

SHENPLAN  
Default Report

02/20/92

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Record No.	Name Street	Title City	State	Agency/Organization Zip
1	W. William Orttts Rt. 3, Box 455	Vice Chairman Edinburg	VA	Board Of Supervisors 22824
2	Cynthia G. Dellinger Rt. 3, Box 162	Chairman Edinburg	VA	Board Of Supervisors 22824
3	A. Jay Hirsch Rte. 1 Box 317	Member New Market	VA	Board Of Supervisors 22844
4	John C. Cutlip P.O. Box 452	County Administrator Woodstock	VA	County Of Shenandoah 22664
5	Bill Hollar 125 South Main Street	Executive Director Woodstock	VA	Economic Development Council 22664
6	C. M. Hunt 100 Virginia Drive	Member Strasburg	VA	Planning Commission 22657
7	Vincent E. Poling P.O. Box 452	Director Of Planning Woodstock	VA	County Of Shenandoah 22664
8	Charles S. Gochenour Rt. 2, Box 207	Member Edinburg	VA	Planning Commission 22824
9	Gordon C. Bayles Rt. 1, Box 499	Member Toms Brook	VA	Planning Commission 22660
10		Lord Fairfax		Planning District Commission
11		Lord Fairfax		Planning District Commission
12	E. M. "Ned Conklin 131 Fairground Road	Woodstock	VA	County Extension Service 22664
13	Dennis M. Morris Rt. 3, Box 405	Member Toms Brook	VA	Board Of Supervisors 22660
14	Dennis W. Pence 525 Washington Street	Member Woodstock	VA	Board Of Supervisors 22664
15	Ms. Eunice Taylor Rte. 3 Box 700	Member Strasburg	VA	Board Of Supervisors 22657
16	Robert L. Dunn 315 Logan Circle	Chairman Woodstock	VA	Planning Commission 22664
17	Harry W. Murray P.O. Box 156	Member Edinburg	VA	Planning Commission 22824

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Record No.	Name Street	Title City	State	Agency/Organization Zip
18	Wade H. Pence, Jr. Rt. 1, Box 150	Member Mt. Jackson	VA	Planning Commission 22842
19	P.O. Box 452	Public Review Copy Woodstock	VA	County Of Shenandoah 22664
20	Stoney Creek Blvd.	Edinburg	VA	Shenandoah County Library 22824
21	General Delivery	Mt. Jackson	VA	Mount Jackson Library 22842
22	P.O. Box 452	New Market	VA	New Market Library 22844
23	121 West King Street	Strasburg	VA	Strasburg Library 22657
24	134 North Church Street	Woodstock	VA	Woodstock Library 22664
25	Rt. 1, Box 1 A	Edinburg	VA	Edinburg Library 22824
26	P.O. Box 85	Edinburg	VA	Town Of Edinburg 22854
27	P.O. Box 487	Mt. Jackson	VA	Town Of Mount Jackson 22842
28	P.O. Box 58	New Market	VA	Town Of New Market 22844
29	134 East King Street	Strasburg	VA	Town of Strasburg 22657
30	P.O. Box 61	Toms Brook	VA	Town Of Toms Brook 22660
31	P.O. Box 452	Woodstock	VA	Town Of Woodstock 22664
32	Patricia Fansler Rt. 1	Member Mt. Jackson	VA	Citizen Review Committee 22842
33	D. Coiner Rosen Rt. 1, Box 169	Member New Market	VA	Citizen Review Committee 22844
34	James P. Weissenborn P.O. Box 329	Member New Market	VA	Citizen Review Committee 22844

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Record No.	Name Street	Title City	State	Agency/Organization Zip
35	Joe B. Wightman Rt. 2, Box 175	Member Edinburg	VA	Citizen Review Committee 22824
36	Rick Poland Rt. 2, Box 59	Member Mt. Jackson	VA	Citizen Review Committee 22842
37	James E. Zerkle 172 Oak Avenue	Member Mt. Jackson	VA	Citizen Review Committee 22842
38	Rex M. Wightman Rt. 3, Box 211	Member Edinburg	VA	Citizen Review Committee 22824
39	Laura Long Rt. 3, Box 66	Member Edinburg	VA	Citizen Review Committee 22824
40	Gilbert Davidson Rt. 1	Member Edinburg	VA	Citizen Review Committee 22824
41	J. Michael Beasley 106 Larkspur Drive	Member Woodstock	VA	Citizen Review Committee 22664
42	Allen H. Peer Box 32	Member Woodstock	VA	Citizen Review Committee 22664
43	C. E. Maddox P.O. Box 2104	Member Winchester	VA	Citizen Review Committee 22601
44	Orrin L. French Rt. 1, Box 156	Member Woodstock	VA	Citizen Review Committee 22664
45	Philip Stickley Rt. 1, Box 259	Member Strasburg	VA	Citizen Review Committee 22657
46	Donald E. Sager P.O. Box 48	Member Strasburg	VA	Citizen Review Committee 22657
47	George P. Mason Rt. 3, Box 1	Member Strasburg	VA	Citizen Review Committee 22657
48	Ronald F. Miller P.O. Box 384	Member Strasburg	VA	Citizen Review Committee 22657
49	Joseph P. Wilkins Rt. 1, Box 203	Member New Market	VA	Citizen Review Committee 22844
50	Terrell Arnold Rt. 1, Box 330	Member Mt. Jackson	VA	Citizen Review Committee 22842
51	William M. Gaidos P.O. Box 327	Member Edinburg	VA	Citizen Review Committee 22824

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Record No.	Name Street	Title City	Agency/Organization State Zip
52	John M. Richman Rt. 1, Box 178 E	Member Woodstock	Citizen Review Committee VA 22664
53	Henry M. Zimmerman Hc 60 Box 6080	Member Fort Valley	Citizen Review Committee VA 22652
54	Richard L. Thornton Rt. 1, Box 509	Member Mauretown	Citizen Review Committee VA 22644
55	Robert H. Kranich 115 W. Court Street	Member Woodstock	Citizen Review Committee VA 22664
56	Helen Neese Rt. 2, Box 61	Member New Market	Citizen Review Committee VA 22844

# SPEED NOTE

Date 4/1/92



## Lord Fairfax Planning District Commission

"Serving The Northern Shenandoah Valley."

