and tools to create a base of affordable and/or workforce housing within the County, it is anticipated that lower income workers who work in the County will have a wider range of affordable housing options near their workplace. One method would be to require a certain number of units in each development to be allocated as affordable housing. This serves to substantially decrease commuting costs for these workers, allowing more money to be utilized for housing costs or as disposable income. In addition, the time that is saved through shorter commutes enables residents to spend more time with families, get involved in the community, and pursue a better quality of life.

### **Manufactured or Modular Housing**

In many rural and exurban communities, manufactured or modular housing often takes on the role of affordable housing for low to moderate income residents. In some cases, manufactured housing has served to partially address the issue of affordable housing in Jefferson County. In the County, manufactured homes are typically located on lots subdivided from rural parcels or are on lots in manufactured home developments. Alternatively, modular homes, which are built to locally adopted building codes, can be built anywhere that stick-built homes are built but are generally at a more affordable price.

An option for prospective homeowners of manufactured housing is to purchase an existing or new manufactured home located on a property owned by the seller or in a

manufactured home park. Manufactured home owners who also own the underlying property are more likely to have the ability to obtain conventional loans for the home since the land can be used as collateral.

For purchasers in manufactured home parks, traditional home mortgages are not an option although generally special financing is available for those locating to manufactured home parks. In addition, residents of manufactured home parks who may own their homes do not own the land underneath them and have to pay rent on the lot to the park owner.

### **Tiny Houses**

A forward looking home option has been the concept of 'Tiny Houses'. Tiny houses are often between 250 and 950 square feet. There is a growing interest – from young couples, singles, and baby boomers to retirees - in a contained living style for affordability, reduced maintenance, and/or environmental reasons. These small homes or cottages are meeting urban in-fill, in-law, and aging-in-place housing needs and can be site built, pre-fabricated, modular, or built out of alternative or innovative building materials. The local regulations, including building codes and site requirements, should be examined and amended to promote this expanding concept. For examples of tiny houses, see Appendix E – Design Guidelines Images.

### **Accessory Dwellings**

Over time, communities have come to realize that accessory dwellings can easily incorporate affordable or workforce housing into a community. Historically, multiple generations of families lived in a single home structure, either as part of a single unit or in multiple units under the same roof. It was not until the post-World War II period where the trend toward exclusively single-family homes took hold across a wider spectrum of the population. This took place for a variety of factors, including the adoption of zoning and land use regulations and later the creation of homeowners association by-laws which prohibited accessory dwellings or restricted such uses by the agencies that funded home construction. These prohibitions limited the ability to attach a second dwelling to an existing home or to allow the construction of a detached unit above a garage or other structure.

In recent years, numerous communities have modified their land use regulations to encourage the creation of accessory dwellings on lots occupied by single family dwellings. Such accessory dwellings satisfy a variety of needs, including elderly or disabled residents who can live near their families or close acquaintances yet retain some sense of independence; young adults making a transition from being at home to independence; or as a way for families to supplement their incomes by renting the unit. As a means of providing affordable rental housing within the County and allowing seniors and the disabled to live productive, independent lives, Jefferson County should create policies and recommendations that encourage the provision of accessory dwellings within the County. This policy should include consideration of the integration and design of the accessory dwellings as well as the parking and

transportation impacts from additional residents in a neighborhood. Accessory dwellings should be built to blend into the neighborhood, allowing homeowners to have additional flexibility to house family members that might need to live in their home for a long-term period.

### **Lifecycle and Accessible Housing**

As the baby boomer generation ages over the next several decades, there will be an increased demand for housing options that will allow seniors and the disabled to live within their communities and lessen the need for these groups to live in age-segregated and/or institutional settings. A significant amount of input was received during the Envision Jefferson 2035 process that indicated that Jefferson County must prepare for its aging population and provide options to allow successful aging-in-place residential opportunities. As Jefferson County becomes a community more largely made up of older residents, there is concern that a large portion of current county residents may not be able to continue to reside in the County. This is due to a variety of factors, including the following:

- a. The lack of existing housing or neighborhoods built to accommodate handicapped living requirements;
- b. The lack of transitional elder housing/communities which allow a resident to transition from an independent living (with/without supportive medical and maintenance services), to assisted living support, and ultimately to skilled nursing care;
- c. The lack of adaptable public transportation services that would enable the elder/aging population to continue economic and community participation without relying on personal automobiles.

The County can advocate for a greater quality of life for aging and handicapped residents by encouraging a range of housing options which will support and promote a greater well-being and quality of life, including viable employment opportunities. This can be done through the incorporation of universal design features into homes such as lower lighting switches, wide hallways that can accommodate a walker or wheelchair, and handholds along walls and in bathtubs or by incorporating a second, separate dwelling space within the same footprint of a home. It can also provide options for extended families to live under one roof while retaining a sense of freedom for younger or older residents.

By taking these steps, it is possible to lower living costs for the elderly or disabled individuals. The high costs of nursing or full-time assisted care facilities can quickly strip away the life savings of a family. Many of the issues that might arise from a change in surroundings and a loss of independence can quickly destroy the mental and physical state of an individual.

**Home Maintenance**

Homes that are not regularly maintained or upgraded can lower property values for the neighborhood as a whole. Homeowners need the ability to maintain their homes to ensure the safety of its residents. While some private entities (such as homeowners associations) play a key role in establishing basic maintenance requirements for homeowners, in other areas of the County, this is not the case. This is especially true for areas where households are headed by lower income, disabled, and/or elderly residents who may not have either the financial resources or the physical ability to perform maintenance and upkeep on their homes.

There may be opportunities for shared tool banks or volunteer organizations to assist those in need of routine maintenance or a training program that would provide building maintenance for elderly or disabled residents so that they can continue to live in a safe environment and property values may be preserved.

<b>Housing Recommendations (Goal 5)</b>	
<b>1.</b>	Actively support and enable the development of a wide range of affordable, workforce, senior and disabled housing units.
	<b>a.</b> Consider the creation of a regional community land trust that would act as a steward of newly constructed affordable housing while retaining a partial ownership stake in the underlying lands.
	<b>b.</b> Collaborate with the development community to identify properties where existing services are in place that might be appropriate to development for age-in-place housing.
	<b>c.</b> Require developers to consider the incorporation of universal design features and/or ADA compliance in new single and multifamily home construction.
	<b>d.</b> Encourage the location of such housing within the Urban Growth Boundaries (UGBs), Preferred Growth Areas (PGAs), and Villages
<b>2.</b>	Create incentives (ex: density bonuses) and set a minimum amount of affordable housing requirements for developments to include in their communities.
<b>3.</b>	Create an advisory committee to review national aging-in-place reports and make recommendations for a coordinated Jefferson County aging-in-place initiative.
<b>4.</b>	Consider alternatives to addressing affordable housing needs in Jefferson County.
	<b>a.</b> Evaluate mechanisms to permit an amount of affordable units to be constructed at a reduced impact fee rate, such as scaling residential impact fees on a square footage basis or for apartments and/or manufactured housing.
	<b>b.</b> Develop additional funding sources to mitigate the impact fees, which could serve to encourage affordable housing to be constructed in other areas.
	<b>c.</b> Collaborate with state legislature to provide methods to allow for affordable housing options while not undermining the impact fee system.

5.	Allow for greater flexibility in the creation of accessory dwelling units and Tiny Houses.
	a. Allow detached accessory dwelling units based on lot size or density.
	b. Promote accessory dwellings in the UGB, PGA, or Village.
	c. Research and consider the development of appropriate regulations to encourage the Tiny House concept in Jefferson County.
6.	Coordinate with members of the agricultural community to identify ways to implement recently adopted provisions related to Accessory Agriculture Dwelling Units.
7.	Encourage the local affordable housing agencies and local banks to continue to identify and create programs that match potential homeowners with bank services and loan products that best match their needs and qualifications.
8.	Encourage a periodic ‘housing market needs assessment’ to identify both the construction/housing market’s needs, the range of unmet housing types, and the supportive programs that should be established in Jefferson County and the Eastern Panhandle.
	a. Identify funding sources that would allow for the retrofitting of lower income and public housing facilities to incorporate universal design features.
	b. Identify and utilize funding sources that that would assist in maintaining and providing energy efficient upgrades to homes occupied by elderly or disabled low-income residents.
	c. Identify and encourage the involvement of volunteer initiatives to assist elderly and disabled low income residents with routine maintenance
9.	Encourage local vocational institutions and educational or training entities to continue to train and educate builders, contractors, and construction workers in universal design techniques, energy efficiency, and “green” housing techniques.
10.	Consider the adoption of a Property Maintenance Code in Jefferson County.
11.	Work with state legislators to address housing, building codes, and aging related issues.
	a. Review and amend as necessary the assisted living and nursing homes West Virginia permitting process which may impact the feasibility of age-in-place or transitional housing communities in Jefferson County.
	b. Actively negotiate with the WV State legislature to adopt the full 2012 International Building Code, including regulations related to energy efficiency.

## 1.F. Intergovernmental Coordination

Jefferson County recognizes and has acted upon the importance of creating governmental infrastructures that are transparent to increase the residents' trust and satisfaction. At the same time, coordination of a variety of internal and intergovernmental governance efforts could be pursued to strengthen these efforts.

In an era where fiscal resources are increasingly constrained and the impacts of growth and development are felt on a regional basis, Jefferson County and its municipalities need to identify ways to collaborate with nearby local, county, state, and federal agencies that are located within the Eastern Panhandle to limit redundancies and share resources and purchasing power.

The following list represents options that communities across the country have looked at for savings with a wide range of consolidation options. These include:

Shared Information Technology Services (which could include Geographic Information System (GIS) services, shared court and tax records, and a content management system for electronic retrieval of documents)
Consolidated Public Utilities, particularly water and sewer
Merged Fire and Police Services
Consolidated Courts
Consolidation of Engineering, Planning, Zoning, Economic Development and Code Enforcement Services, Programs, and Codes
Shared Financial Officer
Shared Grant Writer
Consolidation of Management and Programming for Parks, Recreation Facilities, and Libraries
Increased collaboration between school districts and county governments
Creation of regional housing and human services programs

Several of these options may be applicable to Jefferson County. There are opportunities for the County to partner with the local municipalities, particularly Charles Town and Ranson due to their proximity to the County seat. The County should also consider the identification of additional opportunities to work with the other counties in the Eastern Panhandle to identify programs or services that might benefit from consolidation or shared resources. These efforts could possibly be through the coordinating efforts of the Region 9 Planning and Development Council.

The following are a series of recommendations related to intergovernmental coordination.

<b>Intergovernmental Coordination Recommendations (Goal 26)</b>	
1.	Continue to develop additional interaction and discussion between the various local and regional agencies that are looking at similar issues for ways to increase collaboration.
2.	Collaborate with the County's municipalities to create a shared services committee that would work to identify ways that the sharing of resources and staffing might be appropriate.
3.	Explore and provide planning and programming of parks and recreation across all jurisdictions.
4.	Work with the County's municipalities to create a unified economic development strategy.
5.	Coordinate planning efforts with adjacent counties and municipalities to ensure that the development complements the future land uses in Jefferson County, with the intensity of land use gradually decreasing from the urban edge to the rural environment.



## **2. Economic Development, Employment, and Infrastructure Element**

Economic growth and development is closely tied to the availability of natural resources, technological innovation, and human capital as well as its geographic proximity to major population centers, adequate roads, and infrastructure. Jefferson County is ideally situated to have a vital economy. The general health of an economy can be determined by examining two components: stability and balance. Stability is an indication of the ability of a local economy to withstand the fluctuations in the regional and national economy. Balance refers to the level of diversification of a local economy. The more diversified the local economic and employment base, the more difficult it is to disrupt the local economy. Any economy that is overly reliant on a single employer or employment sector is more highly impacted by economic shifts.

The major sectors of Jefferson County's economy include traditional economic development activity, including education and high tech training; agriculture and the rural economy; and recreational, historic and heritage tourism. This section of the Plan discusses each of these sectors in detail and provides recommendations for them. Additionally, because of the critical nexus of economic development with the adequacy and extent of the infrastructure and transportation system networks, these components are included in this element as well.

<b>Five Major Economic Sections</b>	
2.A. Economic Development and Employment	66
2.B. Agricultural and Rural Economy	74
2.C. Tourism	83
2.D. Infrastructure	87
2.E. Transportation	97

### **2.A. Economic Development and Employment**

According to the Jefferson County Development Authority, Jefferson County's strategic Mid-Atlantic location close to Washington, D.C. and Baltimore, MD Metropolitan Areas coupled with ready access to major transportation routes makes the County ideally situated for business, manufacturing, and industry. Jefferson County is located in one of the fastest growing areas in the United States. The County is a major economic driver in a state that boasts the nation's fourth lowest cost of doing business, low utility rates, and a highly skilled and hard-working workforce. While facilitating relocations and start-up businesses, the Jefferson County Development Authority supports and promotes existing businesses.

While there has been a significant amount of commercial development in Jefferson County since the 2004 Comprehensive Plan, it has slowed considerably in recent years. During this same time period, residential growth occurred at a more rapid rate, particularly in the early 2000's. Additionally, Jefferson County's economic

development efforts have benefited from a number of public and quasi-public projects and efforts, including, but not limited to:

- Infrastructure improvements that have taken place in recent years (particularly the construction of WV 9 as a four-lane roadway through Jefferson County);
- An increased federal presence within Jefferson County;
- The continued expansion of Shepherd University in Shepherdstown and the relocation of the American Public University System’s headquarters in the Charles Town/Ranson area;
- The increased utilization of telecommuting as a viable employee option by national and regional businesses and federal government offices; and
- The expansion of a business park that has the necessary infrastructure in place for each lot which results in ready-to-build parcels.

Despite those gains, the lack of high paying jobs for Jefferson County’s skilled workforce requires approximately 36% of all employed individuals to commute to employment centers with higher wages located closer to Washington, D.C. or Baltimore, MD.

At the same time and paralleling a national trend, Jefferson County has lost some manufacturing and warehousing facilities. The loss of these employers has resulted in several vacant or underutilized structures, as well as unemployed workers. A number of these vacant facilities are within the Charles Town/Ranson urbanized area, and provide opportunities for redevelopment. Some of these facilities have been reused for other purposes, particularly by American Public University System (APUS) and the City of Ranson. APUS’s efforts have enhanced the economic revitalization process by purchasing and renovating 12 structures in Charles Town and Ranson as well as constructing a multi-story administrative building and related parking with a large array of solar panels. As part of this renovation and redevelopment activity, APUS has utilized several brownfield sites on the Charles Town/Ranson border.

With Jefferson County’s proximity to Washington, D.C. and Baltimore, MD and with the existing economic cluster of federal agencies, the County has the opportunity to attract additional federal facilities.

To support the success of future economic growth, there are a number of proposed improvements to the County’s public infrastructure that are expected to take place in the coming years. These include:

<b>Major Public Infrastructure Projects that are Proposed</b>
The widening and realignment of US 340 from Charles Town to the Virginia line near Berryville
The potential for improving natural gas and alternative energy facilities in the Eastern Panhandle and extending natural gas services into Jefferson County
Improvements to the County’s telecommunications network, particularly wireless technology and any advanced technologies

These improvements will enhance the ability of Jefferson County to compete on an economic development basis with other communities in the region.

**Target Industries**

Jefferson County will encourage a diversity of business types to locate within its borders. As part of these efforts, the Jefferson County Development Authority (JCDA) has identified several industries and other sectors of employment towards which incentives and programming should be targeted (in no particular order):

<b>Jefferson County Development Authority Identified Industry Sectors</b>	
Agriculture Development	Manufacturing
Government	Small Business
Information Technology	Tourism

Each of these target industries are currently located in Jefferson County and will benefit from retention, expansion, and attraction to strengthen each cluster. Building on these assets will give the County a strong identification of its core business strengths. While not identified by the JCDA, there are several large non-profit organizations which are a significant part of Jefferson County’s economy. This provides additional economic and employment opportunities.

Additionally, small businesses, which can range from restaurants and artisan cottage industries to small technology and service firms, are an integral part of the local economy and have opportunities to grow stronger.

**Federal Government**

One of Jefferson County’s target industries is correlated with the presence of state and federal government facilities. Since the federal government has found success with their existing local facilities, the potential for additional federal employment opportunities to locate here is greatly enhanced. The following Table lists federal facilities, many of which have had a long term presence in the County.

<b>Federal Facilities in Jefferson County</b>
U.S. Coast Guard Administrative Support Facility
U.S. Customs and Border Protection Advanced Training Facility
Department of State Diplomatic Security Training Center
U.S. Fish and Wildlife, National Conservation Training Center
Harpers Ferry National Historical Park
National Park Service Design Center
U.S. Department of Agriculture Cool and Coldwater Aquaculture Facility
U.S. Department of Agriculture Fruit Research Center
U.S. Geological Services’ National Biological Aquaculture Laboratory

The County has been fortunate in that the federal government has invested substantial resources into Jefferson County over the years. Since most government entities do not have to follow Jefferson County land use standards, there are few mechanisms to address any on site activities once the site is in use. In designing some government owned sites, there may be situations where buffers or areas may be needed to insulate the use from the surrounding area. This is for both the facilities' needs and residents surrounding the facility.

In a period of tightening government budgets, it is important that Jefferson County and federal, state, and local elected officials work together to maintain the federal and state facilities that are located here and to explore additional facilities that could benefit from Jefferson County's workforce and location.

### **Growing the Economy**

One of the strengths of Jefferson County is that the residents have a strong entrepreneurial spirit. There is a need for local and regional technical and financial resources to be made available to these entrepreneurs and to publicize these resources. There are existing programs in Jefferson County which currently work to support smaller companies and start-ups. The Eastern Panhandle Entrepreneur Forum and the JCDA's agricultural development program and small business coaching efforts focus on cultivating the talent that resides in Jefferson County and are examples to be followed.

While the potential success of numerous small businesses will have a positive effect on the County as a whole, the attraction of larger employers often results in much greater attention to the economic development efforts of a community. It is important to continue to look at approaches that aid all types of companies and to provide awareness of these efforts to both existing businesses and to potential businesses looking to locate in Jefferson County.

In the coming decades, creating opportunities that would allow residents with a variety of skills and talents to be employed at jobs located in Jefferson County will continue to be of importance. With the increasing number of high skill workers that have relocated into the community and the presence of Shepherd University, American Public University System (APUS), and other educational facilities, a workforce that is attractive to a wide variety of employers is already present in Jefferson County.

### **Training and Education**

In order to attract and maintain employers, it is imperative that opportunities exist for residents of all ages to obtain the skills that would attract employers and for employers to find and retain a highly skilled, local workforce available to meet their needs. Along with training to meet the skillsets desired by Jefferson County's employers, it is important to improve and expand connections such as school to work, co-op, and mentoring programs between educational institutions, residents and employers. Such programs provide a chance for employers to work closely with both educational institutions and potential workers. Co-op or mentorship programs can be an important

factor in improving both the quality of Jefferson County's workforce and encouraging residents to stay in the County, working for employers that are a part of this program.

Jefferson County has a high educational attainment rate in relation to West Virginia. There are a variety of opportunities for higher education in the Eastern Panhandle as well as access to the universities in the Washington, D.C. and Baltimore, MD regions. The role of education in Jefferson County is discussed in more detail in the Education Element.

### **Transportation and Economic Development**

A robust transportation network is important to the economic vitality of a community. With the continued growth of the Washington, D.C. and Baltimore, MD Metropolitan Areas and the improvements to the local and regional transportation and infrastructure networks that have or are expected to take place in the coming years, the atmosphere for attracting a diversity of businesses to the County is constantly improving. With the rail lines in the County, there is an opportunity for freight rail, with contiguous industrial zoning, that has not yet been fully realized. As transportation access to and through Jefferson County has improved in recent years, it has become increasingly easier to get goods and people to and from the County. Additional improvements are proposed that would further enhance the attractiveness of the County to potential employers. Recommendations related to transportation are discussed in more detail in the Transportation section of this element, page 95.

### **Regulatory Environment and Site Suitability**

In the past several years, Jefferson County has worked to reduce unnecessary regulatory barriers which were impacting the viability of economic development in the County. Compared to other communities with land use and development regulations, Jefferson County has local planning and zoning requirements that are less stringent than surrounding states. It has been noted that the State centralized regulatory control for licensing of various business enterprises has a negative impact on economic growth in Jefferson County. Currently, nearly all State business licensing and similar business requirements are granted only out of offices located in the Charleston area. This Plan recommends that the State permit a more regional approach to such licensing for the benefit of the areas throughout the State that are remote from Charleston.

Within the County there are business/industrial parks that have site-ready lots for sale. In addition, there are existing properties zoned for office/industrial uses that could support new businesses. It is a priority of this Plan to ensure that sufficient area exists for commercial, office, and/or industrial uses that may serve to bolster Jefferson County's employment base while balancing the environmental and quality of life concerns that may arise from larger scale businesses.

### **Focusing Economic Development in Municipalities, Urban Growth Boundaries, and Preferred Growth Areas**

Envision Jefferson 2035 expects urban level commercial, office, and industrial activity to be located in the municipalities, within the Urban Growth Boundary and Preferred Growth Areas, where the infrastructure is expected to be available to support these uses. Within the unincorporated area, the County's industrial park and properties zoned industrial are also important to the economic growth and vitality of the County.

In recent years, public, and private reinvestment in the urban core of the five municipalities has occurred and is continuing to grow, as the following examples illustrate:

- The Town of Ranson received numerous grants that focus on the Brownfield Commerce Corridor that is shared with Charles Town, and includes the redevelopment of vacant industrial buildings, street and streetscape improvements, and the expansion of a key transportation corridor through Ranson.
- Shepherdstown and Bolivar/Harpers Ferry have vital core commercial areas that support the local and tourist population in the County and serve as gateways into the County from neighboring states.
- Shepherdstown and Bolivar/Harpers Ferry are a part of the Canal Towns Partnership, comprised of several communities along the C&O Canal, which is an economic development initiative with the goal of cooperatively marketing and making improvements to attract visitors to the canal's gateway communities.
- The American Public University System made substantial investment in Charles Town and Ranson, including the redevelopment of existing structures and construction of administrative buildings and parking facilities.
- Hollywood Casino at Charles Town Races has been a strong component of economic activity in the County and continues to respond to a changing market by advancing alternative entertainment and horse racing options.

These examples of collaboration between local government entities and private entities bolster local economic development opportunities and this collaboration should continue.

The County's downtown areas are concentrations of local and regional government agencies, small offices, and a limited number of small shops, restaurants, and services which serve to attract visitors and residents to the downtown areas. The downtown areas of Jefferson County are viewed as a place to gather or meet, where unique shopping options, good food, a nice walk, and small entertainment venues are available.

The following recommendations are related to the enhancement of economic development activities in Jefferson County.

**Economic Development and Employment Recommendations  
(Goals 6 & 7)**

1.	Expand and strengthen the existing marketing and branding of Jefferson County’s qualities, facilities, and resources to potential businesses, residents, and visitors.
2.	Collaborate with HEPMPO and other transportation agencies to identify ways to improve transportation (commuter, air, rail, and bus services) connectivity and roadways between Jefferson County and nearby states.
	<ul style="list-style-type: none"> <li>a. Establish a working relationship with Washington Metropolitan Council of Governments and Loudoun County’s Transportation and Safety Commission to address highway transportation problem areas identified in both counties.</li> </ul>
3.	Work with key stakeholders to effectively streamline Jefferson County’s permitting and development review processes in a manner that balances the protection of the public health, safety, and welfare of the community with economic development priorities.
4.	Encourage the Jefferson County Development Authority (JCDA) to identify incentives for the specified target industries on an annual or semi-annual basis.
5.	Create a business friendly environment in Jefferson County.
	<ul style="list-style-type: none"> <li>a. Streamline the State licensing of various business enterprises by providing regional or satellite offices in Jefferson County.</li> </ul>
	<ul style="list-style-type: none"> <li>b. Coordinate with local and state economic development agencies to identify potential funding sources for economic development efforts.</li> </ul>
	<ul style="list-style-type: none"> <li>c. Identify opportunities for public/private partnerships (or other creative forms of collaboration) between local and state government entities and private sector investment that would result in the creation or expansion of employment opportunities and infrastructure in Jefferson County.</li> </ul>
	<ul style="list-style-type: none"> <li>d. Develop a land bank program that would enable potential economic development projects such as a large federal facility or other regionally significant employment facility.</li> </ul>
6.	Develop methods to promote local business growth which include providing research, support, and marketing resources that would assist business start-ups in Jefferson County.
	<ul style="list-style-type: none"> <li>a. Plan with stakeholders’ co-work facilities or business incubators that provide space for start-up companies along with a small network of entrepreneurs to collaborate.</li> </ul>
	<ul style="list-style-type: none"> <li>b. Expand awareness of entrepreneurs’ forums, employer open houses, and job fairs taking place in Jefferson County and the Eastern Panhandle.</li> </ul>
	<ul style="list-style-type: none"> <li>c. Encourage local municipalities and residents of the County’s villages to research and create Business Improvement Districts (BID) to implement improvements and provide services to businesses located in the district.</li> </ul>
7.	Encourage local employers and the JCDA to improve online and offline outreach to potential employees, including County residents and individuals outside the region.

8.	Coordinate with local businesses and the JCDA to identify and utilize methods to market Jefferson County’s products within the Mid-Atlantic region, the nation, and the world.
9.	Collaborate with various state and federal agencies to attract departments or agencies that would benefit from Jefferson County’s workforce and location.
	a. Encourage state and federal agencies to consider the location of new facilities in Jefferson County within the growth areas identified in this Plan.
	b. Encourage state and federal agencies planning to build new facilities in Jefferson County to adhere to local land use regulations as part of the site design process.
	c. Encourage the utilization of existing structures or the utilization of greyfield or brownfield sites for the development of new state and federal facilities.
	d. Coordinate with state and federal facilities locating in Jefferson County so that the following land use considerations are addressed and mitigated:
	i. Existing and potential impacts caused by land uses adjacent to proposed state and federal facilities are known in advance of first construction.
	ii. Existing and potential impacts of new or repurposed facility use on adjacent lands provide adequate buffers and setbacks to surrounding uses.
10.	Implement strong and vibrant relationships between Jefferson County businesses and business related organizations and all educational resources in the County, Eastern Panhandle, West Virginia, and the Mid-Atlantic region that will promote graduating students with job opportunities in Jefferson County.
	a. Expand partnerships with all local and regional institutes of higher education that focus on programs which would further educational opportunities in the core economic sectors identified by the JCDA.
	b. Maintain and expand relationships with local businesses and local/regional education institutions to increase availability of co-op and mentoring programs between students and businesses in Jefferson County and the Eastern Panhandle.
	c. Collaborate with key business and economic stakeholders to identify and create programs that would encourage the retention of highly skilled young graduates from the County’s institutions of higher learning.
	d. Coordinate with key business stakeholders to improve employer outreach and collaboration with regional and state university/college career centers to promote Jefferson County employment and internship opportunities to students on all academic levels.
	e. Coordinate with appropriate agencies to publicize available scholarship programs for students interested in the target industries to strengthen workforce development in Jefferson County.
11	Collaborate with Shepherd University, American Public University System (APUS), and other higher education entities to identify opportunities for Jefferson County based research programs that would combine classroom learning with virtual resources.



## 2.B. Agricultural and Rural Economy

One of the more significant issues expressed by County residents involved in the Envision Jefferson 2035 process was maintaining the rural economy and small town lifestyle of Jefferson County. It is important that this discussion not be framed by the concept of preservation but of creating opportunities for farms to be economically viable. This would include identifying ways to protect and enhance the farms and open spaces that provide the rural character along with the agribusinesses that have been the historical heart of the Jefferson County economy. One goal of this Plan is to maintain productive farmland soils and the rural character and economy of the County by reducing the conversion of farmland to non-agricultural based uses.

There must be a viable rural economy to maintain the rural landscape. The rural economy is much more than traditional farming. It includes innovative agriculture, horticulture, forestry, commercial and non-commercial equine industry, other forms of animal husbandry, tourism, rural based public and commercial recreation, ancillary rural business, and compatible rural institutional uses. Many of these sectors are growing and collectively contribute significantly to Jefferson County's economy and provide several thousand jobs. The County's citizens benefit from the proximity of rural based activities and services and the rural enterprises benefit from nearby markets for goods and services. With this potential, the rural areas of Jefferson County should be seen as ripe for investment and reinvestment.

A key aspect of the County's rural economy is recognizing the changes in the regional and national marketplace that might affect agricultural activities at the local level. In some instances, farm operators have adapted to these changes by diversifying into additional farm based activities, changing the types of farming activities taking place on a site, or seeking to include direct sales and on-site marketing, and value added processing of crops or products. The ability of a farm operator to diversify or change their operations to meet the needs of the marketplace is an important consideration in providing a framework for the continuation and enhancement of farm and agricultural activities in Jefferson County.

The enhancement of the rural economy is a central focus of the rural strategy of this Plan and requires the support of the Jefferson County Development Authority and other organizations which support the agricultural economy. A broad-based rural economy can be a net-revenue generator for the County because tax revenues generally exceed expenditures for rural properties. The County recognizes its fiscal responsibility to protect the land resource for the rural economy, to provide fundamental protection for rural businesses, to ensure prudent fiscal management of limited public resources, and to provide needed protection of the public health and safety.

### Rural Economic Activities

The agricultural community in Jefferson County recommended the following priorities to strengthen the rural economy:

<b>Agricultural Community Priorities</b>
Diversify farm operations through the sale and marketing of value added products (such as the processing and marketing of products on-site);
Allow farm operators to work with nearby farm operators to market and sell each other's goods on each individual farm;
Allow a wider range of service activities to take place on agricultural properties.

The rural areas of Jefferson County include not only farms and residences, but also a variety of small artisan studios and other cottage industries. While the preservation of agriculture is essential to the protection of rural areas, it is also important to provide for the ability of appropriately scaled businesses to succeed. When permitting additional uses in the rural area, it is important that the size and scale of both the property and the business be correlated. The intensity of the activity permitted should directly relate to the size of the rural property which would enable larger rural properties to undertake more activities. By correlating scale and intensity of uses to the rural property size, it is anticipated that off-site impacts would be mitigated for the surrounding landowners. Some uses may require performance standards which should be incorporated into the local land use regulations.

By enabling farm operators to have more options and encouraging the creation of cottage industries that reflect the rural aesthetic, the viability of operating rural based businesses in the County's rural areas will be enhanced in the coming decades. While Jefferson County has modified its Zoning and Land Development Ordinance to allow for a greater variety of uses, additional steps might be needed to improve opportunities for farm operators to continue or expand their businesses, and for artisans and other individuals to operate small businesses that complement these activities. A streamlined process for uses with minimal impacts to surrounding neighbors should be developed.

The land use component of this Plan recognizes an example of a non-residential Conditional Use Permit (CUP) in the Rural area referred to as an Agricultural Based Economic Empowerment Area, defined as a commercial agricultural hub that is not located on a farm, but is located in a rural area and focuses on intensively supporting agricultural activity through the value added processing, holistic health and marketing of local goods. Other appropriate uses in the Rural district (some of which may require a CUP) include, but are not limited to, artisan activities; home based businesses; agricultural equipment sales, rental, and repair services; veterinary services; farm co-ops; product storage and seed supply; agri-tourism, bed-and-breakfast enterprises; farm markets, wayside stands, and similar types of uses, provided that these uses are designed in a manner compatible with the rural character of the area.

There are many creative people that live and work in Jefferson County, using their talents to create poetry, pottery, paintings, plays, performances, photographs, novels, fabric art, sculpture, carvings, installations, music and dance, and the fine art and culture of all forms. The County is home to numerous cultural and historical organizations as well as artist studios, galleries, museums, and theaters which host a number of activities and events throughout the year. These activities and organizations add to the cultural value in the County and provide economic resources for the artisan. This Plan supports the artisan community and its needs for developing a robust economic and cultural community.

While most of these types of Cottage Industries and Home Occupations are permitted by right in the Rural District, some more intense uses may require a CUP. This Plan recommends that the use of the CUP in the Rural District be limited to non-residential uses not permitted in the Rural District which are compatible in scale and intensity with the rural environment and that pose no threat to public health, safety, and welfare. Some non-agricultural/non-residential related rural CUPs should only be proposed on a small portion of a rural property to help preserve farmland and open space, and continue agricultural operations. This requires eliminating the Land Evaluation Site Assessment (LESA) system and modifying the CUP process. For additional discussion, see Rural Land Use Planning Section (page 34).

### **Agricultural Service Facilities**

An issue expressed by members of Jefferson County's agricultural community during the planning of this document was the lack of agricultural service facilities located in Jefferson County. Farm operators currently travel to Winchester, Hagerstown, or Frederick to purchase farm machinery or to get their machinery repaired. Farmers raising livestock also need to travel out of state to sell or purchase animals at auctions. There are few large animal veterinarians in Jefferson County that can assist with maintaining the health of animals or be available in case of emergency. There are no meat processing facilities in the County and nearby out of state facilities are limited to mass production which excludes small farmers from receiving this service. The lack of service facilities could have a negative impact on the maintenance or expansion of agricultural activities in Jefferson County in the coming years.

### **Distribution and Marketing of the County's Agricultural Products**

In recent years, there has been a change in the way farm products are marketed and sold in Jefferson County. In the past, a large number of farm products cultivated on Jefferson County farms were commodities, with little differentiation between the products of individual farm operators. Currently this is changing due to the increasing reliance of the local farm community on farmers' markets and direct sales to local and regional restaurants. There are several farmers' markets operating in Jefferson County on a weekly basis, during the growing season, at temporary sites. A permanent year-round farmers' market could provide opportunities for a winter market in a place that could also be used for the sales of arts and crafts, root crops, or value added products. Incorporating a farmers' market into a regional agricultural center

complex could serve as another means of selling the County's farm products and could include dining and/or commercial kitchen facilities.

While the farmers' markets have helped individual farm operators differentiate between their products, there is still a limited local or regional identity when it comes to agriculture in the Eastern Panhandle. In some cases, individual farms have addressed this concern through the creation of an identity for the farm and/or for the product being produced. It would be beneficial to the Jefferson County rural economy if a more unified effort occurred through a shared marketing mechanism, regional branding, or the creation of common distribution and marketing facilities.

An increasing movement toward smaller farming operations of less than 40 acres in size in the County should not be discounted, even though a number of farms in Jefferson County are located on large tracts of land. According to the 2012 U.S. Agricultural Census, over half of all farms in Jefferson County provide a limited income to farm operators; however, there are opportunities for expansion of smaller farming operations. The majority of the farms in Jefferson County have the opportunity to provide a viable range of income generating agricultural activities to an individual farm operator.

### **Enhance Farmland Protection Activities**

In 2000, Jefferson County formed a Farmland Preservation Program that is funded by a portion of the transfer tax collected when a house or land is sold. To date, this program has purchased the development rights of 3,900 acres. As mentioned in the Land Use element, the funding that is available to support the County's farmland protection program is much less than the demand from farm operators to participate in it. Since the County's farmland protection program is funded by a portion of the transfer tax, the viability of the program is subject to a widely fluctuating real estate marketplace. In times when there is a great deal of real estate activity, revenue generated for the program is strong, enhancing the ability to purchase development rights and protect farmlands. Conversely, in times when the real estate market is slow, the amount of money available for protection efforts is limited. Therefore, it is important to establish reliable funding sources to support farmland protection activities. One option to protect farmland is to coordinate with the American Battlefield Protection program to make the most efficient use of funding resources.

To reduce the conversion of farmland, the Plan recommends that clustering should be the preferred method of any rural residential development. This would allow land owners to group lots in a traditional rural community pattern, while retaining a majority of the land for agricultural and rural economic uses. Even when the development of a residential cluster results in the loss of some farm land, the goal of the regulations related to cluster developments is to retain as much farmland as possible by adjusting the number and size of the lots in the cluster and requiring the balance of the farm (the residue) to be retained as a permanent agricultural use. Cluster developments on a property should minimize the use of high quality soils and maximize the use of less

productive agricultural land. In order to retain the maximum amount of land in farm use and rural economic activity, the open space requirement for residential cluster development shall be met by the residue which will retain no development rights.

### **Transportation in the Rural Environment**

The County's rural road network originally evolved serving the needs of the farming community and is not intended to serve the needs associated with the higher traffic volumes and speeds required for large residential subdivisions. At certain seasons of the year conflict can be created between residential traffic and large pieces of slow moving farm equipment. The LESA/CUP system has not effectively protected the rural road network from this type of development pressure. As such, this Plan recommends utilizing cluster developments as the preferred form of residential development within the rural areas. Limiting suburban development in the rural area helps protect agricultural land use activities.

Most of the roads in the County's rural area are paved, but tend to have narrow widths, excessive horizontal and vertical curvatures, bridge and drainage problems, and poor intersection alignments. These conditions contribute to the safety concerns associated with increasing motor vehicle traffic on the rural roads. The increased residential densities that have occurred in the rural area in the past are producing additional traffic volume and requiring more maintenance of the rural road network of predominantly narrow, two-lane paved roads with existing design issues.

### **Agriculture Tourism**

The rural areas of the County contribute to the local tourism economy in a variety of ways. Not least of these is the maintenance of attractive viewsheds to enhance the experience of visitors to battlefields, historic sites and villages. Tourism is addressed later in this Element on page 81.

The following recommendations provide action steps to foster and expand the diverse rural economy through a variety of policy, regulatory, incentive-based, and programmatic approaches that will protect the rural land, structures, and character necessary to advance the rural economy.

<b>Agricultural and Rural Economy Recommendations (Goal 8)</b>	
<b>1.</b>	Support West Virginia’s and Jefferson County’s “Right to Farm” policies which protect the rights of existing and future farms and farmers by developing zoning standards, other legislation, and educational programs designed to reduce potential conflicts arising from the proximity of agriculture to residential development (State Code § 19-19; Section 4.5 of the County’s Zoning Ordinance).
	<b>a.</b> Identify and utilize a wider variety of funding sources that could serve to expand the County’s farmland protection program.
	<b>b.</b> Create an educational pamphlet informing developers, realtors, and potential homeowners of the offsite impacts of living adjacent to farming activities.
<b>2.</b>	Enact Zoning Ordinance provisions to reduce the intensity of residential development in the Rural zone, other than by clustering, thereby protecting and increasing the investment potential and attractiveness of the agricultural lands for families, entrepreneurs, and businesses.
	<b>a.</b> Decrease the problems of rural traffic volume and the need for additional costly public infrastructure services in rural areas while conserving areas of the Rural zone for agricultural uses and the rural economy through support for rural cluster development vs large subdivisions of new home growth.
<b>3.</b>	Support the rural economy by amending the Subdivision Regulations to establish rural business site plan standards to include:
	<b>a.</b> performance criteria, including compatible size, scale, use, intensity, traffic capacity limits, employee limits, site design standards (i.e. buffering, siting), and standards that protect public health, safety, and welfare; and
	<b>b.</b> the adaptive reuse of existing historic and agricultural structures.
<b>4.</b>	Collaborate with the County’s agricultural community to assess the current land use regulations and determine what opportunities for agriculture might currently exist and what additional opportunities might be able to succeed in Jefferson County.
<b>5.</b>	Amend the Zoning and Land Development Ordinance to permit additional non-residential rurally compatible uses.
	<b>a.</b> Incorporate into the zoning provisions innovative agricultural uses including the creation of standards which permit flexibility in the sale of farm products and related auxiliary products.
	<b>b.</b> Amend local land use regulations to permit non-agriculturally related commercial uses by the Conditional Use Permit (CUP) process in the Rural zone if the use is agriculturally and rurally compatible in scale and intensity, poses no threat to public health, safety, and welfare, and if the use helps to preserve farmland and open space and continue agricultural operations.

	<p><b>c.</b> Require that new non-rural commercial uses that are not compatible with the dominant agricultural land use pattern locate only in the Urban Growth Boundaries (UGBs) and Preferred Growth Areas (PGAs) as identified by the future land use recommendations of this Plan.</p>
<b>6.</b>	<p>Coordinate with local businesses and the Jefferson County Development Authority (JCDA) to brand and market Jefferson County farms and products by identifying and linking potential partnerships and matching suppliers with potential local and regional markets.</p>
	<p><b>a.</b> Conduct market research on high-value agricultural products, ancillary farm businesses, and other rural economic uses such as farm agri-tourism, retreats, and country inns;</p>
	<p><b>b.</b> Develop and expand, in conjunction with the Jefferson County Convention and Visitors Bureau, brand identification of Jefferson County farm products;</p>
	<p><b>c.</b> Provide more alternatives to promote rural tourism and rural land uses.</p>
<b>7.</b>	<p>Work with Jefferson County’s agricultural community to effectively distribute local agricultural products and encourage the growth of the market for local products.</p>
	<p><b>a.</b> Facilitate the establishment of year round marketing outlets to support the farm community, such as farmers’ markets or a product distribution center;</p>
	<p><b>b.</b> Encourage the expansion of off-site farmers’ markets to provide marketplaces for farmers and artisans to sell their goods within a variety of Jefferson County commercial venues;</p>
	<p><b>c.</b> Promote products to Jefferson County based businesses.</p>
<b>8.</b>	<p>Coordinate with key agricultural and rural stakeholders to identify ways to expand marketing and value added production activities for farmers and artisans on their properties in rural areas of Jefferson County.</p>
	<p><b>a.</b> Amend existing regulations in order to identify and facilitate ways to allow the sale of items grown, processed, crafted, or manufactured in Jefferson County on farms other than the farm where the product originated.</p>
	<p><b>b.</b> Develop a streamlined process for such uses when there are minimal impacts to surrounding neighbors.</p>
	<p><b>c.</b> Expand and improve high speed Information Technology (IT) connections in rural areas of Jefferson County with local internet or advanced technologies providers to enable residents to run businesses from home or to telecommute.</p>
<b>9.</b>	<p>Collaborate with the local artisan community and Jefferson Arts Council to review and amend the local land use regulations to promote and enhance the viability and livelihood of artisans in the rural areas of Jefferson County.</p>
	<p><b>a.</b> Encourage local non-profit organizations and local and regional economic development agencies to create a regular forum where all County artisans, businesses, and members of the non-profit and arts communities can meet to network and collaborate.</p>

	<ul style="list-style-type: none"> <li>b. Work to improve connections between County businesses and artisans that may have products and services that can be sold in local stores or other businesses.</li> </ul>
	<ul style="list-style-type: none"> <li>c. Ensure that training and educational opportunities are available that would enable the success of such businesses.</li> </ul>
	<ul style="list-style-type: none"> <li>d. Establish and support an endowment for arts funding for rural crafted arts.</li> </ul>
10.	Strengthen the Agricultural Committee of the JCDA by creating a public/private Rural Economic Development Council comprised of rural industry sector leaders. This organization will:
	<ul style="list-style-type: none"> <li>a. link governmental, non-governmental, and regional organizations;</li> </ul>
	<ul style="list-style-type: none"> <li>b. link state and federal farm assistance programs to local farmers;</li> </ul>
	<ul style="list-style-type: none"> <li>c. receive and make grants;</li> </ul>
	<ul style="list-style-type: none"> <li>d. act as an advocacy group for rural issues; and</li> </ul>
	<ul style="list-style-type: none"> <li>e. promote activities that nurture the rural economy.</li> </ul>
11.	Create a county or regional agricultural industrial park that could include sites for service providers such as farm equipment repair facilities, tractor and implement sales, meat processing facilities, and veterinarian services; as well as:
	<ul style="list-style-type: none"> <li>a. A local or regional food hub that could be tied into Community Supported Agriculture (CSA) packaging and distribution, a regional food bank, and to serve as a marketing site for farms and farmers;</li> </ul>
	<ul style="list-style-type: none"> <li>b. A neighborhood based CSA or Development Supported Agriculture;</li> </ul>
	<ul style="list-style-type: none"> <li>c. A permanent, year-round farmers' market site;</li> </ul>
	<ul style="list-style-type: none"> <li>d. Sites for Industrial Agriculture such as Vertical Farming, Hydroponic Greenhouses, and Aquaponic Farming;</li> </ul>
	<ul style="list-style-type: none"> <li>e. Agriculture based training, research, and continuing education facilities created in conjunction with institutes of higher learning and research;</li> </ul>
	<ul style="list-style-type: none"> <li>f. Commercial aquaculture activities;</li> </ul>
	<ul style="list-style-type: none"> <li>g. A livestock auction facility;</li> </ul>
	<ul style="list-style-type: none"> <li>h. A Community Cold Storage/Meat Locker Facility that would allow county residents to rent space to purchase and store sides of meat; and/or</li> </ul>
	<ul style="list-style-type: none"> <li>i. Alternative Energy Production facilities, ranging from ethanol refining to algae production for biofuels.</li> </ul>
12.	Promote and expand the commercial and recreational equine industry as a fundamental component of the rural economy by amending County ordinances to reflect the current practices and needs of the industry.
13	Collaborate with the County's culinary, artisan, and farm communities and JCDA to study the feasibility of establishing a Culinary Center that would provide exposure to and for marketing the goods that are produced in Jefferson County and the Eastern Panhandle.



	<p>a. Collaborate with the West Virginia Extension Service, West Virginia Department of Agriculture, and local stakeholders to establish a regional commercial kitchen and packing facility in the Eastern Panhandle that could be used by farm operators in the manufacture of value added products.</p>
14.	<p>Expand vocational programs, either through the existing Future Farmers of America program in the County’s high schools or through programs that combine classroom exercise with a co-op program exposing students to a variety of agricultural formats and opportunities.</p>
	<p>a. Advocate for Jefferson County Schools to partner with Berkeley and Morgan County schools to create a regional Agriculture Magnet School whose curriculum would be focused on agriculture and agribusiness fields.</p>
	<p>b. Encourage the Board of Education to provide equal vocational education programs in all middle schools and high schools throughout the County.</p>
15.	<p>Coordinate with Jefferson County Schools to encourage the following agricultural activities:</p>
	<p>a. Preserve and expand the Future Farmers of America programs that are in place at the County’s middle and high schools.</p>
	<p>b. Coordinate with local artisans to improve accessibility and awareness of arts education and programming.</p>
	<p>c. In conjunction with local gardening organizations and Jefferson County Agricultural Development Office, expand school garden programs that could serve as a source of fresh foods for cafeterias.</p>
	<p>d. Encourage schools to use local agricultural products in cafeterias through partnerships with local farmers and CSA programs.</p>
16.	<p>Encourage the West Virginia University Extension Office to consider the creation of Mentoring/Training Programs similar to FarmLink programs that are in place in other states such as Maryland and Virginia.</p>
17.	<p>Support the County’s rural economic strategy by working with the State Legislature to review the State Code and consider the following amendments:</p>
	<p>a. Tax credits on farm-related capital improvements;</p>
	<p>b. Tax abatement or deferral when a farmer makes an investment in high-value crops that do not turn a profit for several years (orchards, Christmas trees, vineyards, etc.);</p>
	<p>c. Assessment of farm worker housing on farms below residential market value;</p>
	<p>d. Additional reduction in the real estate tax rate on rurally zoned property that is under permanent conservation easement.</p>

## 2.C. Tourism

Jefferson County is the gateway to West Virginia from surrounding states and hosts the most visitors in the state of West Virginia. Direct spending related to tourism in Jefferson County approached \$1 billion in 2012, the highest in the state, with Kanawha County the next closest at \$650 million. Jefferson County's proximity to the Washington, D.C. and Baltimore, MD Metropolitan Areas and to the Eastern Seaboard offers a large market to target visitors interested in the many activities and attractions to be found here. Local tourism and recreational opportunities draw in visitors of all ages, unlike other communities whose tourism options might be appealing to only one demographic.

### **Cultural, Rural, Horse Racing, and Gaming Tourism**

Jefferson County has a wide range of activities for visitors, including recreational, heritage and cultural tourism, local and regionally known restaurants, farmers' markets, flea markets, motor sports, horse racing, gambling, music, theater, festivals, and arts events. The County's inventory of significant historical and architectural sites, historical towns and villages, outdoor recreational activities, natural landscapes, and outdoor amenities offer visitors a variety of meaningful and high quality experiences.

The success of the County's tourism industry depends on the preservation and enhancement of the County's rural character, specifically its natural greenspaces and cultural amenities. Many of the attractions that draw tourists to the County are located in areas where the combination of historic and geographic resources enhances the sense of place and provides an authentic rural experience. Among the attractions are the historic communities with their restaurants, specialty shops, festivals, farm markets or direct to consumers on-site farm sales; wayside stands; outdoor recreational activities, and special events such as farm and ghost tours. Market expansion in the County's tourism industry would boost these grassroots ventures.

Numerous artisans and performers call the County home. This is particularly true in the Shepherdstown area where Shepherd University has facilities and established programs, such as the internationally acclaimed American Contemporary Theatre Festival, now in its 26<sup>th</sup> year, and in Harpers Ferry with the annual Don Redman Jazz Heritage concert now in its 11<sup>th</sup> year. Local venues for both performing and visual arts include three theaters and over 40 cultural non-profits that collaborate to sponsor a variety of festivals, fairs, and events where artisans and performers can showcase their talents and wares. The performances, festivals, fairs, and historic and farm tours boost revenue in the County and support a variety of local retail establishments.

In 2012, the three counties in the Eastern Panhandle drew over \$601 million in gambling revenue, representing nearly 54% of all casino and slot revenue in West Virginia. Nearly all of this revenue can be attributed to the Hollywood Casino at Charles Town Races, which provides thoroughbred horse racing and gaming opportunities in the form of table games and slots. In terms of its financial impact, the

Casino is the largest tourism attraction in the County. While there has been robust growth at this facility up to 2012, the recent opening and expansion of gaming facilities located closer to the Washington, D.C. and Baltimore, MD areas has led to a reduction in gaming revenue locally. Nevertheless, the Hollywood Casino at Charles Town Races continues to be an important stakeholder in the community. Thoroughbred horse racing, including the WV Breeders' Classics, has been a critical part of the County's history and continues to be vital to the County's future. Additionally, plans have been announced to develop a 2,500 seat performance venue as a part of the Casino facility. There is also interest in the County for an outdoor entertainment venue or performance center, which could host such things as the National Symphony Orchestra and other music or theatre events.

### **Heritage Tourism**

Jefferson County has played a role in many of the milestones of our Country's history dating back to the era when nomadic Native American tribes hunted and lived in the Eastern Panhandle and proceeding to the founding of our nation. The family of George Washington established 12 estates in the County, eight of which remain, and 75 members of the Washington family are buried in Charles Town cemeteries. In addition, several generals from the Revolutionary War resided here.

Harpers Ferry was established during the Presidency of George Washington as one of only two U.S. Federal armories. The Lewis and Clark expedition, funded under President Thomas Jefferson and which precipitated the westward expansion, was outfitted at the Harpers Ferry Armory. Later, prior to the Civil War, John Brown in 1859 attacked Harpers Ferry with hopes of securing a major munitions stockpile that would lead to a spontaneous uprising by slaves. He was unsuccessful. Brown and several of his associates were captured, tried, and convicted at the Jefferson County Courthouse in Charles Town and hanged a few blocks away on what is now South Samuel Street.

Harpers Ferry and the rest of Jefferson County were critical during the Civil War as they served as a main rail corridor between the eastern and western theatres of the War. The strategic value of the site led to the area changing hands between Union and Confederate forces many times during the war. Over 12,000 Union troops garrisoned at Harpers Ferry surrendered while under attack from Confederate forces led by General Stonewall Jackson. This was the largest surrender of troops on American soil. Without that surrender, the bloodiest battle of the Civil War, Antietam, may have never occurred. The battlefield at Shepherdstown has recently been studied by the National Park Service and was determined to have played an important role in the end stages of the battle of Antietam. In addition Jefferson County served as a staging area during the Shenandoah Valley campaign, which included battlefield sites at Summit Point and Middleway.

Harpers Ferry played a significant role in the African American community after the Civil War, with the establishment of what eventually became Storer College in 1865 as

one of the first public institutions of education for former slaves. Harpers Ferry was also the site of the second meeting of the Niagara Movement in 1906, which eventually led to the founding of the NAACP. Today, the town of Harpers Ferry is surrounded by the Harpers Ferry National Historical Park, a 3.7 square mile area with numerous rehabilitated and rebuilt structures dating from the Civil War era.

Charles Town played a role after the turn of the 20<sup>th</sup> century when the treason trials for coal miners affiliated with the United Mine Workers' West Virginia Coal Mine Wars were held at the same courthouse where John Brown's treason trial was held about 70 years earlier. The acquittal of the mine workers in 1922 was the culmination of two decades of strikes, gunfights, assassinations, and violence over working conditions that occurred in the southern coal fields of West Virginia.

Jefferson County is also a part of a larger historical and cultural landscape known as The Journey Through Hallowed Ground National Heritage Area, a 180-mile long, 75-mile wide area stretching from Gettysburg, PA to Monticello in Charlottesville, VA.

### **Recreational Tourism**

The County is home to a variety of outdoor recreational opportunities for visitors, such as fishing, hunting, hiking, bicycling, auto racing, a wide range of river activities, and other outdoor adventure activities.

Jefferson County is adjacent to the conjunction of two national trails. The first trail is the Appalachian National Scenic Trail, a 2,160-mile long footpath extending from Maine to Georgia, with Harpers Ferry at the midpoint. Additionally, the Chesapeake and Ohio (C&O) Canal National Historical Park, a linear bicycle and walking trail extending from Washington, D.C. to Cumberland, MD is accessible from Jefferson County near Harpers Ferry and Shepherdstown.

Outdoor recreation complements the County's natural, cultural, and built environments. It is anticipated that recreational tourism opportunities in Jefferson County will continue to expand in the coming years. This is particularly true in areas near the Potomac and Shenandoah Rivers, where the numerous outfitters and private outdoor recreation providers in the region are expanding their offerings to visitors and residents. The type and scale of new recreational development should be appropriate to the rural nature of Jefferson County.

The following recommendations support the expansion and enhancement of a variety of tourism activities in Jefferson County.

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

## 2.D. Infrastructure

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

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

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

### Water and Sewer Systems

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

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

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

parcels. These improvements could be accomplished in a cost-effective manner that limits the fiscal impacts to residents and businesses of the newly served areas.

An issue expressed by the County's utility providers as part of the planning process for Envision Jefferson 2035 relates to the construction of sewer pump stations as part of new development. Typically, in other areas of the United States, sanitary sewer utility providers master plan the location of pump stations based on topography and watersheds. The utilization of these pumping stations that serve multiple subdivisions or areas is the most cost effective and efficient means for providing service. In West Virginia, state laws limit the ability of local utility providers to construct oversized infrastructure to serve future development because of the uncertainty of future development and cost to existing rate payers. Therefore, there is often one or more individual pump stations included as part of most new developments. The result of this has been higher rates for customers, due to the number of pump stations that must be maintained by the service providers.

#### *Cost of Water and Sewer Service Extension*

As new developments have occurred in the County, there have been concerns that the costs of water and sewer service extensions to the outlying areas are borne by both newly served homes and by existing customers of service agencies. While developers are required to extend the new services and each home is assessed a Capital Improvement Fee (CIF), the cost of additional maintenance, upkeep, and upgrades of the facilities are incurred by the existing customer base along with the new customers serviced by the new infrastructure. In areas served by the Charles Town sewage treatment plant, CIFs are being utilized to upgrade the treatment facilities.

For existing developments on well and septic systems that are failing or substandard, public water and sewer may need to be extended to these developments. In 2010, the Jefferson County Board of Health, together with the Jefferson County Water Advisory Committee, recommended to the County Commission that the County should begin to implement a program that requires owners of an on-site sewage treatment system to have the septic tank pumped out or inspected at least once every five years starting in July 2015. This program would reduce the number of failing septic systems in the County and protect the quality of groundwater resources for drinking water purposes. When septic systems fail to the extent that public systems need to be extended to these developments, it is anticipated that the capital cost associated with the new or extended services should be paid by the residents who will use these utilities. However, in many cases the upfront capital costs serve as a deterrent to a neighborhood or community that may require water or sewer services, even if warranted by existing environmental or public health conditions. Unfortunately, the ability for Jefferson County to obtain grant funding that would mitigate the costs of extending water and/or sewer service is limited due to Jefferson County income levels in relation to other areas of West Virginia.

### *Quality Standards for Package Plants and Small-Scale Infrastructure*

As Jefferson County has grown in population over the last several decades, newer subdivisions and commercial developments are increasingly built to a level of density that requires water and sewer services. In some areas of the County the extension of water and sewer systems is not the best option as existing services are too far away, already near capacity, and/or their extension would be cost prohibitive. In these instances, developers have relied on small-scale private water and sewer systems.

