



# 2018 COMPREHENSIVE PLAN

The guiding comprehensive vision for future development in the Town of Strasburg, Virginia. Adopted Tuesday, May 8<sup>th</sup>, 2018.



# **TOWN OF STRASBURG, VIRGINIA 2018 COMPREHENSIVE PLAN**

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## CHAPTER 1: INTRODUCTION AND BACKGROUND

### PURPOSE AND INTENT

The Comprehensive Plan is to serve as the guiding comprehensive vision for future development in the Town of Strasburg. This Plan accomplishes its goal through generalized Future Land Use Maps, a Transportation Plan, written goals, strategies, and recommendations. The government of the Town of Strasburg intends to use this Plan as the basis for creating and modifying policies affecting land development. Additionally, the Plan is a reference for residents, property owners, land developers, elected and appointed officials, and others who may be interested or involved in the many facets of the growth of our community.

The physical, cultural, economic, and political elements that influence how the Town will develop are dynamic and ever-changing. While the Plan attempts to project and estimate future development needs through scenarios based primarily on past trends, the future will undoubtedly present many factors that cannot be predicted. As a result, considerable effort has been made to maintain flexibility within the Plan to react to the unknown conditions that will occur during the forty-year planning horizon. This flexibility cannot be completely defined or incorporated, thus placing a burden on current and future leaders of the Town to adopt policies that implement the vision laid out in this Comprehensive Plan.

### BRIEF HISTORY AND REGIONAL CONTEXT

The Town of Strasburg is located in north-central Shenandoah County at the northern end of the Shenandoah Valley. It is the largest of the six incorporated towns in Shenandoah County, and is included within the Davis Magisterial District. The Town lies adjacent to the North Fork of the Shenandoah River in a small basin formed by the river as it loops through the Valley, with one of its major loops creating a peninsula just south of the Town known as Sandy Hook. Geographically, the Town is generally surrounded by natural barriers with the Shenandoah River and Three Top Mountain lying to the south and east, and historic Cedar Creek and Little North Mountain lying to the north and west.

The Town's early growth and settlement pattern was primarily due to its location at the crossroads of major routes of travel, and this is still true today. US Route 11 (originally a Native American arterial and later the primary trade and travel route through the Shenandoah Valley) and State Route 55/US Route 48 intersect in the center of Town, and Interstate 81 is located approximately one and one-half (1.5) miles to the west and north of the downtown area, with two (2) interchanges serving the Town. Interstate 66 joins Interstate 81 about four (4) miles north of Town, and provides direct access to the Washington, D.C. metropolitan statistical area, including facilities within that vicinity such as Washington Dulles International Airport. The Town is located ten (10) miles west of the Town of Front Royal, seventy-eight (78) miles west of Washington, D.C., eighteen (18) miles south of the City of Winchester, and fifteen (15) miles east of the Virginia/West Virginia border (see Map 1.1).

The Town of Strasburg was chartered in 1761, and incorporated in 1922. It is well known for its pottery, antiques, American Civil War history, and breathtaking views of the surrounding natural environment. The pottery industry began in the mid-eighteenth century with at least seventeen (17) potters producing earthen and stoneware commercially. The Strasburg Museum building was constructed in 1891 for use as a steam pottery until 1909, when the last pottery was closed. In 1913, the Southern Railroad Company purchased the building, and used it as a freight and passenger depot until the 1960s. It later became a museum, and was listed on the National Register of Historic Places (N.R.H.P.) in 1979. Displays include a large collection of original Strasburg pottery, antiques, American Civil War articles and relics, Native American artifacts, vintage farming equipment, a red caboose, and a working model railroad depicting Strasburg and the Southern Railway in the 1930s.

Strasburg was an important part of the Valley Campaign in the early part of the American Civil War. Gen. Thomas Jonathan "Stonewall" Jackson is reported to have often used its hostelry. It was Gen. Jackson who made Strasburg "the fountainhead of Rail Traffic for the South", when he captured enemy engines in Martinsburg, West Virginia and pulled them by horsepower to rails in Strasburg. From there they were sent south for Confederate use. During the closing phases of the War, Strasburg was again in the midst of military action. The Town is located between Cedar Creek battlefield to the north, and Fisher's Hill battlefield to the south, both being accessible to the public with interpretive material. Strasburg is in the heart of the region burned by Gen. Philip Henry Sheridan to eliminate the productivity of the "breadbasket of the Confederacy".

After the American Civil War, Strasburg's importance as a crossroads of railroads improved considerably. The railroad through Manassas Gap, which had first reached Strasburg in 1854, was repaired, and the Town was again within a convenient ride of Washington, D.C. In 1870, the B. & O. Railroad extended its Valley Branch from Winchester to Strasburg, making Strasburg the first town in the western part of Virginia to possess two railroads with a choice of shipping routes to eastern markets. During the latter part of the nineteenth century, Strasburg's chief industry was the manufacture of pottery. Fine grade crocks, jugs, jars, pitchers, vases, and other wares were produced. This industry is said to have been started by Adam Keister, who afterwards operated kilns in Ohio. At one time there were as many as six potteries operating in Strasburg, with four still in operation in 1900. This industry led to the widely accepted nickname of "Pot Town" for Strasburg. These old potteries were finally driven out of business by too keen competition of similar wares made in the Midwest.

In 1921, the Town annexed an area of the County, bringing its land area to a total of 448 acres, where it remained until the annexation effective Tuesday, January 1<sup>st</sup>, 1985 that added an additional 578 acres, for a total of 1,026 acres. As of Saturday, January 1<sup>st</sup>, 2000, Strasburg annexed the land surrounding Route 11 to Interstate 81. On Wednesday, January 1<sup>st</sup>, 2014, the Town annexed its 366-acre industrial park, in addition to more acreage to the east of the properties fronting on the east side of Route 11. Strasburg continues to grow and flourish with its rich history and community pride. The Town of Strasburg will continue to promote itself as one of the growth centers for Shenandoah County, while simultaneously retaining its small-town charm and character.

## PURPOSE AND ROLE OF THE COMPREHENSIVE PLAN

The Comprehensive Plan provides the policy basis for local government decisions regarding land use, regulation of development, infrastructure investments, and the provision of public facilities and services. It also provides guidance for how private landowners and businesses use land.