103 East Sixth Street  
Front Royal, Virginia 22630-3499  
Telephone (703) 636-8800

Thomas J. Christoffel, AICP  
Executive Director

BILL PENCE, SPEEDY PRINTING

ENCLOSED IS THE COVER FOR THE SHENANDOAH COUNTY  
COMPREHENSIVE PLAN. I HAVE ALSO PROVIDED THE FULL-SIZE  
ORIGINAL MAP IN CASE MY TAPED-UP COVER IS NOT CLEAR  
ENOUGH.

COULD YOU ALSO MAKE ABOUT 7 COPIES OF THE OTHER SHEET ON  
THE SAME COVER PAPER TO BE USED IN THE SIDES OF THE BINDERS?

Project Code 3.410

Board Copy ✓

Rob Kinsley



115 West Court Street, 2nd Floor  
P.O. Box 745  
Woodstock, Virginia 22664

(703) 459-8550

March 13, 1992

Mr. John Cutlip  
Administrator, Shenandoah County  
Woodstock, Virginia 22664

R  
Rob  
Jeff  
FYI

Dear Mr. Cutlip:

As you will recall, the new Comprehensive Plan provides for the establishment of a Water Resources Steering Committee. This step was recommended by the Lord Fairfax Planning District Commission and is amply endorsed and encouraged by state legislation.

The Friends of the North Fork are particularly anxious to see such a committee established early on. We believe that there are studies of both ground and surface water problems that need to be undertaken, and significant initiatives are required to devise interrelated ground and surface water management plans for the county.

It would be our earnest hope that the steering committee would be a non-partisan, non-political group comprised of representatives from different economic and public interest sectors balanced in such a manner as to develop water usage and protection strategies that will promote both economic vitality and environmental health. Most importantly, we believe, the committee should have at least two water resource experts (with degrees or work experience, possibly retired).

Our suggestion would be:

- 2 water resource experts (hydrologists or biohydrologists)
- 3 town water managers (Strasburg, Woodstock, Mt. Jackson)
- 1 industry representative
- 1 merchant
- 1 farmer
- 1 real estate or developer representative
- 1 lawyer
- 2 environmentalists (Friends)
- 1 Health Department representative

We believe a committee composition of this nature might well serve the community interest, particularly if the committee has credible professional water and environmental expertise.

If we can be of further assistance in this matter please let us know.

Sincerely,

15/

Frank R. Emmons, President

# SPEED NOTE

Date 2/20/92



## Lord Fairfax Planning District Commission

"Serving The Northern Shenandoah Valley."

103 East Sixth Street  
Front Royal, Virginia 22630-3499  
Telephone (703) 636-8800

Thomas J. Christoffel, AICP  
Executive Director

VINCE POLING, SHENANDOAH COUNTY

THE REQUEST FOR BIDS TO PRINT 100 COPIES OF THE  
ADOPTED SHENANDOAH COUNTY COMPREHENSIVE PLAN: 2010  
WAS MAILED OUT TO THE PRINTERS TODAY.

ENCLOSED IS A TEMPORARY FRONT COVER, SIDE  
PANEL INSERT, AND PLAIN BACK COVER FOR YOUR  
COPY OF THE PLAN.

Project Code 3.410

Board Copy \_\_\_\_\_

Rob Kinsley

## REQUEST FOR BIDS

LORD FAIRFAX PLANNING DISTRICT COMMISSION  
103 East Sixth Street  
Front Royal, Virginia 22630  
Telephone (703) 636-8800  
Fax (703) 635-4147

### 1. Introduction

The Lord Fairfax Planning District Commission (LFPDC) is seeking bids on behalf of Shenandoah County for copying the adopted Shenandoah County Comprehensive Plan: 2010.

### 2. Bid Requirements

2-1 General - the bid must include the following information:  
a. Name of vendor and contact person  
b. Complete mailing address  
c. Telephone number

2-2 Cover to be copied on Ivory color heavy-duty paper; plain backs of same paper to be included, plus an additional 50 sheets to be used in pockets of binders. All other copying will be one-sided, on white 20# paper. Large sheets need to be folded twice. We will supply a binder showing how the finished product should look. One pre-printed 11" X 17" color map (supplied) is to be folded, hole-punched, and collated in proper sequence.

2-3 Description of Material to be copied - 100 copies of Shenandoah County Comprehensive Plan: 2010 material as follows:  
a. 164 pages 8-1/2" X 11" - black ink/toner  
b. 18 pages 11" X 17", folded - black ink/toner  
c. 1 page 11" X 17", folded - full color  
d. All material is to be 3-hole drilled and collated with slip sheets; 75 copies are to be stapled (two staples on left side, centered between holes), the balance to remain loose for later insertion in binders.

2-4 An optional bid response sheet is enclosed.

### 3. General Information

3-1 Issuing office:

Lord Fairfax Planning District Commission  
103 East Sixth Street  
Front Royal, Virginia 22630  
Telephone (703) 636-8800

Project contact: Rob Kinsley, Associate Director

3-2 Issuing Date: February 20, 1992

3-3 **Closing Date/Time:** In order for all bids to be fairly considered, they must be received by this office not later than 5:00 p.m. on Friday, March 6th.

**BID RESPONSE SHEET**

Name of Vendor: \_\_\_\_\_  
Contact Person: \_\_\_\_\_  
Street Address: \_\_\_\_\_  
City, State, Zip: \_\_\_\_\_  
Telephone : \_\_\_\_\_ Fax: \_\_\_\_\_  
Date of Bid: \_\_\_\_\_

PRINTING/COPYING JOB	BID PRICE
Copying 100 copies of Shenandoah County Comprehensive Plan material on white 20# paper, 3-hole drilled, and collated with slip sheets:	_____
18 pages 11" X 17", folded 164 pages 8-1/2" X 11"	(included)
100 copies of cover on heavy-duty ivory, plus 100 backs and 50 additional sheets.	(included)

Shenandoah County is a tax-emempt local government.

WE WILL HAVE THIS JOB COMPLETED IN \_\_\_\_\_ DAYS FROM RECEIPT OF ORIGINALS.