There are two key concerns related to the use of privately built water or sewer facilities. In older neighborhoods, private water or sewer facilities were built to less than current industry-accepted standards and/or are unable to meet the demands of the existing neighborhood. In some communities, the substandard design of these systems has resulted in a variety of environmental issues, as well as liability issues for the developer and/or HOA. Second, once the development is complete and the HOA takes ownership, the HOA and its members may not have the expertise and funding needed for the maintenance of the water and/or sewer systems.

In some instances, the Jefferson County Public Service District (PSD) has assumed maintenance and ownership of private facilities which may require substantial upgrades. While the West Virginia Department of Environmental Protection (WVDEP) does review and approve small water and sewer facilities, the local PSD may have higher design and material standards. A requirement that small water and sewer facilities meet the local PSD standards could allow a local PSD to assume maintenance and possible ownership of these services in the future, with fewer upgrades and expenses. This policy could minimize potential issues related to neighborhood based water and/or sewage facilities.

### *Public Service Plan*

There is a direct relationship between land use activity and the need for water and sewer infrastructure. Decisions made in land use plans and in water and sewer plans have a direct effect on the rate and location of development activity. For this reason, this Plan recommends that over the next 20 years urban level growth occur in the municipalities, Urban Growth Boundaries (UGB), Preferred Growth Areas (PGAs), and Villages. This will also enable utility providers to more effectively plan for the future growth of the utility systems in the above defined areas. The Shepherdstown Growth Management Boundary (GMB), as discussed in the Shepherdstown 2014 Comprehensive Plan, directly reflects their proposed expansion of the City water and sewer systems into annexed areas.

Jefferson County's residents and businesses expect infrastructure capacity, facilities, and services to be available to meet current needs while ensuring the ability to accommodate future expansion of the services. Businesses considering relocation or expansion to Jefferson County are able to better plan for their needs knowing that infrastructure and services are in place, or that documentation for plans to expand services exist. Coordination of future land use plans with water and sewer plans



allows local residential and business development to be targeted to areas where water and sewer services and other infrastructure and services are readily available. Local utility and service providers will have a reasonable expectation of where growth will occur and what the potential maintenance and operating costs of expanding services would be. Encouraging the utility and service providers to coordinate the creation of their service plans for infrastructure and service improvements with the growth areas identified in the Future Land Use Element would enhance the providers planning efforts and local land use planning efforts. For additional information about the Growth Areas, see the Land Use and Growth Management Element (page 16).

#### *Maintenance and Upgrade of Existing Capital Facilities*

The population growth of Jefferson County and the development pattern that has occurred has resulted in additional demands placed on the County's water resources and wastewater facilities. At the same time, federal and state regulations limit discharges into and from Jefferson County's water bodies, which eventually flow into the Chesapeake Bay. These guidelines and regulations have created additional demands for water and sewer suppliers to upgrade their facilities to meet the higher emission limits.

While many of the County's utilities have upgraded their facilities to meet Chesapeake Bay Watershed Protection program requirements, the financing of future upgrades to the County's water and sewer infrastructure may be difficult, particularly for the smaller scale utility providers that are present. This is because the federal funding sources that aid smaller and mid-sized communities in constructing or upgrading water and/or sewer facilities to meet newer requirements have been reduced in recent years, with further funding cuts foreseen.

#### *Consolidation of Water and Sewer Providers*

Over the years, there have been numerous efforts to consolidate the various public water and sewer providers to provide an economy of scale and efficiency to better serve the customer base. Efforts toward this end are multi-faceted and require a significant public policy based decision making process. Good land use planning is closely tied to the provision of public water and sewer services within defined service areas. The complexity of a variety of private and public providers throughout Jefferson County makes this difficult but the consolidation of water and sewer providers should continue to be pursued.

### **Stormwater Management**

As land development occurs, the effect is an increase in impervious surfaces, which affects the ability of the land to absorb rainwater or snowmelt. This results in run-off on adjacent properties, into waterways, and/or directly into the groundwater through the karst topography. In order to mitigate this, Jefferson County adopted stormwater management standards in the Jefferson County Subdivision and Land Development Regulations that have effectively regulated the quantity of stormwater generated by local development. These regulations do not compel older stormwater systems, which

may not meet current standards, to be upgraded or maintained. Recently, the County adopted a new stand-alone Stormwater Management Ordinance that includes additional standards related to water quality and includes provisions for low impact design stormwater provisions such as rain gardens, bio-swales, permeable pavers, and permeable asphalt. These new standards help to minimize the impact of sediment and certain identified nutrients as required by the Chesapeake Bay Program.

In addition to land development activities, the following point and non-point source activities impact the water quality in waterways due to stormwater run-off:

<b>Point and non-point source pollution</b>
Over-fertilization and the use of chemicals to maintain lawns by homeowners
Use of salt and chemicals on roads in winter weather by the State Division of Highways
The fertilizers used to grow crops
Industrial emissions
Waste products (rubber, gasoline, and various other fluids) associated with auto use
Animal husbandry activities

The effect of stormwater run-off on the local waterways, particularly the Shenandoah and Potomac Rivers, has a significant impact on our local and regional recreational and heritage tourism, as well as drinking water quality. There are a number of watershed protection groups in the County that are actively seeking to improve the quality of the surface and groundwater within particular watersheds. These groups have made efforts to clean-up the waters and restore aquatic life to Jefferson County waterways. Such efforts have included, river clean ups, water monitoring, septic tank pumping and repair reimbursement programs, fencing of livestock to keep them out of streams, tree plantings, and outreach to residents and businesses to educate them about how to combat pollution. These efforts will ensure that high quality of water in Jefferson County continues.

### **Alternative Energy**

It is widely recognized that many of the resources that we rely on to heat, cool, and light homes, power electronics, provide transportation fuel, and other daily needs are finite. Consequently, there has been an increasing need to assess the viability of alternative and renewable energy sources that may assist in maintaining the quality of life of Jefferson County’s residents and businesses. In 2009, West Virginia adopted an Alternative and Renewable Energy Portfolio Standard that requires investor-owned electric utilities (such as Potomac Edison) with more than 30,000 residential customers to supply 25% of retail sales from eligible alternative and renewable energy resources by 2025.

Alternative and renewable energy sources are available, ranging from hydro (water), solar, and wind power to the use of various biofuels (algae, biomass, wood pulp, and other waste products), and plant crops (corn and switchgrass) that might be used to

complement or replace existing power sources. Another alternative energy source that may be applicable for the heating and cooling of buildings is the use of geothermal systems (drawing up groundwater and circulating it through pipes embedded in a building's walls).

There are efforts underway at the local and state level to encourage the conservation of energy and the utilization of alternative energy sources. The most notable of these are the projects that have been incorporated into the expansion of the American Public University System (APUS) in Charles Town and Ranson. These projects include the use of solar collectors that also serve as cover for parked cars, the installation of several electric car charging stations, and the utilization of building improvements and materials that limit the use of energy needed for heating, cooling, and lighting. The improvements undertaken by APUS can serve as a role model to new development in Jefferson County and to the redevelopment of existing structures and sites.

Several large-scale alternative and renewable energy projects have taken place in the County. Concern has been expressed that legislation prohibiting Cooperatives or Communities to create a solar panel system that would feed multiple houses is impacting the expansion and viability of implementing other solar projects in the County. As the cost of improvements decreases and the efficiency of various renewable energy materials improves, the reliance on current energy sources will be reduced as more families and businesses adopt these improvements.

### **Natural Gas Services**

Jefferson County regional economic development officials and businesses identified the need for natural gas services to homes and businesses. At present the only area of the County served by natural gas lines is the former Kodak/3M plant in Middleway; however, the potential exists for the expansion of service capacity in the Eastern Panhandle and the extension of natural gas lines from the Berkeley/Jefferson County line along WV Route 9 to various parts of the County. The extension of natural gas into Jefferson County would aid County economic development efforts while providing an alternative to electricity for residential and commercial purposes.

One of the reasons this improvement is needed is because an increasing number of businesses are using natural gas in their manufacturing process, due to the lower costs and the cleaner emissions that result from its use. Natural gas, in a compressed or liquefied form, can also be used to fuel cars and buses. While natural gas has been primarily used as a fuel source for local and regional bus services in the US, it can also serve as a fuel source for both privately owned and County owned vehicles.

### **High-Speed Internet and Advanced Technology Communication Services**

Over the last two decades, people have increasingly taken for granted the ability to be connected to the world via the internet. Internet uses include a variety of communication and media modes, conducting business, shopping for goods, staying abreast of local, national and world events, and have a plethora of entertainment

options. For a business, the ability to connect to customers and suppliers, and execute financial transactions in a timely manner is imperative to the success of their enterprises. Advanced and evolving technologies that are not yet broadly used or even invented, will be important to the competitive economic environment of Jefferson County.

In rural Jefferson County, households and small businesses are impacted by the quality of telecommunications options that are available to them. Due to the low residential densities of rural areas, it is not cost effective for telecommunications providers to provide service at an affordable rate. Therefore, areas of the County are not currently served or underserved by wireless services. These factors impact the ability of employees to work efficiently from home and home based commerce from thriving.

The Eastern Panhandle has seen a great deal of private investment in its technology infrastructure; however, there are some gaps in the overall system. In order to maintain a competitive edge, internet connectivity will need to be improved to support a variety of technology enabled services and businesses. As broadband and landline technology and connectivity has improved, Jefferson County's internet providers have steadily increased the maximum possible broadband speed available to their customers. As higher speed internet services or alternate advanced technologies develop and become more commonly used, the County can continue to attract new employers and entrepreneurs who rely on the creation and utilization of this advanced technology.

The following recommendations are related to the provision of public infrastructure in Jefferson County.

**Infrastructure and Technology Recommendations (Goals 10 & 11)**

1.	Require key stakeholders to coordinate planning and investment for both local and countywide infrastructure improvements.
	a. Require members of the development community and utility and service providers to collaborate regularly to plan for future infrastructure needs, while considering the impact on the individual consumer rates.
	b. Provide and encourage mechanisms to have consolidated water and sewer providers in the County.
2.	Bring natural gas into Jefferson County to grow the economy and increase the quality of life for the residents.
	a. Identify partners and funding sources for the expansion of natural gas services.
	b. Ensure that one or more compressed or liquid natural gas fueling stations is built to serve Jefferson County residents, businesses, and visitors.
	c. In coordination with Hagerstown Eastern Panhandle Metropolitan Planning Organization (HEPMPO), Jefferson County Schools, and Eastern Panhandle Transit Authority (EPTA), advocate for the wider utilization of natural gas as a fuel source for school buses and for EPTA.
3.	Create opportunities for the County's water and sewer providers to share resources and better coordinate their systems and administration.
	a. Amend Subdivision and Land Development Regulations to require privately owned public water and sewer utilities to meet the local PSD standards, which would allow a local PSD to assume maintenance, and possible ownership in the future, with fewer upgrades and expenses.
	b. Provide opportunities for applicable homeowners associations and/or developers to enter into maintenance agreements for privately owned public water and/or sewer utilities with the applicable public utility providers in which the public utility providers will maintain new facilities.
	c. Coordinate with the County's utility providers to identify methods that would limit the expansion of water and sewer trunk lines to areas within the Urban Growth Boundary and/or Preferred Growth Areas.
	d. Encourage the PSDs to promote cooperation with the local development community to work toward cost sharing on infrastructure projects.
4.	Collaborate with Village residents, businesses and utility providers to identify ways to provide water and sewer utilities within Village and village expansion areas.
5.	Enact and enforce requirements for maintenance and inspection of individual, on-site septic systems on a regular basis.
	a. Initiate a dynamic education and informational program for County residents concerning well and septic maintenance and use practices.
	b. Pursue an amendment to the state code to allow residents who are required to connect to an extended water or sewer network to continue to utilize existing individual well and septic systems for the lifetime of the home system if there are no public health issues.

	<p><b>c.</b> Collaborate with local public utility providers to identify and provide incentives that would encourage property owners to transition from well and septic to a centralized system where and when needed to address public health issues.</p>
	<p><b>d.</b> Find funding mechanisms to defray the costs of providing public utilities in areas where the provision of these utilities is necessary based on declining public health or environmental concerns.</p>
<b>6.</b>	<p>Coordinate with Region 9 and the County’s public service providers to identify and seek additional funding sources that would aid in the construction of needed capital facilities and for the upgrading of existing facilities to meet newer federal standards.</p>
	<p><b>a.</b> Continue to monitor and participate in planning efforts related to the implementation of the Chesapeake Bay Watershed Improvement Plan.</p>
	<p><b>b.</b> Assess and evaluate the County’s stormwater planning documents as best management practices in the field evolve.</p>
<b>7.</b>	<p>Identify ways that utility services can be regularly upgraded to meet the highest level of service and technology through coordination with local water, sewer, electric, gas, and telecommunications utility and service providers.</p>
	<p><b>a.</b> Require all local electric, cable, and other utility providers to bury existing and new lines (serving new development) as a part of the regular maintenance and upgrading of their facilities.</p>
<b>8.</b>	<p>Encourage public entities to utilize alternative and renewable energy sources for a variety of energy needs.</p>
	<p><b>a.</b> Enable the construction of renewable energy generation facilities by residents and businesses.</p>
	<p><b>b.</b> Encourage County businesses and service stations to provide electric vehicle recharging stations within Jefferson County as soon as possible and use distinctive signage to guide residents and visitors to the charging stations.</p>
	<p><b>c.</b> Develop regulations to enable cooperatives or communities to create a solar panel system that would feed multiple houses in the County.</p>
<b>9.</b>	<p>Collaborate with local economic development agencies and Information Technology (IT) providers to ensure that the current and future needs of small businesses within Jefferson County are met.</p>
	<p><b>a.</b> Ensure that all areas of Jefferson County are served by high speed wireline and/or wireless services and other advanced technologies.</p>
	<p><b>b.</b> Encourage private sector investment to improve wireless internet service availability in Jefferson County and the Eastern Panhandle.</p>
	<p><b>c.</b> Ensure that, as next-generation wireless and cellular services are implemented, Jefferson County collaborates with providers, including any necessary regulatory changes, to ensure that providers are able to provide these services at the same time as other communities in the Washington, D.C. and Baltimore, MD Metropolitan Areas.</p>

<p><b>10.</b></p>	<p>Partner with IT providers, the Shepherd University Research Corporation (SURC), and the existing federal and state agencies located in Jefferson County to establish the feasibility and creation of an open access telecommunications network that could serve as a trunk line for regional services across the Eastern Panhandle.</p>
	<p><b>a.</b> Market the availability of the established trunk line services across the Eastern Panhandle to potential businesses and organizations that are heavily reliant on a bandwidth intensive service and researching Jefferson County as a possible relocation site.</p>
<p><b>11.</b></p>	<p>Explore the creation of a reimbursement funding mechanism that would allow for pump stations and water mains that serve one subdivision to be oversized or expanded upon to serve nearby future development within the designated growth areas, not solely dependent on revenue from rate payers but also the development community.</p>
<p><b>12.</b></p>	<p>Explore policies in concert with the State legislature, Public Service District (PSD), and the municipalities to study and amend regulations related to water and sewer infrastructure development, including legislative options that would allow equitable distribution of cost sharing with entire development community along with rate paying base (i.e. Capital Improvement Fees).</p>

## 2.E. Transportation

Quality transportation opportunities are an important factor in the quality of the community. While roadways will be the primary option that residents rely on, it is anticipated that other forms of transportation will continue to develop. Land use patterns and transportation are directly connected. In recent years, it has become increasingly easier to move goods and people through Jefferson County. Additional improvements are proposed that would further enhance the attractiveness of the County to potential employers and prospective residents.

Jefferson County will continue to take full advantage of its proximity to the Washington, D.C. and Baltimore, MD Metropolitan Areas while seeking ways in which workers can reduce their commuting commitment. For some Information Technology (IT) industry employees, the need to commute to a job site may diminish. Others who continue to commute may eliminate long commutes as additional employment centers develop in Jefferson County and surrounding communities. There will continue to be a number of residents who will have to commute and the safety, maintenance and quality of roads and highways will be important for those residents. For Jefferson County, its transportation network and proposed infrastructure improvements have the potential to improve the quality of life for citizens while retaining and attracting new businesses to the County.

A comprehensive and systematic approach to transportation planning is needed to meet the future transportation needs of the County. Transportation planning should consider not only the present and future network of roads within the County, but also commuter rail service, public transit, ridesharing, park & ride facilities, bike paths, pedestrian access, and any advancing technologies that improve the efficiency of the transportation system. The following information examines transportation systems in the County and also the mutual effects of the transportation network on land use and vice versa.

### Roadway Ownership in Jefferson County

In West Virginia there are no County owned roads. During the Depression in the 1930's, the State took control of all county roads and still maintains the road network. In West Virginia, roads are owned by one of the following entities as listed in the Table below.

<b>Roadway Ownership</b>
State of West Virginia
Municipalities
Homeowners Associations (HOAs)/Private



### *Homeowner Association Owned Roads*

Non state owned roads in the unincorporated areas are essentially private roads owned by individuals, groups of home owners, or private entities that are responsible for their maintenance through fees or assessments. The WV Division of Highways (WVDOH) had a road adoption program commonly referred to as the “orphan roads program” (Home Access Roads Program), which until 1999, accepted substandard roads that were publicly used and not maintained by the responsible party. While this program does exist, the State is no longer accepting roads into the program due to financial constraints and has no realistic expectations of re-opening the program. This leaves Homeowner Associations (HOAs) and privately owned roads in Jefferson County without state maintenance but with long-term substantial financial burdens that may be difficult to meet due to HOA covenant restrictions, limited reserve funds, and/or limited annual fee structures or substantial costs to a private owner.

Jefferson County has experienced new residential growth during recent years in the form of developments that have newer, wider roads built with adequate storm water drainage support and new HOAs usually have better financing options in place that will be able to meet future maintenance and repair burdens. Conversely, a large percentage of HOA developments in the County suffer from older and deteriorating roads without the funds to maintain or make repairs. As this situation worsens, the County should explore public/private funding options and partnerships that can alleviate worsening HOA and private road conditions.

### **Land Use and Transportation**

There is a direct relationship between land use activity and the transportation network. As the level of commercial and/or residential activity that occurs along an existing roadway increases, so does the demand for the roadway to handle an increase in traffic volume. In other cases, roadways are built to meet future anticipated land use activity and related traffic volumes. A corridor that develops too quickly without adequate roadway improvements may be the desired location for the housing and commerce needs of the community, but can frustrate and discourage residents and customers due to traffic congestion.

Generally, it is best if land use activities and roadway improvements have a reciprocal relationship. The land use recommendations found in this Plan direct growth in areas generally located along major corridors that are able to handle increased traffic volume. It is important to review the land use recommendations of this Plan once the right-of-way has been acquired for a major highway improvement or relocation plan to adjust the land use recommendations and Future Land Use Guide in the proposed transportation corridor.

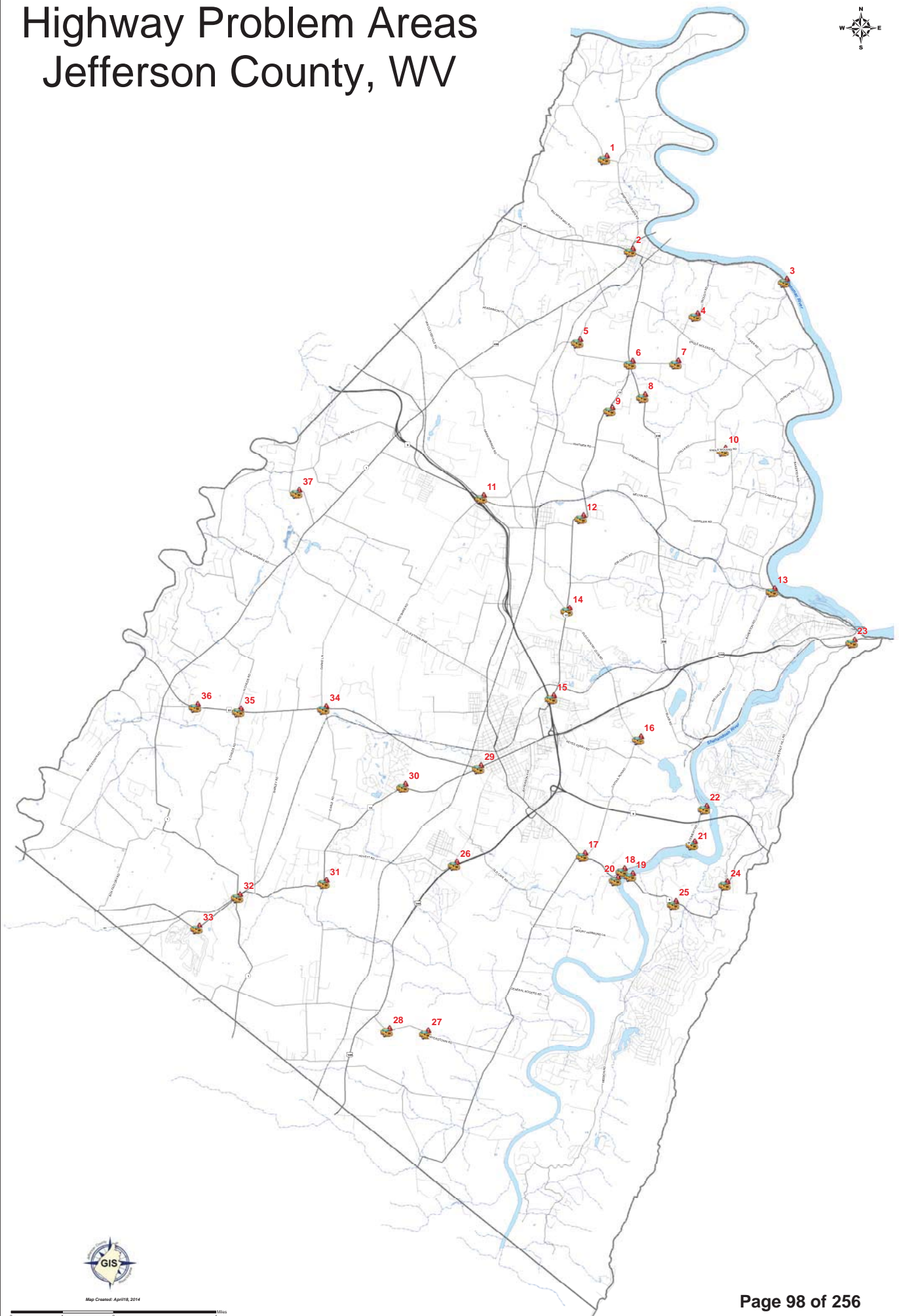
With the adoption of zoning in Jefferson County, there was a decision to link land use activity and the transportation network. The Land Evaluation and Site Assessment (LESA) system in the Zoning Ordinance relies on the roadway classification type that a property is located on and the property’s proximity to identified Highway Problem

Areas. It should be noted that the terms LESA and Conditional Use Permit (CUP) are often used interchangeably. However, not all CUPs require the LESA system. Under the current LESA system, there is a scoring calculation related to primary and secondary road access and highway problem areas. In the Highway Problem Areas, there are numerous locations with poor sight distance, sharp curves, and bad intersections which are identified on the Highway Problem Areas Jefferson County, WV Map. As part of the larger LESA process, these elements are considered.

This Plan proposes to eliminate the LESA system and possibly modify the CUP process so that it can only be utilized for non-residential uses. In the Rural District, there are two types of non-residential CUPs proposed by this Plan. One type consists of fairly intensive uses that could occur on a farm, but may not be appropriate to be a by-right use in the Rural District. The second type is for uses not on a farm or uses that are not agricultural in nature. The rural non-residential CUPs are not anticipated to have a greater impact on the road network than by-right agricultural activities. More information on Rural CUPs can be found in the Land Use and Growth Management Element on page 16 and the Economic Development, Employment, and Infrastructure Element on page 64. The Board of Zoning Appeals should consider the Highway Road Classification Map and the Highway Problem Areas Jefferson County, WV Map when reviewing CUPs.

The Highway Problem Areas in Jefferson County, WV map can be found on page 98, and the Highway Problem Areas table on page 99 (a larger Highway Problem Areas Map can be found in Appendix F – Maps). These documents provide a visual and text description of highway problem area locations. They are not intended to be a list for potential road improvements, but rather a potential tool related to the revised CUP process discussed above. These problem areas have been updated since the 2004 Comprehensive Plan due to some roadway improvements.

# Highway Problem Areas Jefferson County, WV



Map Created: April 8, 2014



Highway Problem Areas in Jefferson County			
Number	Route/Road	Location	Problem
1	Scrabble Road	1/4 mile West of Sheperherd Grade Road	90 Degree turn
2	WV 45	Intersection with WV 480, WV 45 and WV 230	Road width through historic area limits turn movements
3	River Road	Near Potomac Ridge Lane	Prone to flooding
4	Trough Road	One mile east of WV 230	90 Degree turn
5	Ridge Road	Intersection with Gardners Lane	Poor intersection angle causing poor visibility
6	Intersection of WV 230 and Flowing Springs Road	Intersection of WV 230, Flowing Springs Road, Gardners Lane and Trough Road	High number of access and turning movements, visibility constraints
7	Trough Road	1/2 mile north of Engle Molers	Two 90 degree turns
8	WV 230	1 mile south of Flowing Springs Rd	S Curve
9	Flowing Springs Road	Approximately 1 south of WV 230 intersection	Curve
10	Engle Molers Road	1/4 mile south of Uvilla	Two 90 degree turns
11	Luther Jones Road	Intersection with Wiltshire Road and Old Charlestown Road	Limited stacking area at light due to tracks. Development is expected to take place in this area over next two decades
12	Flowing Springs Road	Approximately 700 feet north of Shenandoah Junction Road	Two 90 degree turns
13	Bakerton Road	Bakerton Road Tunnel	Sharp Curve, Poor Sight Distance, One Lane Tunnel
14	Daniel Road	Intersection with Flowing Springs Road just north of Old Country Club Road	Poor intersection angle causing poor visibility
15	Sun Road	Intersection with WV 9 West	No merge lane on Route 9
16	Cattail Run Road	Intersection with Marlow RD and Cattail RD	90 Degree turn
17	Cattail Run Road	At intersection with WV 115	Poor sight distance pulling onto WV 115
18	Bloomery Road	1,000 north of WV 115	Within 100 Year Floodplain, periodic flooding
19	Wilt Road	From WV 115 at to dead end	Within 100 Year Floodplain, periodic flooding
20	John Rissler Road	From WV 115 at Bloomery to dead end	Within 100 Year Floodplain, periodic flooding
21	Bloomery Road	2,500 South of Rt. 9 tunnel	90 Degree turn
22	Bloomery Road	1,250 north of WV 115	90 Degree turn
23	US 340 and Chestnut Hill Road	Intersection with Chestnut Hill Road	Inadequate Turning Area onto Chestnut Hill Road; Poor intersection angle causing poor visibility, steep slope
24	WV 115	At Chestnut Hill	Poor intersection angle causing poor visibility
25	WV 115	At Mission Road	Multiple Accident Location Long dead-end road with only 1 point of ingress/egress
26	Augustine Ave	Intersection with US 340	Adjacent intersection with Hyuett Road may lead to stacking during peak hours.
27	Meyerstown Road	One mile east of US 340	Two 90 degree turns
28	Meyerstown Road	1/2 mile east of US 340	90 degree turn
29	Summit Point Road	Intersection with WV 51 (Washington St)	Poor intersection angle causing poor visibility, intersection at capacity
30	Summit Point Road	Near Lindsay Drive	90 Degree turn
31	Summit Point Road	Intersection with Lloyd Road	90 Degree Turn
32	Summit Point Road	At intersection with Leetown Road and Summit Point Road	Poor intersection angle causing poor visibility
33	Summit Point Road	In vicinity of Summit Point Raceway	90 Degree turn
34	WV 51	Intersection with Earl and Darke Lane	Misalignment of intersection
35	WV 51	Intersection with Childs Road	Poor sight distance turning onto WV 51
36	Old Middleway Road	Intersection with WV 51	Poor sight distance and intersection angle
37	Paynes Ford Road	3,500 feet west of Leetown Road	Two 90 degree turns

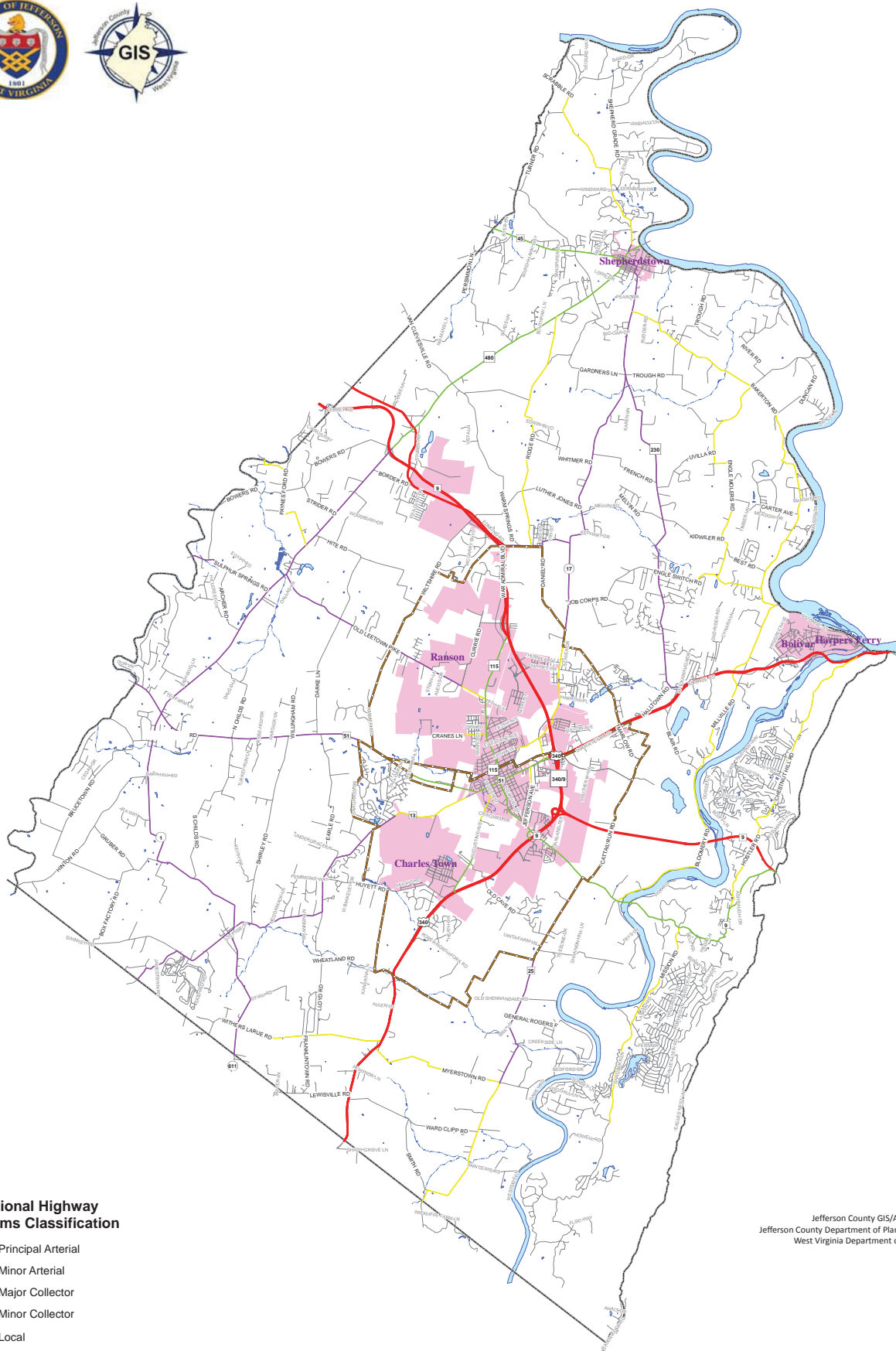
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Traditionally, roadways are categorized based on the design, purpose, and use of the road. The roadway categories are typically referred to as the road classification system. Within the roadway classification there are different types, uses, and purposes for each roadway class. In Jefferson County, the following are reflected on the Roadway Classification Map, which can be found below and a larger size in Appendix F – Maps.

<b><u>Roadway Classifications</u></b>
Principal Arterial
Minor Arterial
Major Collector
Minor Collector
Local

In Jefferson County, the Roadway Classification Map is used in the LESA/CUP process, which is recommended to be modified to a traditional CUP process. The Zoning Ordinance uses the terms Primary or Four-Lane road, Secondary, and Local Service to describe the road classification types. In order for the roadway terminology in the Zoning Ordinance to be consistent with the roadway classifications above, Principal and Minor Arterial roads are defined as Primary or Four-Lane roads; Major Collectors are considered Secondary roads; and Minor Collectors and Local roads are classified as Local Service roads.

The Jefferson County roadway network, which serves both commerce and residents, includes several areas where improved connectivity could serve better the needs of residents, businesses, and public safety. There is a need to encourage connections between major and minor subdivisions and the state road network. The lack of connectivity creates additional demands upon the arterial and collector roads than if traffic were dispersed across the road network. Interconnected streets can reduce traffic congestion by distributing traffic and offering travel options. Connected routes within a street system enhances the capacity of the highway corridor, while providing different routes to destinations for convenience, variety, or to avoid construction. For example, if there is an accident along a main roadway, the lack of connecting roads can lead to increased traffic congestion and can lengthen the response time of rescue vehicles. By contrast, if there are other options in place, a portion of the traffic can use other roadways to avoid the accident site while allowing rescue vehicles to respond to the accident in a timely manner. These choices help all users of the system by reducing travel delays associated with reliance on very few routes.



**Functional Highway Systems Classification**

- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local
- Urban Growth Boundaries
- Towns

**Data Sources:**  
 Jefferson County GIS/Addressing Office  
 Jefferson County Department of Planning and Zoning  
 West Virginia Department of Transportation



# Roadway Classification Map Envision Jefferson 2035

## Highway Safety

Highway safety related concerns are generally related to an increase in traffic volume. Traffic volumes in Jefferson County increase because of population growth, the Eastern Panhandle commuting population, tourists, seasonal recreation activities and freight traffic on the major corridors. The County is fortunate to have had significant transportation improvements that assist in the movement of traffic in and through the County. Since there are no County owned roads, the State controls funding, design, and location of roads, and priorities related to road building and maintenance. Although needs will outpace funding, the County should continue to collaborate with the State in a proactive manner to balance the needs in funding limitations. The County needs to continue to advocate for roadway improvements in the County, as well as lobby for appropriate changes in legislation and the way State highway funding is allocated. Provisions exist in State law that would allow the County to establish transportation improvement districts funded by local fees.

As indicated in prior Jefferson County Comprehensive Plans and in the current Hagerstown Eastern Panhandle Metropolitan Planning Organization (HEPMPO) Long Range Transportation Plan (LRTP), there are corridors and access points along Jefferson County's roadways where safety is a concern. It is critical to identify, address and mitigate safety concerns as part of land use and transportation planning efforts and to ensure that local and regional plans are compatible. Effectively addressing these concerns will improve the safety and mobility of residents, businesses, and visitors to Jefferson County.

An issue related to corridor management is the number of curb cuts into and out of developments along roadways. Limited coordinated access points have been demonstrated to decrease the potential for accidents from vehicles turning onto arterials. Simultaneously, these limited access points allow traffic to move freely along roadway corridors. In addition to combining accesses on arterial roadways, opportunities need to be created for networks within and between developments as part of site plans or subdivisions.

One location identified as a safety concern is the mountain community located off of Mission Road. At present, there is only one point of access for the 1,500+ homes located on this side of the mountain (including Shannondale, River View Park, John Brown Farm, and Riverside communities). This Plan recommends coordinating with the WVDOH and state and local emergency service agencies to identify additional points of ingress and egress and to develop a plan for financing and implementing with Virginia or other appropriate agencies.

## Gateway Enhancement

Jefferson County serves as a gateway into West Virginia from Virginia and Maryland and the Eastern Seaboard. The County's gateways were identified by a cross section of the community as an important asset to our local identity. These gateways specifically are Route 480 into Shepherdstown, Route 9 from Virginia on the Blue

Ridge, and US 340 from the east and south. It is not the purpose of this Plan to limit the development at the gateways. In fact some gateway areas are designated for future growth. The intent is to encourage gateway enhancement and placemaking programs which would result in creating distinctive entryways into Jefferson County from adjoining areas. This could involve encouraging the provision of wider than normal buffers along roadways and landscaped medians in some areas of the County.

**Roadway Projects**

As Jefferson County and the Eastern Panhandle grow in population, the need to enhance the County’s roadway network to move individuals and freight into and through the County is an ongoing task. To address these needs, several improvements to primary roadways have been constructed within Jefferson County since the 2004 Comprehensive Plan. The following Table presents those improvements.

<b>Significant Road Improvements Since 2004</b>
WV Route 9 from the Virginia line to the Berkeley County line
Replacement of James Rumsey Bridge at Shepherdstown
Shenandoah River bridge at Harpers Ferry, wide enough to accommodate pull-offs from both lanes and includes a pedestrian safe path
Flowing Springs Road alignment and drainage improvements from the Charles Town Bypass to the Baltimore & Ohio Railroad crossing
WV Route 51 (Washington Street) Corridor Revitalization and Streetscape Plan
Ranson sidewalks and beautification
WV Route 480 Pedestrian underpass for Shepherd University

The recently constructed four-lane WV Route 9 from the Virginia state line to the Berkeley County line is now finished and open to the public. This new corridor permits faster access and convenience to Martinsburg, I-81, and northern Virginia. As with any new transportation route, there is an impact on adjacent land use. Charles Town Road (Route 115) sees less traffic, and in turn, some businesses may see a decline in customers. Route 9 has improved accessibility and mobility and provides opportunities for economic growth along the corridor.

While the improvements above provide for enhanced mobility and safety, several additional roadway improvements are identified in local, regional, or statewide plans to be constructed in the coming years, most notably the widening of US 340 between the south side of Charles Town and the Clarke County, VA line. The project is currently in the environmental and design stage. The exact date for right-of-way acquisition has not yet been determined, but it is anticipated that acquisition could occur in 2017/2018. The timeframe for roadway construction has not yet been determined by the State. Additional projects that are on a funded or fiscally constrained list can be found in the table on page 105.



As decisions are made in relation to the new construction or realignment of roadway corridors in Jefferson County, the County recognizes that there is an interest in ensuring that chosen alignments do not have structures built in the future right-of-way. As land development continues, future transportation improvements may become more difficult and more costly, particularly in areas where growth is planned. Therefore, it is prudent for the State and County to plan for the future needs now, while the land is available and the improvements can be more easily made, or at least the land can be reserved during the development process for future improvements. State law does not currently permit the reservation of land during the development process.

In order for the land reservation process to work successfully, a final decision on the location of the right-of-way would be required. Property owners interested in development would need assurance that the road location has been finalized if they are being asked to not build in the proposed alignment. Typically this land reservation process requires that the right-of-way be purchased within a set timeframe after the Record of Decision, the legally binding document which determines the final alignment, is published. This would require a change in State law and would also require an amendment to the Subdivision Regulations to have a reserve policy for new planned roads. In some cases, the developers may determine that it is in their best interest to coordinate with WVDOH to build these roads to provide better planning for and access to their communities.

<b>Statewide Transportation Improvement Program                      Projects in Jefferson County, 2012-2017</b>		
<b>Route/Roadway</b>	<b>Project Name</b>	<b>Type of Work</b>
John Brown Farm Road	John Brown Farm Road +3	Patch, Surface-TR
CR 1/ Leetown Road	Leetown Road	Resurface
US 340	US 340 Design Study	Mapping Services, Operational Improvement Study
WV 480	Shepherd Pedestrian Tunnel	Construct Pedestrian Tunnel
CR 6/Darke Lane	Darke Lane	Resurface
CR 9/5-Mission Road	Mission Road	Resurface
WV 480	Shepherdstown Road	Edge Repairs and Microsurfacing
CR 32/02- Hostler Road	Hostler Road	Resurfacing
WV 9	WV 9	Resurfacing
CR 27/Bakerton Road	Bakerton Road Bridge	Bridge Replacement
US 340	Bolivar/Harpers Ferry Intersection	Traffic Signal Renovation
CR 1/4-Hite Road	Hite Road	Road Widening
CR 16/03-Whitmer Road	Whitmer Road +1	Resurfacing
Fairfax Blvd	Fairfax Blvd	Grading, Drainage, Pavement Marking
CR 10/Van Cleevesville Road	Van Cleevesville Road	Resurfacing
CR 17/04- Racetrack Road	Racetrack Road	Widen Road
WV 9	WV 9/WV 115/Chestnut Hill Rd Intersection	Flasher Lighting
CR 28/ Potomac Street	Potomac Street	Reconstruction of Road
Old WV 9	Old WV 9	Resurfacing
WV 115	Citizens Way Intersection	Intersection and Signalling Improvements
WV 230	Shepherdstown Pike	Resurfacing
CR 27	Bloomery Road Tunnel	Inspection
US 340	VA Line-Charles Town Road Construction	Upgrade to 4 lanes
US 340	VA Line-Charles Town Road Right of Way	Upgrade to 4 lanes

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

### Level of Service

In order to understand the capabilities and capacity of the existing roadway or transportation network, it is important that there is a quantifiable measurement in place. Traffic engineers typically do this via an assessment of the level of service (LOS) for roadways, intersections, and/or corridors. The LOS is defined as the delay that a hypothetical driver would experience as they drive through a corridor. The criteria for this determination is assessed by evaluating the capacity of a roadway based on generally accepted standards and the existing or projected amount of traffic that traverses the roadway over a set time measurement. In most communities, a measurement of LOS looks specifically at the impacts of auto traffic on roadways and does not account for other transportation modes; however, there are means for obtaining this information.

### Regional and Multi-State Highway Planning

Jefferson County recognizes the need to improve accessibility to Virginia and Maryland where a large percentage of Jefferson County's high-wage, high-skill residents are employed. The adjoining states also serve as the primary market for the County's tourism and economic development efforts. At present, the primary roadway that connects Jefferson County to Virginia (WV Route 9) and the roadway that connects Jefferson County to Maryland (US 340) narrows from four lanes to two lanes near the state lines.

The County is part of the Hagerstown/Eastern Panhandle Metropolitan Planning Organization (HEPMPO), which is based on the US Census "Urbanized Areas (UAs)" definition. This allows the County to closely coordinate transportation planning with Hagerstown and Washington County, MD. Loudoun County, VA, which also abuts Jefferson County and shares transportation issues, is part of the Washington, DC MPO, also known as the Metropolitan Council of Governments. Special efforts need to be made to reach out to Loudoun County regarding necessary road improvements impacting both Counties and states. HEPMPPO's Long Range Transportation Plan (LRTP) includes modeling that takes into account commuting patterns into Virginia and surrounding areas, as well as external station counts and public comments, to help predict future needs in Jefferson County.

This Plan recommends that the County establish a working relationship with Washington Metropolitan Council of Governments and Loudoun County's Transportation and Safety Commission to address highway transportation problem areas identified in both Jefferson County and Loudoun County.

In the case of US 340 East, a number of factors influence the ability to address future roadway widening projects, including the existing natural constraints along the corridor and the need to coordinate any expansion or realignment with state highway agencies in West Virginia, Virginia, and Maryland, as well as the National Park Service. The design and costs associated with this project are significant. An additional factor is finding ways to balance the transportation needs of the region with the preservation of

the historically and naturally sensitive lands in the Harpers Ferry area. Several options to increase the capacity of this section of highway are to:

- widen the bridge/highway to four lanes;
- widen the bridge/highway to three lanes – where two lanes are open in direction for am peak hour traffic and reversed to allow two lanes for pm peak hour traffic;
- double deck the bridge/highway; or
- build an alternate by-pass highway.

Regarding WV/VA Route 9, the two states have different approaches to the function of the roadway. While Jefferson County and West Virginia identify the route as the primary road from the Eastern Panhandle into Northern Virginia, the Virginia Department of Transportation has designated Route 9 in Virginia as a Scenic Byway. This limits the potential for future roadway enhancements, particularly in the Hillsboro area, where the roadway passes through the center of a small historic village.

The large number of workers who commute into Jefferson County from the west, combined with the many commuters traveling through the County to jobs in Maryland and Virginia, have placed additional pressures on the County's primary roadways. The increase in highway traffic resulted in the need for realignment and widening of WV Route 9 from Martinsburg to the West Virginia/Virginia border (completed) and the proposed realignment and widening of US 340 south of Augustine Avenue in Charles Town to the Clarke County, Virginia line.

### **Alternative Transportation Modes**

As Jefferson County has grown in population over the last several decades, the development pattern has created a more automobile dependent community. Transportation opportunities between the Charles Town/Ranson area and Shepherdstown are limited without a privately owned automobile. The option to bike or walk along these roads with no shoulder along most of its length creates a safety concern. The Eastern Panhandle Transit Authority (EPTA, previously known as PanTran) currently has no direct connection between Charles Town and Shepherdstown. Existing taxi service in Jefferson County is limited. If a County resident is unable to drive, there are currently few options available to get from homes to shops, services, or employment. This issue particularly affects seniors, young residents, and the physically disabled.

By creating a more robust transportation network with a variety of modal options available to residents and visitors, the ability of individuals to get to jobs, shops, and services will be enhanced, resulting in improved economic development opportunities. In addition, a range of opportunities will be made available to residents that would otherwise be homebound or forced to be overly reliant on family members or friends with cars.

### *Eastern Panhandle Transit Authority (EPTA, previously known as PanTran)*

EPTA provides service to Jefferson County with several weekday round trips between the Harpers Ferry and Charles Town/Ranson areas and the Veterans Administration hospital in Berkeley County. In addition, a shuttle service between Martinsburg and Shepherd University also serves as a circulator around the Shepherd campus throughout the day. EPTA provides limited Demand Response Services allowing people with disabilities to be served off the regular route in Jefferson County. More information on the EPTA services related to MARC can be found in this section on page 110.

While both the population of Jefferson County and the number of students enrolled at Shepherd University have grown over the years, EPTA has been unable to expand transit service to meet the growing needs or to provide a connection between the Shepherdstown and Charles Town/Ranson areas. Financial constraints that limit existing services in turn discourage residents and visitors from utilizing EPTA. With numerous subdivisions proposed along Flowing Springs Road and Wildwood Middle School and Jefferson High School located along this corridor, it is recommended that EPTA service be extended along the Flowing Springs/Shepherdstown Pike corridor to connect Shepherdstown to Charles Town/Ranson.

### **Sidewalks and Trails**

Jefferson County road corridors should be designed to include sidewalks and trails as a part of new developments and along state roadways. The creation of the pedestrian/bike trail along Route 9 highway from Martinsburg to Ranson, and from Charles Town to the Virginia State line has been a significant asset to the County for both recreational and commuter bicyclists and pedestrians. Elsewhere in the County, pedestrian/bike trails are available in some subdivisions, parks, tourist sites, and along other short stretches of state roads in the County. A challenge in creating sidewalks and trails is that the West Virginia Department of Transportation typically does not permit pedestrian/bike trails in their right-of-way unless the state installs the sidewalk, or the sidewalk is owned by a municipality. Otherwise, the pedestrian/bike trail must be outside of the state right-of-way. There are similar issues to putting trails within active railroad rights-of-way and would require coordination with the individual railroad companies to accommodate these goals. Creating pedestrian/bike paths will allow people without a motor vehicle safer commuter options. Future multi-use paths should consider incorporating the use of Segways, golf carts, scooters, bike taxis, and eco-electric personal transports in a manner that is compatible with the pedestrian and bicycle users.

There are currently efforts underway in Jefferson County to expand the trail, pedestrian, and biking network. The Corporation of Shepherdstown has recently received a grant from the West Virginia Recreational Trail Fund Program and the federal Transportation Alternatives Program to construct a one-half mile long bike path between the existing bike path beside Alternate WV 45 and Minden Lane. The Corporation of Harpers Ferry Parks and Recreation Committee has developed plans

for a Greenway Trail Connector to connect the surrounding trail network including Maryland Heights, C & O Canal, Appalachian Trail, Loudon Heights, Bolivar Heights, battlefield sites, and ultimately Jefferson County utilizing Town owned property and rights of way.

Additionally, the Eastern Panhandle Trailblazers is a three-county citizens group which exists to facilitate walking, running, bicycling, and wheeling opportunities by developing trail infrastructure to enhance health, recreation, transportation, safety, tourism, and economic development for residents and visitors. The Eastern Panhandle Trailblazers has a goal to develop a recreation trail from Harpers Ferry to Hancock. They are collaborating with the Harpers Ferry National Historical Park and the Town of Harpers Ferry to develop a trail along Potomac Street Extended. County residents have expressed interest in additional networks of trails. The State is currently updating its 2002 state trails plan which may identify additional trails in Jefferson County.

Where pedestrian and bike trails do not exist along the roadways, pedestrians and bicyclists are obliged to use small shoulder areas or the grass. Many roads in the County do not have paved or graveled shoulders. This limits the desirability of walking or biking in these locations. Creating bike and pedestrian interconnectivity between subdivisions and/or commercial developments enhances mobility and accessibility. This type of improvement increases the ability for someone without access to a private automobile to access their homes, school, employment, medical appointments, shops, and services.

The increased availability of sidewalks and trails would encourage:

- greater transportation options;
- health, wellness and safety of residents;
- reduced transportation costs for both communities and for residents; and
- a greater sense of community.

By working to create a more balanced approach to transportation and by better connecting neighborhoods together, there will be a positive impact to the physical and mental health of residents and visitors.

### **Commuter Transit**

#### *Maryland and Washington, D.C.*

Jefferson County and the Eastern Panhandle have access to commuter rail via the Maryland Area Regional Commuter (MARC) Brunswick Line. As of the end of 2013, MARC has three round trips per day between Martinsburg and Union Station in Washington, D.C. that stop at stations in Duffields and Harpers Ferry. In addition, there is an evening shuttle service via EPTA from the Brunswick station to the three stations in West Virginia for two additional outbound trains, allowing workers that use an early or late train to have a guaranteed ride back to their vehicle. Ridership to the three WV stations had an average daily ridership of 488 people between 2008 and 2012. Maintaining MARC services is an important asset to the local economy and

quality of life, while reducing commuter traffic on local roads. There is interest in excursion train services that would allow day trips for tourists visiting Jefferson County and would allow residents of the County day trips to the Washington, D.C. Metropolitan Area, including weekends.

There are a few issues related to MARC service in West Virginia that will need to be addressed in the coming years. One issue is that as MARC funding tightens in Maryland, service into West Virginia may be cut or eliminated. While there have been efforts to offset the existing costs, there continues to be potential for future cuts in passenger rail service. In 2013 West Virginia passed the Commuter Rail Access Act which required the establishment of a state fund that would supplement the cost of commuter rail services in the state. However, there is no dedicated funding source for this program in 2014.

Therefore, there is still a need to develop a stable funding mechanism. Although the most recent HEPMPO LRTP recommends additional rail service to be provided into West Virginia, including reverse commute service, there are no plans for improvements to rail service into West Virginia along the Brunswick line over the next two decades, according to the MARC Rail Plan. However, there may be opportunities for EPTA to be more widely utilized to shuttle Eastern Panhandle residents to and from the Brunswick station for routes terminating at that location.

In 2013, the City of Ranson received approval from the West Virginia Department of Transportation State Rail Authority to replace the existing train stop at Duffields with a new train stop that is slated to be part of a transit oriented development proposed for Jefferson Orchard known as Northport Station, which is located north of Route 9 and east of 480. The actual development of this project relies on private developer initiative and funding.

### *Northern Virginia*

With the presence of MARC in Jefferson County, residents have been able to benefit from the ease of accessibility in the Eastern Panhandle to employment centers in Montgomery County, MD and Washington, D.C. Such a transportation service is not available into Northern Virginia. As transit improvements such as the METRO Silver Line, connecting the eastern sections of Loudoun County to Washington, D.C., open in the next several years, improving access into Loudoun County and Northern Virginia will take on a greater importance.

The Virginia Department of Public Transportation and Rail's Super NoVa Transit & Transportation Demand Management (TDM) Vision Plan Study, approved in 2012, includes a recommendation for commuter bus service that would extend to the Virginia/West Virginia state line along VA 9, as well as along VA 7 between Winchester and Leesburg. Jefferson County should collaborate with state agencies in West Virginia and Virginia to extend the commuter service to the proposed Charles Washington Commuter Center in Charles Town, which would enhance the ability of County residents to gain access to a wider range of employment options across the



Washington, D.C. Metropolitan Area. If commuter service is extended to the Commuter Center in Charles Town, the utilization of commuter bus options that serve Loudoun County and points east will help to alleviate traffic congestion along Route 9, which is a Virginia Scenic Route.

The following recommendations relate to transportation in Jefferson County.

<b>Transportation Recommendations (Goals 12 &amp; 13)</b>	
<b>1.</b>	Establish an acceptable level of service for the transportation network, balancing improvement of the function and flow of the transportation network with the costs involved in improvements that would meet a higher standard.
	<b>a.</b> Partner with key stakeholders to identify ways to address transportation safety concerns for existing and future development in Jefferson County.
	<b>b.</b> Coordinate with transportation professionals and the development community to identify design measures that will aid in traffic calming in existing and new developments.
	<b>c.</b> Collaborate with WV Division of Highways (WVDOH) and other agencies to identify and utilize tools and programs that can be used to mitigate transportation impacts to the County’s roadway system from new development or the redevelopment of a site to a more intensive use.
	<b>d.</b> Recommend that the WVDOH consider Jefferson County’s rural economy when developing roadways and traffic circles; encourage wider roadways and traffic circles to accommodate agricultural machinery and equine vehicles.
	<b>e.</b> Consider the development of transportation designated funding to support future roadway funding.
	<b>f.</b> Coordinate with property owners and transportation stakeholders to identify methods to ensure that identified future rights-of-way alignments are not impeded by development, while balancing the rights of property owners.
	<b>g.</b> Partner with key stakeholders and developers to encourage adjoining developments to provide interconnections as a way to limit traffic impacts to primary roadways in Jefferson County.
	<b>h.</b> Coordinate with key stakeholders to reevaluate and fund solutions that would address safety needs on designated arterial and collector roadways.
<b>2.</b>	Implement the recommendations of the national Complete Streets best management practices identified in §17-4A-1(Complete Streets) of the West Virginia Code as part of future roadway improvement projects in Jefferson County.
<b>3.</b>	Maintain membership in HEPMPO and provide funding assistance as needed.
	<b>a.</b> Coordinate with HEPMPO and WVDOH to create an access management and ordinance for arterial roadways located within Jefferson County.
<b>4.</b>	Collaborate with the WVDOH, residents, and key stakeholders to ensure high quality road development in Jefferson County.

	a. Ensure additional buffering, landscaping, and placemaking features at gateway areas and along the roadway corridors are provided that would enhance the entrance into the County.
	b. Encourage early and effective communication between the County Commission and the WVDOH for proposed road improvements and projects in the County.
	c. Encourage the WVDOH to identify preferred alternatives and required ROW and communicate with local planning staff as early as possible to minimize conflict with future development.
5.	Coordinate with the WVDOH and state and local emergency service agencies to identify additional points of ingress and egress for mountain communities off of Mission Road.
	a. Encourage the WVDOH and state and local emergency service agencies to work with Virginia or other appropriate agencies to develop an implementation strategy and identify funding for these additional points of ingress and egress.
6.	Coordinate with Virginia and Maryland state transportation agencies to identify ways to improve mobility within the US 340 corridor in the Harpers Ferry area.
7.	Strengthen provisions in the County's Subdivision and Land Development Regulations to accomplish the following:
	a. Provide for the incremental construction of sidewalks and bicycle and pedestrian paths in and between new and existing neighborhoods as development occurs.
	b. Require commercial developers to enhance sidewalks, bicycle, and pedestrian paths accessibility, and visibility within their developments.
	c. Strive to provide connectivity between bike and pedestrian paths that pass through or connect to adjacent new and existing residential developments.
8.	Coordinate with planning efforts underway by a variety of stakeholder groups to identify and build a series of multi-use trails connecting the County's municipalities, villages, schools, and parks, as well as developing connections to adjacent counties for commuter and recreational purposes.
	a. Collaborate with the WVDOH to allow pedestrian and bike trails to be constructed within the right-of-way where appropriate.
	b. Collaborate with CSX and Norfolk Southern Railways to allow pedestrian and bike trails to be constructed within railroad rights-of way.
	c. Negotiate for future highway widening projects of state and federal roadways to require the provision of multi-use trails that could serve as trunk lines for a countywide trail system.
	d. Design future trails and pathways to balance the mobility needs of County residents with the preservation of natural and historic features.

	e. Encourage the coordination of the acquisition of funds for the creation of trailheads in Jefferson County by seeking federal, State, County, and private funds.
9.	Consider funding and encourage EPTA to expand services to meet the growing and evolving needs of all Jefferson County residents.
	a. Encourage EPTA to act upon the recommendations of the HEPMPO long range transportation plan that provides for additional transit service between:
	i. Martinsburg and the Charles Town/Ranson area; and
	ii. Shepherdstown and Martinsburg.
	b. Study the feasibility of transit service between Shepherdstown and Charles Town/Ranson area, in addition to the service to the Duffields MARC Station.
	c. Improve awareness of EPTA shuttle service between the MARC stations in Brunswick, stations in West Virginia, and provide direct service between Shepherdstown and the Harpers Ferry and/or Brunswick stations for commuters.
	d. Develop additional transit services that would allow EPTA to address the transportation needs of the disabled population.
10.	Partner with applicable transit agencies to study the feasibility of providing commuter bus service to surrounding states from Jefferson County and the Eastern Panhandle.
	a. Collaborate with EPTA, HEPMPO, and the Northern Virginia Transportation Authority to study the feasibility of providing commuter bus service between the Charles Town/Ranson area into Leesburg and the future Washington Metropolitan Area Transit Authority (WMATA) Silver Line terminus.
	b. Encourage EPTA to collaborate with the Virginia Department of Rail and Public Transit to identify ways to improve transit access from the Eastern Panhandle to a future commuter bus service to Winchester, Virginia identified in the <i>Super NoVa Transit &amp; TDM Vision Plan Study</i> .
11.	Collaborate with key stakeholders to encourage the funding and development of the Charles Washington Commuter Center in downtown Charles Town.
	a. Encourage the development of park and ride areas with dedicated secure space for vanpool vehicles.
	b. Reduce the impediments to approval of taxis and short distance shuttle licensing and include a “taxi ride center” in the Charles Washington Commuter Center in downtown Charles Town.
	c. Consider the development of a bike taxi system in Jefferson County.
12.	Coordinate with state officials to identify funding sources and mechanisms that would encourage additional MARC service into West Virginia, as identified in the HEPMPO Long Range Transportation Plan.