## AUTHORITY

Every jurisdiction in Virginia must adopt and maintain a Comprehensive Plan; this requirement is set forth in Sec. 15.2-2223 of the Code of Virginia, which is as follows:

*“The local planning commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction and every governing body shall adopt a comprehensive plan for the territory under its jurisdiction.*

*In the preparation of a comprehensive plan, the commission shall make careful and comprehensive surveys and studies of the existing conditions and trends of growth, and of the probable future requirements of its territory and inhabitants. The comprehensive plan shall be made with the purpose of guiding and accomplishing 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, including the elderly and persons with disabilities.”*

§ 15.2-2223 of the Code of Virginia, cited above, also provides that:

*“The comprehensive plan shall be general in nature, in that it shall designate the general or approximate location, character, and extent of each feature, including any road improvement and any transportation improvement, shown on the plan and shall indicate where existing lands or facilities are proposed to be extended, widened, removed, relocated, vacated, narrowed, abandoned, or changed in use as the case may be.”*

In addition to those general purposes, § 15.2-2232 of the Code specifically empowers the comprehensive plan to determine the location and extent of public facilities elements:

*“Whenever a local planning commission recommends a comprehensive plan or part thereof for the locality and such plan has been approved and adopted by the governing body, it shall control the general or approximate location, character and extent of each feature shown on the plan. Thereafter, unless a feature is already shown on the adopted master plan or part thereof or is deemed so under subsection D, no street or connection to an existing street, park or other public area, public building or public structure, public utility facility or public service corporation facility other than a railroad facility or an underground natural gas or underground electric distribution facility of a public*

*utility...shall be constructed, established or authorized, unless and until the general location or approximate location, character, and extent thereof has been submitted to and approved by the commission as being substantially in accord with the adopted comprehensive plan or part thereof.”*

## TOWN VISION STATEMENT

Strasburg is a small town defined by its geography and enriched by its natural environment. We have embraced the future by remembering our heritage while recognizing the necessities of tomorrow. This has resulted in a challenging but invigorating journey, transitioning an economy based upon traditional industrial facilities to a more diverse, adaptable, and integrated economy reflective of regional and national dynamics.

We have intentionally retained the concept of a tightly interconnected community bequeathed by our forbearers. We will continue to modernize our infrastructure, transportation network, and government to encourage diverse housing, a strong sense of community, a culture based upon interpersonal relations, mutual support, and openness.

Our success will persist through a belief that the future is defined by individuals, that individuals thrive upon dreams, that Strasburg can provide the resources for each person to pursue their dreams, whether focused on family, business, recreation, education, arts, or other vistas.

Government is the catalyst to provide a safe and healthy environment. It promotes diversity, self-reliance, experimentation, and treats all equally with respect and dignity. Thus, the Strasburg Town Council and Staff prize transparency, accountability and forthrightness.

## PLANNING PROCESS

The Town of Strasburg’s Comprehensive Plan is the result of many meetings and technical work involving the citizens of the Town, the Planning Commission, Town Council, and Town staff. The plan has been refined as needed by the Planning Commission, held for public hearing by the Planning Commission and Town Council, refined as directed by the Council, and then adopted by the Governing Body in early 2018. During the review process, comments were sought from residents, business owners, Shenandoah County officials, as well as state agencies such as the Virginia Department of Transportation (VDOT) and the Northern Shenandoah Valley Regional Commission (NSVRC) in formal and informal meetings.

## GENERAL TIMELINE

In late 2016, the Town began the process of updating its comprehensive plan, in accordance with Sec 446.1 of the Code of Virginia:

*“At least once every five (5) years, the Comprehensive Plan shall be reviewed by the local commissions to determine whether it is advisable to amend the plan.”*

Both the Planning Commission and Town Council agreed to amend the plan, which included its relabeling from a “community” plan to the more prevalent “comprehensive” plan label. The Town decided to utilize a committee system to review and update the plan, in which a committee was responsible for updating each chapter of the Plan. Each committee was headed by a member of the Planning Commission, and consisted members of the public, in addition to members of Town Council. Each committee met once, in its own month of the 2017 calendar year, to allow staff to make the necessary changes to each chapter.

By the end of 2017 and the start of 2018, staff had developed a suitable rough draft for review by both Planning Commission and Town Council. On Tuesday, February 27<sup>th</sup>, 2018, Planning Commission and Town Council reviewed the rough draft, and established a final review process, in which each committee chair would receive a copy of their updated chapter, to verify that all necessary changes had been made. Staff would then reorganize the document into an additional rough draft for final review by both Planning Commission and Town Council on Tuesday, March 27<sup>th</sup>, 2018, at which meeting there would be a public hearing. Ultimately, Planning Commission and Town Council voted to approve the plan.

### OTHER PLANNING DOCUMENTS

In addition to seeking input from a number of stakeholders, the Plan relies on information and recommendations contained in past and present planning documents, including the 2003 Comprehensive Plan, the 2006 Growth and Needs Study, VDOT’s Small Urban Area Transportation Plan, the NSVRC’s 2035 Rural Long-Range Transportation Plan, the Northern Shenandoah Business Park Development Plan (commonly referred to as the “Camoin Plan,” the Strasburg Historic District Design Guidelines, and the 2012 Community (Comprehensive) Plan. Readers are encouraged to refer to these documents for additional land use and transportation planning information pertinent to the Town.

### SCOPE

The geographic scope of the Comprehensive Plan, or the “Study Area”, was defined through a series of discussions with the Planning Commission and Town Council. Several factors influenced the extent of the Study Area, including the existing annexation agreement between the Town of Strasburg and Shenandoah County. The ability of the Town to provide services to adjoining land also influenced the final determined Study Area. As comprehensive plans are meant to be general in nature and far-reaching in terms of their temporal scope, the Town has chosen a forty (40) year planning horizon for the Comprehensive Plan.

### **EXISTING ANNEXATION AGREEMENT WITH SHENANDOAH COUNTY**

On December 21<sup>st</sup>, 1984, the Town entered into an agreement with Shenandoah County to govern the future annexation of land. The agreement, which went into effect on Tuesday, January 1<sup>st</sup>, 1985, immediately annexed 578 acres and provided for the future annexation of over two-thousand (2,000) acres. The total area covered by the agreement will eventually extend the Town boundary to Interstate-81 to the north and northwest, Green Acre Drive to the west and southwest, and the North Fork of the Shenandoah River and Cedar Creek to the south and east. As a result of this agreement, the Town Council and Planning Commission recommended including this area in the Comprehensive Plan Study Area.

### **STUDY AREA**

The Town of Strasburg operates water and wastewater facilities that are capable of serving the area outlined in the annexation agreement. Additionally, it is feasible for the Town, within the planning horizon, to provide urban services to areas immediately adjacent to the annexation area. As a result, the Comprehensive Plan Study Area was extended to include land within one-thousand feet (1,000') of Green Acre Drive, and within one-half (.5) of a mile (or 2,640') of Interstate 81. The resulting Study Area includes the current Town boundary, totaling 2,274 acres, and an additional 3,727 acres- for a total Study Area of approximately (six-thousand (6,000) acres (see Map 1.2).