Signature: \_\_\_\_\_

Name & Title: \_\_\_\_\_

Mail or fax your bid by 5:00 p.m. on March 6, 1992 to:

LORD FAIRFAX PLANNING DISTRICT COMMISSION  
103 EAST SIXTH STREET  
FRONT ROYAL, VIRGINIA 22630

Telephone: (703) 636-8800 Fax: (703) 635-4147

GET BIDS FOR RE-PRINTING  
DRAFT PLAN FROM:

American Quick Print  
413 South Royal Avenue  
Front Royal, VA 22630

American Speedy Printing Center  
132 South Main Street  
Woodstock, VA 22664

Commercial Press  
965 Green Street  
Stephens City, VA 22655

Fast Impressions  
25 Featherbed Lane  
Winchester, VA 22601

Four Star Printing  
121 North Main Street  
Woodstock, VA 22664

Winchester Printers  
116 North Braddock Street  
Winchester, VA 22601

SHENANDOAH CAMP PLAN

8 1/2" x 11" B+W

COPYING

11" x 17" B+W

11" x 17" Color

	Pre-text			
SECT. 1		14	-	
" 2		13	2	
" 3		19	3	(+ INSERT COLOR SOLS MAP)
" 4		20	5	
" 5		28	-	
" 6		16	-	
" 7		12	-	
" 8		12	5	
" 9		14	3	
" 10		12	-	1
		4	-	
		<u>164</u>	<u>18</u>	<u>1</u>

+ COVER ON IVORY COVER STOCK.

**NOTE**

Complete copy of Shenandoah County Comprehensive Plan: 2010 (as adopted) was hand-delivered to Vince Poling's house on February 7, 1992 by Rob Kinsley.

This includes:

- Re-formatting of all text into CG Times Scalable type.
- New clean print-outs of all figures.
- Color maps for General Soils (from SCS) and Generalized Futury Land Use.
- Updating the Contents, Tables, and Figures listings.
- Update of Introduction section to reflect plan adoption as well as adoption of the County's Goals.
- Updating Chapter 9 to reflect adopted goals and to include a color Generalized Land Use map which also reflects more of the existing land uses (as requested by Vince 12/11/91).

PLAN.NOTE

Vince Poling called 12/11/91 —

Future land map should be modified to reflect as nearly as possible existing land uses too.

SAMPLE PAGES  
FOR FINAL PRINTING  
OF ADOPTED PLAN

## 10. IMPLEMENTATION

### INTRODUCTION

The purpose of this section is to identify specific actions that can meet the objectives of the plan over the first five year segment of the planning period, managed growth tied to the availability and sufficiency of public facilities

As the needs of an increasingly older population shift towards reliance upon proximity to community facilities, and the demands of new residents shift towards additional services, the efficiency of providing these services becomes more important.

All of these factors contribute to the importance of directing growth to where it can be most efficiently served, which supports the policy of concentrating new development mainly in and around the Towns and the unincorporated places that are served by public facilities.

To fully implement this plan will require political resolve and the commitment of personnel and financial resources far above what has traditionally been the case. It will also require much greater cooperation among the County, the towns, and the service districts/authorities.

This section should be reviewed annually as part of the County's budget process.

### SPECIFIC IMPLEMENTATION ACTIONS

#### Natural Resource Management

- 1) Appoint a Water Resources Steering Committee.
- 2) Establish a Shenandoah River Basin Surface Water Management Area in conjunction with other counties and the State Water Control Board.
- 3) Develop comprehensive watershed management plans for the urban development areas to address existing drainage problems and to develop sufficient stormwater management standards for new development.
- 4) Use all available sources of natural resource information to identify and protect aquifers, wells, wetlands, sinkholes, and critical habitats.
- 5) Identify prime agricultural lands, forest lands, and areas having severe limitations for septic systems and/or excavation, and work to preserve them.
- 6) Work with State agencies to insure that appropriate methods are in effect for rural sewage disposal along with standards and procedures for approving and monitoring those systems. Investigate the use of small community systems and sanitary districts.

#### Land Use Controls and Residential Development

- 7) Undertake an effort to establish appropriate rural and urban residential densities based on the carrying capacity of the environment, roads, and facilities. Develop information to estimate carrying capacity. Establish density standards which provide a balanced distribution of population growth.
- 8) Review all zoning regulations related to rural development and address efficient use of land and transportation standards.

## 10. IMPLEMENTATION

### INTRODUCTION

The purpose of this section is to identify specific actions that can be taken to implement the goals and objectives of the plan over the first five year segment of the planning period. The plan proposes controlled and managed growth tied to the availability and sufficiency of public facilities and services.

As the needs of an increasingly older population shift towards reliance upon proximity to community facilities, and the demands of new residents shift towards additional services, the efficiency of providing these services becomes more important.

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### SPECIFIC IMPLEMENTATION ACTIONS

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Headed  
started on  
R2

- 5) Identify prime agricultural lands, forest lands, and areas having severe limitations for septic systems and/or excavation, and work to preserve them.
- 6) Work with State agencies to insure that appropriate methods are in effect for rural sewage disposal along with standards and procedures for approving and monitoring those systems. Investigate the use of small community systems and sanitary districts.

#### Land Use Controls and Residential Development

- 7) Undertake an effort to establish appropriate rural and urban residential densities based on the carrying capacity of the environment, roads, and facilities. Develop information to estimate carrying capacity. Establish density standards which provide a balanced distribution of population growth.
- 8) Review all zoning regulations related to rural development and address efficient use of land and transportation standards.
- 9) Develop appropriate special ordinances or overlay districts where necessary to protect land and water resources from potential pollution.
- 10) Require master plans for all multi-phased developments.
- 11) Establish a system promoting a reasonable basis for rezoning proffers inside and outside the public service areas.
- 12) Provide incentives to encourage the inclusion of affordable housing in development planning.

#### Economic Development and Tourism

- 13) Undertake a complete inventory, investigation, and documentation of historic sites and develop methods to protect those sites. Recognize sites with plaques and signs.
- 14) Develop a comprehensive system for preserving battlefields, including the donation of historic easements.

NEED TO CHANGE:

INTRODUCTION - AS DISCUSSED

CHAPTER 9

CHAPTER 10

ADD TEXT + MAPS RE: PRESERVATION OF BATTLEFIELDS

RE-ORGANIZE SECTIONS 9 + 10

MOVE GOALS IN INTRODUCTION TO AFTER DESCRIPTION OF COMMITTEE PROCESS + DESCRIBE SUBSEQUENT EVENT STATEMENT THAT THERE IS NO SPECIFIED OUTLINE FOR WHAT A PLAN IS - IT'S LEFT UP TO THE LOCALITIES  
ALSO SEE NOTES ON INDIVIDUAL PAGES.