	<p><b>a.</b> Collaborate with Maryland Area Regional Commuter (MARC) and the West Virginia Department of Transportation (WVDOT) to identify ways to improve and expand rail service through the Harpers Ferry Water Gap.</p>
	<p><b>b.</b> In conjunction with MARC and the WVDOT, study the feasibility of constructing a facility for MARC in Jefferson or Berkeley County that would allow for additional trains to be stored overnight.</p>
	<p><b>c.</b> In collaboration with the Eastern Panhandle’s state delegation, work to ensure that sufficient, dedicated funding is available to fund the reimbursement program identified in the Commuter Rail Access Act passed in 2013.</p>
	<p><b>d.</b> Collaborate with key stakeholders to identify funding sources that would enable the relocation of the Duffields train station to the Northport Station site in conjunction with future development.</p>
	<p><b>e.</b> Collaborate with key stakeholders to re-establish excursion train service into and from Jefferson County to support tourist and day excursion travel.</p>

### **3. Cultural, Historic, Natural Resources and Recreation Element**

#### **3.A. Historic and Cultural Resources**

During the planning process for Envision Jefferson 2035, a theme repeatedly expressed by County residents was the retention of the historic and cultural resources that make Jefferson County a desirable place to live, work, and visit. The intent of this document is to balance the demand for residential and employment oriented development with the desire to preserve these valuable resources.

Additional public input was received requesting that the County find ways to balance the desire of property owners to benefit fiscally from their lands with the desire of property owners to be stewards of the County's historic, cultural, and natural resources so future generations can enjoy the resources that County residents hold dear. The 2004 Comprehensive Plan recommended that the Jefferson County Historic Landmarks Commission's (JCHLC) inventory and classify the historic resources in the County. The JCHLC completed this inventory and classified historic resources into four different levels of importance. This Plan recommends building upon this inventory and the four levels of importance by amending the Zoning Ordinance to incorporate varying levels of protection.

As discussed in the separately published *Existing Conditions of the Envision Jefferson 2035 Comprehensive Plan* and in the Existing Conditions Executive Overview and Heritage Tourism section of this document, Jefferson County has played a significant role in American history and a number of historic figures have left their imprint on Jefferson County. See Appendix B for the Existing Conditions Overview.

In recent years, there has been a greater interest and awareness of our County's history. Residents recognize that the protection of the County's historic structures and landscapes is essential to broadening tourism, enhancing the County's quality of life, and for retaining the qualities that attracted many of the residents to Jefferson County. With this in mind, the following recommendations are put forward.

**Historical and Cultural Resources Recommendations (Goals 14 & 15)**

1.	Coordinate with the Jefferson County Historic Landmarks Commission (JCHLC) to build a Countywide inventory of historic, cultural, and heritage landscape resources to aid officials, planners, preservationists, property owners and researchers to better understand the County’s significant resources.
	a. Identify and implement ways to balance accessibility to, and awareness of, historic sites with privacy and property rights of landowners.
	b. Embark on a collaborative effort with the JCHLC and the County’s Convention and Visitors Bureau to educate the County’s residents and visitors about historic preservation, goals and current projects in Jefferson County.
2.	Create a non-profit leadership track as part of the Jefferson County Chamber of Commerce’s Leadership Jefferson program that could be used to better connect the for profit and non-profit fields to the County’s cultural and historic assets.
	a. Work with the Chamber, local philanthropic organizations, and with Leadership Jefferson sponsors to create additional scholarships for the Leadership Jefferson program that would be available to non-profit cultural agencies serving Jefferson County.
	b. Partner with local arts and cultural organizations and other key stakeholders to create a countywide public art program for local artists to display sculpture or other art works depicting the area’s history and scenic beauty in public areas.
3.	Coordinate with the West Virginia Division of Highways (WVDOH) to ensure the protection of historic and cultural resources is considered when making decisions related to the location of future highway projects.
4.	Review and amend the Zoning Ordinance and Subdivision Regulations to improve historic and cultural resource protections.
	a. Collaborate with the JCHLC to develop and incorporate language into the County Zoning Ordinance that supports the JCHLC’s classification of the County’s historic resources into four different levels of importance and varying levels of protection.
	b. Collaborate with County residents, Jefferson County’s development community, and members of the JCHLC to create voluntary design guidelines and standards related to historic sites to encourage development or redevelopment of properties in a way that would be reflective of the site’s historic nature and context, while respecting property owner’s rights.
	c. In collaboration with property owners, the development community, and the JCHLC, identify and utilize a series of incentives to encourage the use of the voluntary design guidelines discussed above to ensure the historic integrity of the site is protected.

	<p><b>d.</b> Identify archaeological and historically significant built resources as part of a developer's Concept Plans.</p>
	<p><b>e.</b> Collaborate with property owners and the JCHLC to protect historically and/or culturally significant resources during development of a site by providing a credit or reallocation of the density rights on a property or to another property located in Jefferson County in exchange for the retained historic or cultural resource.</p>
<b>5.</b>	<p>Create a program, with the input of property owners and the JCHLC, that would allow property owners to convey architectural and historical assets to the JCHLC (or similar agency) under protective easement.</p>
<b>6.</b>	<p>Collaborate with the Harpers Ferry National Historical Park on the following concepts:</p>
	<p><b>a.</b> Build upon intergovernmental efforts to develop strategies to entice visitors who come to the Harpers Ferry National Historical Park to stay in Jefferson County for more than a one-day visit to the Park.</p>
	<p><b>b.</b> Promote the development of an interconnected trail network that would move visitors from Harpers Ferry and the C&amp;O Canal National Historical Park in Maryland to other areas of the County.</p>
	<p><b>c.</b> Develop interconnected and broader public transit opportunities for the Heritage Tourism visitor.</p>
	<p><b>d.</b> Expand upon the existing interconnected marketing of the County's multiple historic resources and the National Historical Park.</p>
<b>7.</b>	<p>Partner with the American Battlefield Protection Program/National Park Service, the Civil War Trust, the Land Trust of the Eastern Panhandle, and the States of West Virginia and Maryland to help maintain the historic and natural features associated with properties in the Pack Horse Ford area and/or identified in the National Landmarks nomination documents submitted to the States of West Virginia and Maryland by the JCHLC.</p>
<b>8.</b>	<p>Explore the creation of a County or regional battlefield trust to fund the purchase of, and the stewardship of, battlefield sites and corridors in Jefferson County, in partnership with local, state, and national organizations.</p>
	<p><b>a.</b> Explore opportunities to collaborate with other land trusts and private entities with other preservation goals.</p>
<b>9.</b>	<p>Encourage the County's municipalities to work toward membership in the State's Main Street program.</p>
	<p><b>a.</b> Assist communities in the creation and administration of revitalization efforts and obtaining funding that would aid in façade improvements and restoration, the utilization of upper stories in existing buildings, and streetscape improvements.</p>

	<b>b.</b> Create and administer a revolving loan fund to achieve this strategy.
<b>10.</b>	Create a variety of funding mechanisms to support historic preservation, restoration, and adaptive reuse throughout the County to include but not be limited to:
	<b>a.</b> Encourage a wide range of individuals, businesses, non-profit organizations, and other entities to contribute to efforts related to historic preservation through the JCHLC or other entities.
	<b>b.</b> Establish a revolving loan fund to foster renovations and rehabilitations of historic structures and the restoration of historic landscapes.
	<b>c.</b> Provide technical assistance and direct developers toward funding sources to encourage the adaptive reuse of existing historic buildings for other uses.
<b>11.</b>	Promote the Federal Historic Preservation Tax Incentives program which encourages private sector investment in the rehabilitation and re-use of historic buildings through a number of tax credit programs and ensure that local property owners are aware of these programs.
	<b>a.</b> Implementing additional local tax incentives to aid in the preservation and/or maintenance of structures or sites of historic interest.
	<b>b.</b> Identify and market historic buildings and structures where the adaptive reuse of the structure may be warranted.
	<b>c.</b> Implement local tax credits for adaptive reuse of historic structures.
<b>12.</b>	Provide sufficient space for the storage, preservation, and use of the JCHLC's physical records and materials as part of a digital management and archival system for County records.
	<b>a.</b> Ensure that digital copies of historic materials are preserved and regularly updated in a safe and protected off-site location.
	<b>b.</b> Train County staff to be aware of resources related to protection of historic resources.

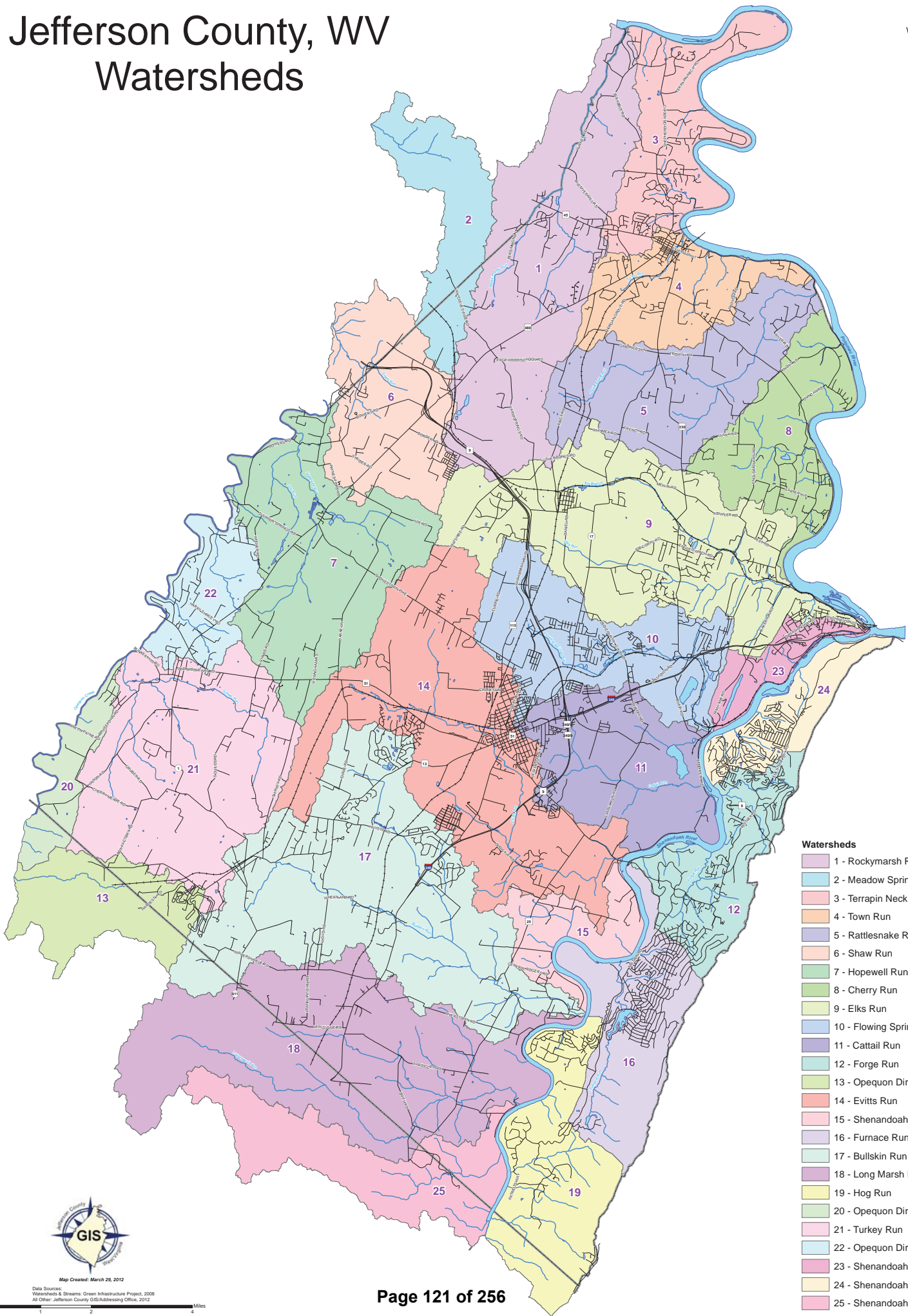


### 3.B. Natural Resources

Along with the County's historic and cultural resources, the preservation of Jefferson County's natural resources is important to residents. The County's natural beauty has served to inspire residents, attract visitors, and to provide an economic benefit to the community. By having regulations in place to protect the County's surface water supplies, the numerous creeks and rivers can be used as a source for drinking water as well as recreational purposes such as swimming, boating, and fishing. The protection of natural areas aids in maintaining wildlife habitat, provides public areas for recreation activities, and creates clean air. By safeguarding its prime soils and soils of statewide importance from residential and commercial development, the County is able to provide for the continuation of agriculture in the County. Economic development opportunities could arise from this effort not just for farm operators but also for dining and lodging establishments that rely on the presence of farms for both food and for attracting visitors interested in the scenic beauty and rural vistas of Jefferson County.

With these factors in mind, the Comprehensive Plan recommends the following actions on page 124 be implemented over the next two decades.

# Jefferson County, WV Watersheds



- Watersheds**
- 1 - Rockymarsh Run
  - 2 - Meadow Spring Run
  - 3 - Terrapin Neck
  - 4 - Town Run
  - 5 - Rattlesnake Run
  - 6 - Shaw Run
  - 7 - Hopewell Run
  - 8 - Cherry Run
  - 9 - Elks Run
  - 10 - Flowing Springs
  - 11 - Cattail Run
  - 12 - Forge Run
  - 13 - Opequon Direct Drain 1
  - 14 - Evitts Run
  - 15 - Shenandoah Direct Drain 2
  - 16 - Furnace Run
  - 17 - Bullsken Run
  - 18 - Long Marsh Run
  - 19 - Hog Run
  - 20 - Opequon Direct Drain 2
  - 21 - Turkey Run
  - 22 - Opequon Direct Drain 3
  - 23 - Shenandoah Direct Drain 4
  - 24 - Shenandoah Direct Drain 3
  - 25 - Shenandoah Direct Drain 1



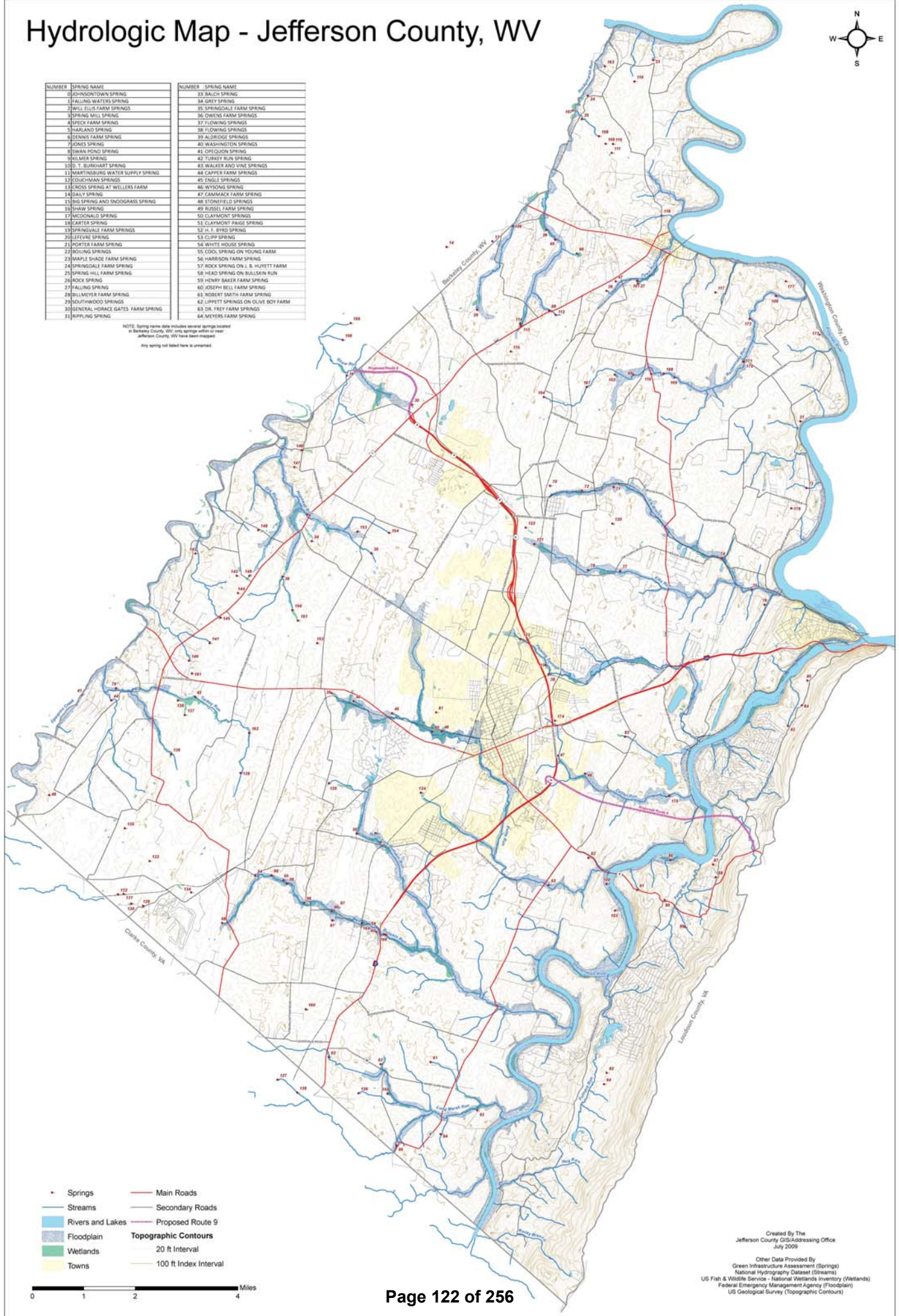
Map Created: March 25, 2012  
 Data Sources:  
 Watersheds & Streams: Green Infrastructure Project, 2008  
 All Other: Jefferson County GIS/Addressing Office, 2012

# Hydrologic Map - Jefferson County, WV



NUMBER	SPRING NAME	NUMBER	SPRING NAME
1	JOHNSDOWNTOWN SPRING	83	BALCH SPRING
2	FALLING WATERS SPRING	84	GREY SPRING
3	WILL ELLIS FARM SPRINGS	85	SPRINGDALE FARM SPRING
4	SPRING MILL SPRING	86	OWENS FARM SPRINGS
5	SPECK FARM SPRING	87	FLOWING SPRINGS
6	HARLAND SPRING	88	FLOWING SPRINGS
7	JONES SPRING	89	ALDRIDGE SPRINGS
8	DENNIS FARM SPRING	90	WASHINGTON SPRINGS
9	SWAN POND SPRING	91	OFF QUON SPRING
10	MILNER SPRING	92	TURKEY RUN SPRING
11	MARTINSBURG WATER SUPPLY SPRING	93	WALKER AND VINI SPRINGS
12	COUCHMAN SPRINGS	94	CAPPER FARM SPRINGS
13	CROSS SPRING AT WELLES FARM	95	ENGLE SPRINGS
14	DAILY SPRING	96	WYSONG SPRING
15	BIG SPRING AND SNOODGRASS SPRING	97	CAMMER FARM SPRING
16	SHAW SPRING	98	STONEHILD SPRINGS
17	MCDONALD SPRING	99	RUSSEL FARM SPRINGS
18	CARTER SPRING	100	CLAYMONT SPRINGS
19	SPRINGDALE FARM SPRINGS	101	H. F. BYRD SPRING
20	LEWIS SPRING	102	CUP SPRING
21	PORTER FARM SPRING	103	WHITE HOUSE SPRING
22	BOILING SPRINGS	104	COOL SPRING ON YOUNG FARM
23	MAPLE SHADE FARM SPRING	105	HARRISON FARM SPRING
24	SPRINGDALE FARM SPRING	106	ROCK SPRING ON J. B. HUFFETT FARM
25	SPRING HILL FARM SPRING	107	HEAD SPRING ON BULLSKIN RUN
26	ROCK SPRING	108	HENRY BAKER FARM SPRING
27	FALLING SPRING	109	JOSEPH BELL FARM SPRING
28	BILLMEYER FARM SPRING	110	ROBERT SMITH FARM SPRING
29	SOUTHWOOD SPRINGS	111	LIPPETT SPRINGS ON OLIVE BOY FARM
30	GENERAL HORACE GATES FARM SPRING	112	ON FRYE FARM SPRINGS
31	BIPLING SPRING	113	MEYERS FARM SPRING

NOTE: Spring name data includes several springs located in Berkeley County, WV, only springs within or near Jefferson County, WV have been mapped.  
Any spring not listed here is unnamed.



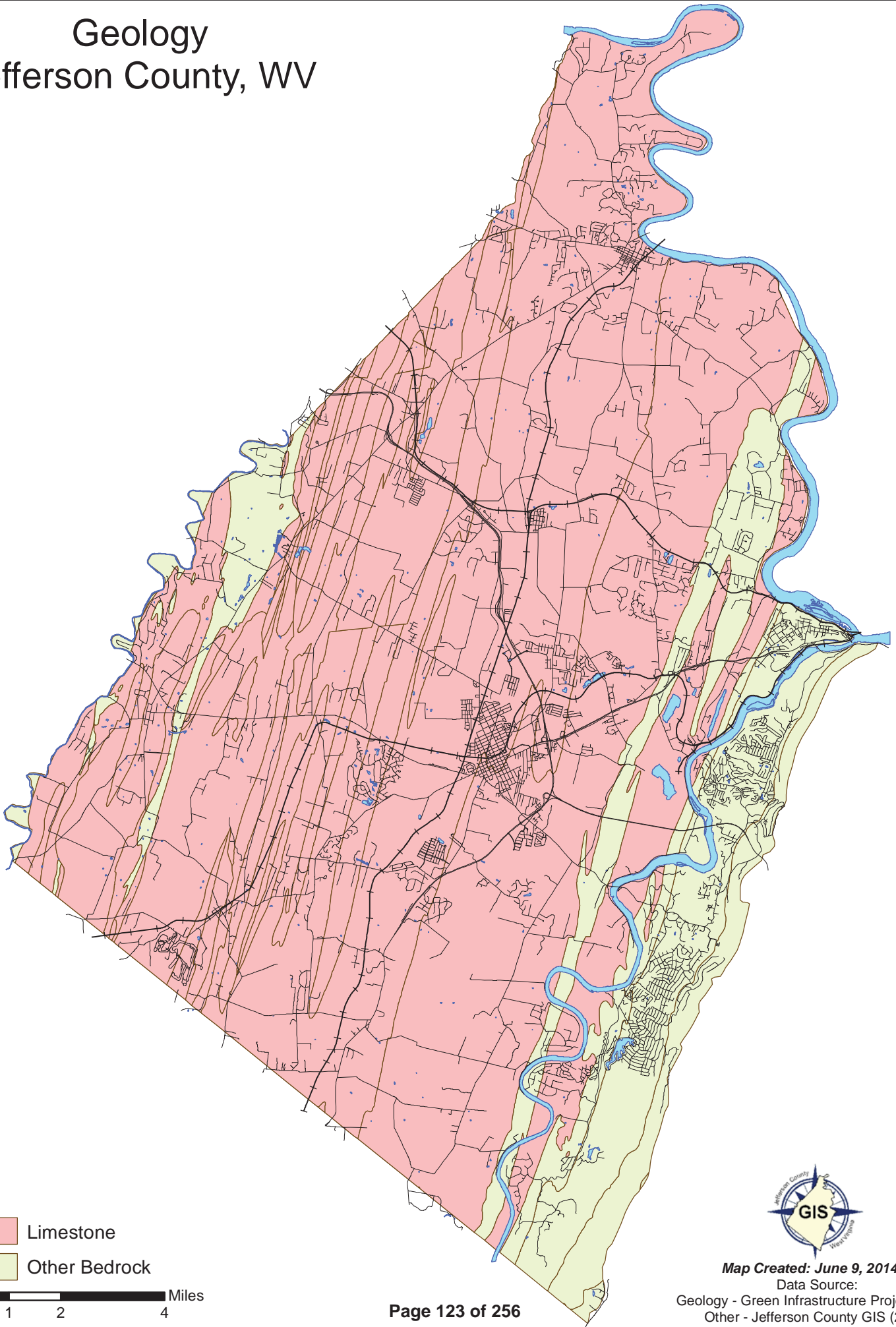
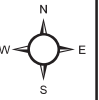
- Springs
- Streams
- Rivers and Lakes
- Floodplain
- Wetlands
- Towns
- Main Roads
- Secondary Roads
- Proposed Route 9
- Topographic Contours
  - 20 ft Interval
  - 100 ft Index Interval





Created By The  
Jefferson County GIS/Addressing Office  
July 2009

Other Data Provided By  
Green Infrastructure Assessment (Springs)  
National Hydrography Dataset (Streams)  
US Fish & Wildlife Service - National Wetlands Inventory (Wetlands)  
Federal Emergency Management Agency (Floodplain)  
US Geological Survey (Topographic Contours)

# Geology Jefferson County, WV



-  Limestone
-  Other Bedrock

0 1 2 4 Miles



Map Created: June 9, 2014

Data Source:

Geology - Green Infrastructure Project (2006)  
Other - Jefferson County GIS (2014)

<b>Natural Resources Recommendations (Goals 16, 17, &amp; 18)</b>	
<b>1.</b>	Review and amend the Zoning Ordinance and Subdivision Regulations to require developers design residential and non-residential subdivisions using conservation principles that would protect natural features.
	<b>a.</b> Review and update the Zoning Ordinance and Subdivision Regulations related to tree preservation, buffering, and effective landscaping standards.
	<b>b.</b> Create and implement mechanisms to protect natural resources as part of the site development by providing a credit or reallocation of the density rights on the property or to another property for the retained/protected natural resource(s). In no instance shall density rights be lost due to the protection of natural resources.
	<b>c.</b> Research and recommend appropriate lighting standards, based on the International Dark Sky Association recommendations, for new development and the retrofitting of current development when redevelopment of an existing development occurs.
	<b>d.</b> Implement the recommendations of the Urban Tree Canopy Plan.
<b>2.</b>	Collaborate with the County’s agricultural community, the West Virginia Extension Service, and the Natural Resources Conservation Service (NRCS) to encourage the utilization of best management practices on the County’s agricultural properties.
	<b>a.</b> Continue the efforts of the Jefferson County Farmland Protection Board and property owners to identify and protect areas with prime soils for agricultural uses.
<b>3.</b>	Coordinate with the West Virginia Department of Environmental Protection (WVDEP) to identify and regularly monitor hazardous materials storage sites that could potentially impact Jefferson County’s waterways and groundwater resources.
<b>4.</b>	Provide for the stewardship of natural resources in Jefferson County by partnering with property owners and land trusts to seek collaboration opportunities with other land/cultural trusts that do not primarily focus on natural resources.
	<b>a.</b> Such partnerships could fulfill goals of both entities. (i.e.: a land trust that is interested in maintaining water quality in a particular watershed could partner with a historic trust, which would have the twofold effect of protecting the water quality and the historic resource).
<b>5.</b>	Collaborate with the NRCS to support and maintain an accurate map of karst features including sinkholes and the underground cave network of Jefferson County to help property owners and developers identify sensitive areas.
	<b>a.</b> Establish policies and procedures for the protection of sinkholes and springs.
<b>6.</b>	Work with the West Virginia Division of Highways (WVDOH) to ensure that the protection of natural resources is considered when making decisions related to the location of future highway projects.

7.	Reevaluate the requirements related to stream buffering along the County's waterways during site plan and subdivision development, taking into consideration the Chesapeake Bay requirements.
	<p><b>a.</b> Require best management practices for areas along all creeks and rivers to be incorporated into all site plans and subdivision plats to provide additional protection for stream corridors and water quality. This is not intended to preclude the development of public access along waterways.</p>
	<p><b>b.</b> Develop grassroots citizen-based watershed protection groups for streams in Jefferson County particularly those that serve as public water supplies or feed into public water supplies or those that are listed on the impaired streams lists, by collaborating with the Jefferson County Water Advisory Committee, WVDEP's Potomac Tributary Strategy Team, the Eastern Panhandle Conservation District, and existing local watershed coalitions and groups.</p>
	<p><b>c.</b> Review and evaluate the stream buffer language in the Zoning Ordinance and Subdivision Regulations for consistency and adequacy.</p>
8.	Partner with the Board of Health and property owners to ensure that septic systems are well-maintained in order to protect the County's groundwater resources.
	<p><b>a.</b> Support efforts of the local Board of Health to establish standards related to regular septic tank pumping and inspections.</p>
	<p><b>b.</b> Work with the Eastern Panhandle Conservation District and other stakeholders to promote their cost share programs for septic pumping.</p>
9.	Collaborate with the state legislators and other stakeholders to ensure more local control over the siting of quarries, timbering operations, and mineral extraction.

### 3.C. Recreation

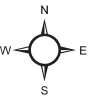
As Jefferson County has grown, residents of the community have recognized the need to provide a greater range of park and recreational services to visitors and County residents. Jefferson County is located in an area surrounded by quality state and federal recreational areas including Bolivar Heights, Loudoun Heights, Maryland Heights, Appalachian National Scenic Trail, Harpers Ferry National Historical Park, and the C & O Canal National Historical Park. There is still a need for additional parks for residents of Jefferson County that include actively programmed and passive parks. By having places for year round recreation, County residents are provided with opportunities to exercise and to socialize with other County residents, thus enhancing the physical and mental health of the public. Parks and recreational facilities can also serve as a site for festivals and sporting events, thus providing another economic development benefit.

An additional role for parks and recreational facilities is to serve as gathering places for younger residents. By providing safe places to meet, play, and exercise, children develop skills to succeed later in life. Having facilities targeted toward teens and young adults is of particular interest to County residents.

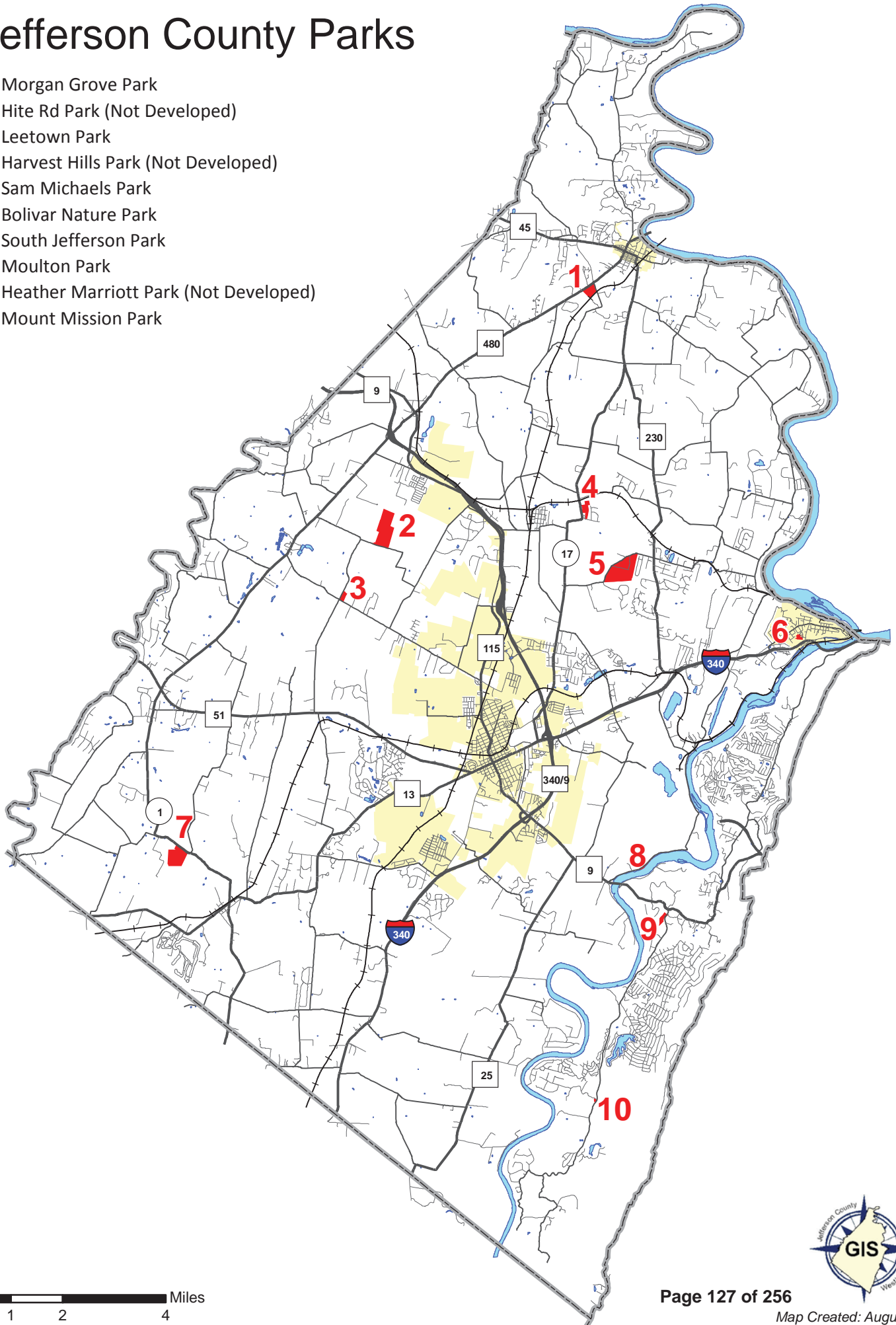
One of the biggest needs identified by residents was expansion of a trail network that would not only include trunk lines such as the Route 9 Bike Path, but also trails that would connect communities, schools, and recreational facilities. With a network of safe, well-maintained trails and walking paths in place, individuals will have more options available to them for traveling throughout the county while improving physical health. Additionally, a well maintained and popular trail network enhances the attractiveness of the County for businesses, residents, and visitors.

Based on the comments received as part of the Comprehensive Plan process and the assessment of communities similar to Jefferson County, the following recommendations on page 129 are identified.

# Jefferson County Parks

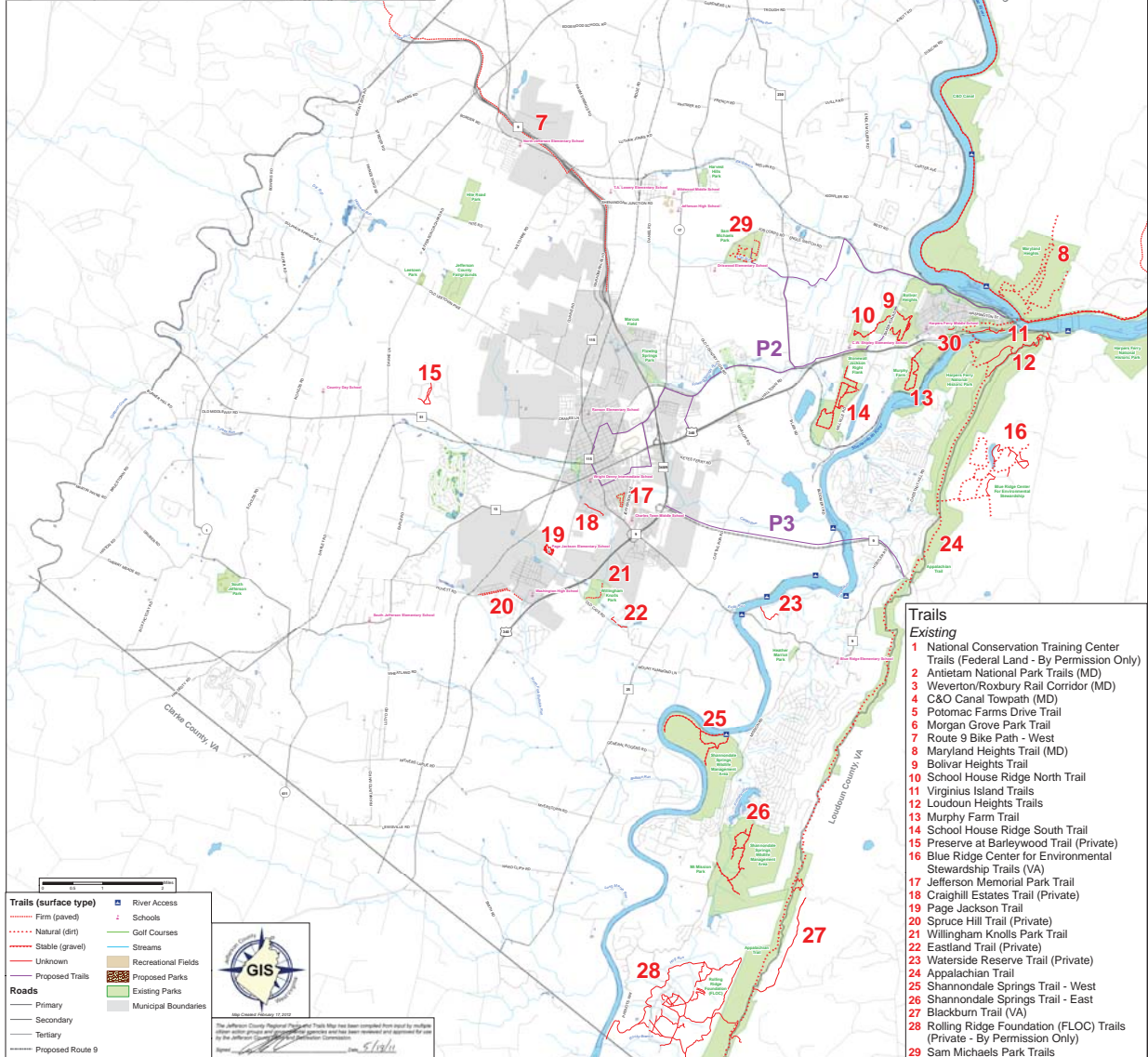
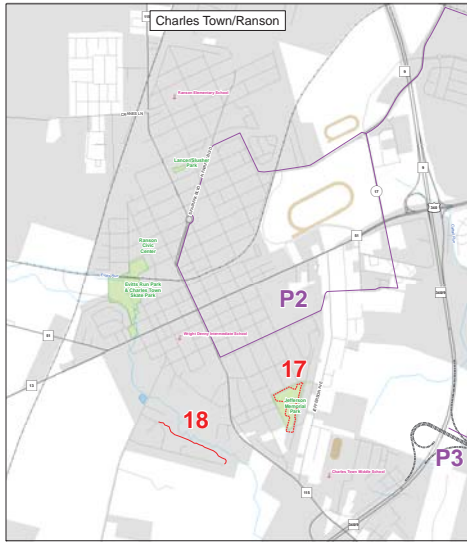
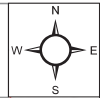


- 1 Morgan Grove Park
- 2 Hite Rd Park (Not Developed)
- 3 Leetown Park
- 4 Harvest Hills Park (Not Developed)
- 5 Sam Michaels Park
- 6 Bolivar Nature Park
- 7 South Jefferson Park
- 8 Moulton Park
- 9 Heather Marriott Park (Not Developed)
- 10 Mount Mission Park





# Jefferson County, WV Regional Parks & Trails



- Trails**
- Existing**
- 1 National Conservation Training Center Trails (Federal Land - By Permission Only)
  - 2 Antietam National Park Trails (MD)
  - 3 Weverton/Roxbury Rail Corridor (MD)
  - 4 C&O Canal Towpath (MD)
  - 5 Potomac Farms Drive Trail
  - 6 Morgan Grove Park Trail
  - 7 Route 9 Bike Path - West
  - 8 Maryland Heights Trail (MD)
  - 9 Bolivar Heights Trail
  - 10 School House Ridge North Trail
  - 11 Virginia Island Trail
  - 12 Loudoun Heights Trails
  - 13 Murphy Farm Trail
  - 14 School House Ridge South Trail
  - 15 Preserve at Barleywood Trail (Private)
  - 16 Blue Ridge Center for Environmental Stewardship Trails (VA)
  - 17 Jefferson Memorial Park Trail
  - 18 Craighill Estates Trail (Private)
  - 19 Page Jackson Trail
  - 20 Spruce Hill Trail (Private)
  - 21 Willingham Knolls Park Trail
  - 22 Eastland Trail (Private)
  - 23 Waterside Reserve Trail (Private)
  - 24 Appalachian Trail
  - 25 Shannondale Springs Trail - West
  - 26 Shannondale Springs Trail - East
  - 27 Blackburn Trail (VA)
  - 28 Rolling Ridge Foundation (FLOC) Trails (Private - By Permission Only)
  - 29 Sam Michaels Park Trails
  - 30 Bolivar Nature Park Trail
  - 31 Route 45 Bike/Pedestrian Trail
- Proposed**
- P1 Kearneysville - Shepherdstown Trail
  - P2 Harpers Ferry - Charles Town Multi-Use Trail
  - P3 Route 9 Bike Path - East

**Trails (surface type)**

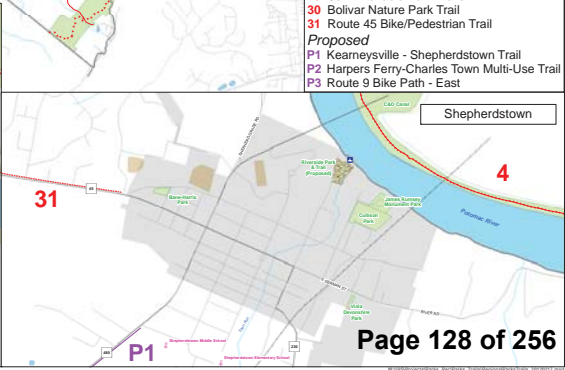
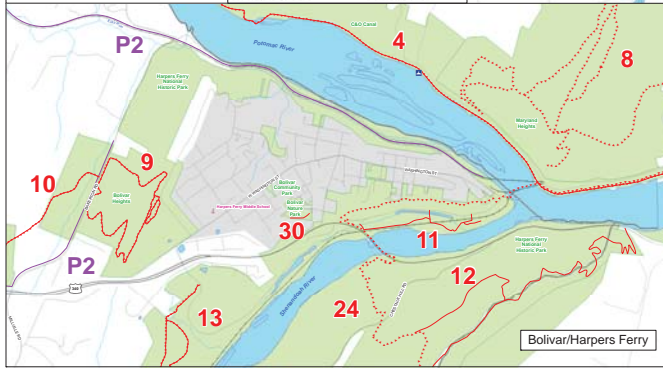
- Firm (paved)
- Natural (dirt)
- Stable (gravel)
- Unknown
- Proposed Trails

**Roads**

- Primary
- Secondary
- Tertiary
- Proposed Route 9

**Other Features**

- River Access
- Schools
- Golf Courses
- Streams
- Recreational Fields
- Proposed Parks
- Existing Parks
- Municipal Boundaries



<b>Parks and Recreation Recommendations (Goals 19, 20, &amp; 21)</b>	
<b>1.</b>	Regularly update and implement the recommendations of the County's Parks and Recreation Master Plan.
	<b>a.</b> Identify local and regional groups and organizations that may serve as volunteers for parks and recreational facilities.
	<b>b.</b> Explore the creation of an Adopt-a-Trail or Adopt-a-Park group of volunteers in Jefferson County.
	<b>c.</b> Encourage the creation of a Friends of Jefferson County Parks as a 501.c.3 non-profit that would aid in fundraising for improvements to Jefferson County's Parks.
	<b>d.</b> Partner with relevant agencies to encourage the collocation of parks and recreational facilities with schools, public libraries, and other community assets.
<b>2.</b>	Identify and provide additional programs at parks and recreation facilities for all ages and abilities throughout Jefferson County.
	<b>a.</b> Partner with key stakeholders to establish senior centers in the County that would provide social and recreational opportunities for elderly residents in all sections of the County.
	<b>b.</b> Provide a greater range of recreational options for residents with disabilities and ensure inclusionary recreational goals are met.
	<b>c.</b> Expand park and recreational programming options that target teens and young adults living in Jefferson County.
<b>3.</b>	Evaluate merging the County's Parks and Recreation Department with the various municipal parks and recreation agencies to provide a more coordinated and cost effective parks and recreation system for County residents.
	<b>a.</b> Identify sites for neighborhood and/or community parks within future large scale residential subdivisions, as well as potential programming for those parks.
<b>4.</b>	Coordinate with the National Park Service, the County's state delegation, and West Virginia State Parks to assess the potential inclusion of a site to the south of the Harpers Ferry National Historical Park as a state park. This park could provide programming and facilities that would draw individuals into the County, provide access to the Shenandoah River for County residents, and complement the activities that take place at the Harpers Ferry National Historical Park.
<b>5.</b>	Encourage the National Park Service to allow the existing Visitors Center parking area along US 340 as a parking area for multi-day users of the region's trail and recreational facilities.
<b>6.</b>	Coordinate with key stakeholders to develop a Countywide Trail Plan that includes priorities for trail funding and can be utilized when reviewing development plans for the possible incorporation of sections of the trails within developments.

	<b>a.</b> Ensure that proposed HOA trails and parks are constructed through inclusion in the bonding process.
	<b>b.</b> Require such trails and parks to be set aside in permanent easements or dedications to ensure the longevity of the proposed facility.
	<b>c.</b> Include Jefferson County Parks and Recreation Commission in the planning, subdivision, and site review process when a large portion(s) of property preserved for natural area, common area, or other portion of land is to be donated to Parks and Recreation.
	<b>d.</b> Determine in the Plan who would own and maintain the easements needed for the development of the trail system.
	<b>e.</b> Identify trail segments where easements might be desired and require these easements to be dedicated if the land is proposed for development.
	<b>f.</b> Design major trail sections connecting communities for year-round use by the widest range of residents; other trails can be designed with the preservation of nature in mind.
	<b>g.</b> Collaborate with key stakeholders to fund and construct trailhead facilities along the Route 9 Bike Path and other trunk lines of a countywide trail system to include benches, restrooms, and water fountains.
	<b>h.</b> Explore potential for rails with trails and/or rail to trail corridors within Jefferson County while ensuring the protection of private property rights along these rights-of-way, such as a trail from Shepherdstown to Ranson/Charles Town.
	<b>i.</b> Work closely with the National Park Service and the Appalachian National Scenic Trail to create a trail plan that provides interconnections between the various existing and potential trails that run throughout the Harpers Ferry National Historical Park.
	<b>j.</b> Explore funding options for an exercise or fitness trail that would include outdoor exercise equipment or apparatus for residents to use.
	<b>k.</b> Ensure that pedestrian and bicycle access is provided along the main road corridors in Jefferson County as part of a Countywide pedestrian and trail network.
<b>7.</b>	Coordinate with non-profit groups and federal, state, and local government agencies to create a blueway plan for sections of the Potomac and Shenandoah Rivers located in West Virginia.
	<b>a.</b> Develop additional public access points to the Potomac and Shenandoah Rivers while taking into account the rights of property owners and environmental concerns.
	<b>b.</b> Consider the incorporation of stream buffer areas into a linear park system.
<b>8.</b>	Encourage the creation of park or community facilities targeted toward year round use with a variety of sports and recreational facilities.

	a. Consideration should be given to the possibility of expanding the Community Center at Sam Michaels Park.
	b. Explore the feasibility of a County indoor aquatic center that includes a competition pool with diving apparatus for students and swimmers of all ages.
	c. Create community gardens, including a children’s garden, located throughout the County, which would allow residents who might not own land the opportunity for small-scale farming for their own needs. This could be done in conjunction with efforts related to establish a permanent farmers’ market or with Jefferson County Parks and Recreation.
	d. Construct a large-scale dog park with a wide range of activities for dogs, including areas for small and large dogs and a water feature.
	e. Collaborate with private entities to determine the feasibility of constructing an equine park facility in Jefferson County to include trails, barns, museums, veterinary facilities, show facilities, and an arena facility.
	f. Consider many sports activities that could be made available to the residents of Jefferson County, such as a skate park, disc golf course, an ice skating facility, racket sport courts, shuffleboard areas, and/or fencing gyms.
	g. Assess the feasibility of constructing a multi-field sports competition and practice facility in Jefferson County to include concession, restaurant, and dormitory/hotel facilities intended to accommodate multi-day stays during tournaments and large scale spectator events.
9.	Work with the Jefferson County Development Authority to explore how an effective park and recreation system and trail network can entice businesses and new residents to relocate to or expand their operations in Jefferson County.
10.	Collaborate with the Jefferson County Convention and Visitors Bureau and private commercial entities to provide a wider variety of recreation needs for Jefferson County residents and tourists to the County.

## **4. Education and Public Libraries Element**

### **4.A. Education and Schools**

Dating back to the earliest days of the one and two room schoolhouses, schools have served as neighborhood centers, with space for indoor meetings and outdoor spaces for physical education and sport activities. However, as communities have moved toward consolidated schools, a variety of factors led to the relocation of new school facilities to regionalized locations outside of communities. Some of the factors are related to larger requirements for land for physical education and sports and building size requirements set by the WV State Board of Education. The creation of additional educational programs that serve a larger number of students has led to the relocation of schools to areas outside of municipal and village communities. This has resulted with fewer students or faculty able to walk or bike to school, increased numbers of parking spaces, separate bus and car loops to drop off/pick up zones, and an increased reliance on buses to transport students to and from school.

Jefferson County is no different from most school districts in West Virginia in this regard. As seen on the Schools Location map on page 134, few of the County's public schools are located within or in close proximity to city or town centers, due to a variety of factors, including land availability. A larger Schools Location map can be found in Appendix F – Maps. Two schools have recently been constructed on developer donated sites, Washington High School and Driswood Elementary School.

There has been movement toward expanding some of the existing schools in lieu of moving to greenfield sites in the unincorporated areas (i.e.: the Blue Ridge Primary School and the Harpers Ferry Middle School). The lower costs of land and the ease of site assembly for schools in the unincorporated areas will continue to factor into future school location decisions; however, renovating existing structures is often more cost effective than new construction. Some school districts prefer campus like settings that include a variety of uses and areas for expansion. Parents and residents may also be interested in schools and campuses being an integral part of their neighborhoods or communities. As the Jefferson County Board of Education (JCBOE) plans future schools, these concepts should be integrated and such facilities should be incorporated into the areas where growth is anticipated to occur such as areas within the Urban Growth Boundaries and Preferred Growth Areas.

It should be noted that sidewalks and/or multi-use pathways are not just a recreation feature, but also allow students to walk to school. In many instances there are residential developments within walking distances to schools, particularly at the outer edges of municipalities or in suburban settings; however, the nature of rural roads (typified by high design speeds and minimal shoulder areas) are not safe to allow students to walk or bike to school. As discussed in both the Transportation and the Recreation elements, pathways and sidewalks should be expanded to link homes, neighborhoods, schools, and recreation facilities. Programs such as Safe Routes to School should be explored as a funding mechanism. Newer developments around

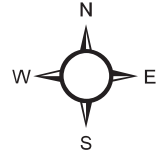
Driswood Elementary School have the opportunity to incorporate this concept into their development plans as well as any development that may occur in the Shenandoah Junction PGA/School Based Growth Area surrounding TA Lowery Elementary School, Wildwood Middle School and Jefferson High School.

Jefferson County schools are primarily funded by property taxes and a voter approved excess levy that is required to be renewed every five years. These taxes are not limited in the manner that impact fee funds are limited. The specific use of excess levy funds is set out in the election notice to ensure the JCBOE is able to meet the desired quality of services and facilities for its students. Additional funding is available in Jefferson County through impact fees for schools which has allowed the JCBOE the ability to match state funds for construction projects. These matching funds have enabled Jefferson County to advance on the state priority list for building funds. It is important to note that impact fees are only able to be used on capital improvements that relate directly to cost of providing additional resources due to the growth generated by students in new homes built in the County.






Jefferson County, like other communities, recognizes the need to provide additional community amenities and services, such as community centers, libraries, and parks: to assist in improving the health and welfare of the community, to enhance the quality of life, and in some cases, to serve as a tool for attracting tourism to the County. Communities have also recognized that in order to have schools continue to serve as community centers, it is important to work with the school board to plan for facilities to be used by both the student population and the community at large. Numerous communities have been able to successfully co-locate facilities on a school site and resolve issues related to the liability, safety, financing, and staffing of joint use facilities. There are several examples in West Virginia where shared library, recreation and health services for schools and communities have been coordinated. For the most part, the primary agency for action would be the JCBOE and other entities that are not under the control of the County Commission. County officials and staff, however, could serve in an advisory role in the implementation process.

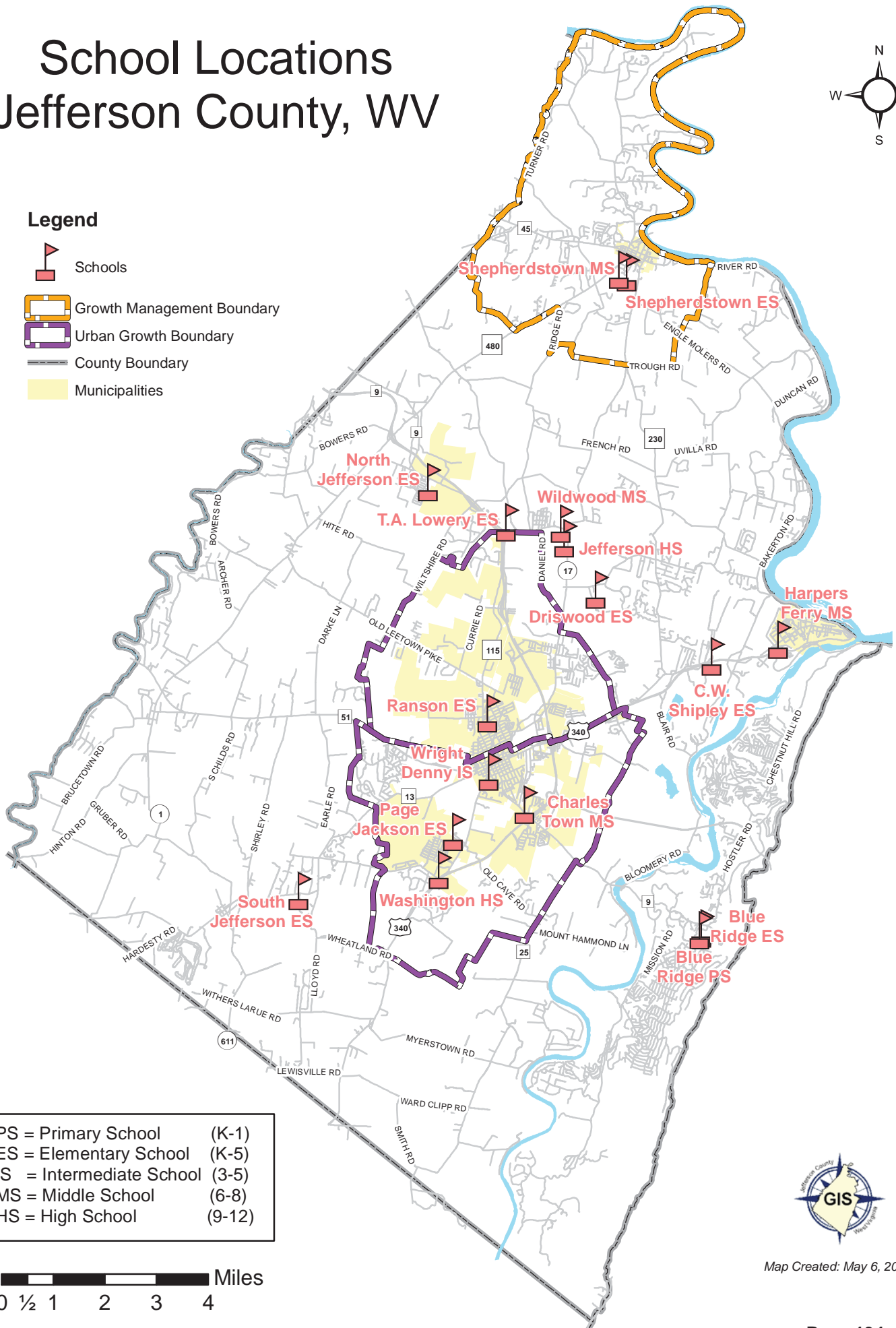
It is also critical to note that the County school system and local higher education institutions have an important role in helping to prepare a well-educated and trained work force for existing and future employers in Jefferson County. Working collaboratively with the Jefferson County Development Authority to be aware of local workforce development needs will assist both the schools and the employers in developing a well prepared work force. Based on general and educational planning principles and the public input received by County staff, the following recommendations are provided.