*See maps 1.1 and 1.2 in Appendix D.*

## CHAPTER 2: CHARACTER AND ENVIRONMENT

### CHARACTER AND ENVIRONMENT

The character of Strasburg is best described as a blending of historic, cultural, and natural assets set in a traditional, rural, small-town landscape. The Town's location relative to these assets places it in a strong position for future spatial and economic growth.

#### HISTORIC CHARACTER

The Town of Strasburg has its own rich history, and is in close proximity to numerous sites with historic significance. In 1984, after several years of study by the Virginia Historic Landmarks Commission (now the Virginia Department of Historic Resources), a large part of the downtown area was designated as both an NRHP Historic District and a Virginia Landmarks Register (VLR) Historic District. This has opened the doors for the possibility of property owners' applying for tax credits at the state and federal levels. Since receiving the NRHP designation, it has been a goal of the Town to increase the public awareness of the historic and architectural significance of the district. In addition, the Town seeks to encourage tourism and high-quality compatible commercial and residential development in and around the historic district. Examples of significant historic sites within the Town include the Strasburg Museum (440 E King St, circa. 1891), the Hotel Strasburg (213 S Holliday St, circa. 1880), Spengler Mill (497 & 499 Stover Ave, circa. 1797), Academy Hall (211 High St, circa. 1840), the Dosh House (152 E Washington St, circa. 1770), and the former Bell Pottery Shop (209 W Queen St, circa. 1790). It is important to note that the Town's Architectural Review Board (ARB) is tasked with reviewing, recommending, and/or approving most development applications for properties located within an area of the Town dedicated locally as the Strasburg Historic Overlay District. This district encompasses an area of the historic downtown that is comparable to what has already been designated by both the NRHP and the VLR, and includes a non-contiguous area southwest of Forest Glen Ct that includes the historic Hupp Mansion and adjacent historic properties.

#### CULTURAL HERITAGE

The first residents of Strasburg and the surrounding areas were Native Americans who occupied the area for ages prior to the first arrival of European settlers. The Native Americans primarily used the area as hunting and fishing ground, and as a major roadway between the north and the south for warfare and migration. Native American tribes believed to have inhabited the area within the vicinity of Strasburg included the Catawbas, Cayugas, Cherokees, Delaware, Iroquois, Mohawks, Oneidas, Onondagas, Piedmont Siouans, Senecas, Shawnee, Susquehannocks, and Tuscaroras. The first settlement of Strasburg by non-Native Americans occurred around 1730, primarily because of Strasburg's location relative to two major roads serving the Shenandoah Valley. The "Indian" or "Great Road" running north and south and the road through Manassas Gap to Cold Springs Gap running east and west formed the crossroads. The Great Road was the major immigrant route of the area primarily because of the barrier of the Blue Ridge Mountains.



The majority of the area's first migrant settlers were second generation Pennsylvania Germans. These Germanic immigrants had come to America during the late 17<sup>th</sup>/early 18<sup>th</sup> century at the invitation of William Penn, Proprietor of the then-Province of Pennsylvania, due to sociopolitical and religious persecutions/warfare in Europe. In Pennsylvania they established their homes, and eventually they and their descendants went on to populate the Shenandoah Valley, largely due to overcrowding in Pennsylvania, and geographical barriers that only allowed settlement further south. These immigrants, wherever they settled, became generally known as "Pennsylvania Dutch" because their English neighbors believed the word "Deutsch" meant Dutch instead of German. The early settlers to Strasburg were entirely self-sufficient farmers, but the growing settlement led to a diversified economy. All of the settlers were farmers in the summer, but in the winter each farm had its own craft. The miller, carpenter, blacksmith, cooper, and soon other trades began to move the settlement out of its pioneer existence. Significantly, one of the first names of the population center was derived from the most important early trade, Funk's Mill. Records dating to 1743 refer to the settlement as Funk's Mill. Other records from the period of 1747 to 1753 give the settlement a variety of names including Funk's Mill, Funkstown, Stovertown, Staufferstadt, and simply Shenandoah River.

Two (2) major American Civil War battlefields are located near Strasburg and contribute to the historic character of the Town. Fisher's Hill battlefield is approximately two (2) miles southwest of Town and Cedar Creek battlefield is approximately four (4) miles to the northeast. The Battle of Fisher's Hill took place on Thursday, September 22<sup>nd</sup>, 1864 after Gen. Jubal Anderson Early's Confederate troops were forced to take refuge on Fisher's Hill and set up entrenchments. After heavy fighting, including a flank attack launched by Federal Gen. Sheridan, Gen. Early was forced to retreat through Woodstock to Narrow Passage. The Battle of Cedar Creek took place on Wednesday, October 19<sup>th</sup>, 1864, and was one of the last Confederate offensives attempting to rid the valley of Gen. Sheridan. The preservation of both historic battlefield sites is a major goal of the Shenandoah Valley Battlefield Foundation and the Cedar Creek Battlefield Foundation, and has been aided by the creation of the Cedar Creek and Belle Grove National Historical Park in December of 2002.

### **NATURAL ENVIRONMENT**

The environment of Strasburg consists of natural resources including woodlands and forest, agricultural areas, steep slopes, karst topography, water bodies, sensitive soils, wetlands, and flood plains (see Map 2.1). The natural environment provides many opportunities, but also poses potential environmental hazards. The location of future developments should be guided away from areas with serious environmental limitations, such as steep slopes, shallow depth to bedrock, floodplains, prime agricultural lands, wetlands, and sinkholes.

### **TOPOGRAPHY AND STEEP SLOPES**

Strasburg and the surrounding areas feature a diverse topography ranging from flat river beds and floodways to steep hills and mountains. In general, the core downtown area is situated on relatively flat ground adjacent to a bend in the North Fork of the Shenandoah River. Immediately north of the downtown area, the terrain gradually rises among small rolling hills. Steep slopes

occur on the edges of Town adjacent to Cedar Creek, almost creating a bluff. Development on steep slopes must be properly regulated with appropriate setbacks, erosion and sediment control measures, and grading requirements.

The majority of Strasburg overlies carbonate rock, primarily limestone. This bedrock material is characterized by numerous caves and caverns, sinkholes, underground solution channels, and fractionated layers. When these conditions are present, the term karst is applied. Groundwater in karst terrain is noted for easy entry from surface water sources, rapid lateral movement, and susceptibility to contamination, which can spread rapidly over large underground areas. Future development in the Town should be sensitive to the challenging topography and bedrock conditions, and appropriate regulations should be sought to protect these areas. In addition, the Town should work with property owners to ensure the protection of the caverns at Hupp's Hill.