✓ P. 1-10 - See notes 12/2/91

P. 3-24 - add "or historically important."

## 10. IMPLEMENTATION

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*To fully implement this plan will require political resolve and the commitment of personnel + financial resources far above that has traditionally been the case. It will also require much greater cooperation among the County and the towns.*

### SPECIFIC IMPLEMENTATION ACTIONS

#### Natural Resource Management and Land Use

- 6) - *Water Resources Committee*
- 7) Establish a Shenandoah River Basin Surface Water Management Area in conjunction with other counties and the State Water Control Board.
- 8) Develop comprehensive watershed management plans for the urban development area to address existing drainage problems and to develop sufficient stormwater management standards for new development.
- 9) Use all available sources of natural resource information to identify and protect aquifers, wells, wetlands, sinkholes, and critical habitats.
- 10) Identify prime agricultural lands, forest lands, and areas having severe limitations for septic systems and/or excavation, and work to preserve them.

- 13) Work with State agencies to insure that appropriate methods are in effect for rural sewage disposal along with standards and procedures for approving and monitoring those systems. Investigate the use of small community systems and sanitary districts.

Land Use Controls and Residential Development

- 4) Undertake an effort to establish appropriate rural and urban residential densities based on the carrying capacity of the environment, roads, and facilities. Develop information to estimate carrying capacity. Establish density standards which provide a balanced distribution of population growth.
- 5) Review all zoning regulations related to rural development and address efficient use of land and transportation standards.
- 11) Develop appropriate special ordinances or overlay districts where necessary to protect land and water resources from potential pollution.
- 30) Require master plans for all multi-phased developments.
- 32) Establish a system promoting a reasonable basis for rezoning proffers inside and outside the public service areas.
- 14) Provide incentives to encourage the inclusion of affordable housing in development planning.

Economic Development and Tourism

- 12) Develop a comprehensive system for preserving battlefields using land dedication and historic sites.
- 26) Develop standards to evaluate proposals for new exactive manufacturing areas.
- 22) Undertake a complete inventory, investigation, and documentation of historic sites and develop methods to protect those sites. Recognize sites with plaques and signs.
- 27) Identify scenic vistas in the County and identify methods to protect those vistas.
- 20) Work with local farmers, agricultural organizations, and agriculturally related businesses to develop economic development strategies in relation to agriculture.
- 16) Review and improve economic development policy.

Transportation

- 3) Develop a general road plan for the public service areas. Use the plan to identify and designate important existing and planned travel routes. Develop a process for reserving rights-of-way for planned routes and for making needed improvements.
- 15) Develop an interchange area/corridor plan for U.S. Route 11 and the I-81 interchanges.
- 17) Review and develop procedures and criteria for secondary and primary road plans.
- 18) Review the subdivision ordinance to provide appropriate design for streets and facilities and to insure an orderly development process. Use a road classification system to determine necessary road improvements.
- 28) Review development ordinances to insure that provisions for pedestrian and bicycle travel are made in developments.

Community Facilities and Services

- 1) Develop a general sewer and water service plan in order to establish logical limits for service.
- 2) Establish agreements with the utility ownership to allow for orderly expansion in accord with the land use plan.
- 23) Prepare a county-wide recreation plan identifying parks and recreation needs and addressing the following:
  - a) Park, open space and facility needs in the urban development area.
  - b) Open space and facility standards for new development.
  - c) Rural and rural community center recreation needs.
  - d) Recreational program needs.
- 25) Provide for support of the fire and rescue resources needed within the public service areas and rural areas.
- 31) Provide for expanded landfill operations and encourage resource recovery.
- 29) Support regional airport service.

Administration

- 6) Appoint a Water Resources Steering Committee.
- 21) Review the land development ordinances and administrative procedures to insure that adequate provision is made for administration and enforcement.
- 19) Develop a geographic database for the County which is continuously updated and which can be used to monitor development.
- 24) Consider planning staff additions appropriate to the expanded needs.

# 10. Implementation.

## Specific Implementation Actions -

### Residential Growth & Development

- 4,
- 5,
- 28, ~~30~~
- 30,
- 32,
- 14,
- 19,
- 21 >
- 24 >

### & Commercial Industrial Growth & Dev.

- 26, 14, 15, 20, 12, 22, 27 - Tourism

### Public Utilities -

- 1, 2,

### Road System Development & Maintenance

- 3, 17, 18

### Natural Resource Management

- 8, 9, 10, ~~11~~, 6, 7, 13

### Public Services

- 23
- 25
- 31
- 29

---

Make goals of Ch 1 & Ch 9 corroborate  
~~corroborate~~

## 9. GROWTH MANAGEMENT POLICIES

### INTRODUCTION

Communities and their rural environs evolve...they do not leap in finished form from the plans of planners, the programs of environmentalists or the plans of developers. The landscape of Shenandoah County twenty years from now will be the result of the collective group of interested residents, the elected representatives, and outside factors which influence the County. To formulate a meaningful set of goals and policies, we must have a clear vision of where we want to go. As a starting point, the next sub-section describes Shenandoah County twenty years from now based on a consensus of popular aspirations and a realistic projection of current socio-economic trends.

### SHENANDOAH COUNTY 2010 - "THE VISION"

Shenandoah County, Virginia lies at the heart of the I-81 growth corridor between Hagerstown, Maryland and Staunton, Virginia. It offers a unique alternative life style to the megalopolis that characterizes much of the Mid-Atlantic section of the United States today. Over the last twenty-five years it has experienced steady, moderate population growth, yet has generally maintained its traditional rural landscape. At least 85 percent of the County is forested or in agricultural usages. Seven compact towns and villages lie along the historic Valley Turnpike (U.S. Route 11). A diverse and thriving economic base and predominantly middle class population have ameliorated many of the socio-economic ills that plague several other parts of the Mid-Atlantic. Shenandoah County residents and visitors alike have always appreciated their quality of life. Today, it is obvious that this quality of life is better than ever.