# School Locations Jefferson County, WV

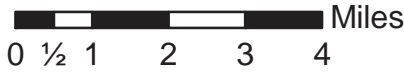


## Legend

-  Schools
-  Growth Management Boundary
-  Urban Growth Boundary
-  County Boundary
-  Municipalities



PS = Primary School	(K-1)
ES = Elementary School	(K-5)
IS = Intermediate School	(3-5)
MS = Middle School	(6-8)
HS = High School	(9-12)



Map Created: May 6, 2014

<b>Education Recommendations (Goal 22)</b>	
<b>1.</b>	Encourage the Jefferson County Board of Education (JCBOE) to include County and municipal agencies on future facility plans and redistricting efforts and ensure that these planning efforts include the potential collaboration of new educational and other public facilities.
<b>2.</b>	Encourage the JCBOE and relevant government agencies, notably the State School Building Authority, to continue to jointly fund and utilize existing and future school facilities.
	<b>a.</b> Continue the use of impact fees at an appropriate level to enable the schools to keep up with the projected increases in student population.
	<b>b.</b> Encourage the County Commission to support excess levy initiatives to expand the educational capacity of the County.
<b>3.</b>	Continue to work with the West Virginia Department of Education and the local State delegation to re-evaluate the funding formula related to state based educational aid schools in order to create a quality Jefferson County public school system.
<b>4.</b>	Site, when possible, new public and private schools in locations that are walkable and/or bikeable to the neighborhoods that the school serves.
<b>5.</b>	Collaborate with others to construct sidewalks and/or multi-use pathways in order to connect public and private schools to nearby communities, neighborhoods, and to countywide trail, park and recreational facilities.
<b>6.</b>	Continue and expand before and after care programs at the County's public schools, including child care during school hours for school-age parents, by providing adequate space on site.
<b>7.</b>	Expand life-long learning opportunities to meet a variety of interests in community and local government activities.
<b>8.</b>	Recognize the roles of private education, distance learning, and home schooling in Jefferson County in providing non-traditional opportunities for students.
<b>9.</b>	Continue and expand education programs for students interested in agriculture-based occupations, such as Future Farmers of America.
	<b>a.</b> Consider working with secondary and institutions of higher education to create educational programs that would tie into agricultural marketing and the production of value added products.
<b>10.</b>	Expand education opportunities for students and adult learners who are interested in skilled trade programs and specialized areas of higher education in a variety of disciplines in order to create a flexible, resilient workforce.
	<b>a.</b> Encourage legislation to establish trade programs in local school systems.
	<b>b.</b> Support the provision of resources and opportunities to students who are interested in exploring a career in a skilled trades program in addition to existing college prep curriculum.
	<b>c.</b> Foster partnership with vocational schools and a mentor-to-work program with employers looking for employees with skilled trades training.



	<p><b>d.</b> Encourage providing additional continuing education opportunities in skilled professions in the Jefferson County Schools, adjoining county school districts, and institutions of higher education.</p>
	<p><b>e.</b> Encourage expansion of opportunities for scientific and research education in the STEM (Science, Technology, Engineering, and Math) fields, liberal arts education, and with entrepreneurship training.</p>
<b>11.</b>	<p>Encourage regional institutions for higher education to offer or expand the following types of resources to employers and employees:</p>
	<p><b>a.</b> Develop non-traditional student programs at appropriate institutions to allow the employed labor force to expand their knowledge. Employers and institutions of higher education could collaborate on such things as a possible reduction in the cost of tuition and applicable curriculum needed for the employees.</p>
	<p><b>b.</b> Continue to build upon the activities institutions of higher education and employers have developed in mentorship programs and in the placement of new employees with County employers. A successful transition from the classroom to the employment field is a success for the student, employer and the institution of higher learning.</p>

## 4.B. Public Libraries

As the amount and variety of media resources have increased, libraries have worked to incorporate more types of materials into their holdings. Increasingly, the need for libraries to serve the entire community has resulted in the need for a variety of reading and study spaces for individuals, mentoring, tutoring and group collaborations, as well as special program and activity spaces. As libraries refocus their priorities and meet new information technology (IT) challenges, there is increased interest in their facilities to also meet demands for meeting areas for both their programs and community activities.

There are five key issues that affect the County's libraries (in no particular order).

1. Limited funding of libraries;
2. Attracting qualified staff (with library science backgrounds and IT specialties);
3. The perception of libraries as a 'book only' resource in a multi-media world;
4. Library facilities used as a climate controlled environment by citizens needing temporary relief from weather conditions;
5. The allocation and use of spaces within the libraries to meet changing community needs.

### Funding of Libraries

West Virginia ranks high in state library aid per capita (7<sup>th</sup> in the US, as of FY 2013). However, the biggest issue identified by the County's librarians is the limited funding available at the local level. Local aid to libraries in Jefferson County is typically at minimal amounts. Most of the County's libraries are public libraries and are thus eligible for state and federal funding dollars. The one exception is Old Charles Town Library as it is chartered as a non-profit community library and is therefore not eligible to be part of the West Virginia public library consortia. In light of the funding restrictions, it is difficult to meet the existing needs and the ever-changing informational needs of a growing community. Attracting qualified staff to work at the libraries is an ongoing challenge directly impacted by the limited funding issue.

### Role of Libraries

As the role of libraries has changed from being a depository of books and electronic media to community centers of information, one of the key changes has been in the addition of programming to serve a wide range of community needs. As the staffing and programming needs of libraries are changing, the utilization of libraries and librarians have evolved to assist residents to find the best and most objective sources of materials. Libraries have become localized centers for employment and job training activities, and have taken on a greater technological role through the provision of e-books, databases, and remote access to library materials.

Libraries are increasingly becoming gathering places for children, young adults, and seniors as the needs of a variety of user groups evolve. The needs and utilization of

libraries have increased and the County Library Boards have made efforts to address the space needs through the construction and expansion of the South Jefferson Public Library and the future construction of a new library in the Shepherdstown area. The allocation of space within existing libraries to support not only study efforts and small group meetings, but also to support larger scale programming efforts such as movies, entertainment, and as a meeting place for community groups, is something that libraries are working to address, particularly in rural communities and in areas with increasing population growth.

<b>Public Library Recommendations (Goal 23)</b>	
<b>1.</b>	Continue to identify ways to affordably provide traditional and virtual library services; a bookmobile service that can serve village areas, senior centers and underserved areas; and educational entertainment options to residents of Jefferson County.
<b>2.</b>	Identify ways to improve library services on the Blue Ridge Mountain.
<b>3.</b>	Collaborate with applicable municipal or County agencies to identify potential library sites, prioritizing locations in close proximity to schools, neighborhoods, and village or town centers.
<b>4.</b>	Identify funding sources for both capital and operating needs that would allow for the expansion of library services and facilities.
	<b>a.</b> Consider the creation of a countywide library foundation to provide funding for library needs.
<b>5.</b>	Encourage libraries to maximize existing library facilities and to explore possibilities for expansion at existing sites.

## 5. Finance and Public Safety Element

### 5.A. Finance

A healthy economic future of the County will be based on the balance of a diversified commercial, industrial, and residential tax base. The recommendations of this plan encourage collaboration with the municipalities and include land use development patterns where urban level services are available within the designated growth areas. Such collaboration will help to ensure the stability of the County's finances.

The County's current budgetary responsibilities primarily consist of the following divisions:

General Government	Public Safety
Health and Sanitation	Culture and Recreation
Social Services	Capital Projects

*General Government consists of the following components*

County Commission	County Clerk
Circuit Clerk	Treasurer
Prosecuting Attorney	Assessor
Extension Office	Maintenance
Technology	Economic Development
Addressing / Geographic Information System (GIS)	Planning and Zoning
Engineering	Miscellaneous

*Public Safety consists of the following components*

Sheriff	Jail
Homeland Security	911 Center
Ambulance Authority/Fire Departments	Dog Warden
Central Garage	

*Cultural and Recreation consists of the following components*

Parks and Recreation	Arts
Historic Commission	Visitors Bureau
Libraries	

In the Fiscal Year 2015 budget, social services consist primarily of public transportation funding; however, in past years this line item has included additional costs.

While the Jefferson County Commission may not have a fiduciary responsibility in providing some services or authority in some services provided, such as public utility systems and the road network, the citizens of the County are impacted by the cost of these services.

**Impact Fees**

West Virginia State Code Chapter 7, Article 20 empowers local governments to adopt impact fees to address the impacts of growth and development. Such impact fees are required to be evaluated periodically and should be reflective of the capital improvement needs determined by the community. While care needs to be considered with the amount of fees leveraged and the fashion in which such fees are assessed so as to not overburden residents and businesses in Jefferson County, Comprehensive Plans dating back to 1986 have noted that “Impact fees should be considered as a means of providing uniform fire hydrants, adequate roads, a safe and adequate water supply, effective sewage disposal, proper access to highways, and school construction necessitated by new development. State enabling legislation should be sought if necessary.” It is worth noting that while progress has been made and some of these items have been addressed, the County continues to deal with similar issues that affect the quality of infrastructure. Methods of funding some of these improvements will be required, although a direct impact fee may not always be the best mechanism. The table below depicts when Jefferson County adopted impact fees for schools, law enforcement, parks and recreation, and fire and EMS. Jefferson County is currently reviewing these impact fees.

Impact Fee Type and Date of Adoption	
Schools	November 2003
Law Enforcement	March 2005
Parks and Recreation	May 2005
Fire and EMS	May 2005

**Property Tax**

Input from participants in the Envision Jefferson 2035 process noted that the existence of multiple property tax categories in West Virginia acts as a punitive measure and impacts the provision of affordable housing. In instances where rental units are rented below the median rental rate, an option for a reduced property tax rate should be considered. Property owners who provide housing options to rent below the median rental rate provide renters with an affordable living rate that may otherwise not be available. This Plan recommends changes to state property tax law to incentivize the provision of affordable housing.

The following set of recommendations will serve to guide the County in planning for its fiscal future over the next several decades.

<b>Finance Recommendations (Goal 24)</b>	
<b>1.</b>	Develop policies that result in a well-balanced tax base that is not overly reliant on residential taxes, but is diversified by the presence of a robust commercial and industrial tax base.
<b>2.</b>	Acknowledge that while the County collects taxes whether a property is located in a municipality or in the unincorporated area of the County, development within municipalities provides a dual benefit of creating fiscally stable municipalities and providing the County with a stable tax base.
<b>3.</b>	Identify and expand the utilization of state and/or federal grants that might be available for capital projects in Jefferson County.
	<b>a.</b> Create a grant writer position that would assist Jefferson County and its municipalities. The larger municipalities, Charles Town and Ranson, could be partners in funding this position, and the smaller municipalities could assist in paying for this service only as those communities use the service.
<b>4.</b>	Identify and act upon opportunities to work with local municipalities so that services, capital items, or staffing are shared.
<b>5.</b>	Evaluate present funding for County facilities and programs, pursue funding sources that can fund ongoing expenses, and develop capital improvement plans to meet future needs of the County.
<b>6.</b>	Identify opportunities to collaborate with public and private entities in a way that minimizes impacts to the County's finances.
<b>7.</b>	Explore all funding options to support and enhance emergency services.
<b>8.</b>	Explore all funding options for expansion of and improvements to water and sewer projects in Jefferson County.
<b>9.</b>	Support the utilization of tax increment financing (TIF) and/or business improvement districts (BID) in the downtown and village centers to support the development or redevelopment of economically viable districts.
<b>10.</b>	Encourage the development of capital improvements fundraisers by the Parks and Recreation Commission or in conjunction with arts and cultural organizations to develop facilities and create a long term funding mechanism.
	<b>a.</b> Such funds could be used for, but not limited to, developing activities in existing parks, creating trails and pathways, countywide arts and cultural center, and/or a public pool.
	<b>b.</b> Investigate the creation of a foundation to support local recreational and art and culture efforts or support and assist the Eastern West Virginia Community Foundation and its mission.
<b>11.</b>	Support the ongoing fundraising efforts by the Farmland Protection Board and other organizations that promote the continued sustainability of agricultural activities and the protection of quality soils.
<b>12.</b>	Explore amending the state law to create a provision for units rented below the median rental rate to qualify for a proportional reduction in taxes.

13.	Explore options to develop and implement a tax credit for those improving and investing in designated historic structures while maintaining the historic character of the structures.
14.	Consider implementation of alternative energy systems as they become more efficient and cost effective in facilities owned and maintained by the County or other public entities.
15.	Create and provide a series of tax credits based on state and federal government programs for homeowners and businesses that implement sustainable improvements for their homes and/or businesses that would result in long-term energy and cost savings.

## 5.B. Public Safety

One of the largest concerns to County residents and one of the services that is generally agreed upon that should be performed by local governments is the provision of police, fire, rescue, and EMS services to its residents. While the County has made improvements regarding public safety, some of the same concerns today were expressed in comprehensive plans dating back to the mid-1980's. In particular, the needs for fire hydrants, volunteers/staff, dedication of land in developments for public services, and fire fees.

In some areas of the County dry hydrants may be a viable option to meet the fire suppression needs of a neighborhood. Dry hydrants are large water storage tanks, often underground, that are not supplied by a water system, but the storage tanks are filled by tanker trucks, so that water is available for extraction in the event of a fire suppression event. The capacity and quantity of dry hydrants should be based on the amount of water typically needed based on national standards to maintain adequate water supply and the number of dry hydrants should increase with the number of homes. This concept has existed for nearly 30 years in land use polices in Jefferson County, but rarely implemented.

As the County has grown in population, the public safety and security needs of the community have become greater. At the same time, a larger number and variety of building types are being constructed throughout the County. As more County residents commute to employment centers closer to Washington D.C., the reliance on an all-volunteer firefighting force is more difficult to sustain. It also results in the need for a greater level of fire apparatus and consideration that paid staffing might be warranted. It was accurately noted in the 1986 and 1994 Comprehensive Plans that "...road conditions in the County affect not only the time it takes units to respond to calls but also the safety of the personnel answering a call."

Jefferson County's existing law, fire, rescue and EMS agencies are tied together through the utilization of mutual aid agreements and a shared 911-response facility located in Kearneysville. Currently, the use of the extensive federal training facilities present in Jefferson County (at the U.S. Customs and Border Protection facility near Halltown and at the U.S. Department of State Diplomatic Security Training Facility located at the Summit Point Raceway) by local public safety agencies is an example of intergovernmental cooperation. Expanded opportunities to share facilities, funding, and other resources should be considered for more localized training and continuing education for local fire and public safety officers.

The following recommendations have been identified related to public safety in Jefferson County.



### Public Safety Recommendations (Goal 25)

1.	Continue to develop and implement the tools that would provide for a criminal justice system that meets or exceeds nationally and state accepted standards.
2.	Consider constructing and operating a County or region-wide fire and/or police training facility by 2035.
3.	Explore funding resources to provide sufficient funding from all available resources to enable fire and ambulance service to all areas of the County within a reasonable response time.
4.	Consider the merger of countywide and municipal police services or training activities under a unified agency to maximize resources.
5.	Consider the creation and location of Sheriff's substations as needed.
6.	Coordinate with local fire departments and the National Resources Conservation Service (NRCS) to create a program that will work with property owners and homeowners associations (HOAs) to educate and encourage the location of dry hydrants in areas not currently served by public water.
7.	Amend the land development regulations to require either traditional water supplied hydrants or dry hydrants in subdivisions with 30 or more lots and/or residential units.
8.	Apply for police, fire, and EMS grants to maximize efficiency of cost.
9.	Continue to support and implement a local Flood Plain Management Program, adhering to all Federal Emergency Management Agency (FEMA) requirements, to reduce homeowners' insurance premiums and increase public safety.
	<ul style="list-style-type: none"> <li>a. Support the updating of FEMA floodplain maps to accurately reflect floodplain boundaries through the federal Letter of Map Amendment (LOMA) process.</li> </ul>

## IMPLEMENTATION STRATEGIES

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

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

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

### Introduction

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

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

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

regulations and other approved regulatory tools that may be impacted by the statements found in this Plan.

**The Comprehensive Plan recommends Action in the Following Five Elements:**

1. Land Use & Growth Management (including Housing and Intergovernmental Coordination)
2. Economic Development, Employment and Infrastructure (including Transportation)
3. Cultural, Historic, Natural Resources & Recreation
4. Education and Public Libraries
5. Finance and Public Safety

The Plan addresses these Elements and provides development guidance over a 20 year horizon. The Plan will guide the activities and planning related to the Zoning Ordinance, the Subdivision Regulations, annual budgeting for capital planning & improvements, management of County agencies, and relationships with external partner organizations, agencies and governments – all aimed at providing for the orderly, efficient, and sustainable development of Jefferson County and its assets.

This will allow the County to identify and coordinate recommendations for future land uses by balancing competing social, economic, resource, and environmental factors. In order to implement the recommendations of this plan, each proposed action will require separate efforts by one or more agencies and some recommendations may require joint action by the public and private sectors, non-profit organizations, civic associations, schools, and other local entities.

The Plan outlines recommendations for growth opportunities and challenges facing the County. The growth opportunities and challenges that are particularly relevant to the County include, but are not limited to:

1. Promoting and maintaining Jefferson County's quality of life;
2. Highlighting the assets of the County through promoting managed economic growth while attracting new businesses, jobs, quality retail and housing to the area;
3. Using land use strategies such as zoning, subdivision regulations, land conservation, design guidelines, and access management consistent with the Vision statement and the Goals of this Plan and continuing interaction with affected property owners;
4. Promoting the growth concepts in this Plan to effectively manage the County's future development;
5. Facilitating transportation improvements needed in conjunction with development as funds are available and establishing communication with local users of the transportation system;
6. Enhancing linkage between land use and utility providers to provide long term public management of public utilities;

7. Guiding consistent communication and coordination between the local governmental entities and the regional and state transportation planning authorities;
8. Establishing effective public/private partnerships to implement the community's Vision and the Plan's recommendations;
9. Facilitating urban level activity within the Urban Growth Boundaries and Preferred Growth Areas as designated on the Future Land Use Guide;
10. Providing infrastructure improvements through mutual cooperation and support;
11. Locating public facilities and amenities either in advance of or concurrent with, the development in the designated growth areas;
12. Developing pedestrian and bikeway linkages in coordination with quality of life and recreation goals;
13. Facilitating opportunities in the Rural/Agricultural areas to encourage a robust agricultural economy, including on-site production and marketing of goods and reduced site plan standards;
14. Revitalizing and enhancing the viability of the County's villages.

### Implementation Tools

#### **Zoning, Zoning Districts, and Zoning Text Amendments**

Zoning Ordinances are established to ensure orderly and compatible land use development. Jefferson County has zoning districts that are designated and illustrated on the County Zoning Map. The official Zoning Map divides the County into a series of zoning districts and the zoning text describes the regulations for the use of land within those specified districts. Zoning is typically the primary tool used by local governments to implement various planning policies and recommendations. The Zoning Ordinance should be effective at addressing subjects such as permitted uses within specific zoning districts, lot sizes allowed, appropriate setback distances, density standards, and design controls. Zoning also conserves and protects property values by prohibiting objectionable land uses in certain districts. Modern applications of zoning have broadened to provide orderly community growth, enhance and diversify a community's tax base, maintain or achieve beauty and variety in the physical environment, accommodate complex and unique land uses and, in sum, make a community livable.

This Plan recommends zoning text amendments to provide opportunities to create or amend existing zoning districts that would better facilitate the types of activity outlined.

- An overlay district or similar mechanism could be used on a section or area to ensure development patterns are in keeping with the Plan. Such a district, if created, could include elements specific to the area that ensure it fits with the intended goals.

- Another land use tool would be the adoption of a district that requires a mixture of uses. Such a district would provide the applicant an opportunity to create a project that could result in a better development and greater flexibility in design with less regulatory barriers and the community could gain a unique development that is appropriate for its particular setting. Mixed use developments that provide dense walkable communities with New Urbanism/Smart Growth design principles should be encouraged in locations delineated on the Future Land Use Guide (see Appendix E – Design Guidelines Images).
- The Zoning Ordinance could provide incentives or density/intensity bonus for development plans that preserve key natural or historic features.
- The cluster provisions in the Zoning Ordinance should be amended to permit a greater density, while preserving a minimum of 50% of the agricultural land, instead of allowing for residential rural development to occur using the LESA/CUP system.

A key component of this Plan is that any zoning map amendments (rezoning requests) that are requested would have to be in conformance with all the recommendations created as part of this Plan. As noted in the Land Use and Growth Management Element of this Plan, the areas zoned Rural within the Urban Growth Boundaries (UGB) of Charles Town and Ranson do not have specific future land use classifications. This was done with the understanding these areas are anticipated for growth and the properties could either be annexed into the applicable municipality or rezoned using the County's zoning map amendment process. The Future Land Use Guide was created to provide an understanding of the types of activity that would be within those locations and provide other agencies, such as the WVDOH and the local water and sewer providers an ability to plan for where their limited resources need to be programmed.

### **Subdivision Regulations**

Subdivision Regulations are adopted to provide quality control for public improvements constructed by private development. Subdivision Regulations also let a local government require minimum or maximum thresholds for improvements in a subdivision and site plans, such as roads, sidewalks, bike paths, stormwater systems, sanitary sewers and open space. While zoning addresses the types and locations of various land use activities, the Subdivision Regulations address the process for receiving development approval.

This Plan encourages efficient layout and design of new and redeveloped sites. This permits greater and more intense use of the land. In some instances, standards should be established for design guidelines for new development which are discussed below.

The Subdivision Regulations should promote road, trail, and sidewalk interconnectivity between and among developments and recreation areas and parks. Active and

passive open space standards should be reviewed to ensure proper amount of open space is being created. The Subdivision Regulations should encourage development layout patterns that preserve key features, both natural and built, without losing any development rights. Key to the development of the rural economic activity areas, the Rural Site Plan standards should be reviewed and amended as appropriate.

### **Design Standards and Guidelines**

Design guidelines can be a useful tool to achieve a more consistent development by conveying preferences to the applicant for parking, building sites, and design, scale and massing of structures. Design guidelines can help to provide a sense of place. The guidelines would result in development patterns that are appropriate for development within the County.

Design standards and guidelines are needed to ensure that there is a degree of continuity and compatibility between and among new and existing uses. The regulations should be structured to allow for design flexibility, yet within acceptable limits to meet the objectives of creating quality developments, protecting existing neighborhoods, natural and historic resources, while promoting the County as an entrance to the Eastern Panhandle and West Virginia.

### **Transportation**

Coordinating and working with the West Virginia Division of Highways (WVDOH) and Hagerstown/Eastern Panhandle Metropolitan Planning Organization (HEPMPO) will be key to addressing the transportation needs and recommendations noted in this Plan. In order to implement the transportation recommendations, including roadway improvements, public transit, bicycle, and pedestrian connections, it is important to partner with the WVDOH and HEPMPO to identify funding of projects. If an effort to create a parkway-like setting and associated improvements for a corridor is to be implemented, the WVDOH assistance is needed to permit such activity.

Once an alignment is chosen for a new road, purchasing transportation rights-of-way is the most cost efficient method to protect land for public needs. Maintaining a balance between public and private sector responsibility for transportation improvements will be important. During development review, an applicant may grant an area or build around future transportation improvements, but this is not required. If state law were changed to allow reservations for future improvement areas, such reservations should not result in a loss of development rights to the applicant. Such development rights could be exercised elsewhere on the property. Interconnectivity for roads, sidewalks, and trails to other neighboring developments and property should be required and will reduce the traffic volumes on the primary roads.

### **Jefferson County Development Authority**

The Jefferson County Development Authority is a partner in implementing the *Envision Jefferson 2035 Comprehensive Plan*. If the Plan is a “how to grow” tool, the development community provides the ability to carry out the plan. The Future Land

Use Guide for the County shows significant areas for growth, business and job creation. The Plan promotes a variety of business expansion and retention opportunities such as retail, small business, office, commercial, federal agencies, and agricultural economic activities. The regulatory agencies should ensure that development review and permitting processes are transparent and predictable for business investment.

### **State Enabling Legislation**

Sections of State Law should be amended to provide for more land use planning tools, greater flexibility in local land use activity, and additional local authority as identified in recommendations of this Plan. Currently, there are elements of state law limiting the authority of local governing bodies and in order for the local governmental bodies to adapt readily to their needs or changing situations, more authority should be granted to the local level.

Regarding land use, the state law has created prescriptive time frames that must be met in order to achieve some uniformity across the state for land development review process. While the attempt is well intended, state law has inadvertently limited the ability to use potentially mutually agreeable development options because the option is not permissible. This can also result in a longer process because the steps have to be broken into separate segments in order to meet state law. Changes should be considered in the state law which would permit alternative processes and options in addition to the codified language. There may be opportunities to amend state law where the intent of the legislature is achieved, the needs of local community and applicants exercising their development rights are balanced.

### **Capital Improvement Plan**

The Capital Improvement Planning efforts of the County should continue to be used to assist schools, law enforcement, parks and recreation, and fire and EMS as growth within the County increases. The County should consider additional capital improvement plans, including its facilities and future growth needs.

## APPENDICES

List of Appendices		
<b>Appendix A</b>	Commission and Committee Members	Page 152
<b>Appendix B</b>	Existing Conditions	Page 155
<b>Appendix C</b>	Workshop and Online Survey Summaries	Page 183
<b>Appendix D</b>	Goals and Objectives	Page 190
<b>Appendix E</b>	Design Guidelines Images	Page 207
<b>Appendix F</b>	Maps	Page 213
<b>Appendix G</b>	Land Use Map Classifications	Page 235
<b>Appendix H</b>	Definitions and Acronyms	Page 241
<b>Appendix I</b>	Documents Incorporated by Reference	Page 255



**Appendix A – Commission and Committee Members****County Commission Members**

Walt Pellish, President  
 Jane Tabb, Vice President  
 Dale Manuel  
 Patsy Noland  
 Lyn Widmyer  
 Frances Morgan (through December 2012)

**Planning Commission Members**

Steve Stolipher, President  
 Wade Louthan, Vice President  
 Clifford (Gene) Taylor, Secretary  
 Darlene Truman  
 Gary Phalen  
 Dickie Childs  
 Donnie Fisher  
 Mike Chapman  
 Peter Fricke (appointed July 2014)  
 Darlene Truman (May 2013 through May 2014)  
 Daniel Hayes (through March 2014)  
 Paul Taylor (through March 2014)  
 William McLeod (through March 2014)  
 J.P. Phillips (through August 2013)  
 Morgan Ethers (through March 2013)  
 Kelly Baty (through March 2013)  
 Eric Smith (through March 2013)

**Envision Jefferson 2035 Steering Committee Members**

<b>Name</b>	<b>Magisterial District</b>
Suzanne Malesic	Charles Town
Mark Dyck (at-large)	Charles Town
Dave Mills	Charles Town
James Gibson (at-large)	Harpers Ferry
Barbara Humes	Harpers Ferry
Ellen May	Harpers Ferry
Peter Dougherty	Kabletown
Warren Mickey	Kabletown
Peter Fricke	Middleway
Pam Parziale	Middleway

Janis Schiltz (at-large)	Shepherdstown
William McLeod	Shepherdstown
Wade D. Louthan	Kabletown

### **Non-Participating Appointments**

Kathy Knight	Harpers Ferry
Daniel Hayes	Shepherdstown
Russell Roper	Kabletown

### **Technical Advisory Committee**

Charles Town Utilities - Jane Arnett  
City of Charles Town - Katie See  
City of Ranson - Sarah Kleckner  
Corporation of Harpers Ferry - Kevin Carden  
Corporation of Shepherdstown - Harvey Heyser  
Hagerstown Eastern Panhandle Metropolitan - Matt Mullinax  
Harpers Ferry National Park Service - Andrew Lee  
Jefferson County Board of Education - Ralph Dinges  
Jefferson County Development Authority - John Reisenweber / Whitney Birch

### **Lunch and Learn Presenting Organizations**

American Public University Systems  
Appalachian Trail Conservancy  
Arts and Culture Alliance  
City of Charles Town  
City of Ranson  
Corporation of Shepherdstown  
Eastern Panhandle Association of Home Builders  
Eastern Panhandle Association of Realtors  
Eastern Panhandle Organization of Homeowners Associations  
Eastern Panhandle Regional Planning and Development Council  
Eastern Panhandle Transit Authority (EPTA/PanTran)  
Habitat for Humanity  
Jefferson County Department of Homeland Security and Emergency Management  
Jefferson County Economic Development Authority  
Jefferson County Emergency Communications Center  
Jefferson County Emergency Services Agency (JCESA)  
Jefferson County Farmland Protection Board  
Jefferson County Historic Landmarks Commission  
Jefferson County Parks and Recreation  
Jefferson County Schools

Jefferson County Sheriff's Department  
Partnership for Affordable Housing  
Ranson Parks and Recreation  
Shepherd University  
West Virginia Division of Highways (WVDOH)

**Planning and Zoning Staff**

Jennifer M. Brockman, AICP – Director of Planning and Zoning  
Seth A. Rivard, MPA – County Planner  
Steve Barney – Zoning Administrator (through June 2013)  
Chris Whittaker, MSP/MSLIS – Comprehensive Plan Planner (through May 2014)  
JT Redmon – Project Manager (through March 2014)  
Alexandra Beaulieu – Project Manager  
Maureen Olivia Nolan – 2012 Intern  
Clay Raines – 2013 Intern  
Daniel Whalen – 2014 Intern

**Jefferson County GIS/Addressing Office**

Todd Fagan, GISP – Director of GIS/Addressing Office  
Jessica Gormont – GIS Analyst

## [Appendix B - Existing Conditions](#)

### **Existing Conditions in Jefferson County**

During the 1950s and early 1960s, citizens in the County saw the Federal Government acquire Harpers Ferry's historic structures and express interest in using the banks of the Shenandoah and Potomac Rivers for a national parkway. Fifty miles to the east, the Washington, D.C. and Baltimore, MD Metropolitan Areas was growing rapidly, as were most major urban areas on the eastern seaboard, and projections showed that eventually growth would move into Jefferson County. With the development of Dulles International Airport, citizens recognized this as a magnet for growth that could affect the County.

In response to these events, concerned citizens began meeting informally. These citizens felt that it was important for Jefferson County to plan its future with an emphasis on solving problems at the local level, particularly in light of the Federal presence in the County. In early 1967, these groups petitioned the Jefferson County Commission to appoint a planning commission and in March 1967 the first Planning Commission was selected. It was composed of 11 members, including one County Commissioner.

With the assistance of Federal funds, the Planning Commission hired a consultant, Michael Baker, Jr., Inc. to prepare a Comprehensive Plan in 1968. The Plan was to serve as a guide to future growth in the County. After a series of public hearings, the Comprehensive Plan was submitted to the County Commission. The Comprehensive Plan was formally adopted in June 1972, along with the County's first Subdivision Ordinance, which regulated how land was divided into lots. This Ordinance was substantially revised, first in 1973 and again in 1979.

In 1973, the Planning Commission began preparing a Zoning Plan for the County, following the recommendations of the 1968 Comprehensive Plan. This Zoning Plan was presented to the citizens through a series of public hearings. In May 1976, the Zoning Plan was placed on the ballot for public referendum. The Zoning Plan was defeated on Election Day.

In July 1985, the Planning Commission appointed a Citizen Advisory Committee to help update the existing 1968 Comprehensive Plan. The committee members were selected to represent not only specific areas of the County, but also broader concerns such as business, agriculture, education, transportation, public health and safety, land conservation, and historic preservation. Working independently with the help of State and County staff, the Committee completed that task at the end of 1986, and the document was approved by the County Commission in December 1986.

In implementing the 1986 Comprehensive Plan, a second attempt to implement countywide Zoning Ordinance was begun. In order to avoid the problems experienced in 1976, a flexible zoning system was proposed that allowed property owners a wide degree of latitude in permitting future development of their properties. A development review system, known as Land Evaluation and Site Assessment (LESA), that permits

denser developments in rural areas if urban level amenities are within a certain distance was included in the proposed Zoning Ordinance in order to obtain the support of rural land owners. This Zoning Ordinance was adopted in 1988 and it was not challenged at referendum. This Ordinance has had a number of amendments since its implementation in 1988.

In 1992, a citizens' committee was appointed by the County Commission to revise the 1986 Comprehensive Plan. After two years of public meetings and hearings, the County Commission adopted the new Comprehensive Plan in 1994. The 1994 Plan focused on the need to accommodate the projected growth through the need to plan for schools, clean drinkable water and wastewater systems, transportation improvements, local employment opportunities, law enforcement and emergency services, the protection of natural and historic resources, and a review of 1988 Zoning Ordinance and the potential need for amendments. A significant result of the 1994 Plan was the recommendation and then subsequently the adoption of building code in the County in 2001.

In late 1999, the County Commission requested the Planning Commission initiate a revision of the 1994 Comprehensive Plan. For this revision, the County Commission allocated funds to retain a consultant to advise the Planning Commission in this process. After almost three years of public comment and testimony and work by the Planning Commission, the 2004 Plan was adopted by the County Commission.

After the adoption of the 2004 Comprehensive Plan, the County Commission set forth an objective to implement the recommendations of the Plan. The principal task to accomplish was the development of a new zoning ordinance and subdivision regulations. A consultant was hired to draft the new Zoning Ordinance and Subdivision Regulations. After four years and many revisions, the County Commission adopted the newly created 2008 Zoning Ordinance and Subdivision Regulations. These documents were designed to work together. Shortly after adoption of the 2008 Zoning Ordinance, citizens of the County gathered enough signatures to have a referendum for the Zoning Ordinance. There was no referendum on the 2008 Subdivision Regulations. When the 2008 Zoning Ordinance went to vote by the public, the ordinance was defeated. As a result of the vote, the 1988 Zoning Ordinance remained in effect and the newly adopted 2008 Subdivision Regulations also remained in effect. Shortly after the vote, the 2008 Subdivision Regulations were amended to dovetail with the 1988 Zoning Ordinance.

While the new Zoning Ordinance was being written, amendments to the 1988 Zoning Ordinance were also occurring. An important recommendation of the 2004 Comprehensive Plan was the inclusion of additional value added uses in the Rural Zoning District. Those value added uses were codified into the Zoning Ordinance and are intended to further the economic return that could be generated on a farm.

While the 2004 Comprehensive Plan was not the first plan to mention the need for impact fees, shortly after adoption of the Plan, impact fees were adopted. The first impact fee was for schools and subsequently parks and recreation, law enforcement and fire and EMS were added to the impact fee schedule.

In 2001, the State Legislature amended the State Code allowing the annexation process to be easier for municipalities. This resulted in rapid increase in annexations in Jefferson County. The 2004 Comprehensive Plan noted the need for County and municipal cooperation. This cooperation has resulted in Charles Town and Ranson adopting Urban Growth Boundaries (UGB) in 2009 and Shepherdstown adopting the Growth Management Boundary (GMB) in 2014.

One of the recommendations of the 2004 Plan was for the County to conduct a study of the US 340 Corridor East Gateway Plan, with a focus on land use, transportation, and viewsheds. As a result, in 2010 the Planning and Zoning Department initiated a public outreach process to develop the US 340 Corridor East Gateway Plan. This Plan represented the County's first small area planning project and was the first plan to include a future land use map. The planning effort also included a transportation planning study by consultant Michael Baker Jr., Inc. In late 2012, the Jefferson County Commission referred the US 340 Corridor East Gateway Plan to the Envision Jefferson 2035 Steering Committee to utilize as a reference and review tool as part of the County's Comprehensive Plan update.

The 2004 Comprehensive Plan, in its broad discussion of land use and zoning, noted the need for additional zoning categories. In 2012, at the direction of the County Commission, the Planning and Zoning Department drafted amendments to the Zoning Ordinance to add additional commercial and mixed use zoning categories. The Commission voted to postpone adoption of these new zoning categories until the completion of the 2014 Comprehensive Plan. The County Commission is currently in review of these zoning categories and may adopt the new categories in the near future.

In the early 2000's, the State Legislature amended the West Virginia Code to require that communities with a Comprehensive Plan update their plans every 10 years. In 2012, the Planning and Zoning Department began the process of updating the 2014 Comprehensive Plan. With the advice and consent of the County Commission, Staff organized a rigorous schedule of public outreach meetings, a technical advisory committee, and a steering committee to guide the drafting and development of the

*Envision Jefferson 2035 Comprehensive Plan*. Since a Comprehensive Plan is by nature both visionary and innovative, the department recommended that the Plan have a long-term focus. For this reason, the Plan is entitled *Envision Jefferson 2035* and focuses on a 20-year time horizon, with the understanding that the plan will be updated in 2024.

*A Quick Glance of Comprehensive Plans, Ordinances, and Regulations in the County:*

<b>Comprehensive Plans</b>		
1968	1992	2014 (Envision Jefferson 2035)
1986	2004	

<b>Ordinances and Regulations</b>
<ul style="list-style-type: none"> <li>• Subdivision Ordinance – Adopted 1973 and Substantially Revised in 1979</li> </ul>
<ul style="list-style-type: none"> <li>• Improvement Location Permit – Adopted December 1975</li> </ul>
<ul style="list-style-type: none"> <li>• Salvage Yard Ordinance – Adopted 1984</li> </ul>
<ul style="list-style-type: none"> <li>• Zoning Ordinance – Adopted 1988</li> </ul>
<ul style="list-style-type: none"> <li>• Subdivision Regulations – Adopted in 2008 and invalidated 1979 Subdivision Ordinance</li> </ul>
<ul style="list-style-type: none"> <li>• Stormwater Management Ordinance – Adopted in 2013 (updated existing stormwater requirements and became a separate document)</li> </ul>

**Changes in Jefferson County since the Adoption of the 2004 Comprehensive Plan**

The Table below is a quick reference summary of changes within Jefferson County since the adoption of the 2004 Comprehensive Plan. The information presented below is intended to highlight the significant changes within the County since 2004. With the substantial number of changes since the adoption of the previous comprehensive plan, it is readily apparent that the 2004 Comprehensive Plan is no longer dynamic for the needs of Jefferson County. The impact of these changes will be discussed in more detail in the relevant sections below.

Hollywood Casino at Charles Town Races – Voters Approve Table Games	Significant annexations by Charles Town and Ranson
Completion of the 4-laning of Route 9 through the County	U.S. Customs and Border Protection Advanced Training Center
Harpers Ferry National Historical Park acquires additional property	Jefferson County Historic Landmarks acquires Shepherdstown Battlefield
Adoption of the County-Wide Impact Fees	Construction of new volunteer fire stations
Jefferson County Farmland Protection Board acquisition of additional farmland	Burr Business Park constructed
City of Charles Town adopts Subdivision Regulations and updates Zoning Ordinance	City of Ranson adopts the Smart Code
US 340 Corridor East Gateway Plan Outreach (Plan was not approved by County Commission)	Construction of new high school and elementary schools
Jefferson County adopts new Subdivision Regulations in 2008. New 2008 Zoning Ordinance defeated in referendum	City of Ranson reconstructs, redesigns and extends Fairfax Boulevard
City of Ranson realignment of 5 <sup>th</sup> Avenue	

**Key Recommendations of the 2004 Comprehensive Plan that have been Accomplished, In Progress or Not Accomplished**

Throughout sections of the 2004 Comprehensive Plan there are recommendations, in bold, that are to be achieved if the goals of the Plan are to be realized. Those recommendations are compiled at the end of the document in a central list that references the section and page number of the Plan. Listed below are the goals, polices, and strategies that have been accomplished, in progress, or not accomplished.



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

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

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

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

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

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

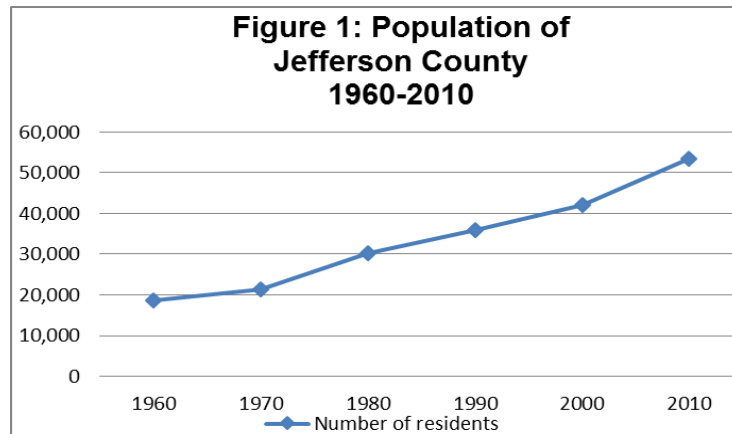
The items above indicate that the County has made significant strides in implementing the recommendations of the 2004 Comprehensive Plan since its adoption. During the public participation process for the *Envision Jefferson 2035 Comprehensive Plan* discussion occurred regarding the recommendations that have not yet been implemented and whether the 2004 Comprehensive Plan recommendations should be included in the *Envision Jefferson 2035 Comprehensive Plan*. Goals, policies, and recommendations that have been accomplished or are in progress were reviewed for effectiveness.

**Existing Conditions**

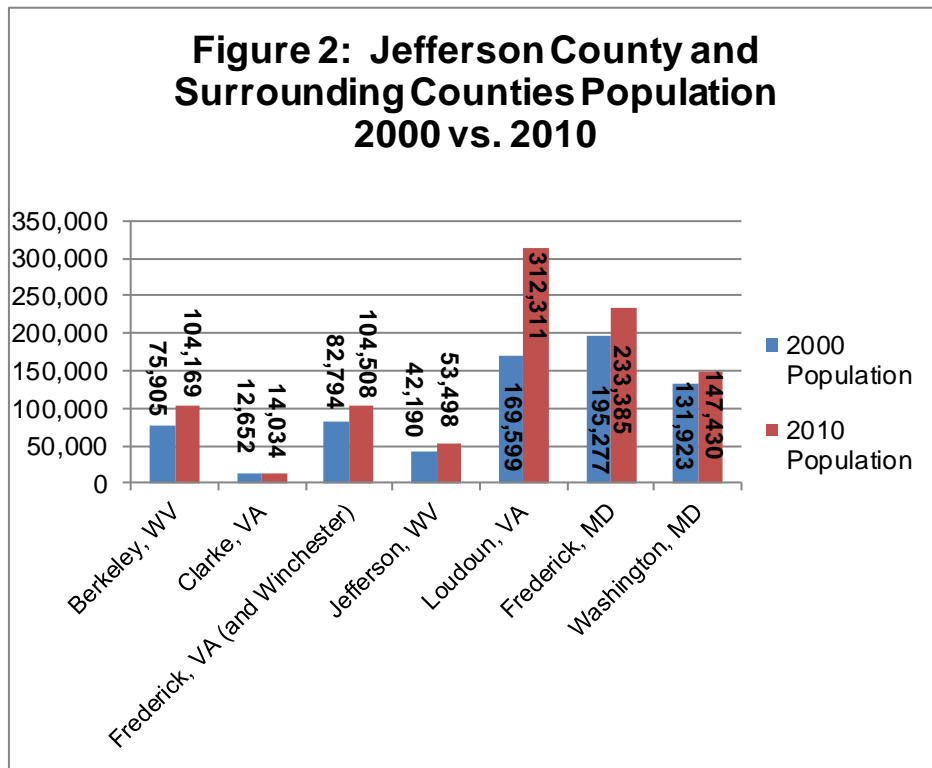
The following is an executive summary of the *Existing Conditions of the Envision Jefferson 2035 Comprehensive Plan* and is included in this document which is the Recommendations of the *Envision Jefferson 2035 Comprehensive Plan*. The full report of the *Existing Conditions of the Envision Jefferson 2035 Comprehensive Plan* is a separate document from the *Recommendations of the Envision Jefferson 2035 Comprehensive Plan*. This summary is provided to give the reader of the Recommendations an overview of the Existing Conditions.

*Demographics*

Jefferson County is located in the easternmost section of West Virginia, has undergone a great deal of transition over the last several decades. In the past, Jefferson County was a largely rural community that relied heavily on its rail connections along the Baltimore and Ohio and other feeder railroads to move goods to markets along the Eastern Seaboard and southward along the Shenandoah Valley. Since the 1960’s, Jefferson County has gradually become integrated with the Washington, D.C. and Baltimore, MD region, with a great deal of its growth coming as the result of spillover growth from the westward expansion of the Washington, D.C. region into areas west of Dulles International Airport. Between 1990 and 2010, Jefferson County’s population grew by 49% (from 35,926 residents to 53,498 residents). Figure 1 depicts the population growth in Jefferson County. Figure 2 depicts population growth across Jefferson County and the surrounding areas, depicting growth both in Jefferson County and in the region as a whole, including Loudoun County, home of Dulles International Airport.



Source: U.S. Census Bureau



Source: U.S. Census Bureau

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

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

Source: U.S. Census Bureau

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

734 to 2,489 residents). Note that the Hispanic population of the county can represent a variety of racial groups. Table 2 shows the racial and ethnic breakdown of Jefferson County residents.

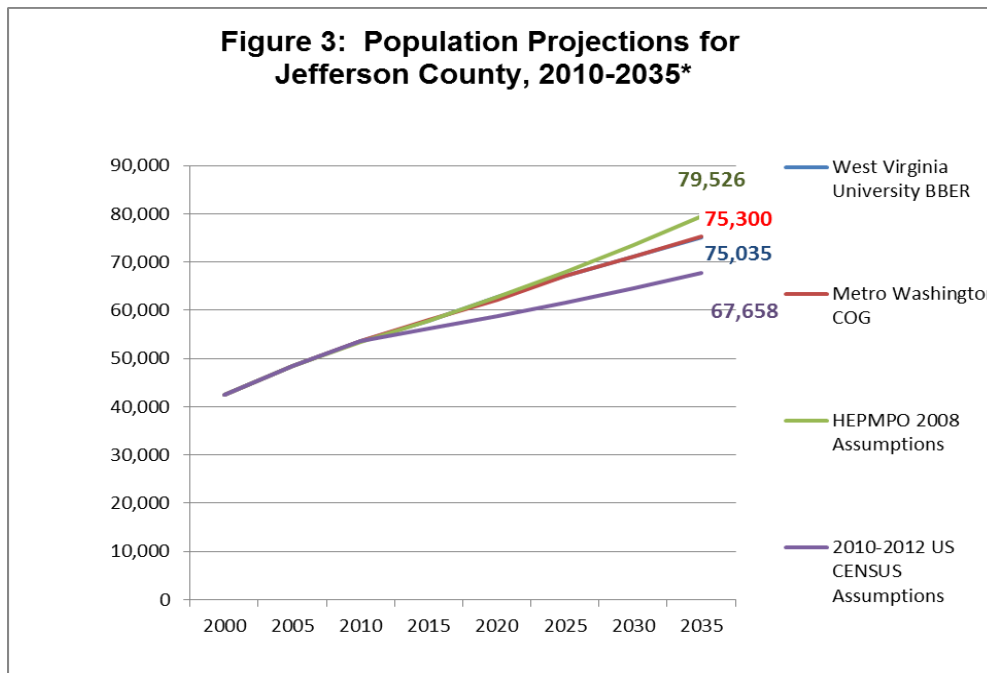
<b>Table 2: Jefferson County, West Virginia: Racial/Ethnic Summary</b>				
	<b>2000</b>		<b>2010</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
White	38,400	91.2	46,876	87.6
Black	2,751	6.5	3,524	6.6
Asian	269	0.6	651	1.2
Native American	120	0.2	132	0.2
Other Minority or Multiple Race	650	1.5	2,315	4.3
Minority Total	3,790	8.8	4,307	12.7
Total Population	42,190	-----	53,498	----
Hispanic/Latino Hispanic, Latino or Spanish origin*	734	1.7	2,489	4.7

\*Hispanic/Latino or Spanish origin is an ethnic/cultural identity and not a race.  
Source: U.S. Census Bureau

### Future Population Forecast

It is expected that Jefferson County will continue to grow in the coming decades as the Washington, D.C. and Baltimore, MD Metropolitan Areas continue to grow. Based on projections from a variety of sources, Jefferson County is expected to grow by between 14,100 and over 25,000 residents between 2010 and 2035 or between 26.3% and 49% of the existing residents. The various population projections for Jefferson County are shown in Figure 3. The projection entitled “2010-2012 U.S. Census Assumption” reflects a 0.95% annual growth rate and is based on Staff’s analysis of census data from 2010-2012 and projecting population growth at the same rate over the next 20 years.

It is expected that the largest portion of population growth will take place in Charles Town and Ranson and the surrounding areas. Ranson is expecting to gain an additional 2,000 to 4,500 residents by 2035 and Charles Town is projected to grow by 13,000 residents by 2023. It should be noted that Charles Town’s Comprehensive Plan was completed in 2006, during the height of the housing market and before the 2007-2009 recession. It is anticipated that Shepherdstown will add nearly 1,000 residents between now and 2035, with growth consisting primarily of the approximately 825 new beds to be constructed in residential facilities on the Shepherd University campus.



\*Note: West Virginia BBER and Metro Washington COG Projections are nearly identical.  
 Sources: U.S. Census Bureau, Hagerstown Eastern Panhandle Metropolitan Planning Organization, Metro Washington Council of Governments, West Virginia University Bureau of Business and Economic Research

### Labor Force and Employment

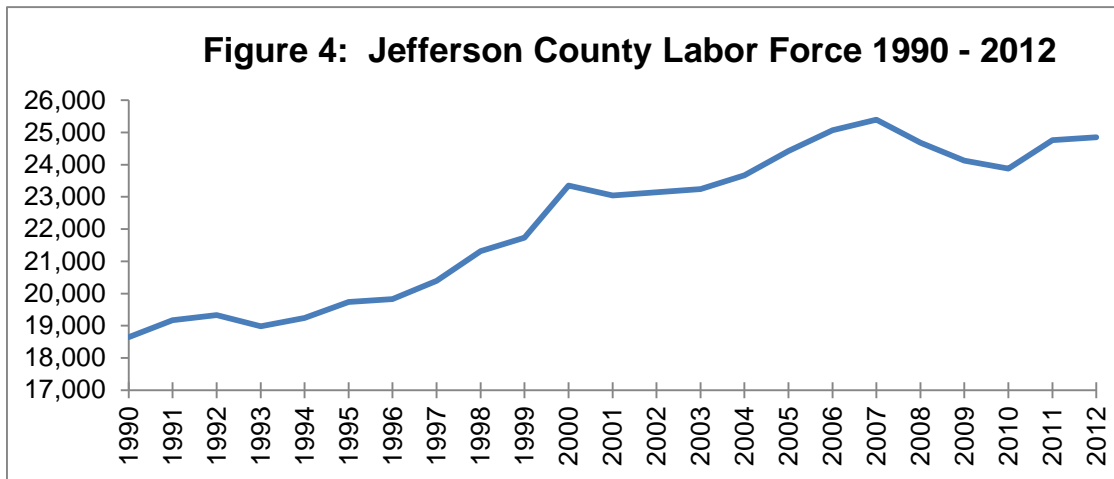
Due to the influence of the proximity of Washington, D.C. and Baltimore, MD, Jefferson County tends to have a lower unemployment rate than the rest of West Virginia. However, as the most recent recession (from 2007-2009) took place, Jefferson County was affected to a similar extent as other parts of West Virginia and the U.S. as a whole, as the county’s unemployment rate increased to 7.1% in 2010. By 2012, however, the local unemployment rate had dropped to 4.1% or in the range of normal unemployment for the County.

**Table 3: Population and Employment in Jefferson County, 1990-2010**

Year	Population	Labor Force	Jefferson County Unemployment Rate	WV Unemployment Rate
1990	35,926	18,648	5.7%	8.6%
1995		19,733	4.3%	7.8%
2000	42,190	23,350	3.4%	5.5%
2005		24,423	3.1%	4.8%
2010	53,498	23,878	7.1%	8.5%
2012		24,828	4.1%	7.4%

Sources: U.S. Census Bureau, U.S. Bureau of Labor Statistics.

Figure 4 shows the growth of Jefferson County’s labor force from 1990 to 2012. The peak in 2007 reflects the height of new construction occurring within the region and the continued migration into the County of a significant commuter population from other areas of the Washington, D.C. and Baltimore, MD Metropolitan regions and other areas in the US. The decline between 2007 and 2010, and the subsequent recovery since then, parallel national trends during this period. Note that over time, a number of individuals that were in the labor market in 2007 have either reached retirement age (as the first of the Baby Boomer generation reached age 65 in 2011) or have stopped looking for work.



Source: U.S. Bureau of Labor Statistics

Due to Jefferson County’s position at the western edge of the Washington, D.C. Metropolitan Area, a large percentage of residents choose to move into Jefferson County while commuting to areas closer to the regional center for employment opportunities. The commuting patterns in Tables 4 and 5 support this reality. As of 2011, it is estimated that 15,620 County residents (or 70.6% of all working county residents) commute to jobs outside of Jefferson County. While approximately 19% of county workers commute to areas located along the Interstate 81 corridor (Berkeley County, Frederick County/Winchester VA, and Washington County, MD), a substantially larger proportion of county residents are commuting to jobs within counties closer to the Washington D.C. area, as depicted in Table 4.

**Table 4: Location of Employment for Jefferson County Residents, 2011 vs. 2002**

County	2011		2002	
	Count	Share	Count	Share
Jefferson County, WV	6,518	29.4%	6,057	41.8%
Loudoun County, VA	2,854	12.9%	1,517	10.5%
Berkeley County, WV	2,816	12.7%	1,510	10.4%
Fairfax County, VA	1,979	8.9%	989	6.8%
Frederick County, MD	1,405	6.3%	1,024	7.1%
Montgomery County, MD	1,280	5.8%	633	4.4%
Frederick County, VA	746	3.4%	414	2.9%
Washington County, MD	620	2.8%	256	1.8%
Prince William County, VA	259	1.2%	179	1.2%
Kanawha County, WV	220	1.0%	86	0.6%
All Other Locations	3,441	15.5%	1,991	13.8%
<b>Total Workers</b>	<b>22,438</b>		<b>14,477</b>	

Source: U.S. Census Bureau

Table 5 shows the county of residence for workers employed in Jefferson County. As depicted on the following page, while there were approximately 2,765 new jobs created in Jefferson County between 2002 and 2011, five out of every six of these jobs was filled by someone living outside of Jefferson County. While Berkeley County continued to have the second highest proportion of workers employed in Jefferson County, there is a small but increasing number of workers coming from Loudoun, VA and Frederick, MD counties (with the number of workers from these two counties increasing by 157% or from just over 290 workers to nearly 750 workers by 2011).

**Table 5: County of Residence of Jefferson County Workers, 2011 vs. 2002**

County	2011		2002	
	Total	Share	Total	Share
Jefferson County, WV	6,518	45.1%	6,057	51.8%
Berkeley County, WV	3,888	26.9%	3,566	30.5%
Washington County, MD	587	4.1%	440	3.8%
Frederick County, MD	472	3.3%	189	1.6%
Frederick County, VA	385	2.7%	361	3.1%
Morgan County, WV	389	2.7%	112	1.0%
Loudoun County, VA	277	1.9%	102	0.9%
Hampshire County, WV	169	1.2%	49	0.4%
Clarke County, VA	119	0.8%	56	0.5%
Harrison County, WV	88	0.6%	20	0.2%
Mineral County, WV	73	0.5%	56	0.5%
All Other Locations	1,489	10.3%	681	5.8%
<b>Total Workers</b>	<b>14,454</b>		<b>11,689</b>	

Source: U.S. Census Bureau

There has been little change in the composition of the list of top employers in Jefferson County over the last three years; however, the employers have changed position in the rankings. PNGI Charles Town Gaming (Hollywood Casino at Charles Town Races) ranked as the number one largest employer in both 2011 and 2012, as shown in Table 6.