### WATER RESOURCES

The water resources of the Town must be protected, both above and below ground. Because of the rock and soil conditions and the hydro-geologic cycle, the water resources within and surrounding the Town are directly inter-connected.

#### WATER SOURCES

On average, the Strasburg area receives approximately thirty-six inches (36") of annual precipitation. Approximately twenty-six inches (26") of that rainwater returns to the atmosphere through evapotranspiration, six inches (6") enters area streams as surface runoff, and four inches (4") infiltrate the soil and eventually recharge the groundwater supply.

Surface runoff (water which does not infiltrate the soil) becomes part of approximately 1,150 miles of permanent and intermittent streams within Shenandoah County. All of these streams or tributaries, whether or not they originate in Shenandoah County, eventually enter the North Fork of the Shenandoah River, which has averaged, over the past seventy-five (75) years, some 375 million gallons per day as it passes the USGS gage near Strasburg. Approximately two (2) miles downstream, the North Fork of the Shenandoah River leaves Shenandoah County and enters, in order, the Shenandoah River, the Potomac River, and the Chesapeake Bay. Shenandoah County land represents forty-nine percent (49%) of the total North Fork of the Shenandoah River watershed, and seven percent (7%) of the total Potomac River watershed. In 2001, the NSVRC formed a Regional Water Supply Committee to study the demand for water in the region and to create a Water Supply Plan. In October of 2011, the Town Council adopted the Regional Water Supply Plan created by the Committee, which projects that the Town will have an adequate water supply through the 2040 planning horizon.

Water that infiltrates and percolates into bedrock enters one of four (4) hydrogeological regions. Water may remain here, depending on local hydrogeological conditions, for days, years, decades, or longer. At some point, however, much of this

water returns to the surface by one of three routes: (1) through one of the numerous springs in the county; (2) through one of the thousands of wells, both private and public; or (3) through subsurface connections between groundwater and stream channels. During periods of base flow, when no surface runoff is occurring, all of a stream's flow comes from groundwater inputs.

Surface water may also enter the groundwater system. This may occur through subsurface connections, or by way of surface depressions or sinkholes which occur especially in areas underlain by carbonates (limestone and dolomite). Groundwater Under the Influence of Surface Water (G.W.U.I.S.W.) is the term applied to this phenomenon.

### WETLANDS

Aside from several freshwater ponds, there are a few wetlands within and around the Town. The few wetlands that exist are of the Freshwater Emergent type, and are located in the Cedar Creek oxbow and Island Farm areas. There are several smaller wetland areas located sporadically adjacent to the North Fork of the Shenandoah River. Federal and State regulations restrict development in wetlands, largely because of their role in improving water quality and retaining floodwaters and surface water flow. In addition, the preservation of wetlands guarantees the survival of fish and wildlife habitats.

### FLOODPLAINS

Floodplains follow the North Fork of the Shenandoah River and many of its tributaries. Historically, these areas have flooded on a recurring basis during high flow events; some records and documentation of these events are available at the Strasburg Museum. Future development of the Town should be sensitive to mapped and unmapped flood-prone areas and the riparian lands adjacent to streams should be kept in their natural state.

### VIEWSHED

The Town should protect natural vistas from Route 11 looking east by enacting appropriate zoning restrictions and lighting regulations. Signal Knob and Massanutten Ridge are valuable natural resources to the citizens and visitors of this community. The viewshed to these areas should be protected by limiting high-rise development and the garish colors of new development. The Town is also concerned about the viewsheds looking from and into the Cedar Creek and Belle Grove National Historical Parks and will work with landowners to protect these vistas.

*See map 2.1, Appendix D.*

## CHAPTER 3: LAND USE AND COMMUNITY DESIGN

### CURRENT LAND USE

The general land use pattern of the Town has been well documented in previous comprehensive plans (1968, 1979, 1991, 2003, and 2012), the annexation studies prepared in 1984 and 2000, and the downtown revitalization study prepared by University of Virginia architectural students in 1987. In addition, Town staff completed a survey of land uses within the study area in 2009 using Geographic Information System (G.I.S.) data and field studies. The current land use survey in 2009 resulted in the creation of a Current Land Use Map of the Study Area in 2012 (see Map 3.1).

The Town has a mix of residential, commercial, industrial, and institutional uses, with residential dominating most of the land use within the current Town limits. Rural Residential/Agricultural and Vacant/Undeveloped land dominate the parts of the study area outside of the current Town limits. As of 2017, the total area within the current Town limits was 3.6 square miles, or approximately 2,274 acres. The following are descriptions of each of the current land use categories and their general patterns within the study area.

Zoning District	Acres	% of Town
Agriculture/Rural Residential (Ag/RR)	315	12
Estate Residential (ER)	0	0
Low-Density Residential (LDR)	220	8.2
Medium-Density Residential (MDR)	1000	38
Multi-Family Residential (MFR)	300	11.4
Community Commercial (CC)	115	4.4
Highway Commercial (HC)	45	1.7
Business Park/Limited Industrial (BP/LI)	350	13.3
Planned Development (PD)	290	11
Medical and Institutional Care (MIC)	0	0
<b>Total:</b>	<b>2,635</b>	<b>100</b>

### ZONING MAP

There shall be an official zoning map to show the boundaries of all zoning districts and overlay zones within the Town’s planning jurisdiction. A table of authorized uses shall be established (see U.D.O. Sec. 3.5).

### RESIDENTIAL

Residential uses form the predominant land use throughout the current Town limits and, for purposes of surveying, are grouped into five categories: Rural Residential, Estate Residential, Low-Density Residential, Medium-Density Residential, and Multi-Family

Residential. It is the goal of the Town to offer residents a wide range of neighborhood densities and uses that satisfy the needs of individuals at different stages of life and personal preference.

## **AGRICULTURE/RURAL RESIDENTIAL (U.D.O. SEC. 3.7)**

Areas shown as Agriculture/Rural Residential (Ag./R.R.) indicate residential properties with a lot size greater than three (3) acres. This district is used to protect and to preserve the essential characteristics of rural lifestyle appropriate within a small-town setting. It also serves to conserve and protect water and other essential natural resources that support a healthy and safe environment.

## **ESTATE RESIDENTIAL (U.D.O. SEC. 3.8)**

This Estate Residential (E.R.) zoning district is predominately composed of larger lots, with a minimum size of sixty-thousand (60,000) square feet, and occupied by single-family detached dwellings. This district accommodates families that seek greater privacy and personal land use within the boundaries of the additional services provided by a municipality.