The landscape of Shenandoah County is highly influenced by Mother Nature, traditional Germanic settlement patterns and historical transportation routes. The mountain ridges and primary roads all run in a northeast-southwest direction. Two sparsely populated valleys--Cedar Creek and Fort--define the western and eastern flanks of the County, respectively. The Little North and Massanutten mountain ranges are almost entirely forested. The central Shenandoah River Valley (North Fork) has a relatively high rural population density for Virginia because of the Germanic origins of its settlers, but still has a very open, agricultural feeling.

The towns and villages are compact and focus on historic districts which contain two hundred year old plus architecture. Seven of these towns and villages cluster in a line along U.S. Route 11 and Interstate 81. Much of the northern top of the County is within the Shenandoah County National Battlefield Park, but is protected by an overlay zone, not public ownership. The New Market Battlefield, in the southern tip of the County, is owned by the Virginia Military Institute. A water conservation-open space system created by an overlay zone over the County's river, streams, and wetlands ties the north-south axis of the Shenandoah River with the east-west axis of its tributary streams.

Over the last twenty years, the citizens have utilized the capital and energy created by steady population and economic growth to improve on their heritage. Agriculture--in particular capital-intensive specialized agriculture--was encouraged and actively promoted by government and the general public. Shenandoah County is now a nationally recognized location for farmstead gourmet food/beverage production. Poultry and fish farming are extremely important economic activities. New residents who were not interested in agricultural life styles have tended to locate in urbanized area, either in restored historic buildings or in compact developments which have urban utilities and services. Only non-polluting industries are recruited into the County. Strict water and air pollution regulations have been enforced with new and old industry alike. Several community facilities such as libraries, schools, and teen centers have been constructed to correct past deficiencies. All of these are networked with activities at the Shenandoah Armory, which functions as a county-wide civic center. The "good life" enjoyed by Shenandoah Valley residents for two hundred and fifty years continues on into the Twenty-first Century.

#### PLANNING POLICIES

A policy is a written statement intended to guide decisions and activities. Policy statements are expressed at different levels of detail: 1) general overall goals, 2) objectives or principles that further define those goals within various categories, and 3) strategies which set forth specific activities for implementation.

✓ A goal is a broad statement of a future ideal considered desirable for the County. It is a clear and concise statement of the ~~governing body's~~ vision of the future of Shenandoah County. 12/1/91

Objectives or principles describe ideas or concepts which can be used to accomplish a goal. They are more specific in terms of the types of activities needed to achieve a particular

category of goals (e.g. environmental objectives, economic principles).

Strategies are specific activities to be accomplished which will implement the goals and objectives of the plan. They are based on the facts and evidence generated throughout the planning process and used in establishing the principles or objectives.

The comprehensive planning process is dynamic. As new data is generated and trends are established, changes need to be made to the plan. While the strategies may change often (as they are accomplished or conditions change), the principles or objectives will change less often, and the general goals will not change until they have been met.

The proposed goals and objectives for Shenandoah County follow. A Generalized Future Land Use map appears at the end of this section as Figure 9-A. Section 10 of the plan focuses on implementation recommendations for the period of 1990 to 1995.

#### PROPOSED SHENANDOAH COUNTY GOALS

The following goals are broad policies that the Planning Commission and the Board of Supervisors will apply in making decisions affecting the County's growth through the year 2010.

- \* Preserve and enhance the environmental quality and historic features of the County and its quality of life.
- \* Encourage, guide, and direct growth into and around the towns and areas served by the road network and other public facilities, while preserving the rural and open space character of those areas outside of the public service areas.
- \* Promote and maintain quality in all development
- \* Encourage the concentration of economic development within the public service areas.
- \* Promote affordable housing for all segments of the population, particularly for semi-skilled and unskilled workers.
- \* Provide for the improvement of the road network and other public facilities and for the delivery of necessary public services consistent with these goals.
- \* Encourage the development and implementation of an integrated transportation planning and maintenance program. *with land use planning*

OBJECTIVES AND STRATEGIES

The following specific objectives and strategies were drawn from the general goals and from the information contained in Sections 1 through 8 of this plan:

Objectives

- To provide a framework for the orderly growth of the County, wherein the demands for residential, commercial, public and other land uses can be accommodated in a harmonious manner.
- To provide a basis for designing and programming new public facilities.
- To encourage environmentally sound economic development: agriculture, industry, public facilities, and services.
- To provide for a continuing planning process, wherein the needs and desires of the citizenry will be constantly reflected and realized.
- To coordinate planning with the Lord Fairfax Planning District Commission and citizen advisory groups to insure that the County plan is consistent with stated goals.

Strategies

- 1) Protect the historic resources in Shenandoah County.
- 2) Plan for orderly growth and development.
- 3) Provide for a balanced distribution of population growth.
- 4) Provide for a variety of housing types and locations.
- 5) Reduce the cost of providing housing and public facilities.
- 6) Encourage energy efficient housing types and patterns.
- 7) Support a business climate conducive to economic activity.
- 8) Provide support to agriculture as a major industry in the County.
- 9) Provide support to travel and tourist related activities.
- 10) Protect the natural environment from damage due to development activity.

GROWTH MANAGEMENT POLICIES

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- 11) Provide for development according to the carrying capacity of the environment.
- 12) Identify and protect important natural resources.
- 13) Assist towns and other public water suppliers in protecting public water supplies, including wellheads and aquifer recharge areas.
- 14) ~~Develop land in accordance with standards that provide for appropriate quality.~~
- 15) Confine urban forms of land development to the public service areas.
- 16) Provide sufficient land in the public service areas.
- 17) Carefully locate business and industrial areas.
- 18) Maintain the rural character of areas outside of the public service areas.
- 19) Protect the rural environment.
- 20) Provide a safe and efficient road system throughout the County.
- 21) Coordinate land use planning and decisions with transportation planning.
- 22) Provide for adequate and safe pedestrian and bicycle travel.
- 23) Encourage the provision of a full range of transportation options.
- 24) Provide services and facilities to serve planned land uses and development.
- 25) Contribute to the needs of the community with parks and recreation facilities.
- 26) Continue to develop the County's regional and town parks.
- 27) Insure that all appropriate recreational facilities are provided.
- 28) Provide recreational programs and activities.