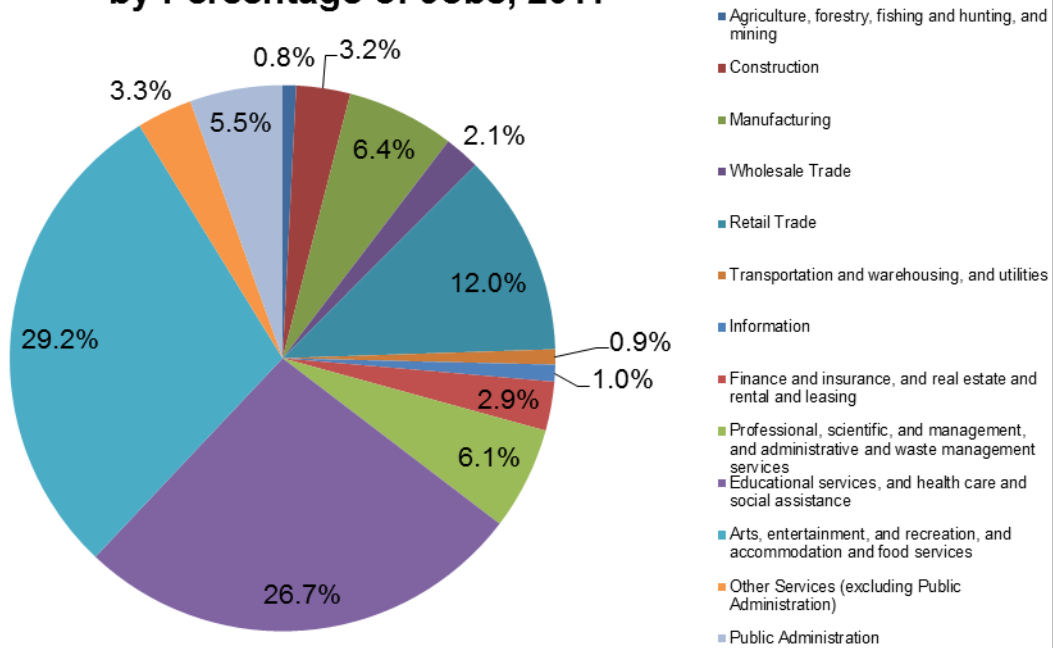
<b>Table 6: Largest Employers in Jefferson County</b>			
<b>Employer Name</b>	<b>2010 Rank</b>	<b>2011 Rank</b>	<b>2012 Rank</b>
PNGI Charles Town Gaming	2	1	1
Jefferson County Board of Education	1	2	2
Shepherd University	3	3	3
American Public University System	7	4	4
Royal Vendors Inc.	6	6	5
Jefferson Medical Center	5	5	6
Wal-Mart Stores Inc.	4	7	7
Department of the Interior (National Park Service)	8	8	8
Jefferson County Commission	9	9	9
Department of Agriculture	NR	10	10
Dalb, Inc.	10	NR	NR

Source: Workforce WV, Sept 2012; NR = not in Top 10 ranking  
*Comparison of Jobs Located in Jefferson County and County Workforce*

Like many areas at the outer edge of a large metropolitan area, there is a disconnect between the jobs that exist within Jefferson County and the jobs that residents living within the County work in. According to the U.S. Census Bureau’s “On the Map” application, in 2011, the highest percentage of jobs located in Jefferson County were in the Accommodations and Food Services industries (26% of all jobs). In the county as a whole, there are only three industries where the share of jobs within the county is significantly higher than the number of the County’s workforce employed in these fields. The fields are Educational Services (due to the presence of APUS and Shepherd University), Entertainment and Recreation (due to the presence of numerous outdoor related recreational facilities and Hollywood Casino at Charles Town Races), and Accommodations and Food Services (due to the presence of the Hollywood Casino at Charles Town Races and the numerous smaller restaurants and lodging facilities located within the County). Figures 5 and 6 show the percentage of jobs in each of 13 categories defined by the U.S. Census Bureau for people working in Jefferson County and for residents of Jefferson County that are either working in the County or elsewhere.

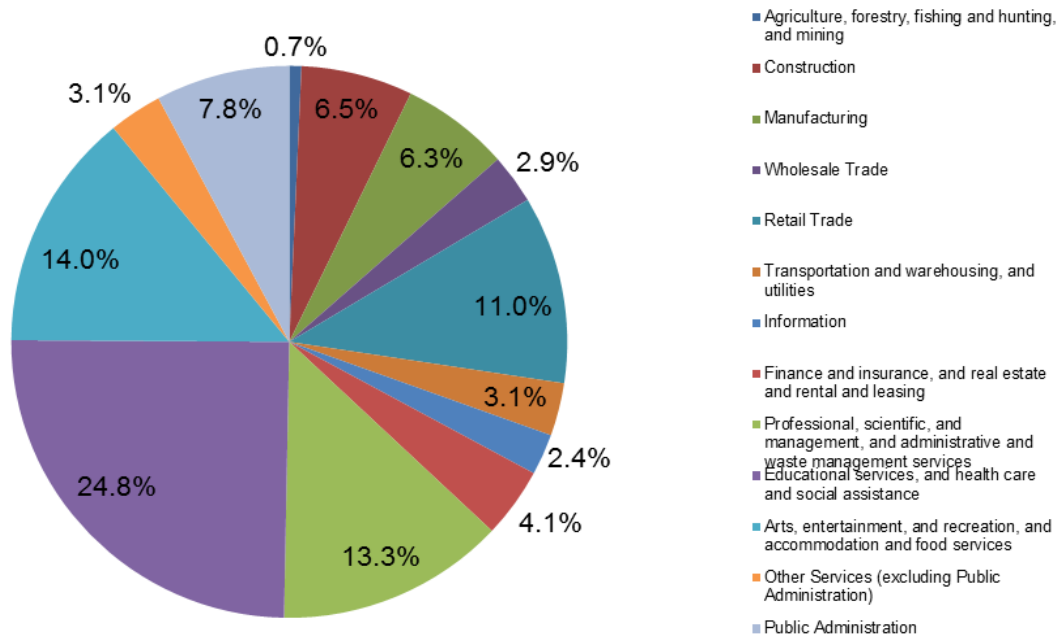


**Figure 5: Employment in Jefferson County by Percentage of Jobs, 2011**



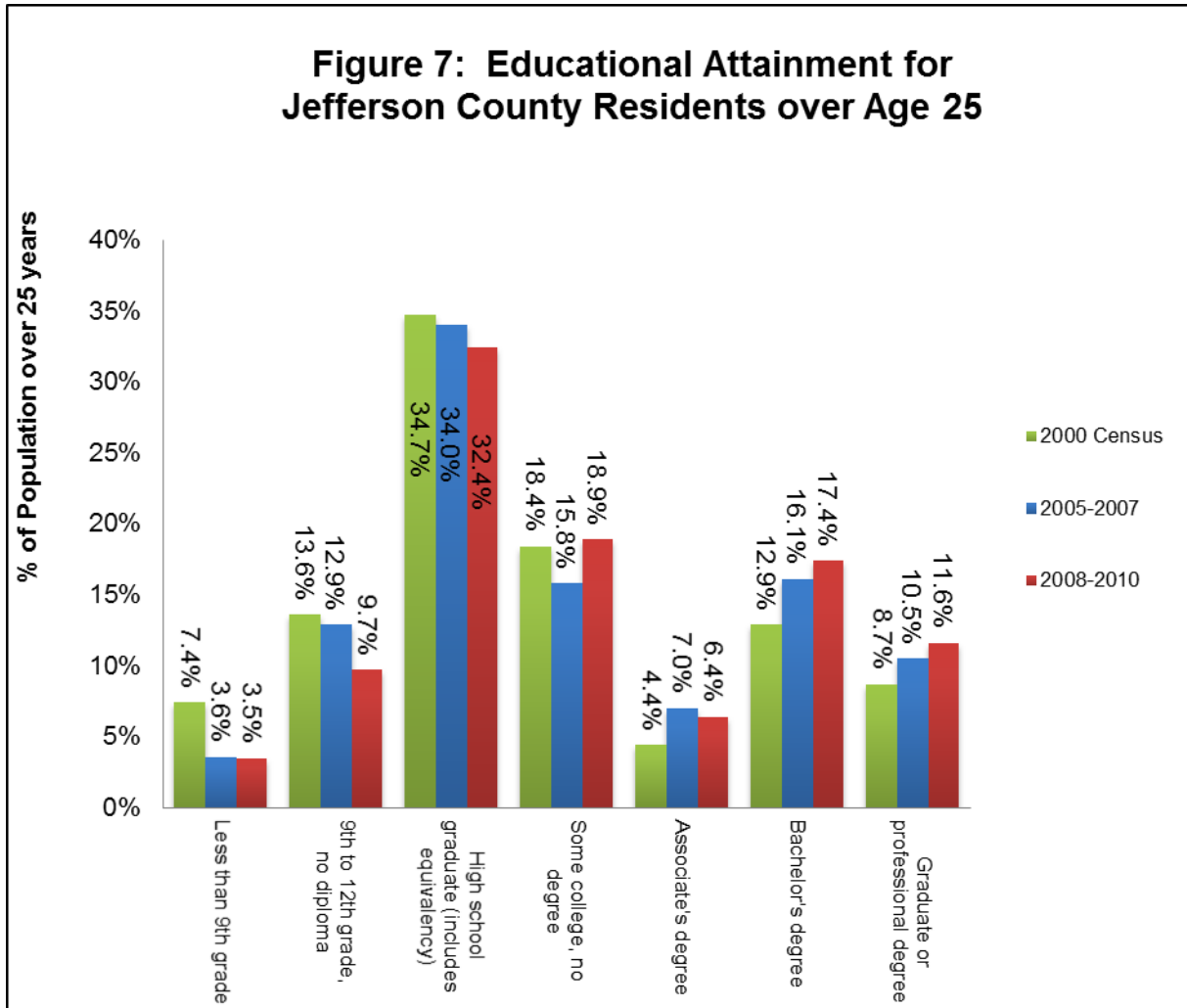
Source: U.S. Census Bureau

**Figure 6: Employment of Jefferson County Residents, by Percentage of Jobs, 2011**



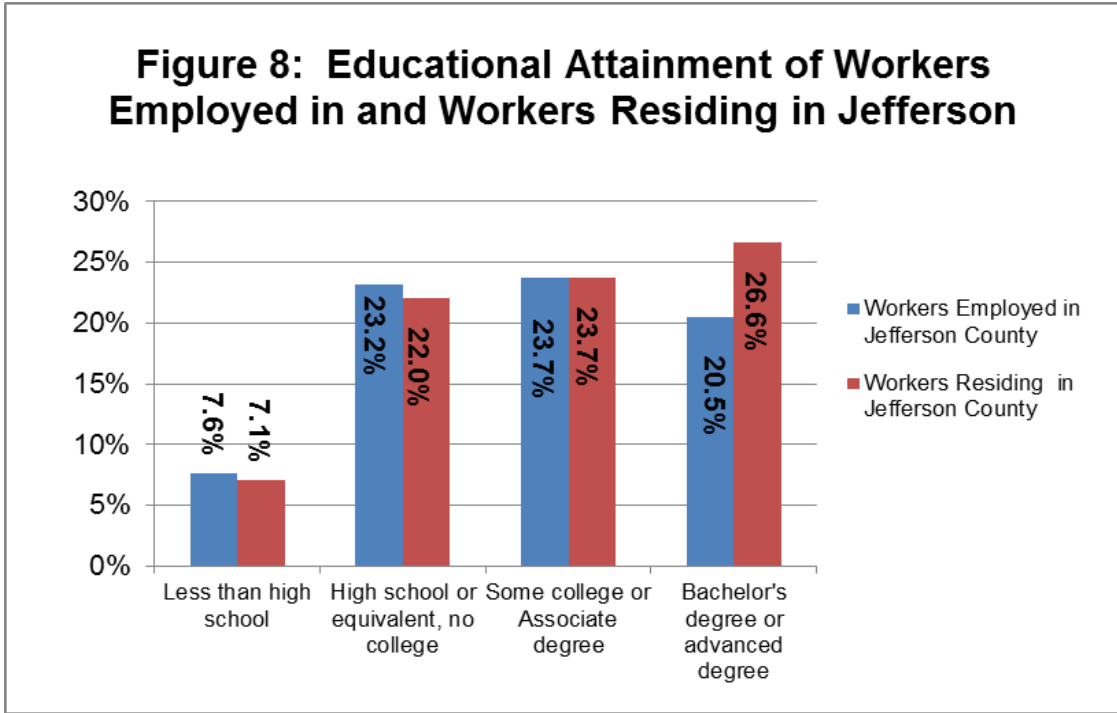
Source: U.S. Census Bureau

One of the key concerns that employers have is the level and quality of skilled residents in a community. Being within the Washington, D.C. Metropolitan Area, Jefferson County benefits from a skilled workforce. The percentage of county residents over age 25 with at least a bachelor's degree is slightly above that of the U.S. as a whole. However, in comparison to the Washington, D.C. Metropolitan Area, the percentage of County residents with at least a bachelor's degree is less (46.9% for the Washington, D.C. Metropolitan Area in comparison to 29% in Jefferson County). Figure 7 depicts the level of educational attainment for Jefferson County residents over age 25.



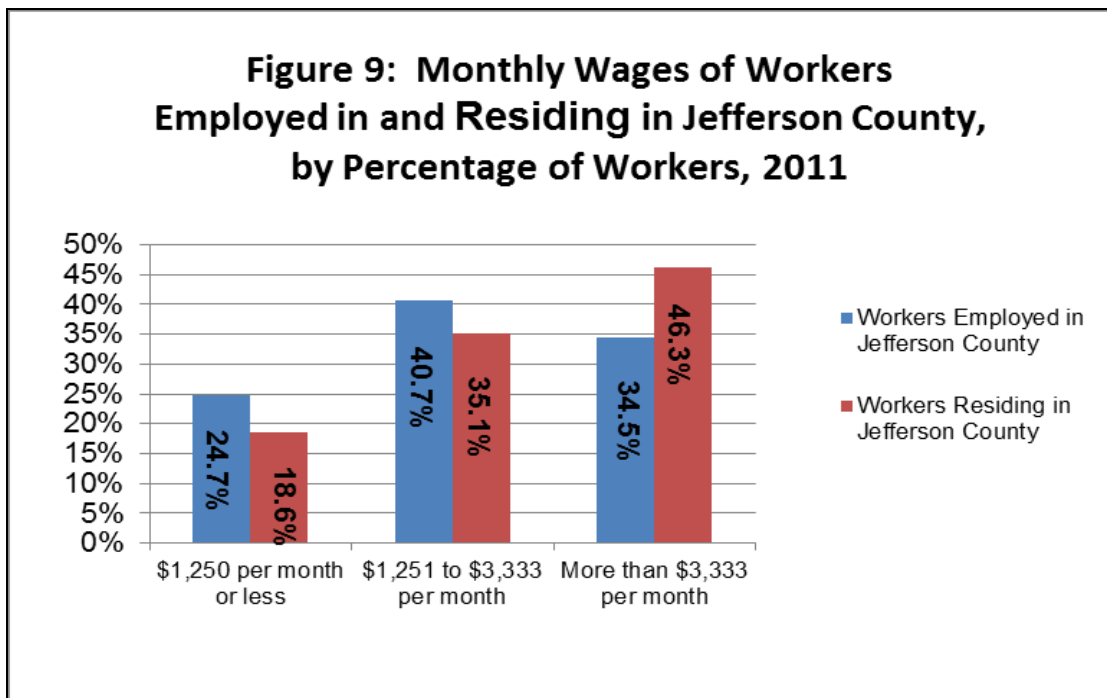
Source: U.S. Census Bureau

One of the primary reasons for the disparity between jobs in the county and the jobs that County residents are employed in is that nearly 27% of all workers that reside in Jefferson County have at least a bachelor’s degree. In comparison, only 20.5% of all jobs in Jefferson County are filled by individuals with a similar qualification, as depicted in Figure 8.



Source: U.S. Census Bureau

Since a majority of the existing jobs in Jefferson County are in relatively low wage service industries (retail, accommodations, and food services), a large percentage of the County’s workforce works outside the County. This finding is similar in other communities that are located in areas at the edge of a large metropolitan area. This is due, in large part, to the higher wage employment opportunities that are present outside of Jefferson County. According to the U.S. Census Bureau, fewer than 35% of jobs in Jefferson County paid a gross wage of over \$40,000 per year and over 46% of all workers living in the County made at least \$40,000 in wages in 2011, as shown in Figure 9.



Source: U.S. Census Bureau

### Agriculture

The most recent data from the last U.S. Agricultural Census is from 2007. At that time, there were 546 farms in Jefferson County. While the average farm size in the county was approximately 132 acres, the median farm size was approximately 40 acres, or less than one third of the average farm size. This sizable difference indicates that there are a large number of smaller farms, or “farmettes”, used primarily for personal equine use or for the growth and cultivation of hay. Smaller farms are an indicator of the cost of land, and in some instances, the need to meet the minimum threshold for the agriculture tax discount.

**Table 7: Farming and Land Use in Jefferson County, 1974-2007**

Statistic	1974	1978	1982	1987	1992	1997	2002	2007
Number of Farms	381	370	398	363	334	357	474	546
Land in Farms (acres)	86,642	84,985	87,648	74,268	74,268	72,978	71,880	72,091
Percent in Farms	64	63	65	62	55	54	53.6	53.8
Avg. Farm Size (acres)	227	230	220	229	222	204	152	132
Avg. Value per Farm (dollars)	191,369	294,270	312,631	385,413	608,217	715,807	456,068	896,621
Avg. Value per Acre (dollar)	842	1,285	1,442	1,684	2,875	3,722	2,963	6,791

Source: U.S. Agriculture Census

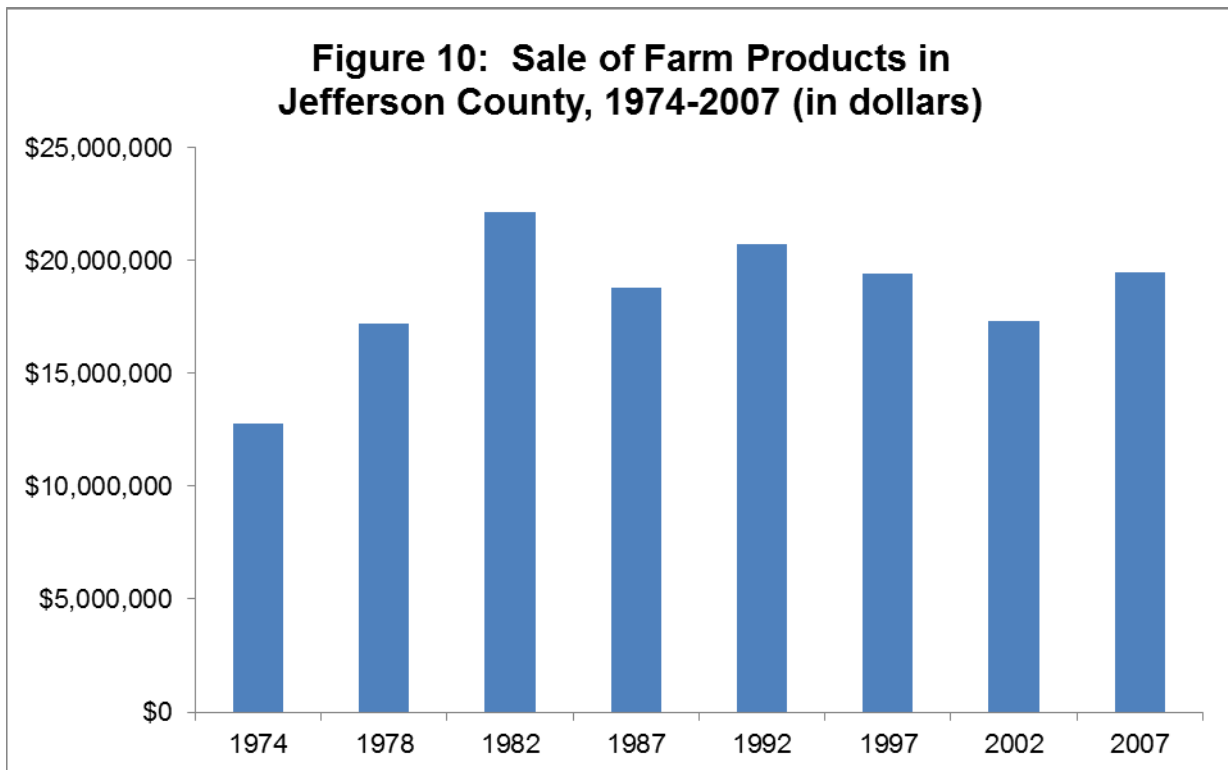
Like many areas of the U.S. (where the median age of a farmer is 58 years of age), the farm community in Jefferson County is aging, with a median farm operator age of 57.4 years of age, according to the 2007 Agricultural Census. Many younger residents choose to move into other vocations, while residents that may have otherwise been attracted to farming are unable to afford the upfront costs of land, machinery, and livestock. Since 1978, the number of farmers under the age of 44 has significantly decreased.

**Table 8: Age of Primary Farm Operator in Jefferson County**

Age of Operator	1978	1982	1987	1992	1997	2002	2007
Less than 44 years	127	129	88	19	21	96	72
45 to 64 years	172	156	161	220	230	231	280
65 years and over	77	97	114	95	106	147	194

Source: U.S. Agriculture Census

While the total sale of farm products in Jefferson County has fluctuated for the past 30 years, the overall rate has been stable. Figure 10 displays the strong role farm activity plays in the County.



Source: U.S. Agricultural Census

### Historic Resources, Preservation and Viewsheds

Jefferson County is rich with historic resources including buildings, districts, sites, and communities, dating back to the era when nomadic Native American tribes hunted and lived in the Eastern Panhandle. The County has maintained a strong rural and cultural landscape that relates both land and the traditional lives of its people from the early settlement of the area to the changing economies of the present day. The interaction of human experience with our natural environment is the story of Jefferson County. Even those elements that are not visible and exist as archeological evidence constitute important parts of the historical chronology. A significant portion of the County's physical history survives. With the wealth of historic resources in the county, identification and protection of these resources should be considered a priority.

The history of Jefferson County is not only relevant on a local level but the story of the County's history is infused into the history of the founding of our country and was a key location during the Civil War. The family of George Washington established 12 estates in the County, eight of which remain, and 75 members of the Washington family are buried in Charles Town cemeteries. In addition, several generals from the Revolutionary War resided here.

Harpers Ferry was established during the Presidency of George Washington as one of only two U.S. Federal Armories. John Brown in 1859 attacked Harpers Ferry with hopes of securing a major munitions stockpile that would lead to a spontaneous uprising by slaves. He was unsuccessful. Brown and several of his associates were captured, tried, and convicted at the Jefferson County Courthouse in Charles Town that still stands, and hanged a few blocks away on what is now South Samuel Street.

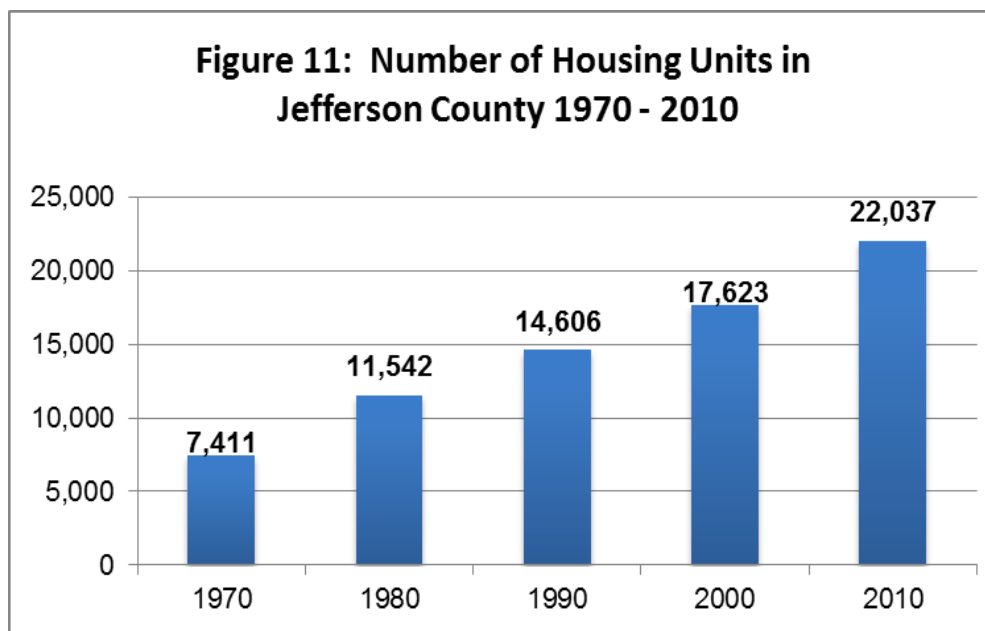
Harpers Ferry and the rest of Jefferson County was critical during the Civil War as it served as a main rail corridor between the eastern and western theatres of the War. During this time, West Virginia became a state from northwestern counties of Virginia. The strategic value of the site led to the area being controlled by Union and Confederate forces dozens of times during the war. Over 12,000 Union troops garrisoned at Harpers Ferry surrendered while under attack from Confederate forces led by General Stonewall Jackson. This was the largest surrender of troops on American soil. Without that surrender, the bloodiest battle of the Civil War, Antietam, may have never occurred. The battlefield at Shepherdstown has recently been studied by the National Park Service and played an important role in the end stages of the battle of Antietam. In addition Jefferson County served as a staging area during the Shenandoah Valley campaign, which included battlefield sites at Summit Point and Middleway.

Harpers Ferry played a significant role in the African American community after the Civil War, with the establishment of what eventually became Storer College in 1865 as one of the first public institutions for former slaves. Harpers Ferry was also the site of the second meeting of the Niagara Movement in 1906, which eventually led to the founding of the NAACP.

In the mid 1940's, the Armory and numerous surrounding properties in Harpers Ferry were declared a National Monument. Over the ensuing years, Harpers Ferry became a National Historic Park, with numerous structures rebuilt and lands surrounding Harpers Ferry were (many of which were battlefield areas during the Civil War) purchased and protected by the National Park Service. Even in more modern times, events such as the Israel-Syria peace accord discussions held in Shepherdstown in late 1999 have focused attention on Jefferson County.

## Housing

With Jefferson County's location at the outer edge of the Washington, D.C. and Baltimore, MD Metropolitan Areas, the state of the housing market is often of key concern. In a strong Washington, D.C. and Baltimore, MD housing market, individuals and families are more likely to relocate to Jefferson County, due to the lower cost of housing in comparison to areas closer into the center of the region. This creates immediate employment opportunities in the construction industry. As the number of occupied homes increases in our community, the likelihood that businesses looking to serve those residents increases as well. Over the last several decades, the continued reach of the Washington, D.C. and Baltimore, MD Metropolitan Areas into outlying areas has resulted in more residents, and consequently, more homes located in Jefferson County, with the number of homes in the county nearly tripling between 1970 and 2010, as shown in Figure 11.



Source: U.S. Census Bureau

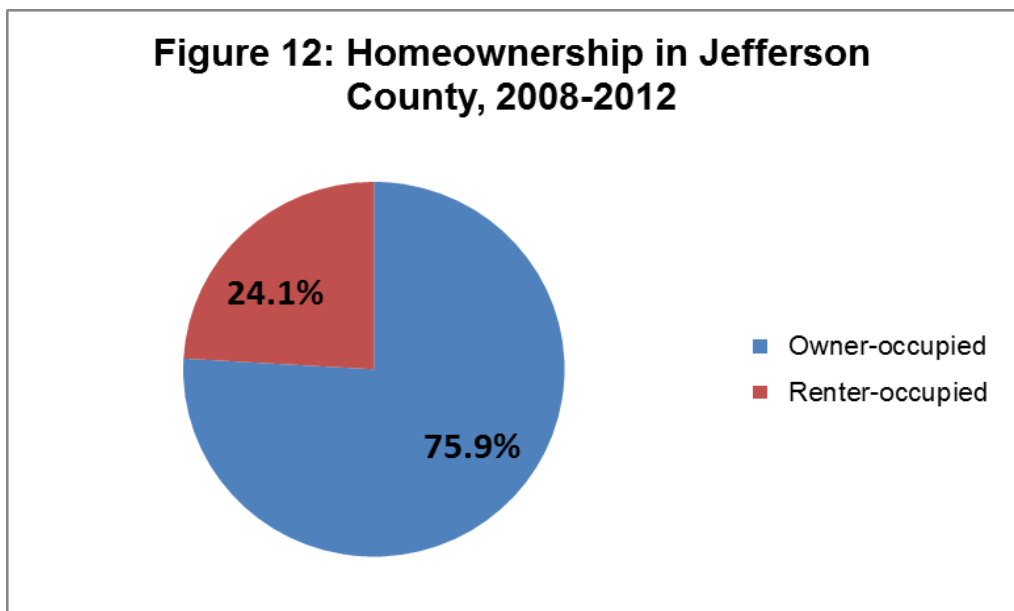
Site-built single-family homes have been the dominant housing type in Jefferson County throughout its history. Other unit types include manufactured homes, single-family attached units (townhomes), and multi-family dwellings. During the most recent decade, single-family detached units (other than manufactured homes) have composed 79% of all county residential building permits. Permit records indicate that

there has been no significant multi-family development within unincorporated areas of Jefferson County since 1999. Unit type breakdown since 1975 is provided in Table 9.

	Number of Units (1975-2011)	Percent of Units (1975-2011)	Number of Units (2001-2011)	Percent of Units (2001-2011)
Manufactured Housing	1,667	14%	465	12%
Single-family	9,200	77%	3186	79%
Single-family Attached	605	5%	364	9%
Multi-family	546	5%	2	0.05%
Total	12,018	100%	4,017	100%

Source: Jefferson County Building Department

The largest portion of Jefferson County’s residents reside in owner-occupied homes. Within the County, owner-occupied housing consists of 77.2% of all homes during the 2007-2011 period, as depicted on Figure 12. This rate is greater than in the state as a whole (74.3%), and has increased by 8% since 1990.



Source: U.S. Census Bureau

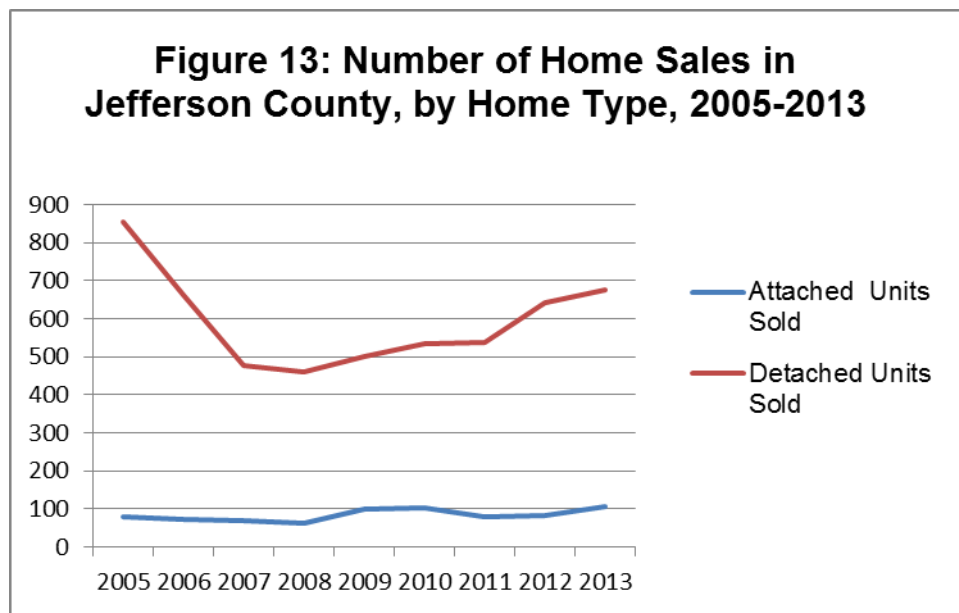
Within the County, the median value (or the value at which half of the housing is below and half is above) of owner-occupied housing was approximately \$223,700 during the 2008-2012 period. The largest portion of housing was valued in the \$200,000 to \$400,000 range. In comparison to the state as a whole and due to the County’s proximity to the Washington, D.C. and Baltimore, MD Metropolitan Areas, the median housing value in Jefferson County is nearly 130% greater than the West Virginia median housing value of \$97,300.



## Home Sales

One way of understanding the state of the real estate market is by looking at the number of real estate sales that closed during a specific period. Within Jefferson County, there were 782 total home sales in 2013 (676 detached single-family homes and 106 attached units or townhomes). While 782 total home sales is less than the yearly sales during the height of the housing market in the early 2000's the total number of home sales in the county has increased nearly 43% between 2008 and 2013 and is above the 2006 sales levels.

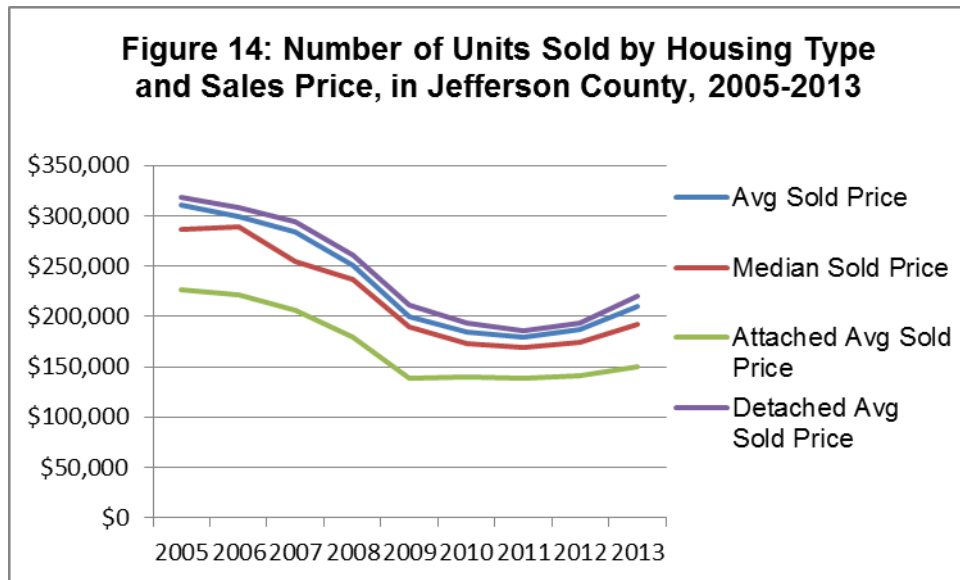
Nearly the entire decline in total home sales occurred in the sales of detached housing. The number of attached home sales remained relatively steady ranging from a low of 62 units, in 2008, to a peak of 106 units, in 2013. Figure 13 depicts the number of residential units sold by in Jefferson County between 2005 and 2013.



Source: Eastern Panhandle MLS

Jefferson County was not exempt from the decline in housing prices in the latter part of the last decade. During the period from 2005 to 2012, the median sales price for a home in Jefferson County declined from a high of \$289,000 in 2006 to \$192,750 in 2013, a 33.3% decrease. However, between 2011 and 2013, the median housing price increased by 14.1%, up from 2011's median sales price of \$169,000 and is now above 2009 levels.

Unlike the detached single-family housing market prices, the price of townhomes in Jefferson County bottomed out in 2009, when the average sales price was \$138,135 (a 39.2% decrease between 2005 and 2009). Since that time, the average sales price of a townhome in the County has increased by 9.1%, to \$150,684 in 2013. Figure 14 shows the fluctuation in home sales prices in Jefferson County between 2005 and 2013.



Source: Eastern Panhandle MLS

### Education

There are a wide range of educational options available locally within Jefferson County ranging from public and private schools to post-secondary education options both in a traditional setting (at Shepherd University) and virtual (the American Public University System [APUS], headquartered in Charles Town).

Since its founding in 1871, what is now Shepherd University has provide educational opportunities in a wide range of specialties and programs to residents of West Virginia and surrounding states. With over 4,300 students enrolled at its Shepherdstown campus, and with the recent opening of its Martinsburg Center, Shepherd will continue to play a key role in education in Jefferson County in the coming decades.

As Jefferson County has grown in recent decades, there has been increasing demand on the county’s schools, as shown in Table 10. Consequently, Jefferson County Schools has constructed, or are in the process of constructing or expanding, several school facilities in Jefferson County.

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
High School	1,405	2,074	2,121	2,181	2,302	2,342	2,369	2,417	2,373	2,477	2,404	2,440
Middle School	1,686	1,767	1,771	1,822	1,753	1,776	1,852	1,810	1,849	1,872	2,002	2,074
Elementary School	3,973	3,433	3,522	3,699	3,819	3,925	4,078	4,171	4,373	4,496	4,436	4,444
<b>Total</b>	<b>7,064</b>	<b>7,274</b>	<b>7,414</b>	<b>7,672</b>	<b>7,874</b>	<b>8,043</b>	<b>8,299</b>	<b>8,398</b>	<b>8,595</b>	<b>8,845</b>	<b>8,842</b>	<b>8,895</b>

Source: West Virginia Department of Education

## Land Use

Land use regulations have been in Jefferson County for over 40 years. In the early 1970's, Subdivision Regulations were adopted and Zoning was implemented in 1988. Jefferson County continues to be one of a few counties in the West Virginia with countywide zoning.

The history of planning and zoning in Jefferson County has relied heavily on Land Evaluation and Site Assessment (LESA) to guide future growth and development. This is reflected in the limited and overly-broad zoning categories provided for in the current Zoning Ordinance. In the past, there were very few zoning map amendments (rezoning requests) used to change the land use designation. The LESA point system was specifically created to keep growth near areas with urban-level amenities. However, development has not always been retained near areas with urban level amenities as was anticipated with the LESA method. Therefore, the LESA provisions of the Zoning Ordinance were amended in an attempt to ensure development happens near the urban core. Due to these issues with the LESA system, the 2008 Zoning Ordinance proposed to eliminate the LESA system and replace it with a more comprehensive rezoning process. The 2008 Zoning Ordinance was defeated at a referendum vote in 2009. Since 2009, there has been a significant increase in requests for zoning map amendments.

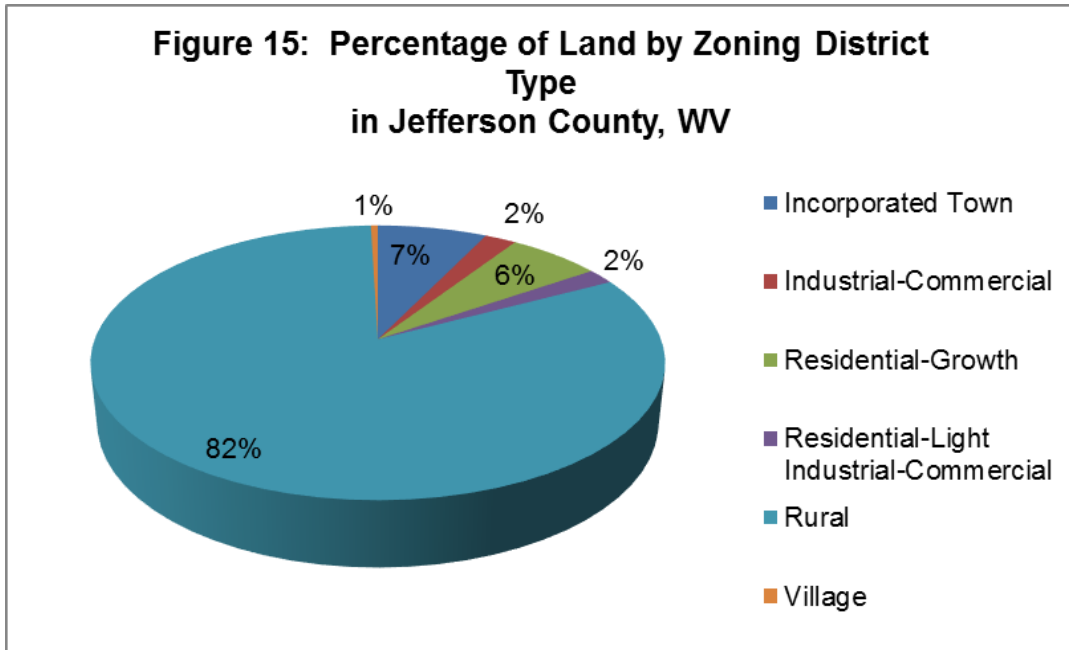
Like many areas in the Washington, D.C. and Baltimore, MD Metropolitan Areas, Jefferson County witnessed great development pressure in the past decade. There have been numerous developments within the unincorporated area, and there have been significant land areas annexed by Ranson and Charles Town. Portions of this annexed area have been developed since the 2004 Comprehensive Plan was adopted. Throughout the County, there are a number of developments that have received approval to develop but are not yet built. State and local legislation has permitted the continued vested rights of many landowners who have approved developments. Therefore, these land owners retain the right to reactivate their developments when the economy permits. As of July 2013, there are approximately 12,500 lots that have either been recorded or are in a preliminary plat stage which could be recorded in a relatively short period of time and developed for residential uses.

The areas of significant growth since the completion of the last Comprehensive Plan are located in:

- The area north of US Route 340, to the east of Charles Town, and extending east of Flowing Springs Road and west of Shepherdstown Pike;
- Within the municipalities of Charles Town and Ranson;
- The vicinity surrounding Shepherdstown; and
- The scattered developments along secondary state roads.

The changes in Jefferson County have resulted in areas where suburbanization and exurban development patterns have occurred with non-residential growth largely occurring along transportation corridors.

Despite the growth that has taken place in recent years, Jefferson County is still a largely rural county. Approximately 82 % of the County's lands are located within the Rural zoning district (as illustrated in Figure 15). The Existing Land Use Map depicts the high percentage of the County land that is in the large lot residential and rural/agricultural land use categories.



Source: Jefferson County GIS and Addressing Office

# Jefferson County Existing Land Use

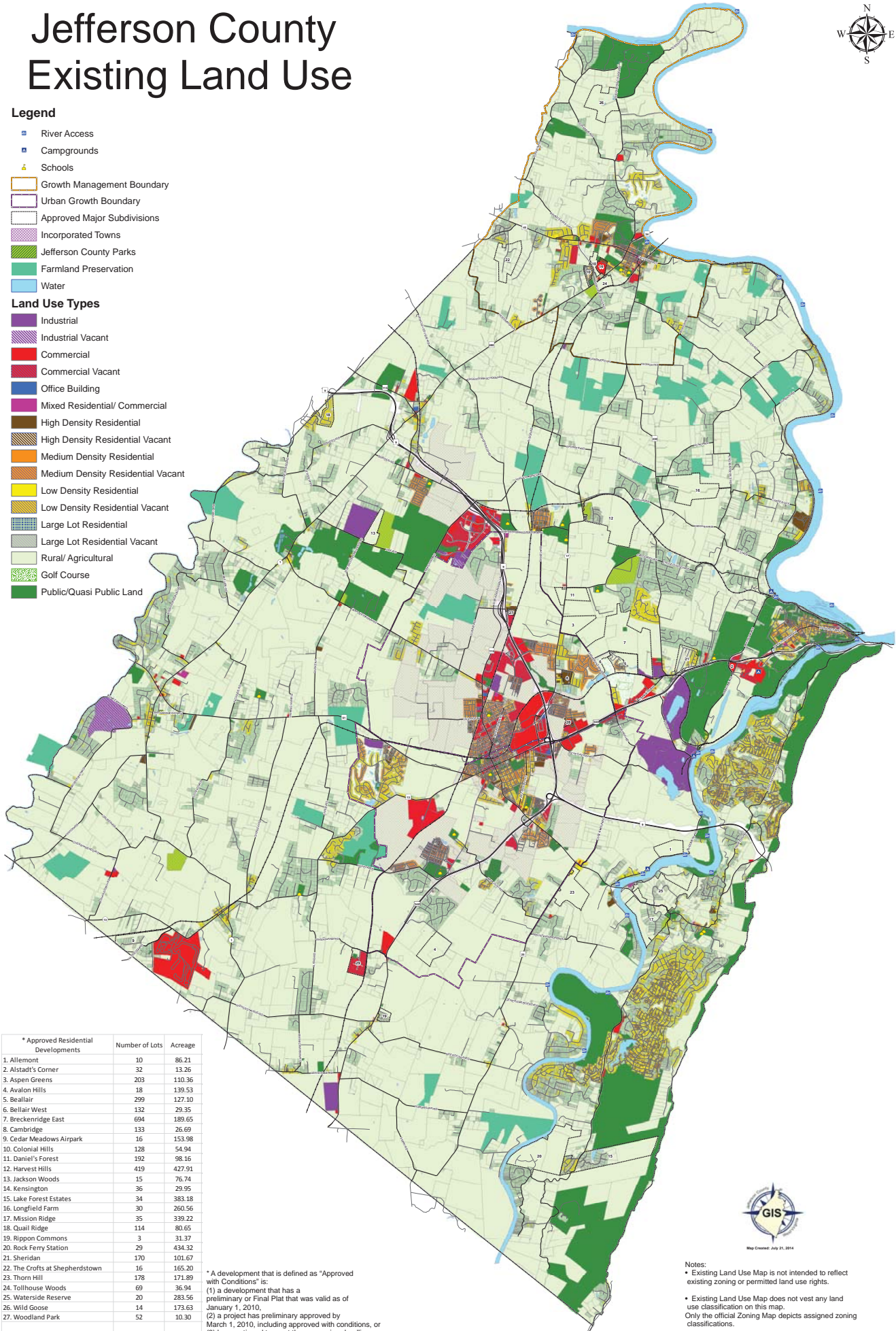


## Legend

- River Access
- Campgrounds
- Schools
- Growth Management Boundary
- Urban Growth Boundary
- Approved Major Subdivisions
- Incorporated Towns
- Jefferson County Parks
- Farmland Preservation
- Water

## Land Use Types

- Industrial
- Industrial Vacant
- Commercial
- Commercial Vacant
- Office Building
- Mixed Residential/ Commercial
- High Density Residential
- High Density Residential Vacant
- Medium Density Residential
- Medium Density Residential Vacant
- Low Density Residential
- Low Density Residential Vacant
- Large Lot Residential
- Large Lot Residential Vacant
- Rural/ Agricultural
- Golf Course
- Public/Quasi Public Land



* Approved Residential Developments	Number of Lots	Acreage
1. Allemont	10	86.21
2. Alstadt's Corner	32	13.26
3. Aspen Greens	203	110.36
4. Avalon Hills	18	139.53
5. Beallair	299	127.10
6. Bellair West	132	29.35
7. Breckenridge East	694	189.65
8. Cambridge	133	26.69
9. Cedar Meadows Airpark	16	153.98
10. Colonial Hills	128	54.94
11. Daniel's Forest	192	98.16
12. Harvest Hills	419	427.91
13. Jackson Woods	15	76.74
14. Kensington	36	29.95
15. Lake Forest Estates	34	383.18
16. Longfield Farm	30	260.56
17. Mission Ridge	35	339.22
18. Quail Ridge	114	80.65
19. Rippon Commons	3	31.37
20. Rock Ferry Station	29	434.32
21. Sheridan	170	101.67
22. The Crofts at Shepherdstown	16	165.20
23. Thorn Hill	178	171.89
24. Tollhouse Woods	69	36.94
25. Waterside Reserve	20	283.56
26. Wild Goose	14	173.63
27. Woodland Park	52	10.30

* Approved Commercial/Industrial Developments	Number of Lots	Acreage
28. Miller Station	8	12.33
29. Sunnyside Industrial Park	13	88.62

\* A development that is defined as "Approved with Conditions" is:  
 (1) a development that has a preliminary or Final Plat that was valid as of January 1, 2010,  
 (2) a project has preliminary approved by March 1, 2010, including approved with conditions, or  
 (3) has continued to meet the processing deadlines for subdivision and site plans. Projects that meet the above noted criteria are vested under terms of SB 595 and the County Commission approved extension to July 1, 2015.



Notes:  
 • Existing Land Use Map is not intended to reflect existing zoning or permitted land use rights.  
 • Existing Land Use Map does not vest any land use classification on this map. Only the official Zoning Map depicts assigned zoning classifications.  
 • Existing Land Use Map is not a regulatory map and is an analysis of existing conditions only.



**Natural Resources**

Jefferson County’s physical features are an integral part of its identity. The northern half of the county is bound on the east by the Potomac River, while Opequon Creek and Rocky Marsh Run partly composed the western border. The Blue Ridge line forms the southeastern boundary, while the Shenandoah River traverses this portion of the County as well.

Most of Jefferson County is located in the Shenandoah Valley, with a gently rolling topography, ranging in altitude from 400 feet to 600 feet. The Blue Ridge Mountains contain altitudes ranging from 1,100 to 1,700 feet. The mountain area is one of the County’s most prominent physical attributes. Karst geology can be found throughout the County.

The watersheds within Jefferson County are located within the larger Chesapeake Bay watershed, which encompasses portions of six states, including eight West Virginia counties. In 2009, President Obama issued an executive order directing the U.S. Environmental Protection Agency (EPA) to develop and implement a comprehensive bay restoration plan. This has resulted in a significant mandatory review of nitrogen, phosphorus and sediments that affect the health of the Bay.

Agriculture, urban runoff and wastewater are the most significant sources of nitrogen, phosphorus and sediments reaching the Bay from this area. In 2011, West Virginia legislators passed Senate Bill 245, as part of the Chesapeake Bay restoration plan, allocating six million dollars a year over the next thirty years for wastewater facility improvements in the Eastern Panhandle. Jefferson County recently approved revised stormwater management regulations for compliance with Chesapeake Bay requirements.

**Recreation**

Jefferson County is fortunate to have a wide variety of public and private recreational options, including small municipal and county parks, West Virginia Wildlife Management Areas, the Harpers Ferry National Historical Park, and various private camping and outfitter operations. The parks and recreational facilities present in Jefferson County are a key asset in supporting the County’s quality of life. The following is a list of the types of recreational and leisure activities within Jefferson County.

<b>Types of Recreational and Leisure Activities</b>	
Outdoor Recreation	Arts and Culture
Museums and Historic Sites	Sports and Entertainment
Military History	

**County Parks**

The Jefferson County Parks and Recreation Commission (JCPRC) owns and operates nine parks, totaling 380 acres, which meet a wide variety of active and passive

recreation needs with related programming that serves the area in which each park is located. Jefferson County also partners with the Shepherdstown Community Club to program Morgan’s Grove Park which consists of 26.7 acres in Shepherdstown.

**Transportation**

West Virginia is one of four states with no county owned roads. The road and highway network is owned and/or funded by state and/or federal agencies. All remaining roads, such as subdivision roads, are owned by a homeowners association (HOA). The HOA is responsible for supporting, maintaining and repairing the roads via homeowner association dues.

The following Table presents a list of significant road improvements since 2004, including those in the five municipalities.

<b>Significant Road Improvements since 2004</b>
WV Route 9 from the Virginia line to the Berkeley County line
Replacement of James Rumsey Bridge at Shepherdstown
Shenandoah River bridge at Harpers Ferry, wide enough to accommodate pull-offs from both lanes and includes a pedestrian safe path
Flowing Springs Road alignment and drainage improvements from the Charles Town Bypass to the Baltimore & Ohio Railroad crossing
WV Route 51 (Washington Street) Corridor Revitalization and Streetscape Plan
Ranson sidewalks and beautification
WV Route 480 Pedestrian underpass for Shepherd University

*Eastern Panhandle Transportation Authority (EPTA, previously known as PanTran)*

The Eastern Panhandle Transportation Authority (EPTA) system provides weekday bus service in Jefferson and Berkeley Counties. Headquartered in Martinsburg, EPTA has three dedicated routes, including one serving the Charles Town/Ranson and Harpers Ferry areas, a twice-daily shuttle bus between Martinsburg and Shepherdstown, demand response service in areas within 1.5 miles of existing routes during regular business hours, and provides connector services from the Brunswick MARC station to stations in West Virginia.

*Commuter Rail*

The MARC (Maryland Area Regional Commuter) system provides commuter rail service in the Washington, D.C. and Baltimore, MD areas and maintains a line from Washington, D.C. to Martinsburg. Two stops on this line, Harpers Ferry and Duffields, are located in Jefferson County. This line is the only commuter rail service serving West Virginia and provides County residents with an opportunity to commute to work in Washington, D.C. and the surrounding areas. In 2008, an additional charge of \$2.00 per one-way ticket was added to all commuters leaving from and arriving in West Virginia. Extended hours occur to the Brunswick stations which have EPTA connector services into West Virginia.

## [Appendix C – Workshop and Online Survey Summaries](#)

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

A series of nine Envision Jefferson 2035 public workshops, presentations and surveys were held by the Steering Committee in order for the county's residents to provide input on goals, strategies, and recommendations for the Plan. The Planning Commission and County Commission both held public hearings as required by West Virginia Code 8-A on recommended versions of the draft Plan.

This Appendix provides a detailed description of each session, its format and results as held at the following locations and dates:

1. February 2013 Public Input Workshops
2. March-April 2013 Envision Jefferson 20135 Online Survey
3. March 2013 Agricultural Public Input Workshop
4. Summer 2013 Goals and Objectives Online Survey
5. July 2013 Public Workshops
6. August 2013 Jefferson County Fair
7. October 2013 Workshops
8. November 2013 Library Open House Activities
9. February 2014 Open House
10. July 2014 Planning Commission Public Hearing (Library Meeting Room)
11. November 2014 County Commission Public Hearing (Library Meeting Room)
12. December 2014 through January 2015 County Commission Work Sessions (Library Meeting Room)

### **February 2013 Public Input Workshops**

An initial set of workshops were held in early February 2013 at Blue Ridge Elementary School, South Jefferson Elementary School, and Shepherdstown Middle School. Approximately 80 attendees were part of the process. The staff presented a summary of existing conditions of the County, such as population, number of households, median income, etc., to give a baseline assessment of the community.

#### *Small Group Exercise*

After a summary of existing conditions by project staff, attendees were divided into a series of small groups that worked both separately and together to answer the following three questions:



1. What are things about Jefferson County you currently value and want to keep or continue?
2. Write down your own words or phrases to describe your vision for Jefferson County in the year 2035.
3. Without being limited by current thinking, what kinds of changes, actions, or additions are needed to achieve your vision for Jefferson County in the year 2035?

For each question, individual respondents first took a few minutes to brainstorm each question. Once individuals were finished brainstorming, each of the group members provided their top two or three concepts to the group as a whole. These concepts were transcribed on a large sheet at the front of the group. Once all group members had provided their input, the group voted on what concepts for each question were the highest priorities to the group. These concepts were indicated on the large sheet and were presented to all attendees at the end of the session.

#### *Issues and Challenges Survey*

In addition to the small group exercise, participants were issued a survey and asked to identify 3 issues related to the County and its future that attendees felt were of greatest importance to them. This provided an ability to understand the greatest concerns of the citizens. For each of the three priority issues, respondents were asked to answer two questions:

1. How does this issue affect Jefferson County now?, and
2. How will this issue affect Jefferson County in 2035?

#### **March-April 2013 Envision Jefferson 2035 Online Survey**

Subsequent to the February 2013 Public Input workshops, a survey that combined the Issues and Challenges survey given at the three workshops with the questions asked in the small group exercises was created. Within a one-month period (March 5 to April 5, 2013), approximately 87 people took the online survey at [www.surveymonkey.com](http://www.surveymonkey.com), with 80.5% stating they had not attended any of the workshops. Utilizing Survey Monkey's analysis software, staff was able better understand what issues that the public both likes about the county at present and what the public would like to see happen in the County over the next 20 years in a variety of areas.

#### **March 2013 Agricultural Public Input Workshop**

In March 2013, an additional public workshop specifically related to Jefferson County's agricultural community was held at Jefferson High School. At this workshop, approximately 80 attendees, most of whom were farm owners or operators within Jefferson County provided input.