## **LOW-DENSITY RESIDENTIAL (U.D.O. SEC. 3.9)**

The Low-Density Residential (L.D.R.) zoning district allows for single-family detached dwellings on a minimum lot size of 12,500 square feet. Subdivisions within this district are usually buffered from higher-density residential or commercial/industrial uses.

## **MEDIUM-DENSITY RESIDENTIAL (U.D.O. SEC. 3.10)**

The Medium-Density Residential (M.D.R.) zoning district blends subdivisions comprised largely of single-family detached dwellings with compatible residential structures of greater density. This district accommodates individuals and families seeking closer neighborhood interactions with the convenience a close proximity to commercial uses and/or limited industrial operations.



*Areas zoned Ag./R.R. surround the Town.*

## **MULTI-FAMILY RESIDENTIAL (U.D.O. SEC. 3.11)**

The Multi-Family Residential (M.F.R.) zoning district blends single-family detached dwellings, two-family dwellings (duplexes), townhomes, apartment buildings, and condominiums. This zoning district is best suited for individuals desirous of a diverse array of housing options and a walkable proximity to business districts.

## **COMMERCIAL**

Commercial uses are grouped into two categories that reflect the historic pattern best suited to the needs and preferences of the adjacent residential districts.

## **COMMUNITY COMMERCIAL (U.D.O. SEC. 3.12)**

This Community Commercial (C.C.) district supports the pattern of traditional mixed uses manifested in the downtown and adjacent areas. Elements of Traditional Neighborhood Design (T.N.D.) blends residential and commercial footprints to provide conveniences for work, home, and shopping. Bicyclists, pedestrians, and vehicles share this “public space”. The streetscape is scaled to maximize the safety of all of the users while providing the appeal of shopping in an historic downtown. Planned parking and amenities enhance the small-town experience.

## **HIGHWAY COMMERCIAL (U.D.O. SEC. 3.13)**

The Highway Commercial (H.C.) district supports commercial and wholesale uses generally located on major roads that generate high volumes of vehicular traffic. It is the intent of the Town to link these commercial uses to residential areas through a suitable network of trails, greenways, and bike paths.

## **BUSINESS PARK/LIMITED INDUSTRIAL (U.D.O. SEC. 3.14)**

This Business Park/Limited Industrial (B.P./L.I.) district permits business, office, and limited industrial uses to locate near a competent labor force. This provides the opportunity for residents to live and work in Town and earn a living wage. Existing



*The Town's townhome subdivisions are textbook examples of its dedication to diverse development densities.*

*The Town's historic downtown is the heart of the CC zoning district.*





occupants are encouraged to screen unsightly storage from residential view. Future users in the Northern Shenandoah Business Park (NSBP) shall have additional restrictions as outlined in the UDO.

## OTHER ZONING DISTRICTS/OVERLAY DISTRICTS

There are two other zoning districts and several overlay districts intended to foster a variety of other uses and conditions.

### PLANNED DEVELOPMENT (U.D.O. SEC. 3.15)

The Planned Development (P.D.) zoning district supports innovation in design elements that incorporate a mixture of housing and commercial features within a single development that maximizes convenience and walkability while protecting adverse impacts on fragile landscapes or water sources.

### MEDICAL AND INSTITUTIONAL CARE DISTRICT (U.D.O. SEC. 3.16)

Medical and Institutional Care (M.I.C.) zoning district is a floating district available through a map amendment to any parcel located within the Town that meets the district's development standards.

### OVERLAY DISTRICTS (U.D.O. SEC. 3.17-21)

Overlay districts infuse public use standards on existing, defined base districts. The Town has four overlay districts, which include the Downtown Parking (DP), Entrance Corridor (EC), Floodplain Protection (FP), and Historic District (HD) overlay districts. The DP district facilitates reinvestment downtown while balancing future needs for improved parking. The EC district promotes health, safety, and general welfare for the Town through quality design criteria. The FP district prevents loss of life and property from floods, creates floodplain health and safety standards, and protects public funds from uninsured claims. The HD district balances the public mission of historic preservation and tourism with the private property rights of individual owners. The Town endorses the trusting of historic preservation to owners of existing homes and business properties and assists these owners with a manual on historic district design guidelines and opportunities for preservation funding grants. The erection or demolition of buildings within this district fall under the purview of local regulation, among other exterior alterations and additions. This district is mostly concentrated downtown, although a non-contiguous portion encompasses the historic Hupp Mansion (558 N Massanutten St, circa 1760), Hupp House (551 N Massanutten St, circa 1755), and Hupp Distillery (273 Cool Spring Rd, circa 1755).



*A typical scene within the Town's industrial park.*

## PARKS AND OPEN SPACE

Approximately 160 acres, or 2.7% of the study area is currently used for parks and open space. These areas include both public and private open space along with land dedicated to recreational uses. This includes the Town Park in the southeast portion of the study area and private open space within several housing developments in the Town. This also includes the recently-acquired parcel of land immediately east of Town Hall, which the Town intends to develop into a downtown event space within the near future.



*The Strasburg Town Park is an example of an existing park.*

## INSTITUTIONAL

Areas shown as Institutional are land uses dedicated to public or private non-business-related activities such as churches, schools, and municipal facilities. Currently, a total of 225 acres or 3.7% of the study area is used for institutional land uses. Many institutional uses such as the Strasburg High School and the Town's water and wastewater treatment facilities are located near the North Fork of the Shenandoah River. Churches, another example of institutional uses, are scattered throughout the study area, but located primarily in the older parts of Town.

## VACANT OR UNDEVELOPED

Vacant or undeveloped land makes up the greatest percentage of land within the study area. This designation is assigned to land that is not associated with one of the other current land use designations. A total of 2,372 acres or 39.5% of the study area is currently designated as vacant or undeveloped. This land is generally located in the triangular area bounded by Route 11, Route 55, and I-81, and in parts of the study area outside of the current Town limits.

*Cedar Valley is an example of vacant land within the Town.*

## VACANT PLATTED LOTS

The study area includes a number of residential building lots that were created through approved subdivisions, but remain undeveloped. These are referred to as vacant platted lots, and make up 102 total acres, or 1.7% of the study area. Most of the areas designated as vacant platted lots are located within the current Town limits in existing neighborhoods; however, there are several existing large-lot subdivisions in the study area outside of Town limits which include vacant building lots. These include Meadow Wood Acres and Peach Tree Estates in the Green Acre Drive vicinity.





## **PUBLIC INCENTIVES FOR DESIREABLE DEVELOPMENT**

The Town may offer incentives to developers who agree to include design elements within their site plans that offer meaningful community benefits and encourage the preservation and the integrity of the small-town character that is Strasburg.

## **RIGHTS-OF-WAY**

The remainder of the study area not designated with a specific land use are labeled as rights-of-way. Rights-of-way make up 481 acres, or eight percent (8%) of the study area.