## INTRODUCTION

### LEGAL BASIS FOR COMPREHENSIVE PLANNING

Authority for local government planning in the Commonwealth of Virginia is contained in the Code of Virginia, 1950, as amended, Title 15.1 Counties, Cities and Towns, Chapter 11. As a Dillion Rule state, local government authority is limited to that provided for in the Code. Therefore the tools available to local governments to carry out planning vary from those in other states and can vary within the Commonwealth. Some of the major points are presented here, but the reader may wish to review of the complete code. Section 15.1-427 begins with the General Assembly's declaration of legislative intent relative to establishing laws for planning, subdivision of land and zoning:

This chapter is intended to encourage local governments to improve public health, safety, convenience and welfare of its citizens and to plan for the future development of communities to the end that transportation systems be carefully planned; that new community centers be developed with adequate highway, utility, health, educational, and recreational facilities; that the needs of agriculture, industry and business be recognized in future growth; that residential areas be provided with healthy surrounding for family life; that agricultural and forestal land be preserved; and that the growth of the community be consonant with the efficient and economical use of public funds.

Local planning commissions were required for every county and municipality as of July 1, 1976. Section 15.1-446.1 states: "The local commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction." As of July 1, 1980, every governing body in the Commonwealth was required to adopt a comprehensive plan.

The purpose of the comprehensive plan, as set forth in Section 15.1-446.1, is to "guide and accomplish a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants."

*The format of a comp. plan is not specified in the Code, that is left up to the localities.*

The Plan, "...with the accompanying maps, plats, charts, and descriptive matter, shows the commission's long-range recommendations for the general development of the territory covered by the plan, including the location of proposed recycling centers." In accordance with the Code, it may include, but need not be limited to:

1. The designation of areas for various types of public and private development and use, such as different kinds of residential, business, industrial, agricultural, conservation, recreation, public service, flood plain and drainage, and other areas;
2. The designation of a system of transportation facilities such as streets, roads, highways, parkways, railways, bridges, viaducts, waterways, airports, terminals, and other like facilities;
3. The designation of a system of community service facilities such as parks, forests, schools, playgrounds, public buildings and institutions, hospitals, community centers, waterworks, sewage disposal or waste disposal areas and the like;
4. The designation of historical areas and areas for urban renewal or other treatment;
5. The designation of areas for the implementation of reasonable groundwater protection measures;
6. An official map, a capital improvements program, a subdivision ordinance, and a zoning ordinance and zoning district maps; and
7. The designation of areas for the implementation of measures to promote construction and maintenance of affordable housing.

Once adopted, the comprehensive plan is to be reviewed by the planning commission at least once every five years to determine whether it is advisable to amend the plan.

The legal status of a plan, once approved and adopted by the governing body, is that "...it shall control the general or approximate location, character and extent of each feature shown on the plan." Section 15.1-456

## BACKGROUND

The Shenandoah County Comprehensive Plan 1990 was prepared in the early 1970's by staff of the then Division of State Planning and Community Affairs for the recently formed County Planning Commission. It was adopted November 13, 1973 with little public input or comment. Growth and development was relatively new for the County. From 1950 to 1965, less than 100 lots per year were added in the rural county, but between 1966 and 1970 4,280 lots were created on 3,344 acres. Another 1,505 lots were added between 1970 and 1975. Development of the interstate highway system opened the County to retirement and second home development from Washington, D.C. and other metropolitan areas of Virginia. The comprehensive planning process and implementing ordinances offered the County a way to deal with growth.

Although a subdivision ordinance was passed in 1972 prior to adoption of the plan, a zoning ordinance, as recommended by the plan, failed in its first attempt. In 1977, due to faster population growth than anticipated, a plan review was prepared by the staff of the Loud Fairfax Planning District Commission and published as a supplement to the plan. Although additional growth of 5,300 population by 1990 was projected, it was concluded that "Even with greater land needs based on the expected increased population, the areas shown on the land use plan map ... still exceed the newest estimates of need in each land use category." Commission staff also began working with the Planning Commission on a zoning ordinance.

In 1978, the County Zoning Ordinance was adopted, implementing with the designation of the zoning districts, areas of the future land use map. Because a conservative approach was taken in the designation of land, the County did not create a legacy of vested rights as many counties did in their initial zoning. Wide areas of counties were put in three-acre residential zoning because of optimistic growth projections in the 1960's and 1970's. The technology of package treatment plants and the cost of private water supplies were relatively low, giving the impression housing development could go anywhere. Groundwater protection and soil limitations for septic systems were not issues at that time. The 1990 plan included 12 rural development centers outside the towns, each having 500 to 1000 residents on package treatment plants.

During the next ten years County planning focused on economic issues and administration of existing ordinances. The Towns, with the exception of Toms Brook, developed their own plans and implementing ordinances. Due to increasing environmental regulations and the limitations of County soils for septic systems, the importance of the Towns as suppliers of

central services increased. The multi-center concept of growth proposed in the 1973 plan was proving valid for the towns, but rural development did not concentrate around rural centers because there were no public facilities.

#### COMPREHENSIVE PLAN UPDATE PROCESS

In this environment, the work of updating the information base for the comprehensive plan was undertaken by the Lord Fairfax Planning District Commission staff. An analysis was made of the six existing comprehensive plans (county and towns) and available data sources.

The 1990 Plan consisted of two parts with five sections each. The content easily converted to a ten section format compatible with the town and regional plans. Natural Resources, Housing and Implementation were kept as individual sections. Alternative Development Concepts was added to Land Use. Sections "1. Population and Economy" and "2. Community Facilities and Transportation Facilities" were divided into four separate sections. A "Growth Management Policies" sections combined the "Goals and Objectives" and "The Plan" sections. The "Estimation of Future Space Needs" was not updated, since the original methodology was not effective in actually projecting what might happen.

A major problem with local government comprehensive plans is that they are bound documents which can not easily be updated section by section as data becomes available. A looseleaf format, such as developed for the County marketing book, was chosen. Using individually numbered sections allows topics to be expanded upon and be inserted as updates, without affecting the structure of any other plan sections. By extension and reference, the plan can utilize other supporting documents. To extend the plan, a second 20 year horizon was picked, the year 2010. To the extent possible, information and mapping developed for the Virginia Community Certification Program was used in preparation of the plan analyses.