### *Small Group Exercise*

After a brief summary of existing agricultural conditions in the County by project staff, attendees were split into a series of small groups that worked both separately and together to answer the following four questions:

1. Please tell us what is currently working well related to farming and agriculture in Jefferson County.
2. What do you see as two primary issues or concerns related to farming in Jefferson County?
3. Looking ahead to the year 2035, how would you describe your image of an ideal future for agriculture and farming in Jefferson County?
4. Based on your responses to question 3, what policies, programs, or improvements would need to be changed or developed in order to achieve your ideal picture of agriculture and farming of Jefferson County in 2035?

For each of the questions, individual respondents took a few minutes to brainstorm responses. Once individuals were finished brainstorming, each of the group members provided their top two or three concepts to the group as a whole. These concepts were transcribed on a large sheet at the front of the group. Once all group members had provided their input, the group voted on what concepts for each question were the highest priorities to the group. These concepts were indicated on the large sheet and were presented to all attendees at the end of the session.

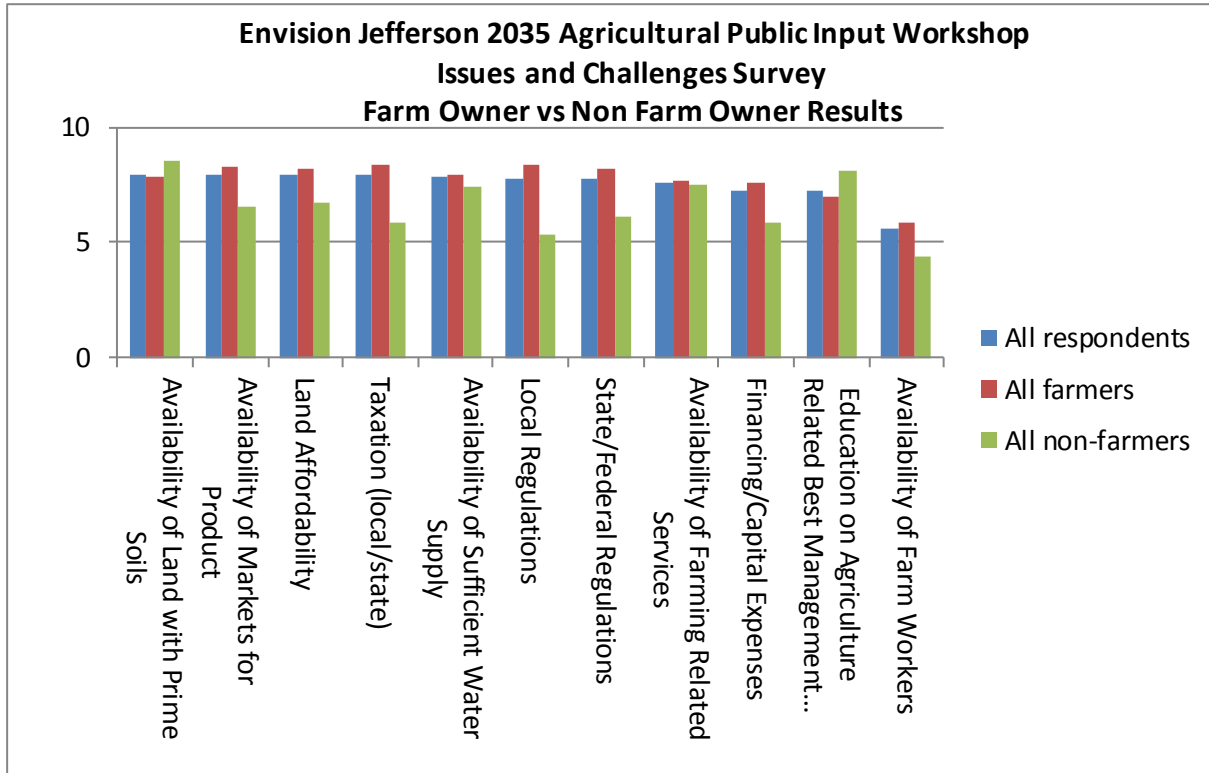
### *Issues and Challenges Survey*

Similar to the February public input workshops, attendees were asked to identify their highest priority related to agriculture and to provide input on the following questions related to their priority item:

1. How does this issue affect agriculture in Jefferson County today (please be specific)?
2. How could this issue affect agriculture in Jefferson County by 2035?

In addition, attendees were given the opportunity to rate the importance of a series of issues to agriculture in the County on a one (lowest rating) to ten (highest rating) scale, as well as to provide additional input about the issues that the survey taker identified as the highest priorities. Of the 41 respondents to the survey, 33 of the total respondents were farm owners who had lived for an average of 49 years in Jefferson County, whose combined ownership and leased holdings represented over 19,000 acres of farmland in the County. As seen in the figure below, while some issues resonated with both farmers and non-farmers, certain areas, particularly related to taxation of lands and regulation both at the local and the state/federal levels, were looked at as bigger issues by farm operators than by non-farmers. While non-farm owners placed greater importance on the issues of the availability of high quality lands

with prime soils and improved education of farm operators in best management practices than did farm operators. Feedback from this workshop was used to identify recommendations found in the Agriculture section of the Land Use and Growth Management Element and Economic Development, Employment, and Infrastructure Element.



The survey also asked a series of additional questions about specific issues related to agriculture in Jefferson County, which are shown below.

1. What additional steps can local or state agencies take to protect farmland in Jefferson County?
2. What could be done at the local or state level to encourage people to continue to farm or for a new generation to farm in Jefferson County?
3. Based on what you have seen in other areas, what could be done to improve the marketplace for products derived from farming in Jefferson County?
4. What other comments/issues related to agriculture should the Steering Committee and staff be aware of?

**Summer 2013 Goals and Objectives Survey**

Based on input received at the three workshops in February, the March/April online survey, and the March Agricultural Workshop, the Steering Committee worked to create the series of goals and objectives that can be found in Appendix D: Goals, and Objectives. In order to provide an assessment of the Goals and Objectives, County Staff, in conjunction with the Steering Committee, created a short survey that

encapsulated the essence of the Goals and Objectives, as well as identifying potential priorities that residents wanted the Plan to address. This survey was administered in three separate efforts:

**Goals and Objectives Survey administered at following events:**

July Public Workshops (Discussed below)

Envision Jefferson 2035 booth at the Jefferson County Fair (Discussed below)

Online via Survey Monkey between late August and late September

The first section of the survey was identical to the survey given to Workshop participants and visitors to the Envision Jefferson 2035 County Fair booth. The online survey had an additional section that allowed respondents the opportunity to fill out a separate section of the survey that more directly related to the goals and objectives.

**July 2013 Public Workshops**

In July, the second series of public participation workshops were held as part of Envision Jefferson 2035 at Sam Michaels Park and at the War Memorial Building in Shepherdstown. Approximately 70 individuals attended the two workshops. At the two workshops, attendees were asked to:

1. Provide an assessment of the goals and objectives that were created based on public input at the February workshops; and
2. To assist the County in identifying areas that future growth might be targeted within Jefferson County.

With the input given at the workshops, seven areas were identified as Preferred Growth Areas within Jefferson County. They were (no particular order):

1. In the Shepherdstown area, an area in and adjacent to the WV 480/WV 45/Potomac Farms Rd triangle;
2. Several nodes along US 340 East between Harpers Ferry and Charles Town;
3. An area along US 340 South just to the south of the Charles Town Urban Growth Boundary to Clarke County, VA;
4. Several nodes along WV 9 from the vicinity of the Wiltshire Road exit, at the exit with Leetown Road and extending into Kearneysville, and along the old Route 9 adjacent to the Berkeley County line;
5. The Middleway area near the intersection of Leetown Road and WV 51;
6. Area within the Ranson Urban Growth Boundary;
7. Area within the Charles Town Urban Growth Boundary, including all of the area in the immediate vicinity of the intersection of WV 9 and Cattail Run Road.

**August 2013 Jefferson County Fair**

From August 18 to August 24 there was a booth at the Jefferson County Fair for the *Envision Jefferson 2035 Comprehensive Plan*. Jefferson County Planning and Zoning Staff, along with members of the Steering Committee, were on-site to answer questions about Envision Jefferson 2035, discuss what had been done so far and future steps that might be undertaken in later segments of the planning process, assist residents to identify their homes on a County Map, Zoning Map and the then draft version of the Existing Land Use Map. An additional feature of the booth was a button-making machine where people could come to the booth to create their own buttons. Most importantly, attendees were asked to participate in a survey identical to the one presented to attendees at the two July public participation workshops. Over the course of the week, several hundred people visited the booth, with 200 individuals filling out the survey during the fair period.

**October 2013 Workshops**

With the feedback received at the July workshops, the survey from the Jefferson County Fair and the online Survey Monkey, areas for growth and development were identified. In October 2013, there were two workshops held at Shepherdstown Middle School and at South Jefferson Elementary School. At the two workshops, approximately 80 attendees had the opportunity to look at the growth areas and determine what types of development might be appropriate in each area, transportation needs and how to encourage quality site planning.

**November 2013 Library Open House Activities**

In November there were a series of open houses at the libraries to present the draft Goals and Objectives and the proposed Future Land Use Guide. This was an opportunity for the public to review the documents and become familiar with the direction of the Comprehensive Plan mid-way through the process.

Open houses were held at the following libraries	
Mount Mission Community Library	Bolivar-Harpers Ferry Public Library
South Jefferson Public Library	Charles Town Library
Shepherdstown Public Library	

**February 2014 Open House**

Through the input received at the October workshops, the five open houses held in November, and through evaluation of existing zoning and land uses, the Steering Committee reevaluate the location of several growth areas and to evaluate the applicability of a variety of future land use options for the County. The result of this effort was the creation of a draft Future Land Use Guide that was presented as part of an open house held on February 3, 2014 at Page-Jackson Elementary School. Approximately 40 attendees were able to look the Future Land Use Guide, both at the countywide level and within the specific Preferred Growth Areas. Feedback from this

meeting was utilized in the creation of the final version of the Future Land Use Guide and the Land Use and Growth Management element recommendations.

### **July 2014 Planning Commission Public Hearing**

On June 10, 2014 the Steering Committee submitted their recommended version of the draft *Envision Jefferson 2035 Comprehensive Plan* to the Planning Commission. The Planning Commission held a joint workshop with the Steering Committee on June 24, 2014 to discuss the recommended draft Plan. On July 22, 2014 the Planning Commission held a Public Hearing on the Steering Committee's recommended draft of the Plan and staff held an open house forum before the Public Hearing for a question and answer session.

During the months of August and September, the Planning Commission made recommendations to the draft Plan. On October 14, 2014 they forwarded the Plan with their recommended redlined edits to the County Commission for consideration.

### **November 2014 County Commission Public Hearing**

On October 30, 2014 the Planning Commission and County Commission held a joint workshop to discuss the Planning Commission's recommended redlined version of the draft Plan.

On November 6, 2014 the County Commission held a Public Hearing to receive input on the Planning Commission's redlined version of the draft Plan. The public comment timeframe remained open for two weeks during which a series of written comments were received. During the months of November and December 2014 and January 2015, the County Commission met to discuss the public comments received as well as make their edits to the Plan.

On January 14, 2015 the County Commission completed their revisions to the Plan and approved revised draft which was returned to the Planning Commission for consideration. On January 27, 2015 the Planning Commission reviewed the County Commission's edits and on February 10, 2015 the Planning Commission accepted the County Commission's redlined edits to the *Envision Jefferson 2035 Comprehensive Plan*.

### **Additional Outreach Methods**

#### *Media – County Website – E-Mail Distribution*

The media was used to publicize the planning and public outreach process. It included press releases and press conferences to major regional newspapers prior to the public input meetings. In addition to the creation of the [EnvisionJefferson2035.com](http://EnvisionJefferson2035.com) website, the County's website was also used to provide notices of upcoming activities, links to surveys, and notices regarding public input meetings. Email distribution via the Jefferson County Alerts system was also implemented to allow the public to be aware of upcoming activities.

## Appendix D – Goals and Objectives

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

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

- Objective #1:** Recognize the existing vested rights, development entitlements, and permitted density levels on properties in Jefferson County.
- Objective #2:** Require that any rezoning of properties adhere to all of the recommendations created as part of the Comprehensive Plan.
- Objective #3:** Establish a broader variety of commercial, residential, and mixed-use zoning categories appropriate to the County's needs.
- Objective #4:** Permit the creation of urban level uses (particularly residential development) within approved Urban Growth Boundaries (UGBs), Villages, or in the Preferred Growth Areas (PGAs) through rezoning that is consistent with the recommendations of this Plan.
- Objective #5:** Allow areas outside of the UGBs or PGAs to develop as rural cluster subdivisions; in accordance with existing land use rights; and/or as compatible non-residential development utilizing the Conditional Use Permit (CUP) process.
- Objective #6:** Encourage the location of new community facilities (such as schools, libraries, parks and other county facilities) and infrastructure within municipalities, UGBs, PGAs, and Villages.
- Objective #7:** Establish that new development adjacent to municipal boundaries, Villages, or within UGBs is designed and built in a way that enables connectivity to the existing street and infrastructure network or for future connectivity as development is extended to these areas.
- Objective #8:** Encourage the adaptive reuse of existing buildings and previously used sites within Jefferson County, paying particular attention to brownfield and greyfield sites.
- Objective #9:** Establish a plan to provide incentives to encourage residential developments to locate in designated growth areas (within the municipalities, UGBs, PGAs, and Villages where water and sewer services are available).

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

- Objective #1:** Review and revise the existing Jefferson County Subdivision and Land Use Regulations and site plan standards to reduce regulatory barriers to agricultural and/or artisan operations.
- Objective #2:** Review and revise local regulations to ensure that production and marketing of artisan or agricultural products can occur on-site in the Rural district; based on the size and scale of the operation and the property.
- Objective #3:** Enhance the viability of existing farmlands within Jefferson County by allowing a greater range of agricultural and/or artisan uses within existing rural areas.
- Objective #4:** Provide a variety of mechanisms to protect existing farmlands, key farm buildings, and scenic corridors within Jefferson County.
- Objective #5:** Identify methods to involve members of the agricultural community in planning and land use decisions related to rural lands within Jefferson County.
- Objective #6:** Recognize the vested rights that are present on existing properties in Jefferson County.
- Objective #7:** Protect the viability of agricultural lands and wildlife corridors by encouraging the utilization of cluster subdivisions as the preferred form of residential development within rural areas
- Objective #8:** Recognize the rights and viability of existing rural residential neighborhoods.

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

- Objective #1:** Identify resources to enable the rehabilitation of key structures within the village areas.
- Objective #2:** Provide land use tools to encourage expansions to the village areas and to provide a continuation of village scale and design into these areas.
- Objective #3:** Utilize shared public infrastructure to allow the construction of village-scaled businesses, residential uses (including small-scale multi-family housing) and applicable community facilities within designated village areas and in potential village expansion areas.



**Objective #4:** Where appropriate, allow small-scale commercial and multi-family uses in existing areas that have the potential to be designated as a village at a future date.

**Goal #4:** Preserve, Protect and Enhance the Character of the County by Implementing Community Design Standards which Promote High Quality Development in Appropriate Areas.

**Objective #1:** Ensure that development within approved Urban Growth Boundaries (UGBs) is designed to a similar standard as development in the adjacent municipality.

**Objective #2:** Encourage developers to develop new neighborhoods in ways that meet standards set by regional or national sustainable building organizations.

**Objective #3:** Create and implement corridor management requirements and design guidelines to protect accessibility and viewsheds along designated Primary and Secondary roadways located within Jefferson County.

**Objective #4:** Create and enforce design guidelines for new commercial development and the redevelopment and revitalization of non-residential properties throughout the County.

**Goal #5:** Encourage the Development of a Comprehensive Range of Housing Options for Residents of all Incomes and at all Lifecycle Stages within Jefferson County.

**Objective #1:** Work with county residents, members of the development community, and local and regional non-profit organizations to identify ways to integrate workforce and affordable housing within existing and new communities in Jefferson County.

**Objective #2:** Amend regulations to provide property owners with a streamlined process to enable the construction of accessory dwelling units or energy efficient home improvements on their properties.

**Objective #3:** Continue to regularly evaluate fees and taxes related to residential uses in Jefferson County.

**Objective #4:** Work with local and regional financial institutions and state and federal agencies to identify a variety of financing mechanisms to encourage the construction of affordable and workforce housing in Jefferson County and to encourage homeownership within Jefferson County by workers employed in the County.

- Objective #5:** Encourage the construction of a mix of housing options, including single family homes, townhomes, and apartments (including detached accessory units or similar housing) within Jefferson County at a variety of price points for both the owner-occupied and rental markets.
- Objective #6:** Encourage developers, contractors, and homeowners to build new homes and to renovate homes to accommodate residents across the entire lifecycle.
- Objective #7:** Identify ways to encourage residents to maintain and upgrade their homes.
- Objective #8:** Encourage the adaptive reuse (renovation and utilization) of existing non-residential structures for housing.
- Objective #9:** Encourage the construction or renovation of homes that are energy, resource, and location efficient and that provide long-term cost savings for Jefferson County residents by meeting national “green housing” certification standards while being respectful of the natural and built environment.
- Objective #10:** Identify methods to lower the cost of constructing low-income and affordable housing within Jefferson County while ensuring a high quality of housing in conjunction with local non-profits and housing providers.
- Objective #11:** Encourage the development of communities that provide a variety of care for elderly and/or disabled residents within Jefferson County in close proximity to transportation corridors, medical facilities, and everyday needs.

## Economic Development, Employment and Infrastructure Element (includes Transportation)

### **Goal #6:** Encourage the Growth of Jefferson County's Economy and Enable the Creation of High Quality Jobs within the County.

- Objective #1:** In coordination with the Jefferson County Development Authority (JCDA) and other agencies, work to build and expand existing local businesses and to enable the start-up of new businesses within Jefferson County.
- Objective #2:** Collaborate with local higher education institutions, non-profit organizations, and existing federal facilities to provide training that supports and enhances local economic development efforts.
- Objective #3:** Sponsor, support, and establish school to work programs to meet current and future workforce needs.
- Objective #4:** Work with the JCDA, other local economic development agencies, and local employers to identify opportunities and programs that would aid in retaining young residents within Jefferson County.
- Objective #5:** Provide opportunities to engage local employers with the existing local workforce to enable county residents to work locally.
- Objective #6:** In conjunction with the JCDA and other local economic development agencies and local businesses, identify ways to better market local facilities and products within the region and nationally.
- Objective #7:** Provide incentives and opportunities for businesses in target industries identified by the JCDA and other local economic development agencies to relocate or to expand their operations within the County.
- Objective #8:** Work with the state's congressional delegation, federal agencies, and state elected officials to identify opportunities for relocation or expansion of federal or state facilities within Jefferson County.

### **Goal #7:** Encourage and Promote Diverse Business and Employment Creation and Retention within the Approved Urban Growth Boundaries, Villages, and/or Preferred Growth Areas within Jefferson County.

- Objective #1:** Provide a variety of incentives to guide economic development toward existing municipalities or within the approved Urban Growth Boundaries (UGB), Preferred Growth Areas (PGA), and/or Villages.
- Objective #2:** Ensure that sufficient public and private infrastructure is in place within UGBs, PGAs, and/or Villages to enable economic development to occur.

**Objective #3:** Amend development requirements and reduce regulatory barriers to encourage economic development within the UGBs, PGAs, or Villages.

**Objective #4:** Ensure that sufficient land area is available within the UGBs, PGAs, or Villages to accommodate a variety of economic development opportunities.

**Goal #8: Retain, Strengthen, and Enable the Growth of Jefferson County's Rural, Cultural and Artisan Economies.**

**Objective #1:** Encourage diverse economic activity and agricultural production in the County's rural areas.

**Objective #2:** Update existing land use regulations to allow for diverse compatible and complementary uses on agricultural properties and within rural areas of Jefferson County.

**Objective #3:** Enhance farmland protection activities within Jefferson County.

**Objective #4:** Encourage the creation of agricultural service facilities within Jefferson County, preferably within areas in close proximity to agricultural activities.

**Objective #5:** Enhance local and regional distribution and marketing of the County's agricultural products.

**Objective #6:** Provide tools for the education of and resources for the creation and viability of new generations of farmers.

**Objective #7:** Encourage farm operators to collaborate with county officials in identifying potential economic development opportunities related to agriculture in Jefferson County.

**Goal #9: Preserve, Promote and Enhance Components of Jefferson County's Natural, Cultural, Built, Historic, Recreational, and Rural Environments which Encourage Tourism.**

**Objective #1:** Collaborate with the Jefferson Arts Council (JAC), Historic Landmarks Commission (HLC), Jefferson County Convention and Visitors Bureau (JCCVB), and other organizations in the creation of a long-range cultural tourism and management plan.

**Objective #2:** Encourage the utilization of existing historic and agricultural areas for a variety of uses in ways that respect their historical function or setting.

**Objective #3:** Protect and enhance the viability of natural, cultural, and built environments within Jefferson County while allowing recreational and tourism opportunities.

**Goal #10: Maintain and Enhance Community Services and Infrastructure Capacity for Water, Sanitary Sewer, Storm Sewer, and Other Utilities; and Enable the Provision of Orderly and Efficient Services and Advanced Technologies.**

- Objective #1:** In coordination with public and private service providers serving Jefferson County, create a public service plan for the County that identifies specific standards (based on state and nationally accepted standards for communities), the applicability of enhancements to existing facilities, and potential locations of future infrastructure improvements.
- Objective #2:** Continue to coordinate between county and regional/state agencies in relation to information and activities related to meeting Chesapeake Bay Watershed Implementation Plan (WIP) goals.
- Objective #3:** Create and implement a means to require shared infrastructure between existing and proposed development.
- Objective #4:** Require that new utility facilities and/or extensions are located within Urban Growth Boundaries (UGBs), Preferred Growth Areas (PGAs), or Villages.
- Objective #5:** Identify and implement ways to provide utility services within and immediately adjoining Village areas.
- Objective #6:** Provide mechanisms to ensure that existing utility systems are upgraded to meet the needs of the residents and businesses throughout the County.
- Objective #7:** Private water and wastewater plants shall meet material and design standards set by local publicly owned service providers.
- Objective #8:** Work with appropriate local agencies and regional providers to extend natural gas services into Jefferson County.
- Objective #9:** Encourage the creation of and use of a variety of energy sources (including renewable energy) within Jefferson County in ways that respect the character of the County.
- Objective #10:** Adhere to the regulations included as part of the Jefferson County Stormwater Ordinance.
- Objective #11:** For water and sewer utilities to serve new developments and in areas currently not served by water and sewer where services have been deemed necessary by local or state health officials, allocate costs equitably so that new development or the development being served is responsible for the infrastructure cost, rather than existing ratepayers.

**Goal #11: Ensure the Provision of High-Speed Broadband Internet or Advanced Technology Communication Services throughout Jefferson County.**

- Objective #1:** Work with local internet service providers to identify ways to enable the provision of more reliable high speed internet connections.
- Objective #2:** In coordination with other communities and in partnership with the various federal agencies, healthcare facilities, and institutes of higher education located in the Eastern Panhandle, consider the creation of a region-wide open source advanced technology network.
- Objective #3:** Encourage area communications providers to provide the highest speed or connections that are possible under current technology to reach all areas in the County, while being designed in a way that respects the historic and natural features of Jefferson County.

**Goal # 12: Improve Roadway Capacity and Safety and Decrease Travel Time and Congestion.**

- Objective #1:** Identify an attainable level of service for roadways located in Jefferson County and work with appropriate agencies to identify means to achieve this level of service.
- Objective #2:** Coordinate land use access and transportation improvement decisions to enhance the countywide transportation network through the development review process.
- Objective #3:** Coordinate with HEPMPO and WVDOH District 5 (and other appropriate agencies) to identify areas of potential highway safety or capacity concerns within Jefferson County and ways to address these concerns.
- Objective #4:** Work with HEPMPO and WVDOH to create a series of corridor management plans for arterial roadways within Jefferson County that take into account the natural beauty and historic character of the County.
- Objective #5:** In coordination with HEPMPO, WVDOH, and applicable state agencies in Virginia and Maryland, identify ways to improve highway connectivity into adjoining states.
- Objective #6:** Continue to take an active role in the preparation of the HEPMPO Transportation Improvement Plan (TIP) and the HEPMPO Long Range Transportation Plan.
- Objective #7:** Encourage development patterns in the County that would minimize the average household vehicle miles traveled (VMT).

- Objective #8:** Develop and adopt an access management planning tool for application in appropriate areas of Jefferson County.
- Objective #9:** To enhance the existing or future transportation network, ensure that neighborhood/commercial development within the UGBs, PGAs, or Villages is designed in such a way that interconnections to existing (if possible) and future development are included.
- Objective #10:** Work with WVDOH to develop a roadside beautification program for identified corridors within Jefferson County.
- Objective #11:** Continue to coordinate with WVDOH regarding the locations of existing and potential development activities so the State and County can be informed of each other's potential activities.
- Objective #12:** Ensure that streets through new developments are designed in a way that enables traffic calming and work with HOA's, WVDOH, and other agencies to identify ways that streets through existing neighborhoods and Villages can be retrofitted to enable traffic calming as needed.
- Objective #13:** Implement a policy to allow for a right of way preservation and/or dedication when a preferred road alignment has been identified.
- Goal #13: Provide a Variety of Options for Mobility and Accessibility for Jefferson County Residents and Visitors, including Public Transportation and Pedestrian/non-motorized Opportunities within the County and Between Neighboring Counties and States.**
- Objective #1:** In coordination with EPTA, improve transit service both within Jefferson County and to other areas of the Eastern Panhandle.
- Objective #2:** Coordinate with MARC and other applicable local government agencies to continue and improve commuter rail options from Jefferson County into Maryland and to Washington, D.C., including the relocation of the Duffields MARC station.
- Objective #3:** Identify opportunities to provide commuter transit service into Northern Virginia for County residents and visitors.
- Objective #4:** Implement a network of sidewalks, shared roadways, and trails are available to residents of Jefferson County and that connections along the trails/pathway are extended into adjoining neighborhoods, communities, and counties.
- Objective #5:** Require that sidewalks are constructed (or that at a minimum, easements are provided) within and connecting to existing and new development within the UGBs, PGAs, or Villages.

**Objective #6:** Encourage the expansion of existing taxicab services and carpool/vanpool programs in Jefferson County (including both traditional and peer to peer models).

## **Cultural, Historic and Natural Resources, and Recreation Element**

**Goal #14:** Preserve and Protect Significant Cultural Landscapes that encompass Historic Properties, Buildings, Battlefields and Sites from the Impacts of Incompatible Development.

**Objective #1:** In conjunction with efforts from the Jefferson County Historic Landmarks Commission (JCHLC) and other applicable agencies, continue to identify key sites and structures built more than 50 years ago that should be prioritized for protection.

**Objective #2:** Create and implement a series of preservation standards to help protect the integrity of historic structures, properties, and districts within Jefferson County.

**Objective #3:** Work with local, state, and federal elected officials and agencies to identify additional tools and incentives to aid in the preservation of historic structures, properties, and districts in Jefferson County.

**Objective #4:** Work with property owners and applicable agencies to balance private property rights with the need to protect historically significant properties, structures, sites, or archeological resources.

**Objective #5:** With assistance from applicable agencies, provide technical resources for property owners and local businesses on the protection of historic resources within Jefferson County.

**Objective #6:** Encourage the adaptive reuse of existing historic buildings within Jefferson County for a variety of purposes.

**Objective #7:** Identify areas or corridors for consideration for inclusion in a historic, cultural, or heritage area of local, regional, or national significance.

**Goal #15:** Protect the Rural and Historic Viewsheds and Landscapes in Jefferson County.

**Objective #1:** Develop and implement Community Design Standards as recommended in the 2004 Comprehensive Plan to enable high quality, compatible development.

**Objective #2:** Identify, prioritize, and conduct analysis of key viewsheds and landscapes within Jefferson County in cooperation with other agencies using the viewshed analysis undertaken by the JCHLC and Scenic America along the US 340 corridor as a model.



- Objective #3:** Develop methods to balance the interests of property owners and local government agencies in the protection of identified priority viewshed/landscape areas.
- Objective #4:** Identify and pursue a variety of funding mechanisms to enable the protection of identified priority viewshed/landscape areas.
- Objective #5:** Coordinate with the JCHLC, the Jefferson County Farmland Protection Board, and other applicable agencies to provide technical resources to assist property owners in the protection of their lands.
- Objective #6:** Continue to work with municipalities, Villages, and the JCHLC to identify and establish additional historic districts where applicable.

**Goal #16: Encourage and Promote the Protection of Jefferson County’s Unique Natural Features Including, but not limited to: Sensitive Karst Features, Rivers and Streams, Steep Slopes, and Tree Canopy.**

- Objective #1:** Coordinate with property owners and applicable agencies to identify ways to balance the protection of unique natural features with the rights of property owners.
- Objective #2:** Identify and provide technical resources to property owners or their agents and the community to assist in the protection of the County’s natural resources.
- Objective #3:** Identify financial resources that may be used to help fund activities that would lead to the protection of Jefferson County’s unique natural features.
- Objective #4:** Continue to actively implement the recommendations of the County’s Urban Tree Canopy Plan.
- Objective #5:** Identify and utilize best management practices in relation to the protection of the County’s natural resources.

**Goal #17: Conserve and Protect Significant, Sensitive and Unique Natural Features from Incompatible Development through Local Land Use Regulations.**

- Objective #1:** Based on the recommendations of the Jefferson County Green Infrastructure Assessment, designate priority natural resource protection areas within Jefferson County.
- Objective #2:** Work with applicable agencies to help fund conservation and protection efforts of priority protection areas within Jefferson County.

- Objective #3:** Strengthen applicable County regulations and standards related to site development and design to effectively protect key natural resources within proposed developments where appropriate.
- Objective #4:** Work with property owners and the public to identify appropriate standards for the preservation of the existing tree canopy and significant individual trees and stands of trees where reasonable.
- Objective #5:** Ensure that the natural beauty of the gateway areas to Jefferson County are improved to take advantage of the natural beauty of their surroundings.

**Goal #18: Conserve and Protect the Watersheds and Aquifers that are Located Within or Connect to Lands in Jefferson County.**

- Objective #1:** Continue to work with private property owners and watershed groups to act upon the recommendations included in the Chesapeake Bay Watershed Improvement Plan.
- Objective #2:** Work with property owners on the Blue Ridge Mountain and the Blue Ridge Watershed Coalition to implement the recommendations of the Blue Ridge Mountain Communities Watershed Plan.
- Objective #3:** Collaborate with the Board of Health, local watershed groups, other agencies, and private property owners to identify funding mechanisms for the maintenance and upgrade of current septic systems.
- Objective #4:** Identify and promote best practices regarding septic system design, installation, siting, and maintenance to ensure that there is a minimal effect on downstream waters.
- Objective #5:** Coordinate with WVDOH and private developers to ensure that streets, roadways, parking areas, and other impervious areas within the County are designed in a way that would mitigate stormwater impacts to the greatest possible extent.
- Objective #6:** Encourage the formation of new watershed groups and organizations in applicable areas of Jefferson County where groups do not currently exist.

**Goal # 19 Develop and Expand Well-Programmed Publicly and Privately Owned Local, Regional and Federal Recreation, Park, and Trail Facilities and Opportunities Distributed throughout the County.**

- Objective #1:** Coordinate with the National Park Service, public agencies, and private providers to minimize the duplication of facilities and programming within the County.

- Objective #2:** Based on the recommendations included in the Jefferson County Parks and Recreation Master Plan, work with area municipalities to identify and collaboratively manage future sites for parks and recreation facilities.
- Objective #3:** Work with local community groups, property owners, and agencies to identify ways to co-locate parks, trails, and recreation facilities with facilities owned and/or operated by other agencies.
- Objective #4:** Identify locations and key properties that would allow for the creation of a countywide trail network that would connect communities, parks, schools, and other key civic facilities within Jefferson County.
- Objective #5:** Coordinate with volunteer groups and other organizations to provide for the development, improvement, and maintenance of trail facilities located within Jefferson County.
- Objective # 6:** Coordinate with public and private sector recreation providers located within Jefferson County to ensure that their facilities reflect the character of the communities or areas where they are located.

**Goal #20: Provide for a Variety of Recreational Opportunities that Meet the Needs of Residents of all Ages and Abilities within Jefferson County.**

- Objective #1:** Utilizing on the recommendations of the Jefferson County Parks and Recreation Master Plan, identify and implement specific programs and opportunities that are desired by the County's residents.
- Objective #2:** Coordinate with state and local governments, non-profits, and other community groups to identify funding sources for the construction and operation of publicly owned recreational facilities that may be needed within Jefferson County.
- Objective #3:** Create a range of parks and recreational facilities within Jefferson County for both active and passive forms of recreation.
- Objective #4:** Work with Shepherd University's Public Recreation and Parks Administration program and with other local schools to provide technical assistance and training for parks and recreation staff and volunteers.
- Objective #5:** Identify ways for County, private recreation providers, the National Park Service, schools, municipalities, and Shepherd University to collaborate on programming or special events.

**Goal #21: Balance the Use of Jefferson County's Natural Resources for Recreational and Tourism Purposes with Conservation Practices that Ensure the Resources will be Available for Future Generations.**

- Objective #1:** Ensure that public and privately owned parks and recreation facilities within Jefferson County are designed in a way that respects the natural features of the properties where the facilities are located.
- Objective #2:** Develop methods to integrate community gardens and related facilities with parks and recreational activities.
- Objective #3:** Encourage the provision of a variety of public and private camping facilities located in appropriate areas of Jefferson County.
- Objective #4:** Provide improved public access to the Potomac and Shenandoah Rivers for residents and tourists in a manner that is compatible with existing neighborhoods and rural areas, for all water sports and related activities.

**Education Element**

**Goal #22: Collaborate with the Jefferson County School Board to Assess Locations for new School Facilities and/or Potential Enhancement of Existing School Sites Based on the Rate and Location of New Development within Jefferson County.**

- Objective #1:** Work with the Jefferson County School Board to identify areas of existing and future facility needs related to the student population in Jefferson County.
- Objective #2:** Encourage the construction of new school facilities inside of the UGBs, PGAs, or Villages whenever possible.
- Objective #3:** Identify ways to protect and enhance the viability of existing school facilities within Jefferson County, particularly those located within UGBs, PGAs, or Villages.
- Objective #4:** Identify opportunities for the shared use of school facilities with other area agencies.
- Objective #5:** Review the School Impact Fee to determine if the existing fees are appropriate or need to be adjusted
- Objective #6:** Jefferson County, in combination with its representation at the state level, should work with state agencies to identify a more equitable funding method for financing operating costs for schools within West Virginia.
- Objective #7:** Continue to encourage the adaptive reuse of school buildings for community and non-profit uses.

**Goal #23: Ensure that a High Quality Library and Information Technology Service is Available to Residents of Jefferson County.**

- Objective #1:** Working with the existing library agencies and based on accepted standards of the field, identify the existing facility needs of the County's public libraries, community libraries and reading rooms, as well as identifying areas where gaps in service may exist.
- Objective #2:** In conjunction with the various library agencies operating within Jefferson County, identify a desired level of service for library facilities and associated emerging information technologies within the County and help to find appropriate funding sources to reach the desired level of service.
- Objective #3:** Encourage the construction of new library facilities in areas within municipalities, UGBs, PGAs, or Villages, preferably in walkable proximity to residential neighborhoods, retail areas, services, and recreational areas.
- Objective #4:** Identify ways to co-locate library facilities within other public and/or non-profit agencies located in Jefferson County.

**Finance and Public Safety Element****Goal # 24: Ensure that Adequate Short and Long Term Financing is Available to Support the Current Capital and Operating Needs of the County and its Residents as well as the Requirements of Future Growth in Jefferson County.**

- Objective #1:** Establish the position of Chief Financial Officer for the County.
- Objective #2:** Identify external funding sources to assist in the implementation of county activities or the construction of capital projects.
- Objective #3:** Create a robust capital projects funding source in the annual budget that is adopted each year by the Jefferson County Commission
- Objective #4:** Create a robust capital management plan for all buildings and facilities operated by Jefferson County.
- Objective #5:** Ensure that if capital projects are constructed or if additional services are created, adequate funding is available to enable the continued operation and maintenance of the facility or agency.
- Objective #6:** Continue to regularly evaluate County impact fees to ensure that they are able to support existing levels of services (based on population growth) for relevant agencies.

**Objective #7:** Continue to regularly assess property values and to evaluate local taxation rates and fees to ensure that there is funding available to meet local needs.

**Objective #8:** Identify ways to consolidate purchasing by County agencies, municipalities, and governments in the Eastern Panhandle.

**Goal #25: Ensure that Appropriate Levels of Fire, Police, Ambulance and other Emergency Services can be provided to Existing and New Development in an Orderly and Efficient Manner.**

**Objective #1:** In conjunction with Jefferson County’s public safety agencies, identify the desired level of services within the County, based on accepted national standards.

**Objective #2:** In coordination with local, state, and federal public safety agencies, identify where service gaps may exist and based on this information, where new public safety facilities should be constructed.

**Objective #3:** Identify methods and funding sources to ensure that sufficient staffing, equipment, and personnel training are available to meet the existing and future needs of Jefferson County’s public safety agencies.

**Objective #4:** To adequately serve the recommended urban density within the UGBs, PGAs, or Villages, identify ways to improve the quality of public safety services to those areas.

**Objective #5:** Review impact fees based on the existing level of services to determine if the existing fees are appropriate or should be adjusted.

**Objective #6:** Identify locations for dry hydrants where there is not a water utility or low water pressure that cannot support a traditional hydrant system.

**Goal #26: Coordinate with Local Municipalities, Adjoining Counties and States, and Federal Entities to Ensure Consistency of Goals and Outcomes across Multiple Jurisdictions.**

**Objective #1:** Require staff members of local and regional agencies to meet on a regular basis.

**Objective #2:** Identify ways that state, municipal, and county governments in the Eastern Panhandle can create opportunities to share services, facilities, and capital projects on a micro regional basis.

**Objective #3:** When possible, identify ways to provide for compatible land use regulations to be in place along municipal, county, or state borders.

**Objective #4:** Continue to encourage the collaboration between County elected officials and elected officials at the municipal, regional, and state levels in matters of importance to Jefferson County and its residents.

**Goal # 27: Provide a High-Quality Experience for Individuals Utilizing County Services and Facilities.**

**Objective #1:** Ensure that providers of County services act in a transparent and accountable manner.

**Objective #2:** Work to ensure that staff of County services and agencies continues to provide excellent customer service.

**Objective #3:** Provide opportunities for County staff to improve their skills and knowledge to better serve the public.

**Objective #4:** Continue to identify and implement best management practices from a variety of sources that would be applicable to the needs of Jefferson County and its residents.

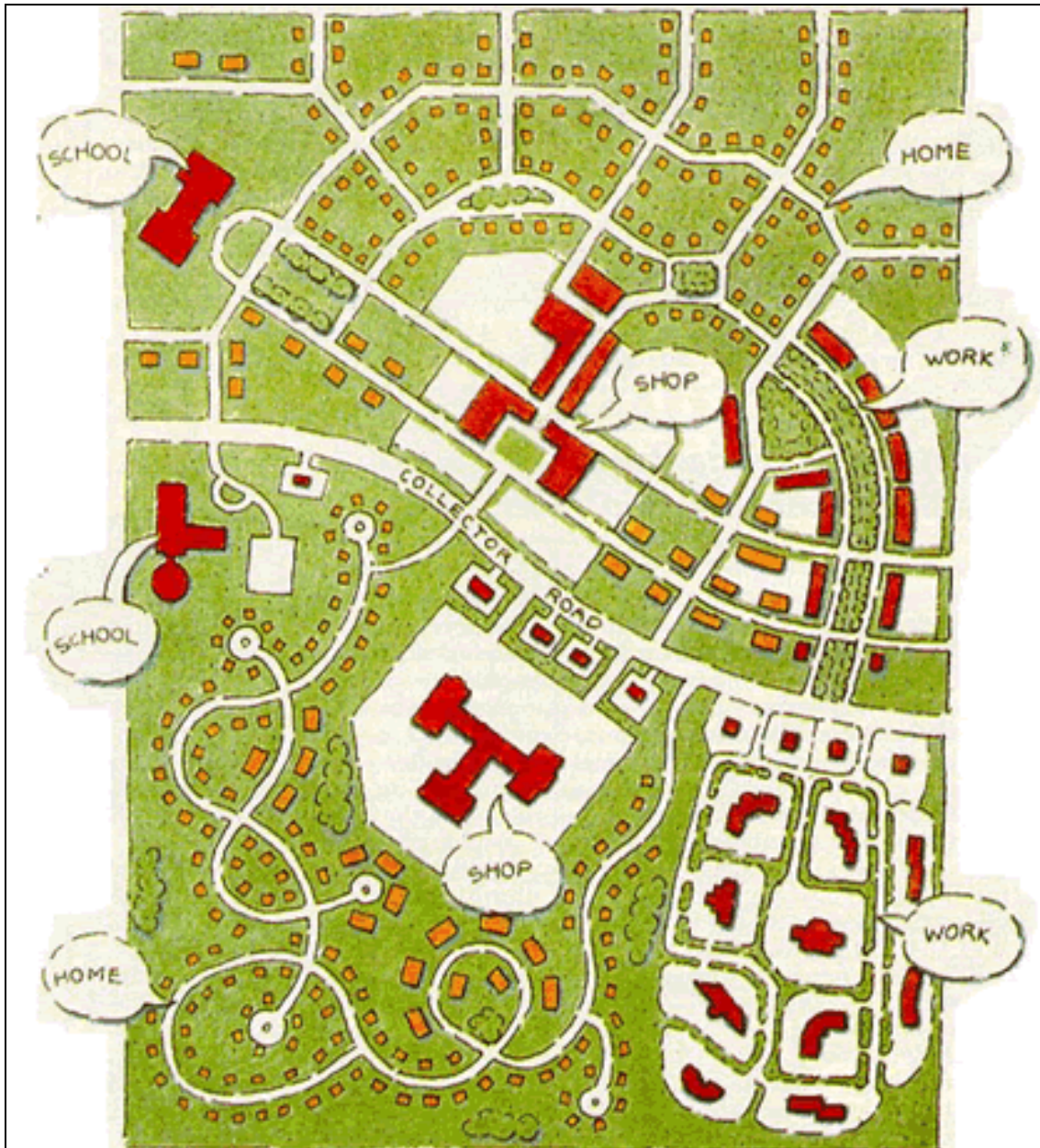
**Objective #5:** Establish a Human Resources department within Jefferson County government.

**Objective #6:** Continue to provide opportunities for the public to provide feedback regarding County services.

**Objective #7:** The County should provide residents with continuing educational opportunities regarding county and state regulations affecting county services.

[Appendix E – Design Guidelines Images](#)

Integrated neighborhood design versus a disconnected and use separated neighborhood design





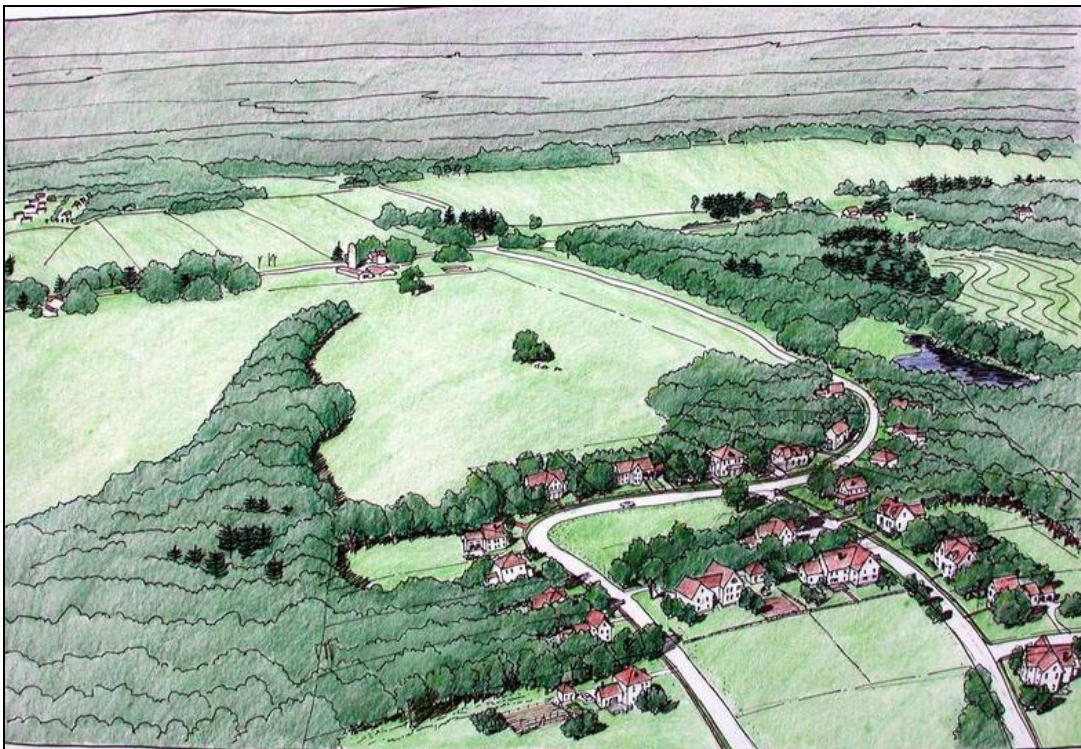
Mixed Use – Urban Settings



Village Node



Rural Development



Rural Vernacular Architecture



Rural Design inspired Apartment Complexes



## Tiny Houses



[Appendix F - Maps](#)

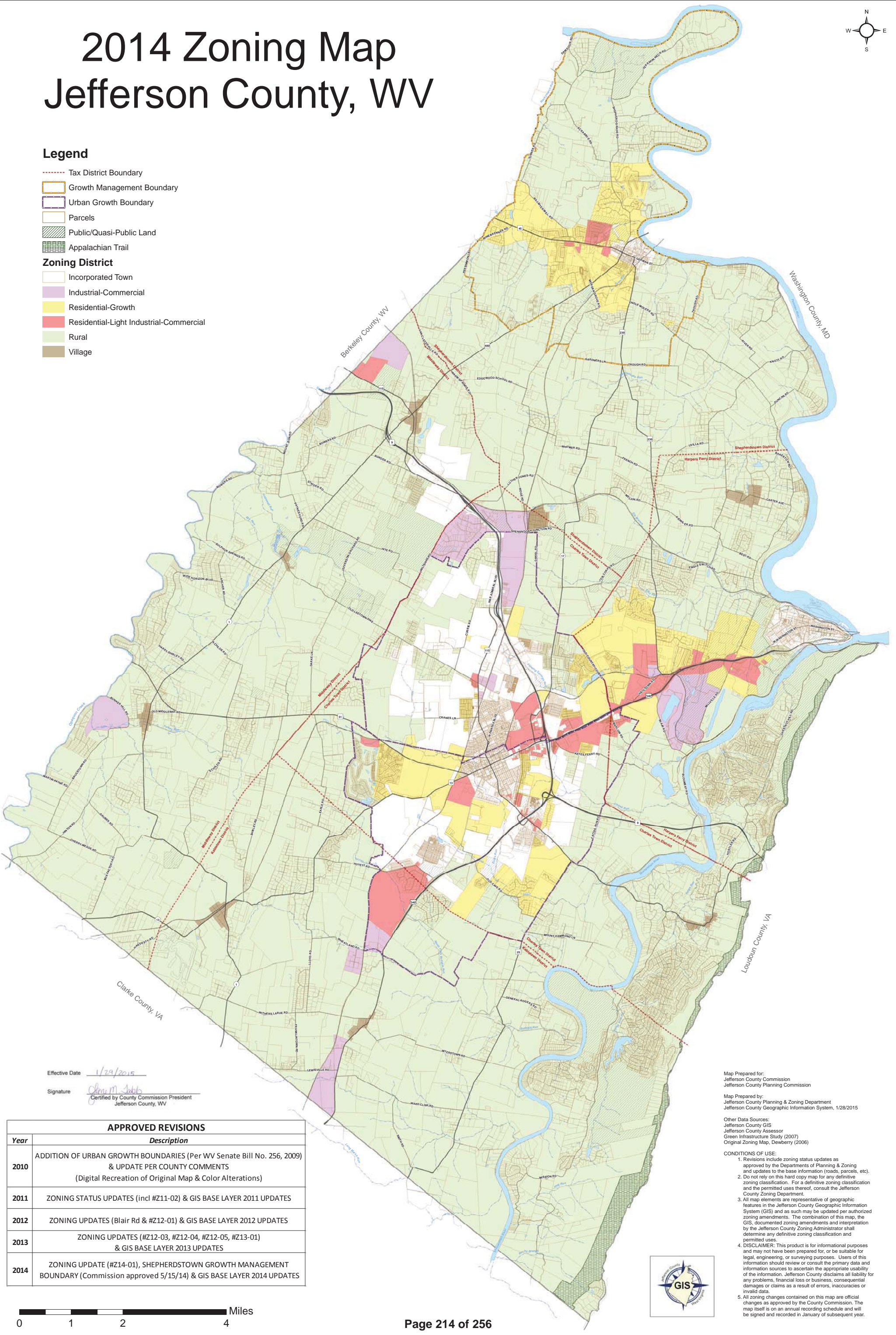
Name of Map	Page Number
2014 Zoning Map	214
Future Land Use Guide	215
Future Land Development Map	217
Charles Town Urban Growth Boundary	218
Ranson Urban Growth Boundary	219
Shepherdstown Preferred Growth Area	220
US 340 East Preferred Growth Area	221
US 340 South Preferred Growth Area	222
Route 9 Preferred Growth Area	223
Middleway Preferred Growth Area	224
Shenandoah Junction / School Based Preferred Growth Area	225
Residential Preferred Growth Area	226
Jefferson County Village Map	227
General Reference Map with Soils Classification and Planning Boundaries	228
Major and Minor Subdivisions	229
Minor and Conventional Subdivisions	230
Highway Problem Areas	231
Roadway Classification Map	232
Hydrologic Map	233
Regional Parks and Trails	234

# 2014 Zoning Map Jefferson County, WV



## Legend

- - - - - Tax District Boundary
- Growth Management Boundary
- Urban Growth Boundary
- Parcels
- Public/Quasi-Public Land
- Appalachian Trail
- Zoning District**
- Incorporated Town
- Industrial-Commercial
- Residential-Growth
- Residential-Light Industrial-Commercial
- Rural
- Village



Effective Date 1/29/2015

Signature [Signature]  
Certified by County Commission President  
Jefferson County, WV

Map Prepared for:  
Jefferson County Commission  
Jefferson County Planning Commission

Map Prepared by:  
Jefferson County Planning & Zoning Department  
Jefferson County Geographic Information System, 1/28/2015

Other Data Sources:  
Jefferson County GIS  
Jefferson County Assessor  
Green Infrastructure Study (2007)  
Original Zoning Map, Dewberry (2006)

- CONDITIONS OF USE:**
1. Revisions include zoning status updates as approved by the Departments of Planning & Zoning and updates to the base information (roads, parcels, etc).
  2. Do not rely on this hard copy map for any definitive zoning classification. For a definitive zoning classification and the permitted uses thereof, consult the Jefferson County Zoning Department.
  3. All map elements are representative of geographic features in the Jefferson County Geographic Information System (GIS) and as such may be updated per authorized zoning amendments. The combination of this map, the GIS, documents zoning amendments and interpretation by the Jefferson County Zoning Administrator shall determine any definitive zoning classification and permitted uses.
  4. **DISCLAIMER:** This product is for informational purposes and may not have been prepared for, or be suitable for legal, engineering, or surveying purposes. Users of this information should review or consult the primary data and information sources to ascertain the appropriate usability of the information. Jefferson County disclaims all liability for any problems, financial loss or business, consequential damages or claims as a result of errors, inaccuracies or invalid data.
  5. All zoning changes contained on this map are official changes as approved by the County Commission. The map itself is on an annual recording schedule and will be signed and recorded in January of subsequent year.