## **POPULATION PROJECTIONS AND LAND DEMAND**

The establishment of future land uses within the study area is an essential component of the Comprehensive Plan. Appendix A of the 2012 Comprehensive Plan details calculations for population and land use projections based on the 2010 census. The recession of 2009 has deeply impacted those projections. With the adoption of this revision, the Town population has remained stagnant and growth projections remain flat. The Planning Commission will make a new analysis following the 2020 census data results to reconfigure future land uses.

## **FUTURE LAND USE**

With land demand projected through the horizon year, 2050, future land uses can now be designated for all land within the study area. In order to focus the effort of designating future land uses to the land areas most likely to develop, the Planning Commission established four target areas: Route 11/I-81 Interchange and Corridor, Golden Triangle Area, Industrial Park/Route 55 Corridor, and Downtown Historic District (see Map 3.2).

## **STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS (S.W.O.T.) ANALYSIS**

The results of the S.W.O.T. analysis completed for the 2012 Comprehensive Plan can be found in Appendix B.

## **URBAN DEVELOPMENT AREA IMPLEMENTATION**

In October of 2015, the Town of Strasburg received a Planning Grant from the Commonwealth of Virginia's Office of Intermodal Planning and Investment (O.I.P.I.) to prepare and adopt an Urban Development Area (U.D.A.) as part of the Comprehensive Plan.

Town staff, working with a consultant team, analyzed existing conditions within the Town's borders to agree upon a final U.D.A. boundary in June of 2016. Within this boundary, the Town and consultant team devised a concept framework aimed at accommodating a ten-year population projection using a multimodal transportation network, and Traditional Neighborhood Design (T.N.D.) principles. In devising this U.D.A. concept, the Town and consultant team engaged the public through various stakeholder and focus group meetings as well as a Joint Planning Commission and Town Council Hearing.

## LAND USE PRINCIPLES

The following reports progress and refocused actions taken to develop the identified land use principles between 2012 and 2017.

### ROUTE 11/I-81 INTERCHANGE AND CORRIDOR

- 1.) Land uses north of the interstate and east of the railroad tracks shall consider compatibility with the "National Park experience" as well as the recommendations from the Camoin study in regard to a mega site area for job growth.
- 2.) Pedestrian/multi-modal trails should parallel Route 11 in order to connect the area with the rest of Town.
- 3.) Planning efforts should encourage the designation of a road west of and parallel with Route 11 that will ultimately connect Mineral St to Radio Station Rd.
- 4.) The connection of the downtown area via the "Food Lion" multi-use trail shall continue along Route 11.
- 5.) Future residential areas that might adjoin light industrial uses in the North Shenandoah Business park shall be buffered to promote the public health and safety of residents.
- 6.) Utility corridors shall be used for trail connections when feasible.
- 7.) Additional residential development should be avoided in this area.

### GOLDEN TRIANGLE AREA

- 1.) The Town shall encourage development as outlined in the UDA.
- 2.) The Town Visitors' Center at Hupp's Hill shall be adequately buffered from development impacts to protect the natural features within the site.
- 3.) Utilize the quarry and surrounding property for passive recreational uses, and connect with the rest of Town using pedestrian/multi-use trails.
- 4.) Utility corridors shall be used to create trail connections.
- 5.) Establish a plan for retail development that complements and feeds downtown.
- 6.) The completion of Borden-Mowery Dr shall constitute a high priority and be noted as such on the Town CIP and appropriate VDOT transportation studies.

## **INDUSTRIAL PARK/ROUTE 55 CORRIDOR**

- 1.) Designate the proposed retail commercial area at the southeast corner of the interchange as industrial, as the site does not lend itself to good commercial development due to access problems.
- 2.) Follow the blueprint for development of the park as detailed in the Camoin Plan, utilizing TND.
- 3.) Determine a plan of action for appropriate commercial development on both sides of the Route 55 interchange.
- 4.) Ensure that roads designated in the Camoin study are written into the CIP, and are included in VDOT transportation studies.
- 5.) Maintain the rural residential character of the Route 55 corridor, while limiting additional residential uses in that area.
- 6.) Continue a pattern of using utility corridors for trail connections.

## **URBAN DEVELOPMENT AREA (UDA)**

- 1.) Encourage new development that is designed in accordance with the principles of Traditional Neighborhood Design (TND).
- 2.) Promote and implement pedestrian-friendly road design.
- 3.) Interconnect new local streets with existing local streets, while also connecting road and pedestrian networks in a way that does not create an urban beltway, or bypass.
- 4.) The preservation of natural areas in existing and future developments should be a high priority.
- 5.) Allow mixed-use neighborhoods, including mixed housing types, with affordable housing to address projected family income distributions.
- 6.) Allow for the reduction of front and side yard building setbacks to encourage strong façade lines, and more walkable neighborhoods.
- 7.) Reductions of subdivision street widths and turning radii at subdivision street intersections, so long as reductions are V.D.O.T.-compliant.

## **DOWNTOWN HISTORIC DISTRICT**

- 1.) The Planning Commission shall consider additional overlay districts to preserve the residential fabric of established historic neighborhoods.
- 2.) The Town shall provide funding to maintain existing and future trails and greenways to their intended form and function.
- 3.) The Town shall create and develop signage for a comprehensive parking system for downtown uses and events.

- 4.) The Town shall consider the development and utilization of tools to halt commercial encroachment from the eastern edge of the historic overlay district to the vicinity of Route 55's intersection with Jackson St.
- 5.) Foster the development of a multi-modal trail parallel with Town Run and connecting to the Riverwalk.
- 6.) Invest in aging infrastructure, above and below ground.
- 7.) Provide additional off-street public parking areas in strategic locations.

## FUTURE LAND USE MAP

Future land uses were established within the study area through the creation of the Future Land Use Map (see Map 3.3). The map includes a total of eight (8) categories of future land uses, which are shown in the table below. All future development must comply with the Future Land Use Map, unless amended otherwise by Planning Commission and Town Council. The map will be updated during the next Comprehensive Plan update following the release of 2020 census data.

Future Land Use	Description	Example
<b>Agriculture/Rural Residential (Ag/RR)</b>	Agriculture or single-family homes on large rural lots.	Land on either side of Route 55 east of Strasburg.
<b>Existing Residential</b>	Areas consisting of single and/or multi-family dwellings.	The Madison Heights development.
<b>Future Residential</b>	Areas designated for future residential development.	The Golden Triangle area.
<b>Community Commercial (CC)</b>	Commercial and residential uses in the same space.	King and Washington Streets downtown.
<b>Highway Commercial (HC)</b>	General purpose commerce- retail, drive-throughs, etc.	The McDonald's, Cedar Creek Station, etc.
<b>Business Park/Limited Industrial (BP/LI)</b>	Industrial use areas for warehousing, manufacturing, etc.	The Northern Shenandoah Industrial Park.
<b>Institutional</b>	Areas for public or private institutional uses.	Schools, government facilities, and churches.
<b>Parks/Open Space</b>	Areas of public or private parks and open space.	Town Park and Hupp's Hill Civil War Park.