The Shenandoah County Comprehensive Plan Committee was organized from members of the Planning Commission, Economic Development Council, and Board of Supervisors as an ad hoc group. They reviewed the plan sections: Regional Setting & History; Natural Resources; Land Use; Economy; Population; Housing; Community Facilities; and Transportation. The goals of the 1973 plan were reviewed along with examples from Clarke County and Front Royal. It was recognized that the key to a successful community planning effort is agreement on the long-term goals

which represent the vision for the future of the County. The following goal statements were developed for the Planning Commission and the Board of Supervisors to apply for guidance in decisions affecting the County's growth through the year 2010.

- \* Retain the rural and open-space character of the unincorporated area of the County;
- \* Preserve and enhance the environmental quality and historic features of the County;
- \* Promote and maintain quality in all development, guiding the majority of residential, commercial, and industrial uses into and around the towns and areas served by the road network and other public facilities;
- \* Maintain a diverse and viable local economy compatible with the character of the county and the region; and
- \* When economically feasible, provide for the improvement of the road network and other public facilities and for the delivery of necessary public services consistent with these goals.

The Shenandoah County Comprehensive Plan Committee used the data and projections of plan sections 1 through 8 to identify issues and draft recommended growth management policy options as a means of achieving the goals. A citizen participation process was developed and implemented. Beginning in December, 1989, meetings were held with representatives from each incorporated town in the County. The Extension Service was asked to summarize the elements of the draft comprehensive plan for a series of six advertised public meetings. These were held throughout the County in February and March, 1990. The presentations were made to explain the planning process to date; to present the proposed growth management policies prepared by the Committee; and to stimulate public comment on the issues. After this process was completed, Section 10, Implementation was prepared as part of the May, 1990 draft.

An advertised Public Hearing was held on the draft plan on June 19, 1990. The Comprehensive Plan Committee, having completed the task of proposing the 2010 Plan was ended and the Planning Commission took responsibility for completing the plan. A citizens review committee process was developed and comments about the May, 1990 draft were incorporated into a November 1990 draft as proposed amendments to amend the 1990 Plan to become the 2010 Plan.

The Citizens Review Committee consisted of persons appointed from each district by the Planning Commissioners, the Planning Commission, and three members of the Board of Supervisors. An organizational meeting of the committee was held and complete copies of the draft plan distributed. The committee was divided into three groups so that each group could concentrate its review on specific plan sections. Three additional meetings were held, and all of the comments and questions of the committee were incorporated into the draft plan sections. Individual meetings were then held with each group to review those specific sections and to be sure that all comments and concerns were addressed. The general goals were re-worded in accordance with committee recommendations. The entire draft plan has now been re-printed so that the committee can review it in its entirety.

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As a part of the committee's work, a subsection to the draft plan was developed which describes Shenandoah County twenty years from now, based on a consensus of aspirations and projection of trends.

## SHENANDOAH COUNTY 2010 - "THE VISION"

Shenandoah County, Virginia lies at the heart of the I-81 growth corridor between Hagerstown, Maryland and Staunton, Virginia. It offers a unique alternative life style to the megalopolis that characterizes much of the Mid-Atlantic section of the United States today. Over the last twenty-five years it has experienced steady, moderate population growth, yet has generally maintained its traditional rural landscape. At least 85 percent of the County is forested or in agricultural usages. Seven compact towns and villages lie along the historic Valley Turnpike (U.S. Route 11). A diverse and thriving economic base and predominantly middle class population have ameliorated many of the socio-economic ills that plague several other parts of the Mid-Atlantic. Shenandoah County residents and visitors alike have always appreciated their quality of life. Today, it is obvious that this quality of life is better than ever.

The landscape of Shenandoah County is highly influenced by Mother Nature, traditional Germanic settlement patterns and historical transportation routes. The mountain ridges and primary roads all run in a northeast-southwest direction. Two sparsely populated valleys--Cedar Creek and Fort--define the western and eastern flanks of the County, respectively. The Little North and Massanutten mountain ranges are almost entirely forested. The central Shenandoah River Valley (North Fork) has a relatively high rural population density for Virginia because of the Germanic origins of its settlers, but still has a very open, agricultural feeling.

The towns and villages are compact and focus on historic districts which contain two hundred year old plus architecture. Seven of these towns and villages cluster in a line along U.S. Route 11 and Interstate 81. Much of the northern top of the County is within the Shenandoah County National Battlefield Park, but is protected by an overlay zone, not public ownership. The New Market Battlefield, in the southern tip of the County, is owned by the Virginia Military Institute. A water conservation-open space system created by an overlay zone over the County's river, streams, and wetlands ties the north-south axis of the Shenandoah River with the east-west axis of its tributary streams.

Over the last twenty years, the citizens have utilized the capital and energy created by steady population and economic growth to improve on their heritage. Agriculture--in particular capital-intensive specialized agriculture--was encouraged and actively promoted by government and the general public.

Shenandoah County is now a nationally recognized location for farmstead gourmet food/beverage production. Poultry and fish farming are extremely important economic activities. New residents who were not interested in agricultural life styles have tended to locate in urbanized areas, either in restored historic buildings or in compact developments which have urban utilities and services. Only non-polluting industries are recruited into the County. Strict water and air pollution regulations have been enforced with new and old industry alike. Several community facilities such as libraries, schools, and teen centers have been constructed to correct past deficiencies. All of these are networked with activities at the Shenandoah Armory, which functions as a county-wide civic center. The "good life" enjoyed by Shenandoah Valley residents for two hundred and fifty years continues on into the Twenty-first Century.

The general goals were re-worded in accordance with committee recommendations, and follow below. The entire draft plan was then re-printed so that the committee could review it in its entirety.

*12/10/91*

**GOAL 1**

PROPOSED SHENANDOAH COUNTY GOALS

GOAL ~~2~~ - Preserve and enhance the environmental quality and historic features of the County and its quality of life.

GOAL ~~3~~ - Guide, and direct growth into and around the towns and areas served by the road network and other public facilities, while preserving the rural and open space character of those areas outside of public service areas.

GOAL ~~4~~ - Encourage the concentration of economic development within the public service areas.

GOAL ~~5~~ - Promote affordable housing for all segments of the population, particularly for semi-skilled and unskilled workers.

GOAL ~~6~~ - Provide for the improvement of the road network and other public facilities and for the delivery of necessary public services consistent with these goals.

GOAL ~~7~~ - Integrate transportation planning with land use planning.