APPROVED REVISIONS	
Year	Description
2010	ADDITION OF URBAN GROWTH BOUNDARIES (Per WV Senate Bill No. 256, 2009) & UPDATE PER COUNTY COMMENTS (Digital Recreation of Original Map & Color Alterations)
2011	ZONING STATUS UPDATES (incl #Z11-02) & GIS BASE LAYER 2011 UPDATES
2012	ZONING UPDATES (Blair Rd & #Z12-01) & GIS BASE LAYER 2012 UPDATES
2013	ZONING UPDATES (#Z12-03, #Z12-04, #Z12-05, #Z13-01) & GIS BASE LAYER 2013 UPDATES
2014	ZONING UPDATE (#Z14-01), SHEPHERDSTOWN GROWTH MANAGEMENT BOUNDARY (Commission approved 5/15/14) & GIS BASE LAYER 2014 UPDATES



# Future Land Use Guide Jefferson County, WV

Envision Jefferson 2035 Comprehensive Plan



- Special Design Area
- Preferred Growth Area
- Quarry Redevelopment Area
- Growth Management Boundary
- Urban Growth Boundary
- Urban Growth Boundary Expansion
- Village
- Village Expansion
- 2004 Growth Area

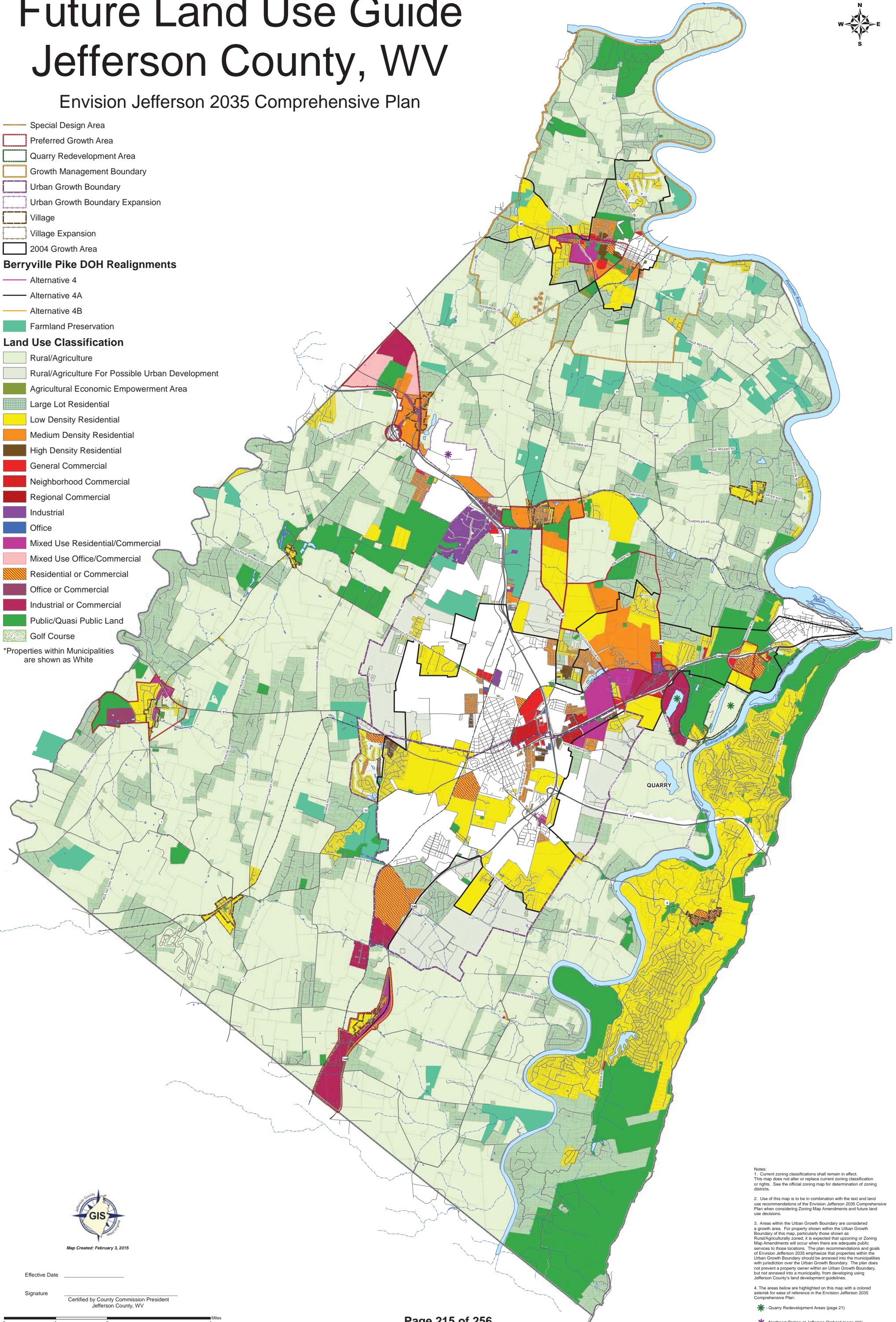
**Berryville Pike DOH Realignments**

- Alternative 4
- Alternative 4A
- Alternative 4B
- Farmland Preservation

**Land Use Classification**

- Rural/Agriculture
- Rural/Agriculture For Possible Urban Development
- Agricultural Economic Empowerment Area
- Large Lot Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- General Commercial
- Neighborhood Commercial
- Regional Commercial
- Industrial
- Office
- Mixed Use Residential/Commercial
- Mixed Use Office/Commercial
- Residential or Commercial
- Office or Commercial
- Industrial or Commercial
- Public/Quasi Public Land
- Golf Course

\*Properties within Municipalities are shown as White



- Notes:**
1. Current zoning classifications shall remain in effect. This map does not alter or replace current zoning classification or rights. See the official zoning map for determination of zoning districts.
  2. Use of this map is to be in combination with the text and land use recommendations of the Envision Jefferson 2035 Comprehensive Plan when considering Zoning Map Amendments and future land use decisions.
  3. Areas within the Urban Growth Boundary are considered a growth area. For property shown within the Urban Growth Boundary of this map, particularly those shown as Rural/Agriculturally zoned, it is expected that upzoning or Zoning Map Amendments will occur when there are adequate public services to those locations. The plan recommendations and goals of Envision Jefferson 2035 emphasize that properties within the Urban Growth Boundary should be annexed into the municipalities with jurisdiction over the Urban Growth Boundary. The plan does not prevent a property owner within an Urban Growth Boundary, but not annexed into a municipality, from developing using Jefferson County's land development guidelines.
  4. The areas below are highlighted on this map with a colored asterisk for ease of reference in the Envision Jefferson 2035 Comprehensive Plan:
    - Quarry Redevelopment Areas (page 21)
    - Northport Station at Jefferson Orchard (page 111)



Map Created: February 3, 2015

Effective Date \_\_\_\_\_  
Signature \_\_\_\_\_  
Certified by County Commission President  
Jefferson County, WV





### Future Land Use Guide Notes:

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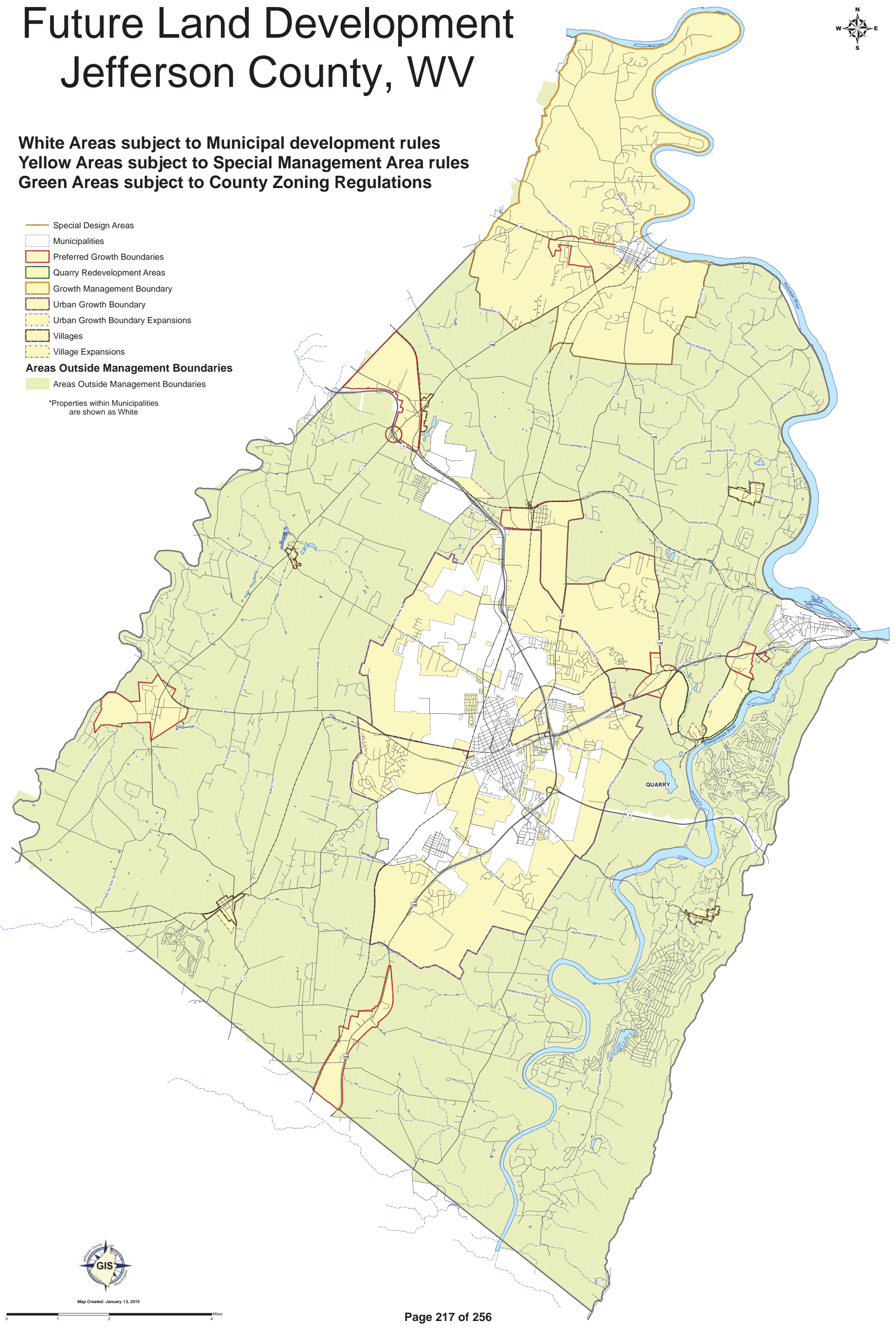
# Future Land Development Jefferson County, WV



**White Areas** subject to Municipal development rules  
**Yellow Areas** subject to Special Management Area rules  
**Green Areas** subject to County Zoning Regulations

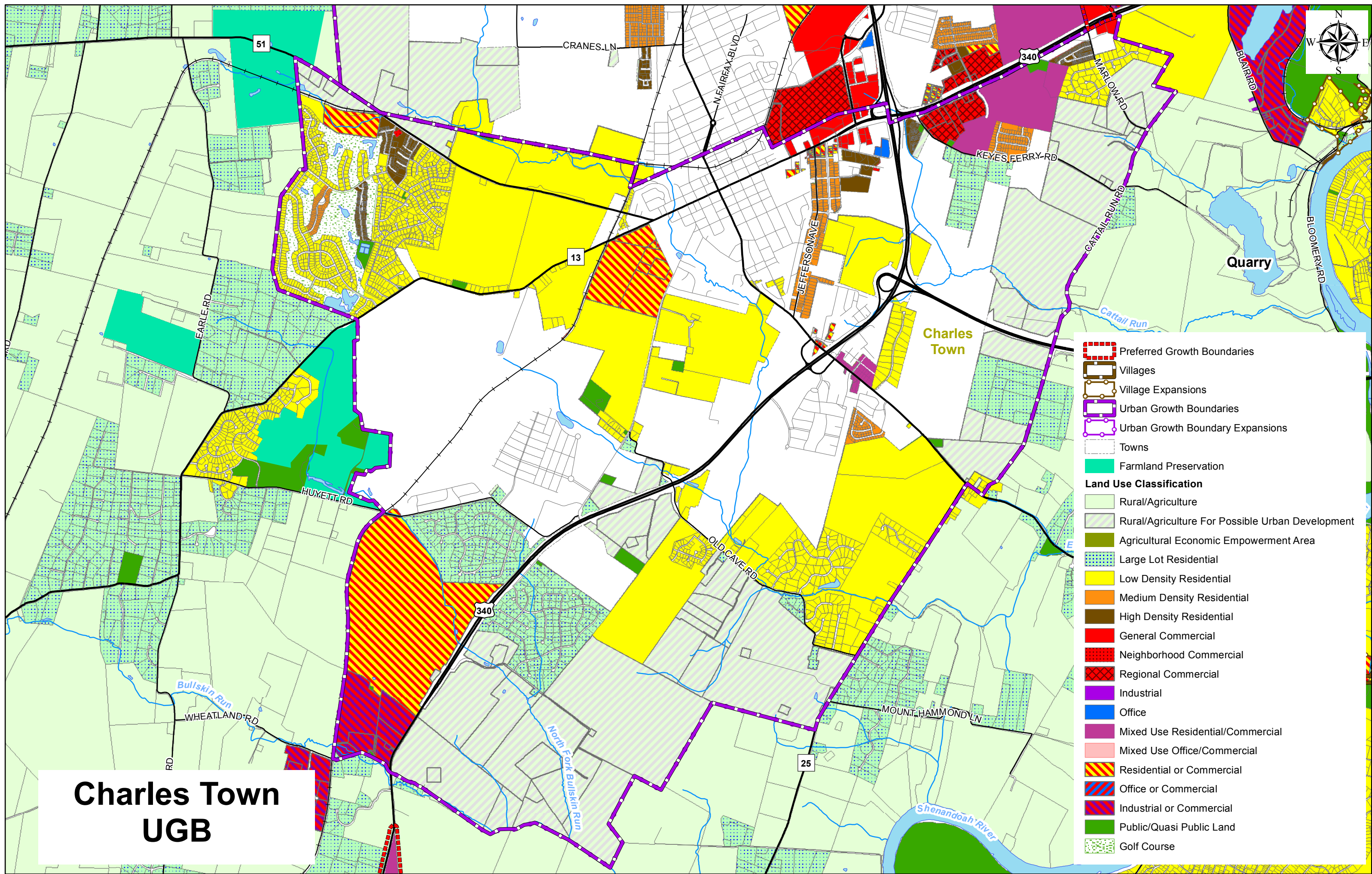
- Special Design Areas
- Municipalities
- Preferred Growth Boundaries
- Quarry Redevelopment Areas
- Growth Management Boundary
- Urban Growth Boundary
- Urban Growth Boundary Expansions
- Villages
- Village Expansions
- Areas Outside Management Boundaries**
- Areas Outside Management Boundaries

\*Properties within Municipalities  
are shown as White



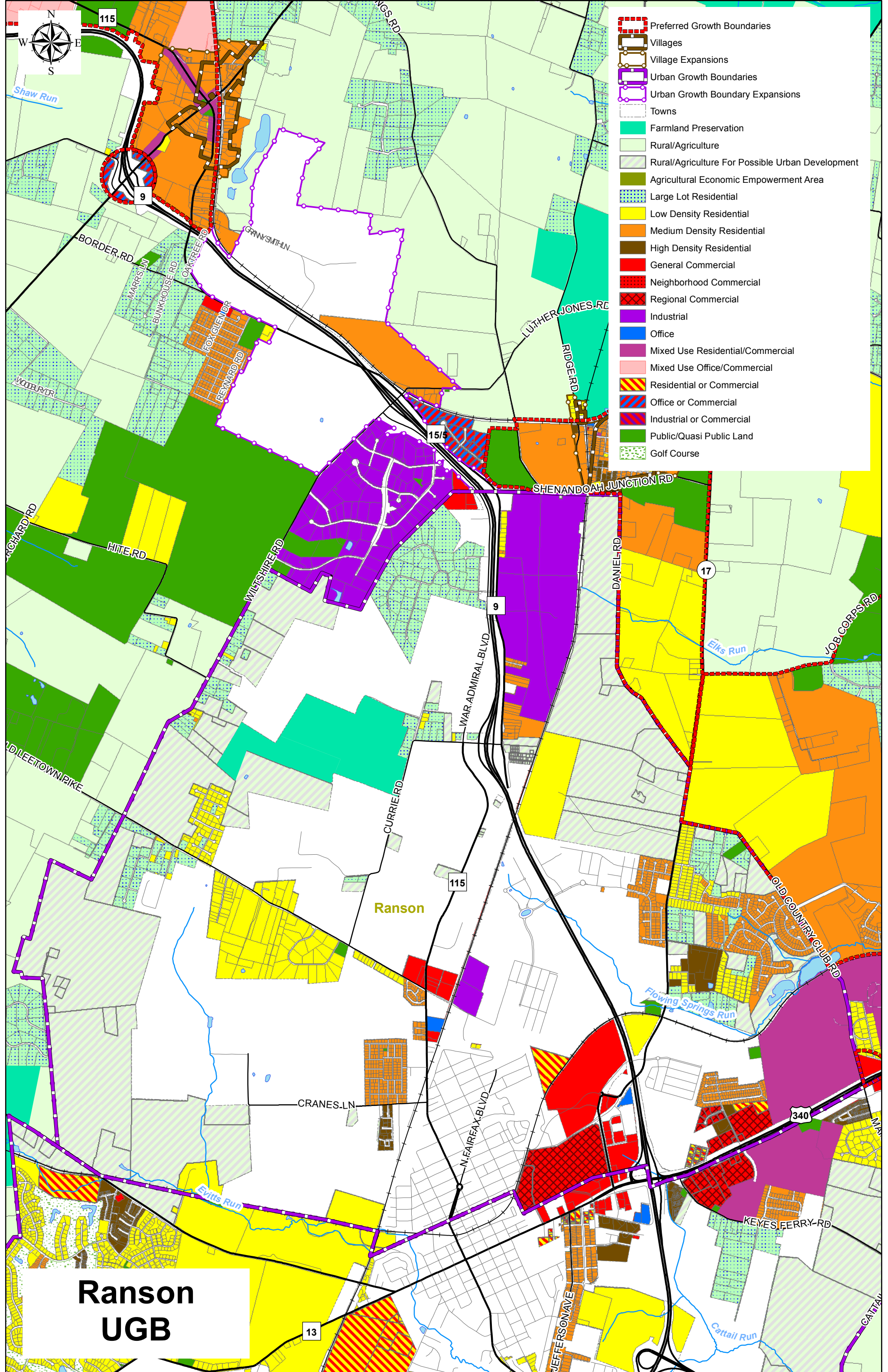
Map Created: January 13, 2015





# Charles Town UGB

- Preferred Growth Boundaries
- Villages
- Village Expansions
- Urban Growth Boundaries
- Urban Growth Boundary Expansions
- Towns
- Farmland Preservation
- Land Use Classification**
- Rural/Agriculture
- Rural/Agriculture For Possible Urban Development
- Agricultural Economic Empowerment Area
- Large Lot Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- General Commercial
- Neighborhood Commercial
- Regional Commercial
- Industrial
- Office
- Mixed Use Residential/Commercial
- Mixed Use Office/Commercial
- Residential or Commercial
- Office or Commercial
- Industrial or Commercial
- Public/Quasi Public Land
- Golf Course



- Preferred Growth Boundaries
- Villages
- Village Expansions
- Urban Growth Boundaries
- Urban Growth Boundary Expansions
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- Golf Course



115

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15/5

9

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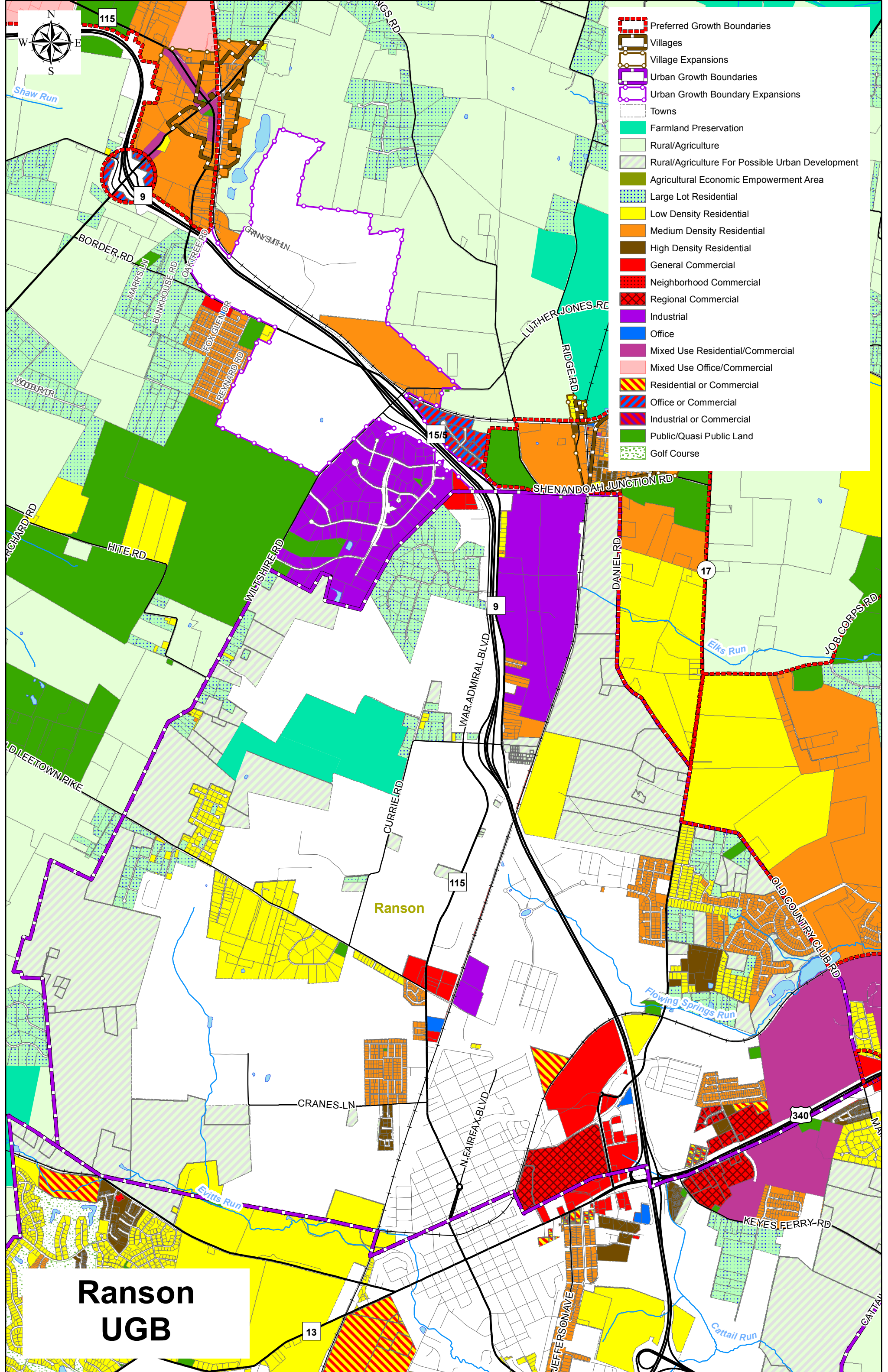
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340

13

Ranson

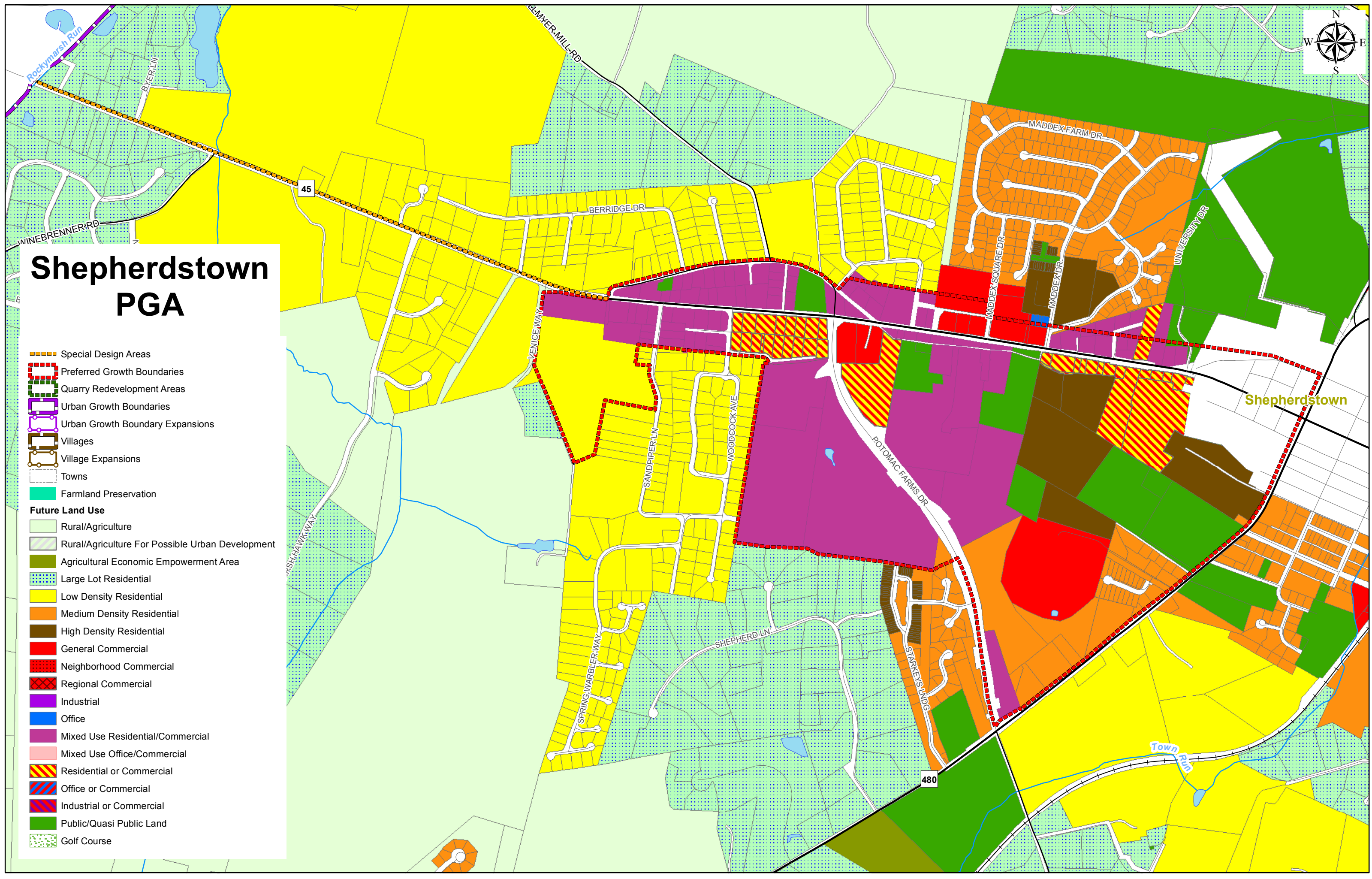
**Ranson  
UGB**





# Shepherdstown PGA

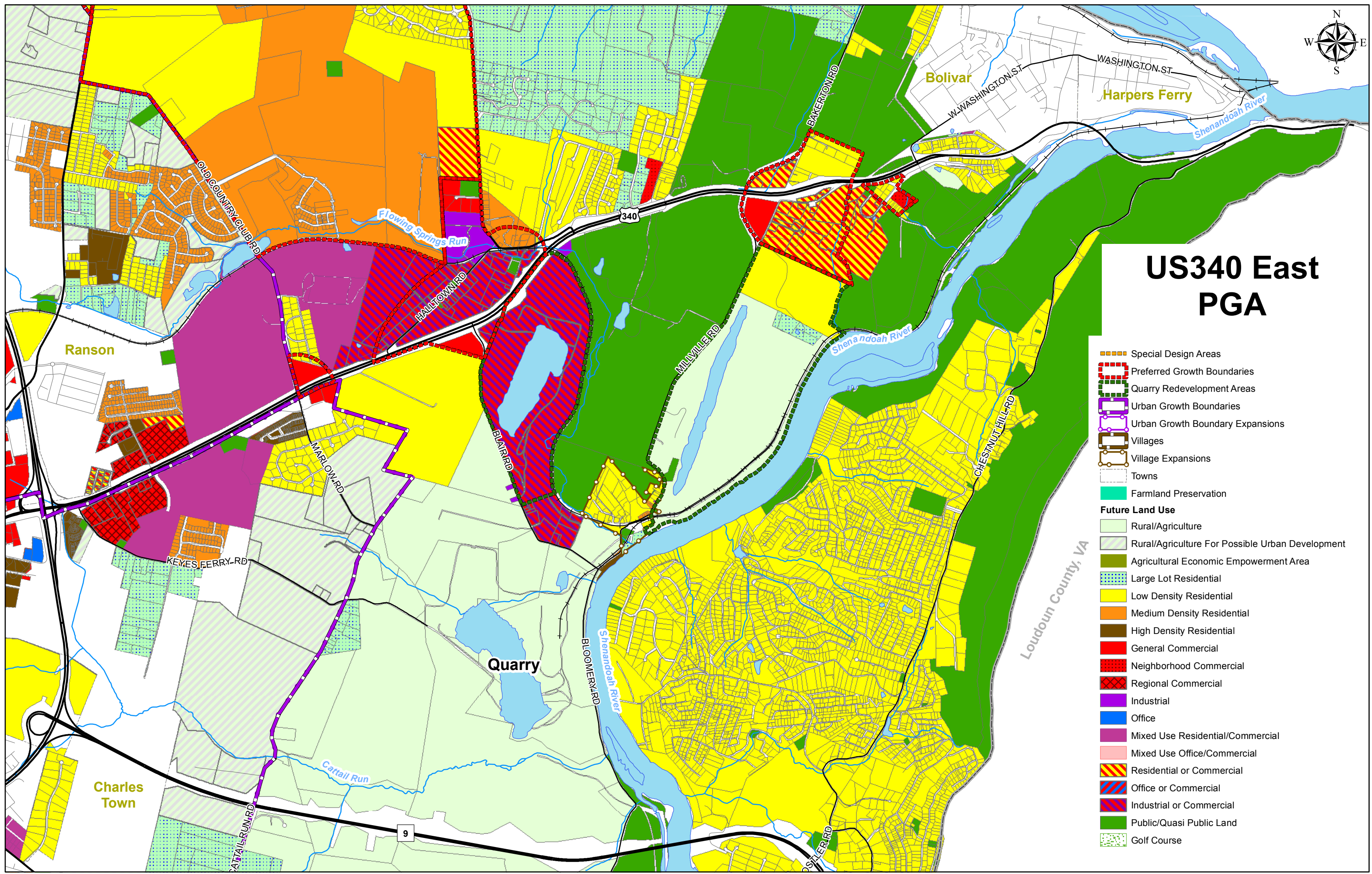
- Special Design Areas
- Preferred Growth Boundaries
- Quarry Redevelopment Areas
- Urban Growth Boundaries
- Urban Growth Boundary Expansions
- Villages
- Village Expansions
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- Farmland Preservation
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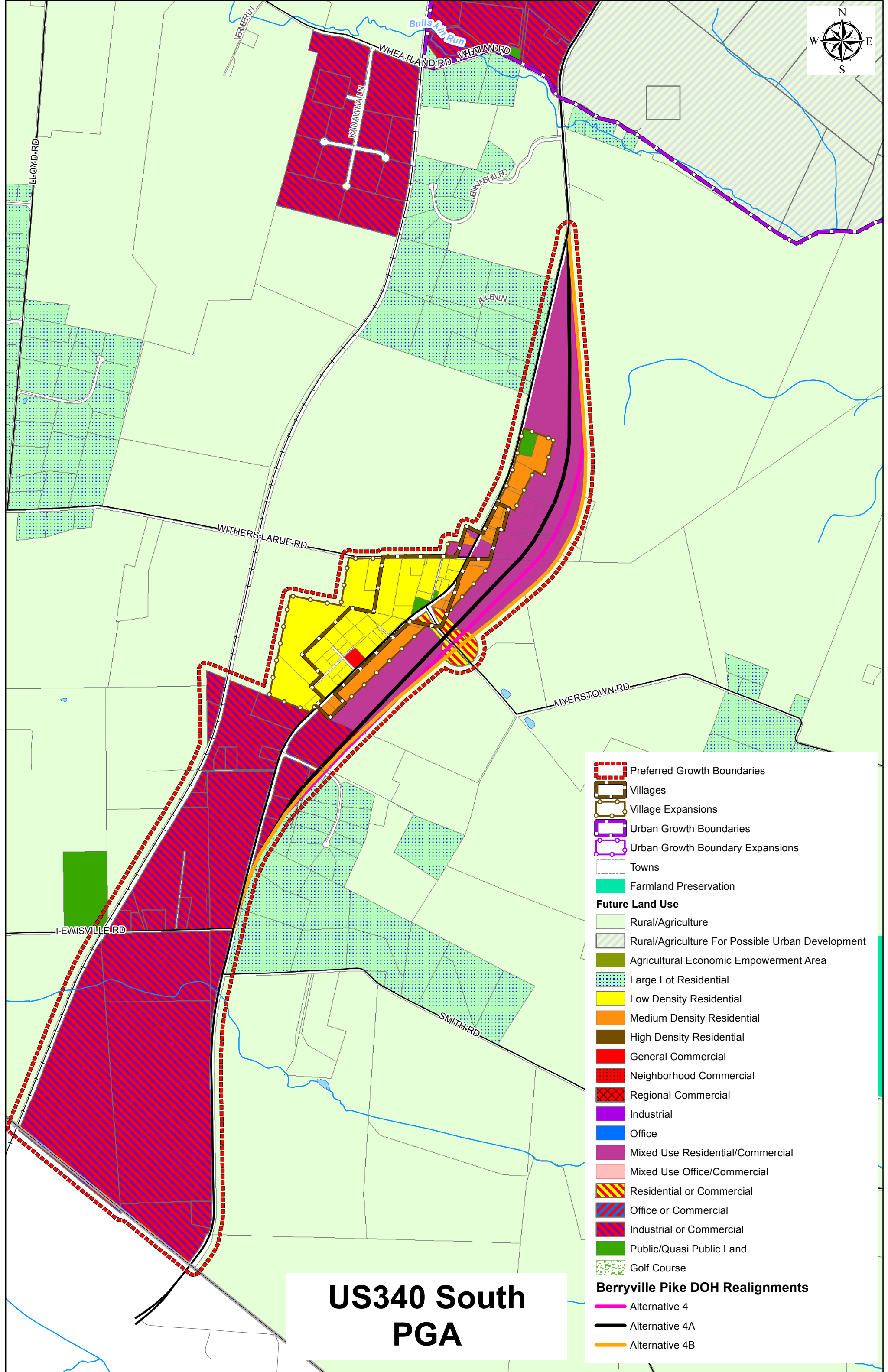




# US340 East PGA

- Special Design Areas
- Preferred Growth Boundaries
- Quarry Redevelopment Areas
- Urban Growth Boundaries
- Urban Growth Boundary Expansions
- Villages
- Village Expansions
- Towns
- Farmland Preservation
- Future Land Use**
  - Rural/Agriculture
  - Rural/Agriculture For Possible Urban Development
  - Agricultural Economic Empowerment Area
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  - Golf Course

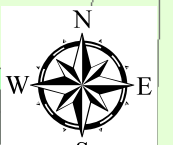




- Preferred Growth Boundaries
- Villages
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- Residential or Commercial
- Office or Commercial
- Industrial or Commercial
- Public/Quasi Public Land
- Golf Course
- Berryville Pike DOH Realignments**
- Alternative 4
- Alternative 4A
- Alternative 4B

# US340 South PGA

Berkeley County, WV



Rockmarsh Run

SOUTHWOOD DR

VAN CLEVELAND RD

EDGEWOOD SCHOOL RD

WARM SPRING RD

Shaw Run

BOWERS RD

Ranson

GRANNY SMITH LN

DER RD

MARRS LN

BUNKHOUSE RD

OAK TREE RD


























FOX GLEN DR

REYNARD RD

LUTHER JONES RD

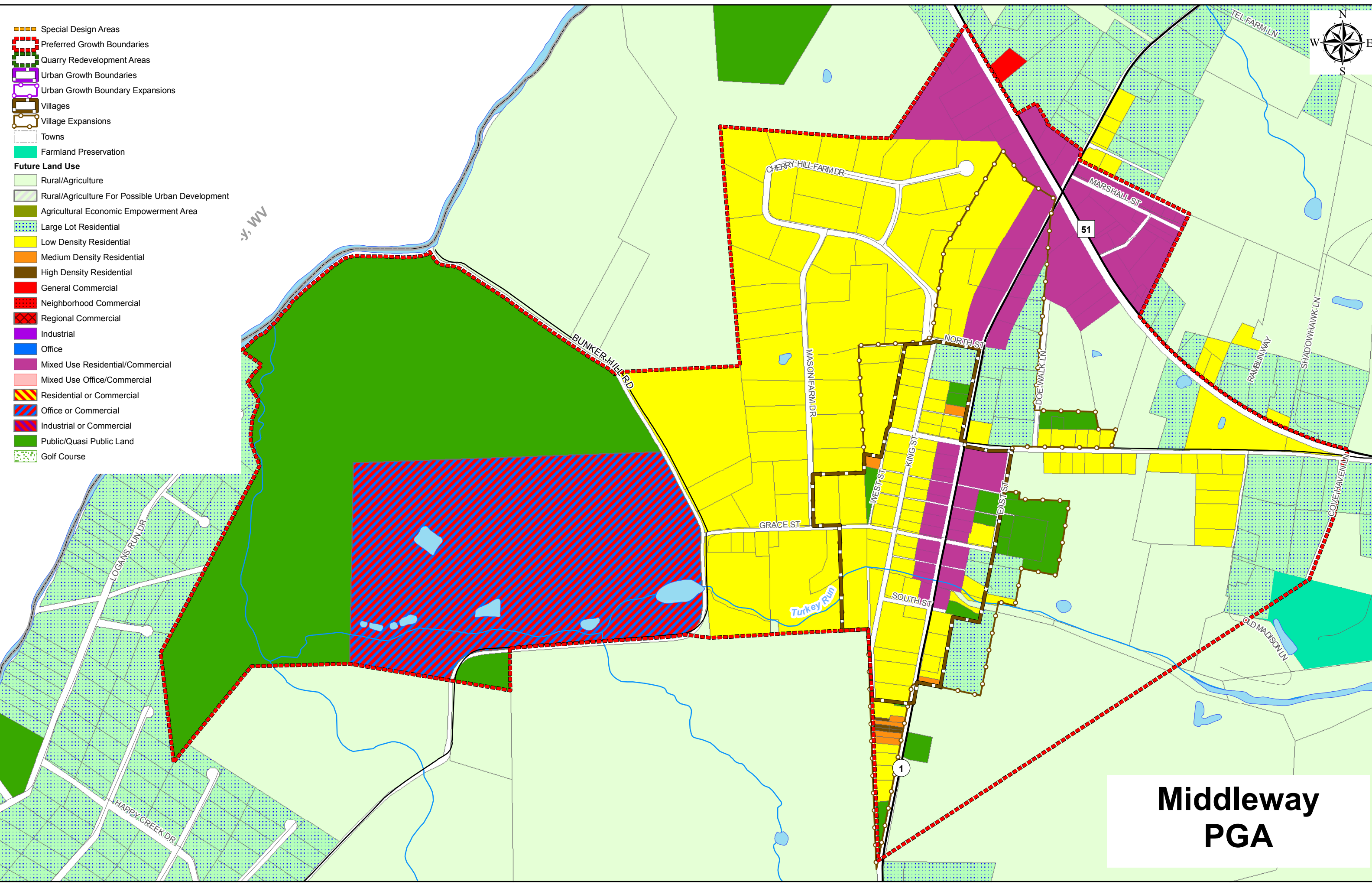
WAR ADMIRAL BLVD

JAMES BURR BLVD

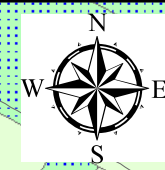
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# Route 9 PGA

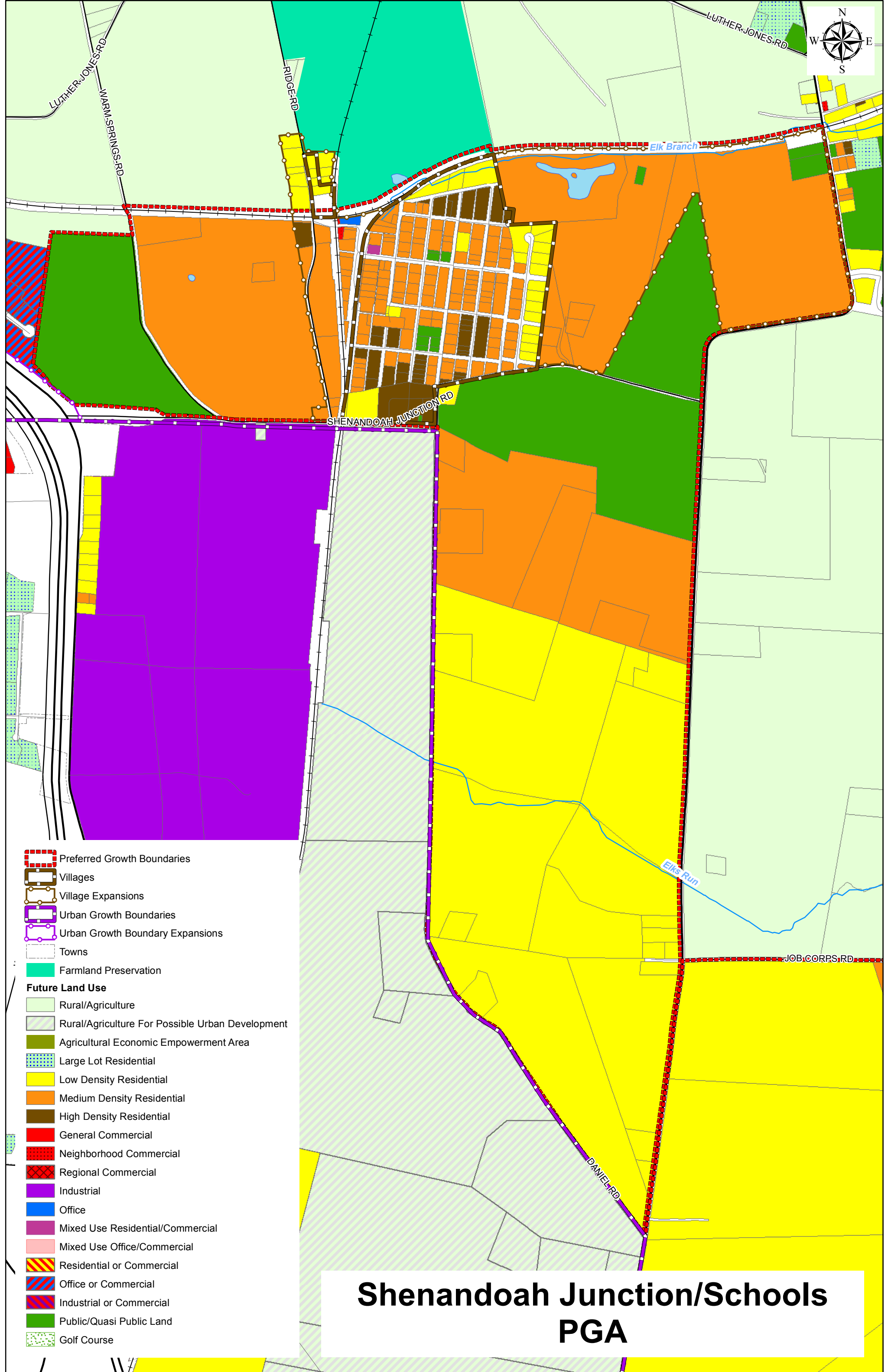







- Special Design Areas
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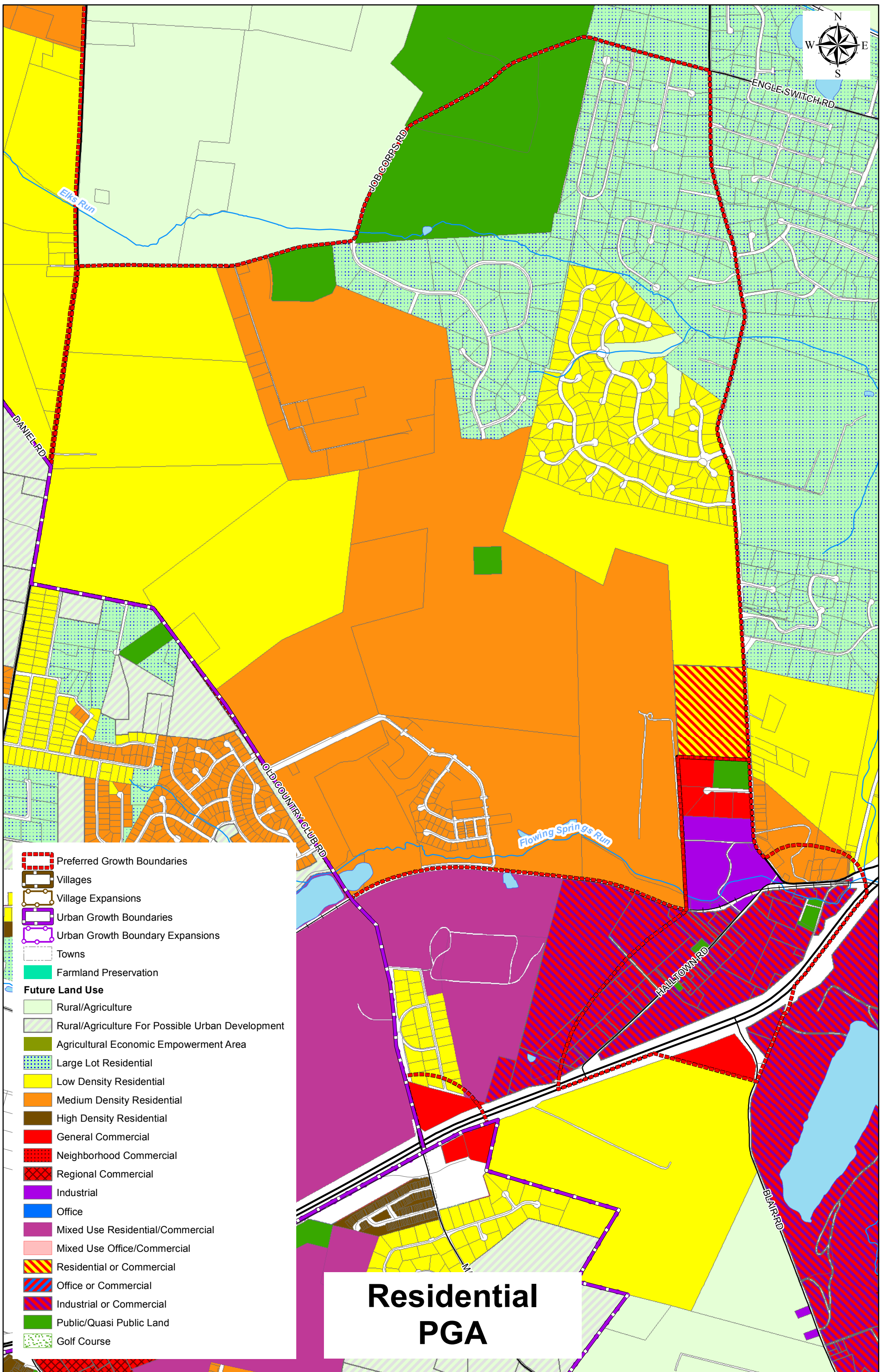
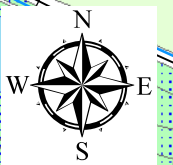


Middleway  
PGA



-  Preferred Growth Boundaries
-  Villages
-  Village Expansions
-  Urban Growth Boundaries
-  Urban Growth Boundary Expansions
-  Towns
-  Farmland Preservation
- Future Land Use**
-  Rural/Agriculture
-  Rural/Agriculture For Possible Urban Development
-  Agricultural Economic Empowerment Area
-  Large Lot Residential
-  Low Density Residential
-  Medium Density Residential
-  High Density Residential
-  General Commercial
-  Neighborhood Commercial
-  Regional Commercial
-  Industrial
-  Office
-  Mixed Use Residential/Commercial
-  Mixed Use Office/Commercial
-  Residential or Commercial
-  Office or Commercial
-  Industrial or Commercial
-  Public/Quasi Public Land
-  Golf Course

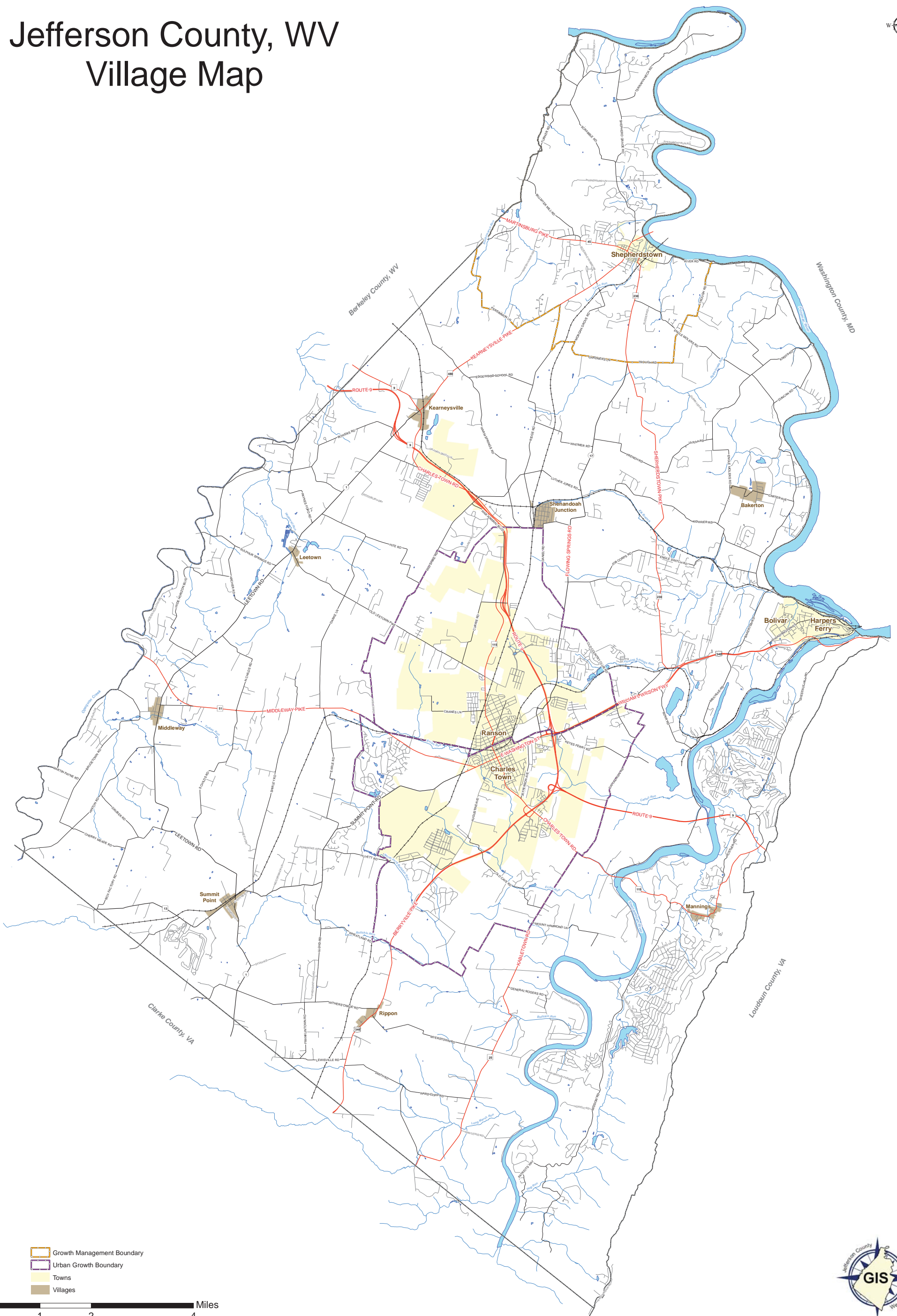
# Shenandoah Junction/Schools PGA



- Preferred Growth Boundaries
- Villages
- Village Expansions
- Urban Growth Boundaries
- Urban Growth Boundary Expansions
- Towns
- Farmland Preservation
- Future Land Use**
- Rural/Agriculture
- Rural/Agriculture For Possible Urban Development
- Agricultural Economic Empowerment Area
- Large Lot Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- General Commercial
- Neighborhood Commercial
- Regional Commercial
- Industrial
- Office
- Mixed Use Residential/Commercial
- Mixed Use Office/Commercial
- Residential or Commercial
- Office or Commercial
- Industrial or Commercial
- Public/Quasi Public Land
- Golf Course

# Residential PGA

# Jefferson County, WV Village Map



- Growth Management Boundary
- Urban Growth Boundary
- Towns
- Villages

0 1 2 4 Miles



# Jefferson County, WV General Reference Map w/ Soils Classification & Planning Boundaries



- County Boundary
- ▭ Growth Management Boundary
- ▭ Urban Growth Boundary
- Soils Classification (USDA, 2011)**
- ▭ All areas are prime farmland
- ▭ Farmland of statewide importance
- ▭ Farmland of unique importance

0 1 2 4 Miles





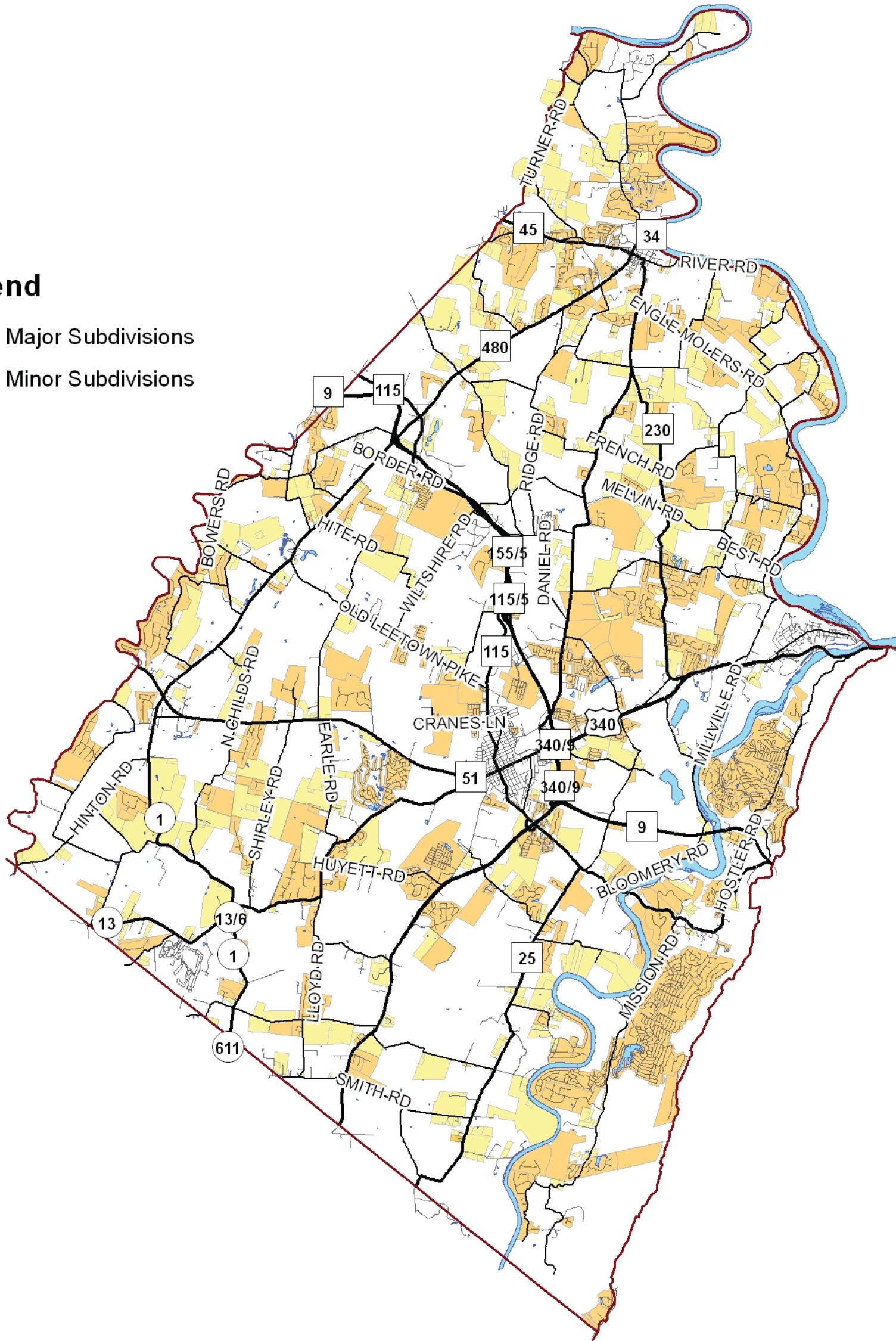
Map Created: June 10, 2014

# Major and Minor Subdivisions



## Legend

-  Major Subdivisions
-  Minor Subdivisions



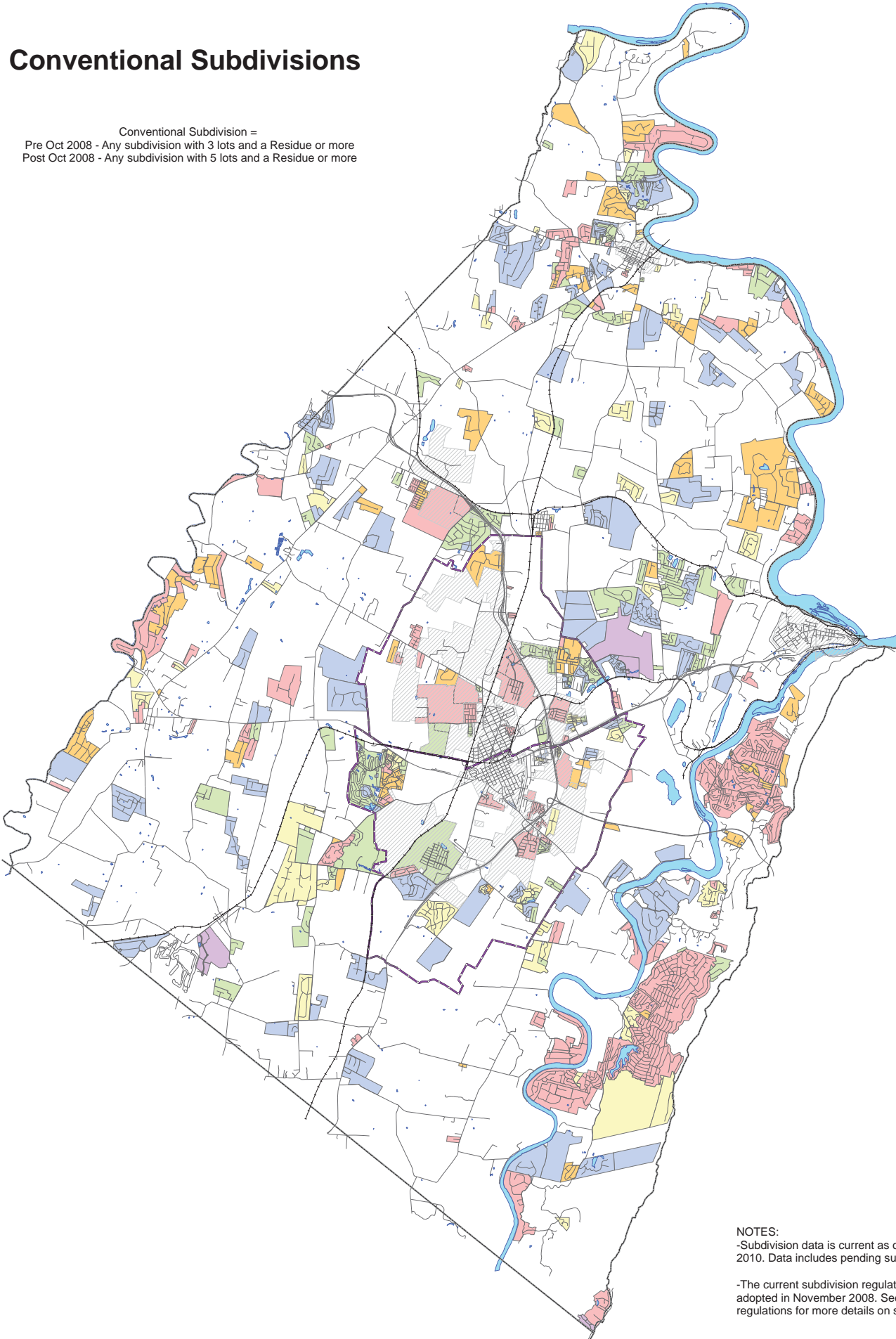
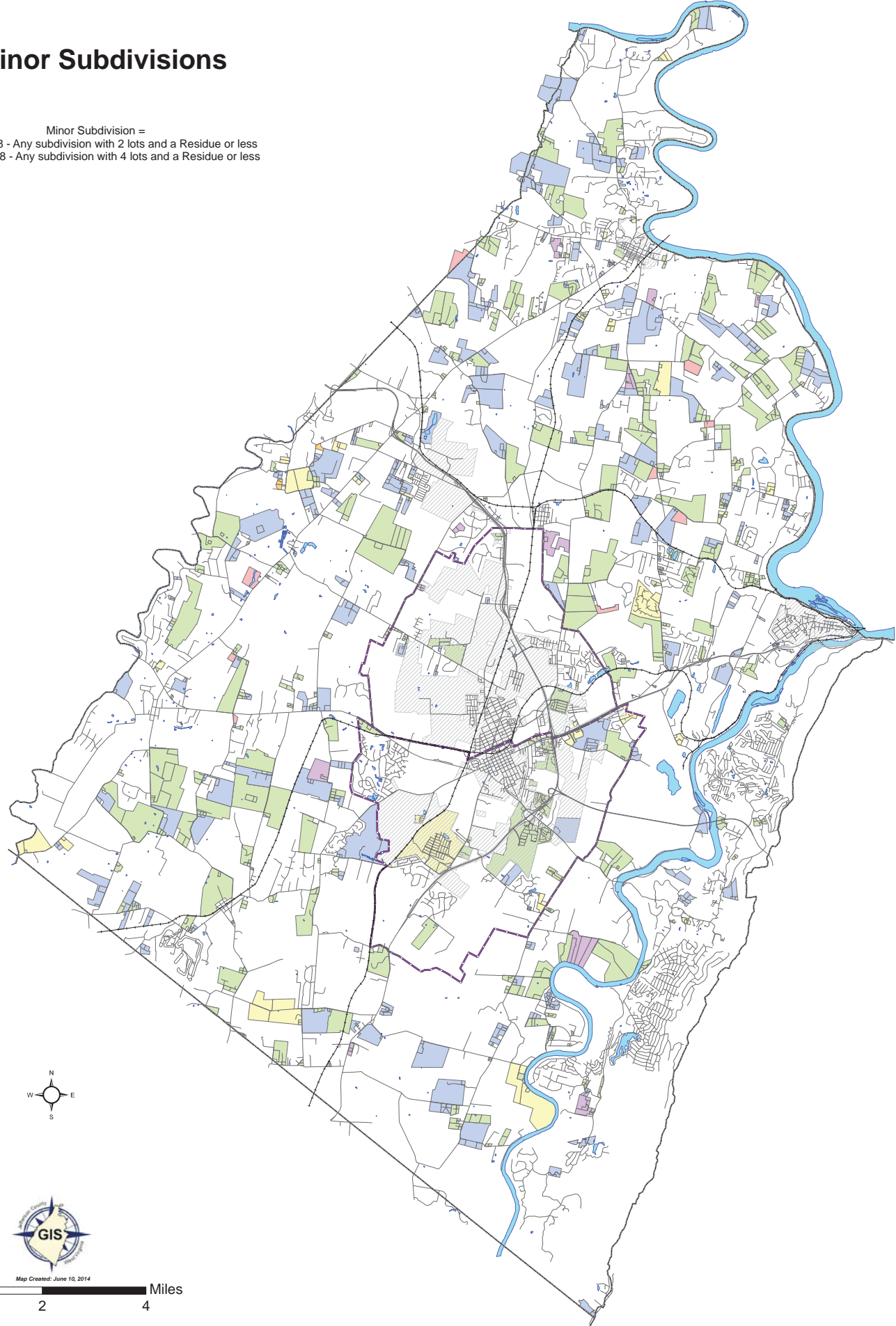
# Minor & Conventional Subdivisions - Jefferson County, WV

## Minor Subdivisions

Minor Subdivision =  
 Pre Oct 2008 - Any subdivision with 2 lots and a Residue or less  
 Post Oct 2008 - Any subdivision with 4 lots and a Residue or less

## Conventional Subdivisions

Conventional Subdivision =  
 Pre Oct 2008 - Any subdivision with 3 lots and a Residue or more  
 Post Oct 2008 - Any subdivision with 5 lots and a Residue or more

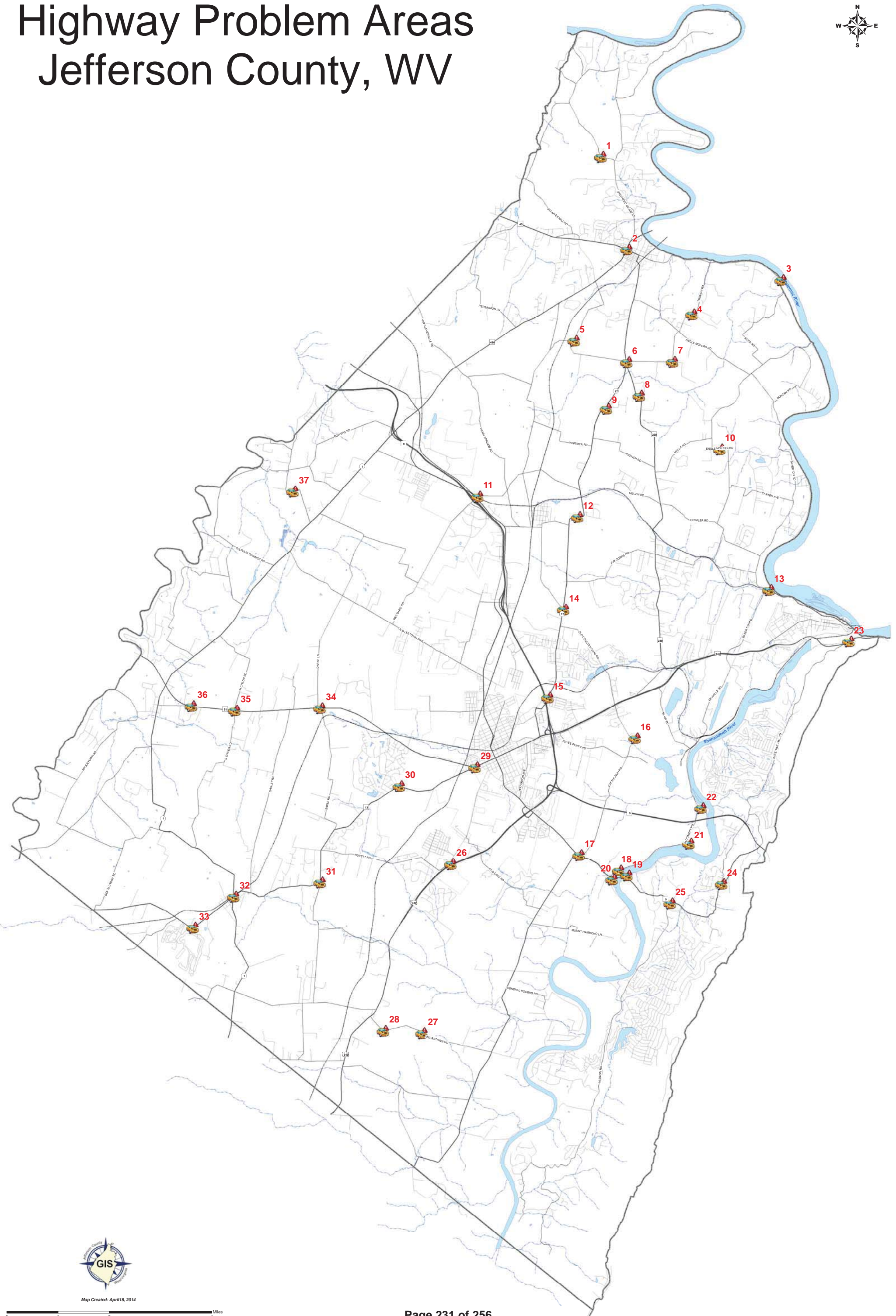


Urban Growth Boundaries  
 Towns  
**Subdivisions by Decade**  
 1970 - 1979  
 1980 - 1989  
 1990 - 1999  
 2000 - 2009  
 2010 +  
 Not Dated



**NOTES:**  
 -Subdivision data is current as of July 2010. Data includes pending subdivisions.  
 -The current subdivision regulations were adopted in November 2008. See these regulations for more details on subdivisions.