The following table shows the total area and percentage of the study area designated for each future land use type.

<b>Future Land Use Designation</b>	<b>Area (acres)</b>	<b>Percent of Study Area</b>
<b>Agriculture/Rural Residential (Ag/RR)</b>	2,546	42.4
<b>Existing Residential</b>	735	12.2
<b>Future Residential</b>	785	13.1
<b>Community Commercial (CC)</b>	59	1.0
<b>Highway Commercial (HC)</b>	221	3.7
<b>Business Park/Limited Industrial (BP/LI)</b>	594	9.9
<b>Institutional</b>	167	2.8
<b>Parks/Open Space</b>	422	7.0
<b>Right-of-Way</b>	472	7.9
<b>Total</b>	<b>6,001</b>	<b>100.0</b>

*See maps 3.1, 3.2, and 3.3 in Appendix D.*

## CHAPTER 4: TRANSPORTATION

### INTRODUCTION

Transportation plays a key role in the development of a community. All streets shall be designed and constructed to ensure connection with other existing and planned streets. The current and planned transportation network in the Study Area will be presented in this chapter. The 2035 Rural Long-Range Transportation Plan provides significant background for the information and recommendations contained in this chapter, and should be used as a reference to this chapter.

### CURRENT TRANSPORTATION NETWORK

Within the Town of Strasburg, streets in public rights-of-way are the primary infrastructure for transportation. It is important to note that the function and purpose of streets extends beyond their use as conduits for vehicles and pedestrians. Streets are also public spaces that define the character and livability of a community. A well-developed and planned streetscape- the combination of physical features and amenities within the public space of a street- can contribute significantly to the viability and success of a community. The existing transportation network system is shown on Map 4.1.

### VEHICLE

The most visible part of Strasburg's transportation network is the street system. This consists of the streets accepted into the state highway system, which are maintained by the Virginia Department of Transportation (V.D.O.T.), and other local streets that are maintained by the Town. Rights-of-way for state and locally-maintained streets vary from thirty feet (30') to over fifty (50') feet. The Town is served by streets grouped into three functional classifications: arterial, collector, and local streets.

### ARTERIAL STREETS

Arterial roadways accommodate large volumes of vehicle traffic over long distances at high travel speeds. Under the functional classification system, I-81 and I-66 are principal arterials, while U.S. Route 11 and State Route 55 are minor arterials. Interstate 81, which extends from New York to Tennessee, connects the Town of Strasburg to the greater Mid-Atlantic region, and includes two interchanges in the study area. This important corridor also connects the Strasburg area to the Washington D.C. metropolitan statistical area (MSA) via I-66. Route 11 is a minor arterial within the Town that generally parallels I-81 through Virginia and serves as some of the Town's main streets (King and North Massanutten Streets). Route 55 also bisects the Town from east to west, and connects traffic from West Virginia to Washington D.C.

## COLLECTOR STREETS

Collector streets bring together traffic from smaller local streets and feed this traffic onto the arterial system. Collector streets are generally used for shorter trips than arterials, and provide access to local commercial and industrial areas. Queen Street, Washington Street, Capon Street, Holliday Street, and Ash Street are classified as collector roads within Strasburg.

## LOCAL STREETS

All streets not classified as arterial or collector are considered local streets. The local road system serves to provide access to private property and to carry vehicles to collector streets. Vehicle trips on local streets are generally short and take place at low speeds.

## PEDESTRIAN

Pedestrian movement within the Town is primarily accommodated by sidewalks and trails. Sidewalks exist adjacent to public streets in newer residential developments and within the downtown area. The Strasburg Riverwalk is an existing trail that provides pedestrian mobility between Strasburg High School and the Town Park.

## RAIL AND PUBLIC TRANSPORTATION

The Town of Strasburg is fortunate to be connected to a larger regional network serving the railroad industry. This includes both Norfolk Southern and C.S.X. lines which meet at the Strasburg Junction. Norfolk Southern's Manassas-Edinburg line enters Strasburg adjacent to Route 55 east and turns south toward Edinburg. However, south of Town, the rails are in disrepair and the line is not operational. The CSX line runs from Strasburg Junction north toward Winchester, and serves the North Shenandoah Industrial Park. The Town is not currently served by any public transportation routes; but a private commuter bus service connects the Town to the Washington DC MSA.

## PLANNED TRANSPORTATION NETWORK

Based on the land uses established in the Future Land Use Map, along with the projects outlined in the 2035 Rural Long Range Transportation Plan, a planned transportation network has been created (see Map 4.2). A brief description of the most relevant planned network improvements can be found below, grouped by mode and functional category.

## VEHICLE

Numerous updates to vehicular traffic travel ways are anticipated.

### ARTERIAL STREETS

No new arterial streets are needed to serve future growth; however, the capacity of existing arterial streets will need to be expanded in order to meet future vehicle demand. The following recommendations are made regarding arterial streets:

- 1.) Route 11 southbound from I-81 and towards downtown Strasburg may need to be widened to an urban four-lane roadway with a median/turn lane when feasible.
- 2.) The Town desires to maintain the rural character of Route 55 between I-81 and Route 11, so this segment shall remain a two-lane highway, except around the I-81 interchange and North Shenandoah Industrial Park.
- 3.) The Routes 11 and 55 intersection should be improved in the short-term through a restriction in the Route 11 northbound approach to a ten-foot (10') left turn lane and a twelve-foot (12') through lane, and in the long-term through a separate eastbound right turn bay and coordinated signal with adjacent signals on N Massanutten St from Route 11 to E King St.
- 4.) The intersection of Route 11 and Radio Station Rd should be monitored in the long-term to determine the need for additional lane improvements such as a left turn only lane from Radio Station Rd onto Route 11, and a right turn only lane from Hite Ln onto Route 11.
- 5.) The intersection of Route 11 and Shopping Center Rd should be improved through the installation of street lights and the conversion of one access point to a right-only entrance.
- 6.) The signal timing for the intersection of E King St and Massanutten St should be adjusted to coordinate with other signals on King St.
- 7.) N Massanutten St from Route 55 to E Thompson St should be improved in the short-term through the elimination of on-street parking and restriping of roadway to provide a center turn lane, and in the long-term through the widening of the street into an urban two-lane roadway.
- 8.) Route 11 (Stover Ave) from Capon St to the Town limits should be restriped to provide for a central turn lane.
- 9.) The intersection of Crystal Ln and Route 11 ought to be improved to include a traffic signal, which would likely be done concurrently with the construction of a collector street connecting Route 11 to Colley Block Rd.
- 10.) The Town should provide moral unanimity to any outside agency or agencies, should they endeavor to construct a second bridge crossing the North Fork of the Shenandoah River, and advocate for the outfitting of said bridge (including the existing bridge) with sidewalks to facilitate pedestrian travel across the river to the schools located there.