Following the citizens review committee meeting, another advertised public hearing was held on November 25th. Several suggestions were made in the format and contents of Sections 9 and 10, and they have now been incorporated.

*were*

RECOMMENDATIONS

Changes needed in the Plan's organization

1. Using the District Comprehensive Plan as a model, number each goal, objective and strategy in the proposed Plan and then group them by subject for easy reference.

Changes needed in the Plan's content

1. Identify and explain methods of implementation and land use control techniques in the Plan.

2. Using the District Comprehensive Plan as a model, draft a chapter setting up a Plan evaluation method and evaluation schedule.

3. Define the current and future public service areas and provide a clear land use map.

4. Include a goal in the Plan worded as follows: "Insure that future growth does not reduce the environmental quality or rural character of the area and **that it does not adversely affect the property tax burden of local citizens.**"

5. Make goals consistent with each other throughout the Plan.

6. Eliminate the last goal on page 9-3.

7. Change the wording on page 9-2 under "goal" from "the governing body's vision" to "what the County citizens want for the future of Shenandoah County."

In closing, I ask the Planning Commission and the Board of Supervisors to apply  
THE 4-WAY TEST of Rotary International in making these requested changes:

1. Is it the TRUTH?
2. Is it FAIR to all concerned?
3. Will it build GOODWILL and BETTER FRIENDSHIPS?
4. Will it be BENEFICIAL to all concerned?

Thank you.

A. Jay Hirsch  
Route 1, Box 317  
New Market, VA 22844  
740-8666

## 10. IMPLEMENTATION

### INTRODUCTION

The purpose of this section is to identify specific actions that can be taken to implement the goals and objectives of the plan over the first five year segment of the planning period. The plan proposes controlled and managed growth tied to the availability and sufficiency of public facilities and services.

As the needs of an increasingly older population shift towards reliance upon proximity to community facilities, and the demands of new residents shift towards additional services, the efficiency of providing these services becomes more important. All of these factors contribute to the importance of directing growth to where it can be most efficiently served, which supports the policy of concentrating new development mainly in and around the Towns and the unincorporated places that are served by public facilities.

Implementation measures by major plan category are:

### HISTORY

- Historic surveys should be completed for a majority of the towns and the rural portion of the County.
- Promote the identification and protection of battlefields and other historic sites.
- Pursue landmark status for the County farm and alms house.

### NATURAL RESOURCES

- Maintain the rural character of Shenandoah County by encouraging agriculture in suitable farmland areas. Reserve those areas having severe limitations for septic systems and/or excavation to agriculture or woodland uses.
- Agricultural and forestal activities should follow the Best Management Practices (BMP's) relating to agriculture and forestry.

✓ <sup>Agmt</sup> Create a County Water Resources Steering Committee to provide the leadership for an on-going process of water resources management and protection.

- Delineate wellhead protection areas for public and private water supplies; assure that all new public and private facilities meet necessary minimum health and pollution control standards.
- Examine the feasibility of an on-site wastewater management district(s). Develop effective guidelines and policies for wastewater management throughout the County.
- Designate Shenandoah County as a surface water management area and develop a County-wide plan for emergency water conservation or allocation in case of severe drought or contamination of a public water supply.
- Identify Priority Watersheds and pursue policies based on the ecological value of the water resources and the potential risks within them. Continue to identify wetlands and institute protective measures.
- Utilize available computer technology to assist local officials in making decisions relating to the protection of natural resources.
- Require developers to submit formalized environmental impact statements on all proposed industrial, commercial, and residential subdivisions which have the potential of adversely affecting water resources.

## LAND USE

- Review and update the County's zoning ordinance. A new zoning district is needed for those areas identified adjacent to the towns where public facilities, especially water and sewer, will be made available.

< Site Plan Review including an environmental assesment should be required for all commercial, industrial, and multi-family residential proposals.

< Review the appropriateness of currently allowed uses and the lot size requirements in Conservation and Agriculture zoning districts, and adjust minimum and maximum lot sizes for non-agricultural uses accordingly.

- Review the County's subdivision ordinance to assure conformity with plan goals for: design requirements, required improvements, street standards, family subdivisions (as defined by the Code of Virginia), and coordination with public water and sewer facilities.

< A landscaping plan shall be required for all commercial, industrial, multi-family developments and for subdivisions; it should include tree preservation/restoration activities.

- Develop annexation agreements with towns to define local growth areas.

- As a condition to creating Agricultural and Forestal Districts, the governing body should require that any parcel in the district shall not, without the prior approval of the governing body, be developed to any more intensive use.

< Charge a reasonable fee for reviewing proposed Agricultural and Forestal Districts.

< As Agricultural and Forestal Districts come due for renewal, the review should consider the activities within the district and how they relate to the goals for establishing it, any changes in major land uses, and any other circumstance which may affect the viability of such district.

- Review the practice of general use-value taxation, and its effect on the County's revenues.

- Encourage the use of scenic, agricultural, conservation and other private easements to preserve land.

#### ECONOMY

- Through the Shenandoah County Economic Development Council, seek to recruit high wage types of industries which will offer a greater number of white collar and technical jobs within the local economy and support the existing industries.

- Meet the re-certification requirements of the Virginia Certification Program

- Encourage the continuation and expansion of the County's tourism industry.

#### POPULATION

- Analyze 1990 Census data when available and monitor building permits activity.

#### HOUSING

- Review residential zoning requirements to assure the availability of areas for a wide variety of housing types.

COMMUNITY FACILITIES

- Use a Capital Improvements Program to budget for needed facilities and equipment.
- Coordinate planning for public facilities with Towns and Public Service Authorities/Districts.
- Continue to improve the County's solid waste management facilities; participate in regional programs for solid waste planning and for implementation of waste reduction efforts.
- Adopt a street naming and house numbering system; implement a better emergency services dispatching system.
- Implement a county-wide recycling program.

TRANSPORTATION

- Support improvements to I-81 to the extent that the stated goals and objectives of the comprehensive plan are advanced.
- Use the six year improvement program and other primary and secondary road improvement processes to carry out road improvements.
- Require a traffic impact analysis as part of the site plan review process.
- Upgrade standards for road access and improvements in land development ordinances.

POLICIES

- Adjust fees to support plan implementation staffing.
- Implement a management information/geographic information system.