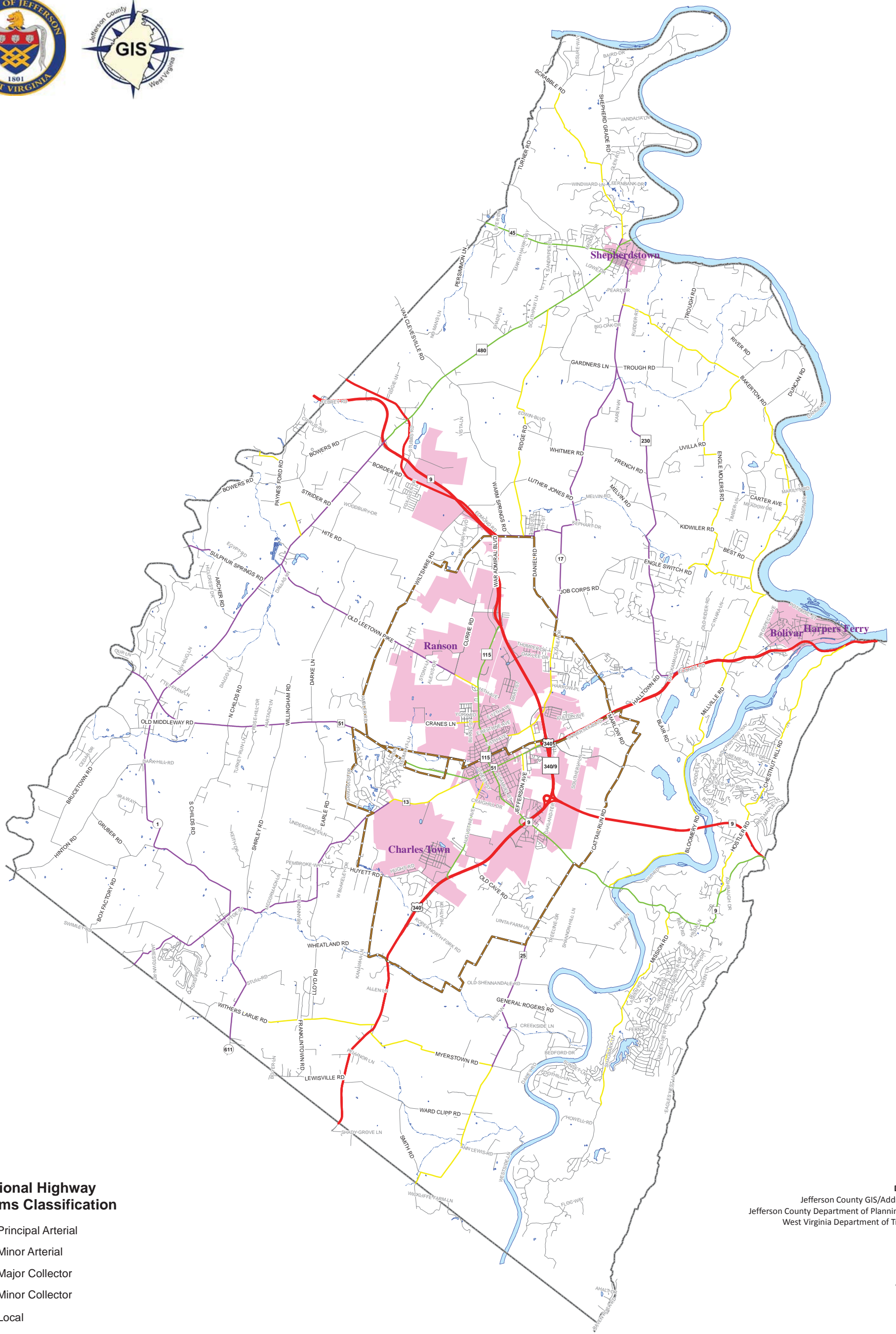
# Highway Problem Areas Jefferson County, WV



Map Created: April 18, 2014



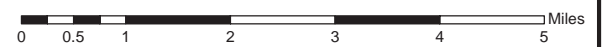
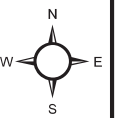




**Functional Highway Systems Classification**

- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local
- Urban Growth Boundaries
- Towns

**Data Sources:**  
 Jefferson County GIS/Addressing Office  
 Jefferson County Department of Planning and Zoning  
 West Virginia Department of Transportation



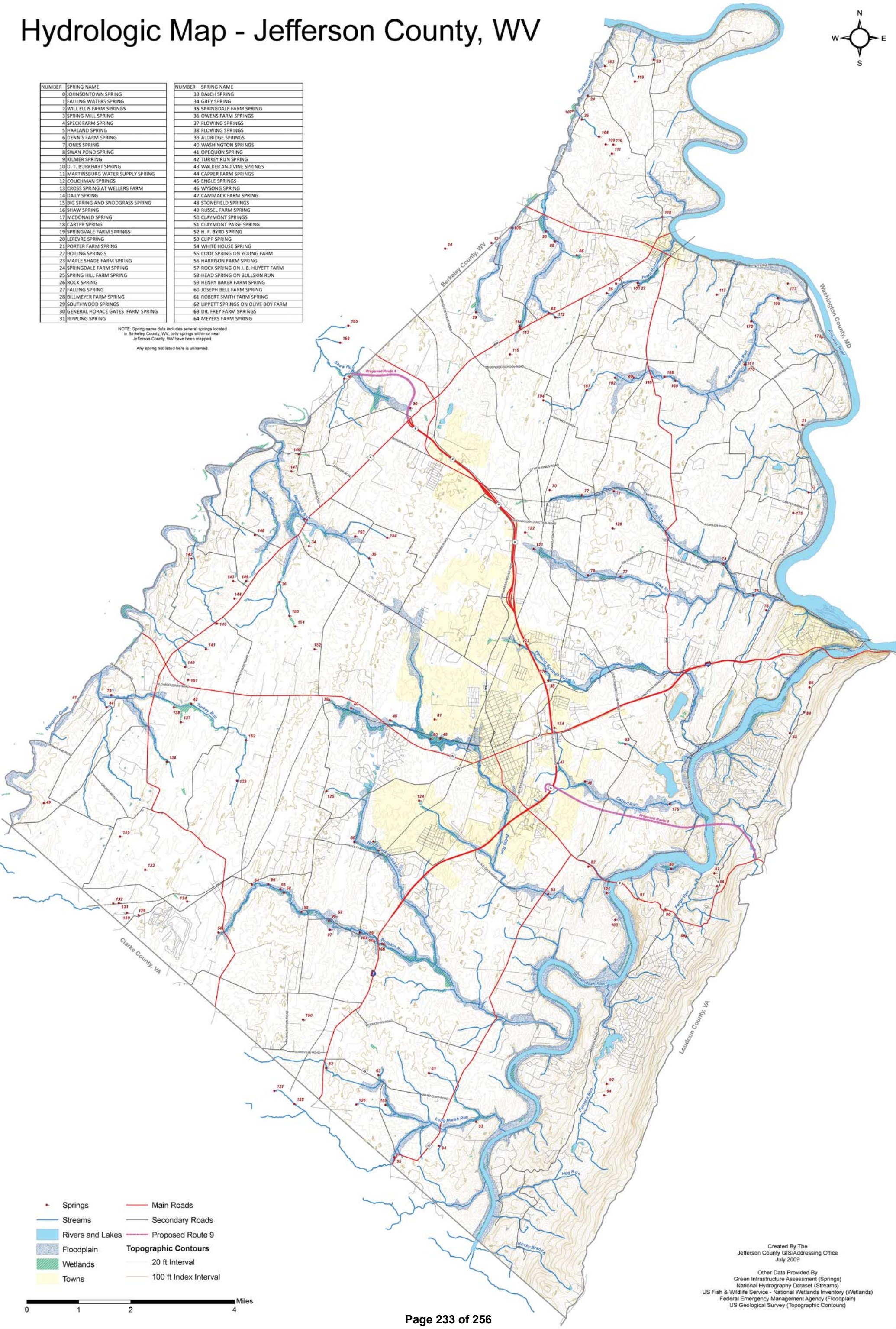
**Roadway Classification Map  
 Envision Jefferson 2035**

# Hydrologic Map - Jefferson County, WV



NUMBER	SPRING NAME	NUMBER	SPRING NAME
0	JOHNSONTOWN SPRING	33	BALCH SPRING
1	FALLING WATERS SPRING	34	GREY SPRING
2	WILL ELLIS FARM SPRINGS	35	SPRINGDALE FARM SPRING
3	SPRING MILL SPRING	36	OWENS FARM SPRINGS
4	SPECK FARM SPRING	37	FLOWING SPRINGS
5	HARLAND SPRING	38	FLOWING SPRINGS
6	DENNIS FARM SPRING	39	ALDRIDGE SPRINGS
7	JONES SPRING	40	WASHINGTON SPRINGS
8	SWAN POND SPRING	41	OPEQUON SPRING
9	KILMER SPRING	42	TURKEY RUN SPRING
10	D. T. BURKHART SPRING	43	WALKER AND VINE SPRINGS
11	MARTINSBURG WATER SUPPLY SPRING	44	CAPPER FARM SPRINGS
12	COUCHMAN SPRINGS	45	ENGLE SPRINGS
13	CROSS SPRING AT WELLERS FARM	46	WYSONG SPRING
14	DAILY SPRING	47	CAMMACK FARM SPRING
15	BIG SPRING AND SNODGRASS SPRING	48	STONEFIELD SPRINGS
16	SHAW SPRING	49	RUSSEL FARM SPRING
17	MCDONALD SPRING	50	CLAYMONT SPRINGS
18	CARTER SPRING	51	CLAYMONT PAIGE SPRING
19	SPRINGVALE FARM SPRINGS	52	H. F. BYRD SPRING
20	LEFEVRE SPRING	53	CLIPP SPRING
21	PORTER FARM SPRING	54	WHITE HOUSE SPRING
22	BOILING SPRINGS	55	COOL SPRING ON YOUNG FARM
23	MAPLE SHADE FARM SPRING	56	HARRISON FARM SPRING
24	SPRINGDALE FARM SPRING	57	ROCK SPRING ON J. B. HUYETT FARM
25	SPRING HILL FARM SPRING	58	HEAD SPRING ON BULLSKIN RUN
26	ROCK SPRING	59	HENRY BAKER FARM SPRING
27	FALLING SPRING	60	JOSEPH BELL FARM SPRING
28	BILLMEYER FARM SPRING	61	ROBERT SMITH FARM SPRING
29	SOUTHWOOD SPRINGS	62	LIPPETT SPRINGS ON OLIVE BOY FARM
30	GENERAL HORACE GATES FARM SPRING	63	DR. FREY FARM SPRINGS
31	RIPPLING SPRING	64	MEYERS FARM SPRING

NOTE: Spring name data includes several springs located in Berkeley County, WV, only springs within or near Jefferson County, WV have been mapped.  
Any spring not listed here is unnamed.



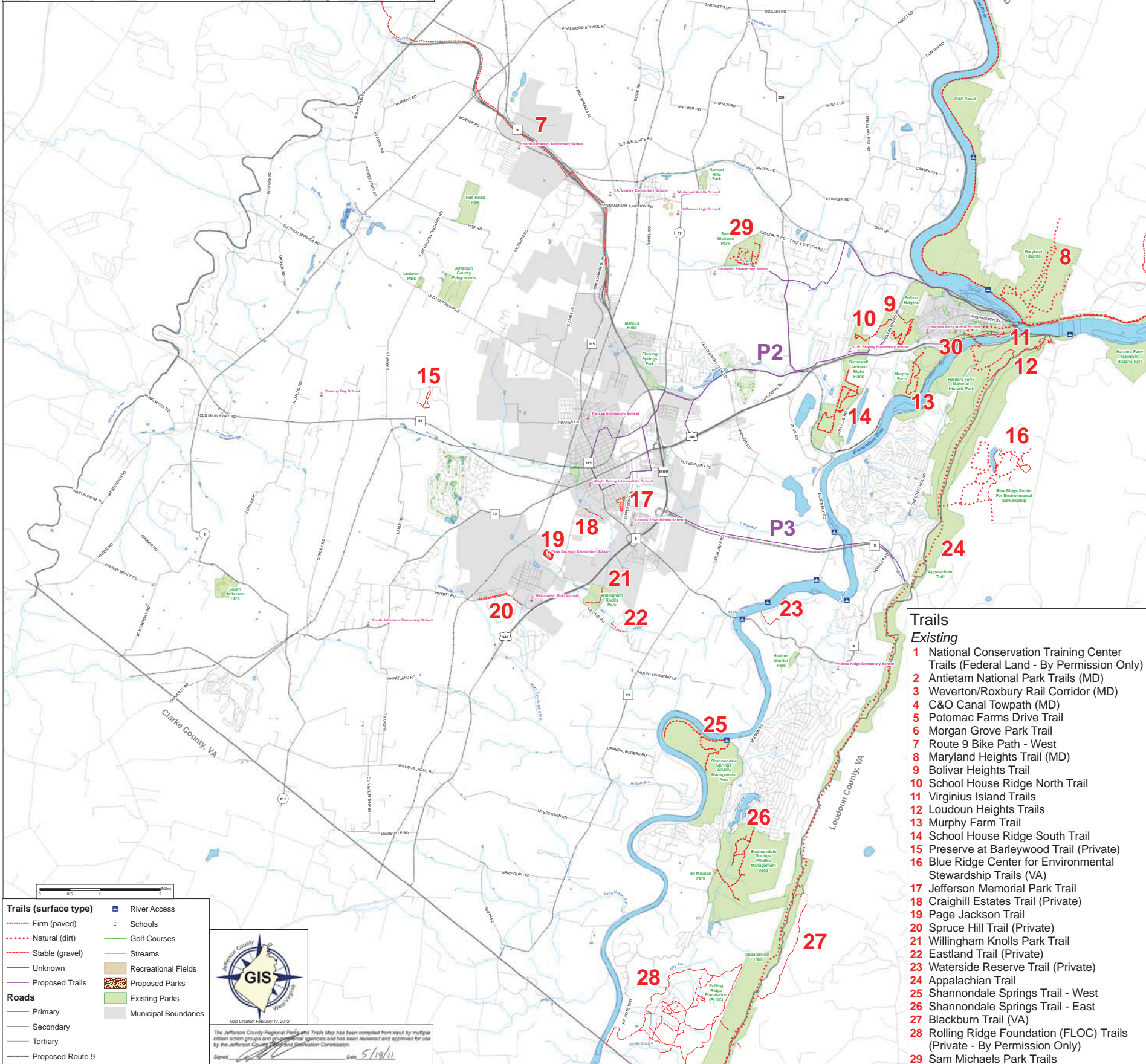
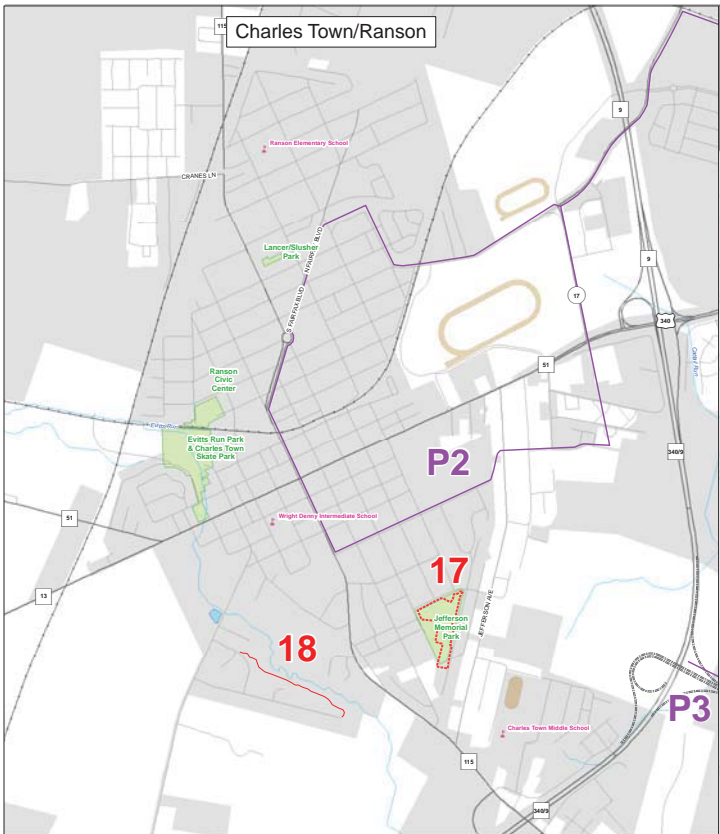
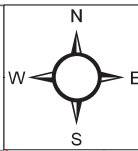
- Springs
- Streams
- Rivers and Lakes
- Floodplain
- Wetlands
- Towns
- Main Roads
- Secondary Roads
- Proposed Route 9
- Topographic Contours**
- 20 ft Interval
- 100 ft Index Interval



Created By The  
Jefferson County GIS/Addressing Office  
July 2009

Other Data Provided By  
Green Infrastructure Assessment (Springs)  
National Hydrography Dataset (Streams)  
US Fish & Wildlife Service - National Wetlands Inventory (Wetlands)  
Federal Emergency Management Agency (Floodplain)  
US Geological Survey (Topographic Contours)

# Jefferson County, WV Regional Parks & Trails



- Trails**
- Existing**
- 1 National Conservation Training Center Trails (Federal Land - By Permission Only)
  - 2 Antietam National Park Trails (MD)
  - 3 Weverton/Roxbury Rail Corridor (MD)
  - 4 C&O Canal Towpath (MD)
  - 5 Potomac Farms Drive Trail
  - 6 Morgan Grove Park Trail
  - 7 Route 9 Bike Path - West
  - 8 Maryland Heights Trail (MD)
  - 9 Bolivar Heights Trail
  - 10 School House Ridge North Trail
  - 11 Virginus Island Trails
  - 12 Loudoun Heights Trails
  - 13 Murphy Farm Trail
  - 14 School House Ridge South Trail
  - 15 Preserve at Barleywood Trail (Private)
  - 16 Blue Ridge Center for Environmental Stewardship Trails (VA)
  - 17 Jefferson Memorial Park Trail
  - 18 Craighill Estates Trail (Private)
  - 19 Page Jackson Trail
  - 20 Spruce Hill Trail (Private)
  - 21 Willingham Knolls Park Trail
  - 22 Eastland Trail (Private)
  - 23 Waterside Reserve Trail (Private)
  - 24 Appalachian Trail
  - 25 Shannondale Springs Trail - West
  - 26 Shannondale Springs Trail - East
  - 27 Blackburn Trail (VA)
  - 28 Rolling Ridge Foundation (FLOC) Trails (Private - By Permission Only)
  - 29 Sam Michaels Park Trails
  - 30 Bolivar Nature Park Trail
  - 31 Route 45 Bike/Pedestrian Trail
- Proposed**
- P1 Kearneysville - Shepherdstown Trail
  - P2 Harpers Ferry-Charles Town Multi-Use Trail
  - P3 Route 9 Bike Path - East

**Trails (surface type)**

- Firm (paved)
- Natural (dirt)
- Stable (gravel)
- Unknown
- Proposed Trails

**Roads**

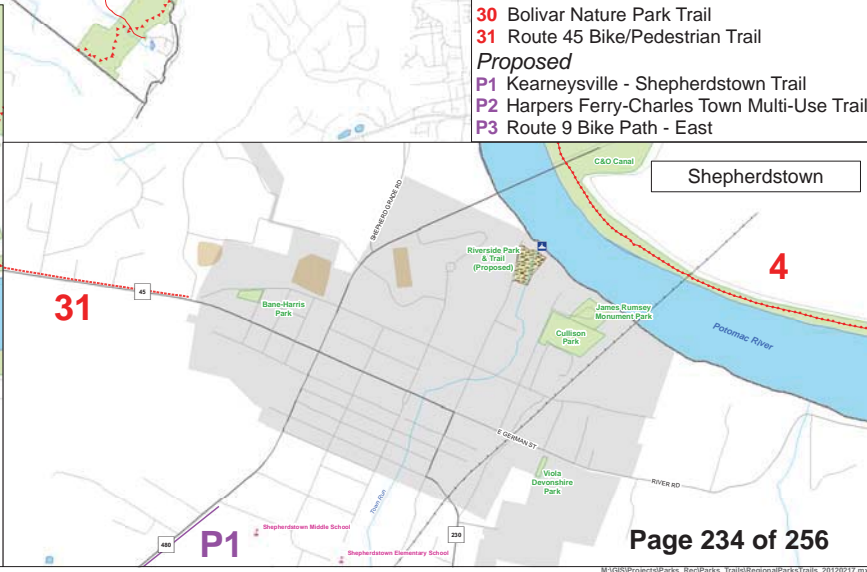
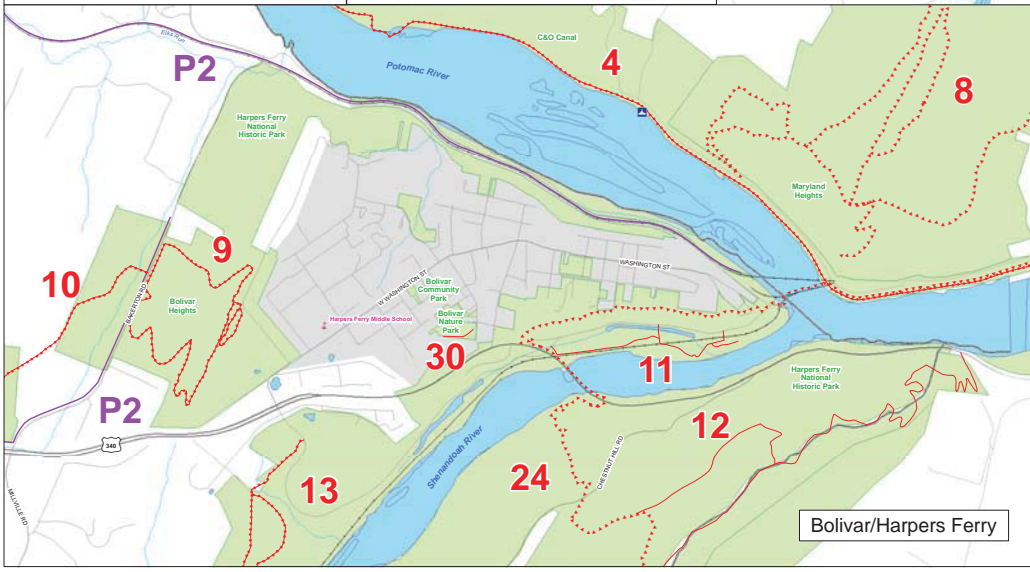
- Primary
- Secondary
- Tertiary
- Proposed Route 9

**Other Symbols:**

- ▣ River Access
- Schools
- ▣ Golf Courses
- Streams
- ▣ Recreational Fields
- ▣ Proposed Parks
- ▣ Existing Parks
- ▣ Municipal Boundaries



The Jefferson County Regional Parks and Trails Map has been compiled from input by multiple citizen action groups and governmental agencies and has been reviewed and approved for use by the Jefferson County Board of Recreation Commission.  
Signed: [Signature] Date: 5/19/11



## [Appendix G - Land Use Map Classifications](#)

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

### **Housing Densities, Mixed Use, Commercial and Industrial Definitions**

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

#### **High Density Residential**

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

#### **Medium Density Residential**

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

#### **Low Density Residential**

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

#### **Large Lot Residential**

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

#### **Rural/Agriculture**

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

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

*Vocational and/or Training Facility for Adults*

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

*Agricultural based Economic Empowerment Area – allowed by CUP*

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

## **Commercial**

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

*Neighborhood Commercial (NC)*

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

### General Commercial (GC)

The purpose of this land use category is to provide for general destination business uses which provide a broad range of commercial products and services necessary for large regions. The uses in this category may be characterized by larger buildings, more intensive commercial activity, and more vehicular traffic than would be permitted for uses in the NC district. This category is intended to for individual structures less than 50,000 square feet and could include more than one structure.

### Regional Commercial (RC)

The purpose of this land use category is to provide appropriate locations for high-intensity, motor-vehicle oriented commercial uses fronting on major roadways. The uses in this category may be characterized by a broad range of building sizes, which may include large buildings that exceed 50,000 square feet of gross floor area for an individual building and which may have greater impact on surrounding areas as a result of significant truck traffic and other factors. This category may include land uses that are more intensive than other commercial districts and incompatible with nearby adjacent residential uses.

### **Mixed Use Residential/Commercial Development**

This land use category reflects areas which are intended to support the mixing of residential and commercial uses. This land use classification should result in the creation of a new zoning district that would permit this activity, with a mandatory mix of uses to be determined through the zoning text amendment process. As shown on the Future Land Use Guide, any rezoning to the Residential-Light Industrial-Commercial (R-LI-C) or a new zone that permits these uses shall have a mandatory mix of these uses.

For developments not fronting on a four lane road, the uses recommended within the Highway Commercial (HC) land use category are not permitted in the commercial uses permitted in the Mixed Use Residential/Commercial Development. The purpose of the mixed use residential/commercial development is to:

1. encourage flexibility in the development of land to promote its most appropriate use.
2. improve the design, character and quality of new developments.
3. provide and promote redevelopment and reuse opportunities.
4. encourage a harmonious and appropriate mixture of uses and/or housing types.
5. facilitate the adequate and economic provision of streets, utilities and city services.
6. preserve critical natural environmental and scenic features of the site.
7. encourage and provide a mechanism for arranging improvements and sites so as to preserve desirable features and to provide transitions between land uses.
8. mitigate the problems which may be presented by specific site conditions.

### **Residential or Commercial**

This land use classification reflects properties zoned Residential-Light Industrial-Commercial (R-LI-C) where it may be more likely that residential or commercial development would occur. However, the property is still zoned R-LI-C and has the zoning entitlement right to utilize light industrial uses. The intensity that is permitted in the Highway Commercial is not appropriate in this land use class.

### **Mixed Use Office/Commercial**

This land use category is proposed to create an employment district primarily consisting of office and technology uses, with limited amounts of commercial uses. This will require the development of a new zoning category, intended to provide an opportunity for professional services and business offices, research and development, medical, technology and financial services which could be located where this category is shown on the Future Land Use Guide. A minimum of 80% of the site development is proposed for office uses, with a maximum of 20% commercial activity, intended to support the office uses.

### **Office or Commercial**

The Future Land Use Guide depicts only one location for this land use category, at Route 1/Route 9 interchange. It is anticipated that there may be options for office uses in addition to typical interchange commercial activity in this location.

### **Industrial**

As noted below, properties with the existing Industrial/Commercial zoning are shown on the Future Land Use Guide as “Industrial or Commercial”. Additionally, there are two general land use classifications for industrial uses that are recommended to be created as new zoning districts; one is light industrial and the second is major/heavy industrial. Incidental and support commercial uses should be permitted as incidental to the industrial uses in these future zones. These uses are addressed below, but are shown as “industrial” on the Future Land Use Guide.

#### *Light Industrial (LI)*

The purpose of this land use classification is to provide locations for lighter manufacturing processes which are not as intensive or extensive as those included in the Major Industrial category and which can be served with adequate public water and sewer service. In this district, most manufacturing is composed of processing or assembly of previously processed materials.

#### *Major/Heavy Industrial (MI)*

This category is intended to provide sufficient space in appropriate locations for a wide variety of more intensive industrial activities. The uses in this group must be served with adequate public water and sewer service, and may be characterized by extensive warehousing, frequent heavy trucking activity, and broader manufacturing activity than would be permitted in the Light Industrial district.

### **Industrial or Commercial**

This land use classification depicts existing properties zoned Industrial/Commercial District (IC). In some areas, it is anticipated that commercial development may be more probable to occur in this category than the industrial uses. The Zoning Ordinance states that commercial uses are to be incidental to the industrial activity in the IC zone; however, it lists all commercial uses as a principle permitted use in this zone. Therefore, property zoned IC has the zoning entitlement rights to develop as either commercial or industrial. This Plan clarifies that the property shown on the Future Land Use Guide may develop as either commercial or industrial. The commercial uses in this category could be Neighborhood Commercial, General Commercial or Regional Commercial as appropriate for the site, based on the road network and available infrastructure.

### **Villages and Village Expansion Area**

The villages and village expansion area is intended to follow the form and scale found in the existing villages. These areas are not intended to be typical suburban strip commercial development. Village and village expansion areas are intended to support the existing core of the village and to create a viable residential and commercial village area. It is envisioned that this level of development would encourage the provision of a central water and/or sewer system to the village and village expansion area. Where the village and village expansion area is shown on the Future Land Use Guide, the form and scale of the structures and site development shall be in keeping with the existing village form. Regardless of the zoning in the villages and village expansion area, the form and scale of the villages shall be adhered to.

### **Public/Quasi-Public Uses**

This land use category reflects land occupied by a number of non-profits and governmental agencies. It includes churches, cemeteries, water towers, utility substations, city, county, state and federal lands, parks, and schools. Of these, the municipal, state and federal entities are exempt from processing through local land use regulations. There are no future sites for this land use type depicted on the Future Land Use Guide.





**Appendix H – Definitions and Acronyms**

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

Term	Definition
Build-Out	Development of land to its full potential as permitted under the current or proposed planning and zoning designations.
Capital Improvement Fee	A fee to assist in financing public facilities and/or utilities to be owned and operated by or on behalf of a city or county agency, or private service provider.
Children’s Garden	A form of community garden where gardening activities and the cultivation of crops are integrated with garden based learning activities targeted toward school-aged children.
Cluster Development	A development technique that concentrates lots on a portion of site (cluster area) to allow the remaining land to be used for farmland, open space, recreation, or preservation of sensitive land area, which is protected from future development.
Community Garden	A private or public facility at which an individual or family can rent out individual plots for the small-scale cultivation of fruits, flowers, vegetables, or ornamental plants.
Community Land Trust (CLT)	Nonprofit organizations that provide lasting community assets and permanently affordable housing opportunities for families and communities. CLTs develop rural and urban agriculture projects, commercial spaces to serve local communities, affordable rental and cooperative housing projects, and conserve land or urban green spaces. Their primary mission is the creation of homes that remain permanently affordable, providing successful homeownership opportunities for generations of lower and moderate income families.
Comprehensive Plan	A plan for physical development, including land use, adopted by a governing body, setting forth guidelines, goals and objectives for all activities that affect growth and development of the community. Under West Virginia law, a Comprehensive Plan is required for a community to have Subdivision Regulations, Zoning, or impact fees and is required to be updated every ten years.
Corridor	A street or roadway identified as a principle link or gateway within an area or community.
Cottage Industry	An occupation conducted at a residential premise, as described in Article 4A.5 of the Jefferson County Zoning and Land Development Ordinance. While this designation can encompass a wide range of businesses, it is often used in reference to artisan workshops.

Term	Definition
County	Jefferson County
County Commission	Jefferson County Commission
Density	The permitted ratio of residential units to land area or the permitted ratio of building size to land area.
Density Bonus	The allowance of additional square footage or additional residential units in a development in exchange for the provision of other desirable amenities from a public perspective, such as the retention of a historic structure, open space, conserving a treed area, park, etc.
Design Guidelines/Standards	For this plan, is intended to be a set of guidelines regarding the form and scale (massing) of structure in relation to its setting. In other instances, design guidelines are a set of guidelines that governs the types of materials used.
Designated Growth Area	An area which includes municipalities, Urban Growth Boundaries, Preferred Growth Areas, and Villages.
Dry Hydrant	A non-pressurized pipe installed at a pond, lake, or attached to a cistern that is in close proximity to an all-weather road. Dry hydrants provide firefighters with a way to replenish their water supplies from a dry hydrant which is located near the fire area.
Easement	A lawfully acquired right or privilege to use a parcel of land or a portion thereof for a specified purpose. An easement is retained by a person other than the owner of the land parcel.
Euclidean Zoning	Zoning that is derived from the practice of designating permitted uses of land based on mapped zones which separate one set of land uses from another, named for a 1920's court case involving the Village of Euclid, Ohio. This zoning allows for traditional as-of-right, single use zoning in which: district regulations are explicit; residential, commercial, and industrial uses are segregated; districts are cumulative; and bulk and height controls are imposed.
Existing use	Use of land, buildings or activity permitted or in existence prior to the adoption of a zoning map or ordinances by the county or municipality. If the use is nonconforming to local ordinance and lawfully existed prior to the adoption of the ordinance, the use may continue to exist as a nonconforming use until abandoned for a period of one year: Provided, That in the case of natural resources, the absence of natural resources extraction or harvesting is not abandonment of the use

Term	Definition
Exurban	An area at the outer edge of a metropolitan area exhibiting the following three traits: economic connection to a large metro area, low housing density, and population growth. According to numerous studies, Jefferson County would be considered an exurban community because it exhibits each of the three factors cited above.
Future Land Use Map or Guide	A map that depicts the proposed future land use patterns in a community and that is incorporated as a part of a community's Comprehensive Plan. Typically such a map needs to be used in conjunction with the policies or recommendations found in the plan and is used as a resource or a guide by the local Planning Commission and County Commission when reviewing a variety of land use decisions.
Gateway	A street or parkway which is heavily traveled by residents and visitors, and is defined by features that create a sense of arrival and departure to a community, and presents a visual impression of the community's character.
Greyfield	Older, economically obsolete development, commonly applied to malls, shopping centers, or large office complexes that are past their prime and are experiencing declining levels of occupancy.
Hispanic	An individual who can trace at least some part of their ancestry to Spanish speakers who (mainly) came to the U.S. from Latin America or the Caribbean.
Impact Fee	A fee enacted by a local governmental unit in accordance with state law to cover the costs associated with specified capital improvements needed to meet the demands created by growth in the community. Such a fee is levied on new development in accordance with the County's Impact Fee Ordinance.
Infrastructure	Facilities and services needed to sustain development and land-use activities including but not limited to utility lines, streets, fire stations, parks, schools, and other public facilities.
Intensity	The permitted ratio of building size to land area. Intensity is often associated with the amount of non-residential structures on a site.
Interchange Commercial	Retail and Service Uses typically found at highway interchanges. These may include, but are not limited to, gas stations, truck stops, and auto repair facilities; restaurants, drive through facilities, and hotel/motels.

Term	Definition
Land Bank	An economic development tool in which landowners of large contiguous tracts of land might not actively market their property, but coordinate with the local economic development office with the understanding of their interest to sell in the event that a large prospective development is proposed.
Land use	The type of use activity occurring on a land parcel or within a building situated upon a land parcel.
Land Evaluation and Site Assessment (LESA)	The process utilized by Jefferson County to assess the viability of proposed development projects that are not principal permitted uses in the Jefferson County Zoning Ordinance.
Local Road	Low speed, low volume roadways that provide localized access within a neighborhood or subdivision. While there are some state maintained local roadways, most local roads in Jefferson County are privately maintained by homeowners associations.
Major Collector	Medium Speed (typically 30 to 45 MPH), relatively low-volume streets or roadways that provide circulation within and between neighborhoods. Collectors usually serve short trips and are intended for collecting trips from local streets and distributing them to the arterial network.
Manufactured Home	Housing (formerly known as a mobile home) built to the Manufactured Home Construction and Safety Standards (HUD Code, effective June 15, 1976) in the controlled environment of a manufacturing plant and transported in one or more section on a permanent chassis.
Massing	Refers to the general size, scale, and shape of buildings.
Metropolitan Planning Organization	<p>A designated local decision-making body that is responsible for carrying out the metropolitan transportation planning process. An MPO must be designated for each urban area with a population of more than 50,000 people.</p> <p>Jefferson County is a part of the Hagerstown Eastern Panhandle MPO, which consists of Washington County, MD, Berkeley County, and Jefferson County.</p>
Minor Arterial	A high speed roadway that, while functioning in a similar manner to principal arterials, typically is designed to carry less traffic than Principal Arterials. In Jefferson County, there are five minor arterial roadways, WV 45 from Berkeley County to Shepherdstown, Leetown Road./WV 480 from WV 9 to the Maryland State Line, WV 51 from US 340/WV 9 to west of Charles Town, Augustine Avenue, and WV 115 from the top of the Blue Ridge to Currie Road.

Term	Definition
Minor Collector	Low speed, low volume streets or roadways that provide greater accessibility than local roadways but are less travelled upon than major collectors.
Mixed-Use Development	A project which integrates a variety of land uses including residential, office, commercial, service, and employment and can result in a community whose residents can accomplish most of their daily needs within the development.
Modular Home	A factory-built home, which meets all of the following requirements: is designed only for installation on a site-built permanent foundation; is not designed to be moved once installed; is designed and manufactured to comply with state or local building codes recognized as generally equivalent to building codes for site-built housing; or to the manufacturer's knowledge, is not intended to be used other than on a site-built permanent foundation.
Municipality	Any incorporated city, town, or corporation in the state.
Open Access Network (OAN)	A horizontally layered network architecture in telecommunications, and the business model that separates the physical access to the network from the delivery of services. In an OAN, the owner or manager of the network does not supply services for the network; these services must be supplied by separate retail service providers. There are two different OAN models: the two- and three-layer models.
Open Space	Any land or area, the preservation of which in its present use would: (1) conserve and enhance natural or scenic resources; or (2) protect streams or water supply; or (3) promote conservation of soils, wetlands, beaches, or marshes; or (4) enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations, or sanctuaries; or (5) steep slopes/hillside protection; or (6) enhance recreation opportunities.
Overlay Zoning District	A district or zone which addresses special land use circumstances and is superimposed over the underlying existing zoning districts. Permitted uses in the underlying zoning districts shall continue subject to compliance with the regulations of the overlay zone or district. Overlay districts are not a mechanism by which to change existing zoning designations.
Package Treatment Plant	Pre-manufactured treatment facilities used to treat wastewater in small communities or on individual properties.

Term	Definition
Passive Recreation	Areas which are relatively undeveloped and within which non-consumptive uses and activities such as hiking, walking, jogging, bicycling, picnicking, and bird watching occur. These activities generally have a low impact on adjacent properties.
Pedestrian-Friendly	The design of a subdivision's or development's density, layout, and infrastructure in a manner that encourages walking and biking which may include short setbacks, front porches, sidewalks, and bike paths.
Placemaking	A multi-faceted approach to the planning, design, and management of public spaces. Placemaking is both a process and a philosophy which capitalizes on a local community's assets, inspiration, and potential, ultimately creating good public spaces that promote people's health, happiness, and well-being.
Planning Commission	A board of the local government consisting of such members (elected and appointed) whose functions include advisory or nontechnical aspects of planning and may also include such other powers and duties as may be assigned to it by the legislative body.
Preferred Growth Area (PGA)	An area outside of a municipality or approved Urban Growth Boundary depicted on the Future Land Use Guide within which urban level growth is expected to occur and where utilities and services may be reasonably extended to within the next two decades.
Principal Arterial	Highways that provide higher speed travel and mobility for long distance trips to and through communities. These roads function within the region or community to carry large volumes of traffic to minor arterials and collector routes. Access may be limited by medians. Within Jefferson County, the only roadways that are designated as Principal Arterials are WV 9 and US 340.
Privately Maintained Roadway	Any roadway not maintained by the WVDOH or other public entity.
Quality of Life	The attributes or amenities that combine to make an area a good place to live. Examples include the availability of political, educational, and social support systems; good relations among constituent groups; a healthy physical environment; and economic opportunities for both individuals and businesses.
Ranson Renewed	The 2012 Ranson Comprehensive Plan and the implementation steps that have resulted from its creation.



Term	Definition
Region 9 (The Eastern Panhandle Regional Planning and Development Council)	A council, set up by the State of West Virginia, comprising of representatives (both elected and appointed) from three counties: Berkeley County, Jefferson County, Morgan County; and the municipalities of Berkeley Springs (Bath), Bolivar, Charles Town, Harpers Ferry, Hedgesville, Martinsburg, Paw Paw, Ranson and Shepherdstown.
Regionally Significant Employer	An existing or potential employer in a local or state identified target field that requires land or amenities which cannot be met within the appropriate land use classifications shown on the Future Land Use Guide; which will guarantee 100 jobs paying at or above the median County wage as identified by the U.S. Bureau of Labor Services; and which would be anticipated to generate spin-off employers to locate within the County or region.
Ridesharing	An alternative to driving to a common destination alone and involves a single vehicle transporting multiple people to a destination.
Rural	A sparsely developed area where the land is primarily used for farming and farm related activities, forestry, resource extraction, or large lot residential density.
Sense of Place	Community features that add up to a feeling that a community is a special place, distinct from other places.
Shall	An item or action that is mandatory.
Should	An item or action that is not required but is strongly encouraged.
Site Plan	A required submission prepared according to locally adopted regulations and approved by the Planning Commission or its staff, that is a detailed engineering drawing of the proposed improvements required in the development of a given lot.
Smart Growth	Development that enhances mixed land uses, fosters distinctive, attractive communities with a strong sense of place, creates a range of housing opportunities and choices, creates walkable neighborhoods, and proposes a site development layout that is sensitive to the natural and built resources.
SmartCode	A model transect-based planning and zoning document based on environmental analysis. It addresses all scales of planning, from the region to the community to the block and building. The template is intended for local calibration to your town or neighborhood.

Term	Definition
Sprawl	Development patterns where rural land is converted to urban/suburban uses that was not anticipated in a land use planning document and includes large acreage of low-density residential development, lack of integrated transportation and land use planning, developments with individual accesses and infrastructure, and minimal support for non-motorized transportation methods.
Streetscape	An area that may either abut or be contained within a public or private street right-of-way or access way that may contain sidewalks, lighting, street furniture, landscaping or trees, and similar features.
Subdivision Regulations	Jefferson County Subdivision and Land Development Regulations
Tax Increment Financing (TIF)	A tool used by cities and other development authorities to finance certain types of development costs, such as the redevelopment of under-utilized areas, public infrastructure improvements, construction of low and moderate income housing, provision of employment opportunities, and improvement of the tax base.
Tiny House	Homes developed based on the concepts of an architectural or social movement that advocates living simply in ecologically friendly, small (less than 800 square foot) homes.
Traffic, Peak Period	For any given roadway, a daily period during which traffic volume is highest, usually occurring in the morning and evening commute periods.
Transit Node	Transit stop locations where, ideally, one or more routes and/or modes intersect with each other. These sites can provide ideal locations for mixed-use development as well as transit-oriented development. In Jefferson County, the proposed Transportation Intermodal Center in downtown Charles Town would be an example of this.
Transit-Oriented Development	Moderate or high density housing concentrated in mixed-use developments that encourage the use of public transportation, particularly commuter rail.

Term	Definition
Urban Growth Boundary (UGB)	A site-specific line, adopted in accordance with state law, delineated on the County zoning map or a written description in a zoning ordinance identifying an area around and outside the corporate limits of a municipality within which there is a sufficient supply of developable land within the boundary for at least a prospective twenty-year period of municipal growth based on demographic forecasts and the time reasonably required to effectively provide municipal services to the identified area. In WV, the establishment of a UGB impacts the annexation process. While state law uses the term UGB, it allows the creation of any such planning tool as long as the term boundary is in the title of the name. See Shepherdstown Growth Management Boundary (GMB)
Urban Level Amenities	Utilities, such as water, sewer, and gas, and public services such as sidewalks, police, fire, schools, parks, and recreation, provided to an urbanized or urbanizing area.
Urban Service Area	A defined area, not always coincidental with a municipality's corporate boundaries, that defines the geographic limits of government supplied public facilities and services.
U.S. Agricultural Census	The leading source of facts and figures about American agriculture. Conducted every five years, the Census provides a detailed picture of U.S. farms and ranches and the people who operate them. It is the only source of uniform, comprehensive agricultural data for every state and county in the United States.
Vested Property Right	The right to undertake and complete the development and use of property under the terms and conditions of an approved specific site development plan or an approved phased development plan for a specific time, regardless of changes in the ordinance.
Viewshed	An area of land, water, or other environmental elements that is visible to the human eye from a fixed vantage point. Often a viewshed consists of a range of sights including pleasing vistas, landscapes, or scenes.

Term	Definition
<p>Washington, D.C. and Baltimore, MD Metropolitan Areas</p> <p>Also known as: Metropolitan Statistical Area (MSA)</p>	<p>MSAs have at least one urbanized area of 50,000 or more in population, plus adjacent territory that has a high degree of social and economic integration with the core as measured by commuting ties. Jefferson County is a part of the Washington-Arlington-Alexandria, DC-VA-MD-WV MSA.</p>
<p>Zoning</p>	<p>The division of an area into zones which delineate the types of land uses and densities and intensities permitted and prohibited.</p>
<p>Zoning Map</p>	<p>A map that geographically shows all zoning district boundaries and classifications within the county, as contained within the Zoning Ordinance.</p>
<p>Zoning Ordinance</p>	<p>Jefferson County Zoning and Land Development Ordinance</p>

<b>Envision Jefferson 2035 Acronyms</b>	
<b>Acronym</b>	<b>Meaning</b>
ADA	Americans with Disabilities Act
AFT	American Farmland Trust
APUS	American Public University System
BID	Business Improvement District
BMP	Best Management Practices
BOE	Board of Education
BOH	Board of Health
CIF	Capital Improvement Fee
CIS	Community Impact Statement
CLT	Community Land Trust
CSA	Community Supported Agriculture
CUP	Conditional Use Permit
D.C.	District of Columbia
DEP	Department of Environmental Protection
DOH	Division of Highways
EMS	Emergency Medical Services
EMT	Emergency Medical Technicians
EPA	Environmental Protection Agency
EPTA	Eastern Panhandle Transit Authority (PanTran)
FHA	Federal Housing Authority
FY	Fiscal Year
GIS	Geographic Information Systems
GMB	Growth Management Boundary
HEPMPO	Hagerstown Eastern Panhandle Metropolitan Planning Organization
HOA	Home Owners Association
HUD	U.S. Department of Housing and Urban Development
JCC	Jefferson County Commission
JCCVB	Jefferson County Convention and Visitors Bureau
JCESA	Jefferson County Emergency Services Agency
JCFPB	Jefferson County Farmland Protection Board

<b>Acronym</b>	<b>Meaning</b>
JCHLC	Jefferson County Historic Landmarks Commission
JCHSEM	Jefferson County Homeland Security and Emergency Management
JCPRC	Jefferson County Parks and Recreation Commission
JMC	Jefferson Medical Center
LEED	Leadership in Energy Efficiency and Design
LEPC	Local Emergency Planning Committee
LESA	Land Evaluation and Site Assessment
LOS	Level of Service
L RTP	Long Range Transportation Plan
MAPP	Mobilizing for Action through Planning and Partnerships
MARC	Maryland Area Regional Commuter
MD	Maryland
MSA	Metropolitan Statistical Area
MWCOG	Metro Washington Council of Governments
NAACP	National Association for the Advancement of Colored People
NACO	National Association of Counties
NCTC	National Conservation Training Center
NHP	National Historic Park
NPS	National Park Service
NRPA	National Recreation and Park Association
ON TRAC	Organization, Training, Revitalization, and Capacity
PanTran	Eastern Panhandle Transit Authority (EPTA)
PDR	Purchase of Development Rights
PGA	Preferred Growth Area
PSD	Public Service District
R-LI-C	Residential Light Industrial Commercial
RG	Residential Growth
SHPO	State Historic Preservation Office
STEM	Science, Technology, Engineering, and Mathematics
STIP	Statewide Transportation Improvement Plan
SURC	Shepherd University Research Corporation
TIF	Tax Increment Financing

<b>Acronym</b>	<b>Meaning</b>
UGB	Urban Growth Boundary
USDA	U.S. Department of Agriculture
USGBC	U.S. Green Building Council
UTC	Urban Tree Canopy
VA	Virginia
WIP	Watershed Improvement Plan
WMATA	Washington Metropolitan Area Transit Authority
WV	West Virginia
WVDEP	West Virginia Department of Environmental Protection
WVDOH	West Virginia Division of Highways
WVPLC	West Virginia Public Library Consortium
WVPSC	West Virginia Public Service Commission

**Appendix I – Documents Incorporated by Reference**

The following documents are incorporated into the Envision Jefferson 2035 Plan by reference; however, the full document is not included in this Appendix.

- 1. Jefferson County Zoning and Land Development Ordinance**
- 2. Jefferson County Subdivision and Land Development Regulations**
- 3. Jefferson County Stormwater Management Ordinance**
- 4. Jefferson County Green Infrastructure Assessment**
- 5. The Blue Ridge Mountain Communities Area Watershed Vision Plan and Engineering Report**
- 6. Urban Tree Canopy Plan and Goals**
- 7. US 340 Corridor East Gateway Plan**
- 8. Smart Growth Guidelines for Sustainable Design & Development**  
(U.S. Environmental Protection Agency)
- 9. Jefferson County Smart Growth**
- 10. Route 340 Viewshed Survey: Mapping and Scenic Prioritization**  
(Jefferson County Historic Landmarks Commission / Scenic America)