## COLLECTOR STREETS

A number of new collector streets will be needed to serve new growth areas, and these are shown on Map 4.2: Planned Transportation Network. Other recommendations regarding collector streets include:

- 1.) Holliday St should be improved in the medium-term through the completion of a traffic signal study at its intersection with Queen St, and in the long-term through potential widening or a crossing over the river to better access the schools- in addition to a turn lane at Ram Dr.
- 2.) The entire Queen St corridor should be improved to meet urban two-lane standards, including full-width lanes and shoulders.
- 3.) Ash St/Junction Rd from Capon St to the I-81 overpass should be reconstructed to meet urban two-lane standards and to address geometric deficiencies.
- 4.) Washington St from Massanutten St to Eberly St should be improved to meet urban two-lane standards, including full-width lanes, sidewalks, and shoulders.
- 5.) In the mid-term, a collector street should be constructed from Capon Street/Route 55 to Route 11/Crystal Lane. This street is proposed to be constructed with the Cedar Valley development.
- 6.) Across the board, safer routes are needed to access schools, most of which can be developed through more sidewalks.
- 7.) An improved railroad crossing, in addition to sidewalks from nearby Massanutten Manor to the downtown area, ought to be installed.
- 8.) For the safety of pedestrians, assess the feasibility of widening and installing sidewalk on Capon St from Route 55 to the railroad crossing.

## LOCAL STREETS

In general, local streets will be constructed in conjunction with the development of a specific parcel in order to serve the subdivided lots or businesses. However, the Planned Transportation Network includes several specific local road connections:

- 1.) In the long-term, Eberly St from Route 55 to Washington St should be improved to urban two-lane standards.
- 2.) Orchard St should be extended west to serve the future residential area indicated on the Future Land Use Map. This extension should include connections to Ash St.
- 3.) In the mid-term, Crystal Ln should be extended to connect to Dickerson Ln, which ought to be widened.
- 4.) The number of four-way stop sign intersections should be increased.
- 5.) Burgess St should be extended east to connect with Mineral Street, a future north/south collector street.
- 6.) Crosswalks should be added at Ram Dr.

## PEDESTRIAN

Future pedestrian facilities are needed to serve new development, increase connectivity between neighborhoods, and maintain the livability and success of downtown Strasburg. The Town intends to invest in constructing new sidewalks where none exist, and set aside funds for constructing the trails shown on the Planned Transportation Network map. Crosswalks and bike paths are also essential for the safe transportation of pedestrians. Special consideration should be given to the safety of pedestrians and bicyclists when designing and reviewing any new development projects. The public right-of-way should make equal accommodation for vehicles, pedestrians, and bicyclists. The success of the Strasburg Riverwalk is indicative of the importance of constructing pedestrian trails to connect the different neighborhoods within the Town. Of note are the following pedestrian trails which are included on the Planned Transportation Network map:

### TOWN RUN GREENWAY

A multi-use trail which generally parallels Town Run should be constructed from the Strasburg Riverwalk north to the Industrial Park. This key pedestrian corridor serves as the backbone for a Town-wide trail network, and would connect all areas with downtown Strasburg.

### RIVERWALK

The Strasburg Riverwalk should be extended to parallel the North Fork of the Shenandoah River and Cedar Creek. This corridor would tie into the regional trail planned to connect Fisher's Hill and Cedar Creek Battlefields.

### UTILITY AND STREAM CORRIDORS

The Plan includes a number of pedestrian trails that parallel stream and utility corridors. The gas pipeline corridor in the Industrial Park and the stream corridor near Capon St are examples.

### ARTERIAL TRAILS

Pedestrian trails are proposed adjacent to Route 11 and Route 55. These corridors will connect the residential neighborhoods of Strasburg with the commercial areas near the I-81 interchanges.

### RAIL AND PUBLIC TRANSPORTATION

The CSX line that serves the North Shenandoah Industrial Park should be taken advantage of when marketing the park to potential businesses. A portion of the Norfolk Southern Manassas line from Strasburg has been classified as inactive between Mount Jackson and Woodstock, and a state of disrepair has been declared on the railroad tracks between Strasburg and Woodstock. This indicates that the future use of the existing railroad corridor is uncertain. If the use of the railroad is restored, the Town should work with Norfolk Southern and other entities to explore the possibility of converting the use of the Manassas-Edinburg line to serve commuters to the Washington, DC MSA. In 2009, the NSVRC conducted a survey of the community regarding public transit opportunities. The survey revealed an interest in and demand for a public transit service for travel both within the Town and within the region. A feasibility study has not yet been conducted on the possible creation of a public transit service; however, as Strasburg continues to grow and become more connected to the greater Washington, DC area, the Town should consider joining with regional partners to conduct a feasibility study for a local and regional transit service.

*See maps 4.1 and 4.2 in Appendix D.*

## CHAPTER 5: INFRASTRUCTURE

### CURRENT INFRASTRUCTURE

The Town of Strasburg operates and maintains facilities for the treatment, storage, and distribution of drinking water; the collection and treatment of wastewater; and the collection, storage, and release of stormwater. This chapter describes the current infrastructure associated with these services and makes recommendations for future infrastructure needs. Water, wastewater, and stormwater infrastructure that has been electronically mapped can be seen on Map 5.1. Please note that not all utility lines have been electronically mapped, particularly many existing water mains and stormwater facilities.

#### WATER

The Town owns and operates a public water system. The system serves the entire Town within the corporate limits and portions of Shenandoah County.

#### TREATMENT

The Town owns, operates, and maintains a public water supply system, and the source of raw water for the system is the North Fork of the Shenandoah River. Water withdrawn from the river is pumped to the Town's water treatment plant located adjacent to Strasburg High School. The newly-constructed plant has a treatment capacity of three-million gallons per day, with a daily average flow of approximately 800,000 gallons. At the plant, the raw water goes through a procedure of chemical treatment, filtration, chlorination, and fluoridation. It is then pumped into the storage and distribution system.

#### STORAGE

The water storage system in Strasburg consists of three water storage tanks (known as the Fort Hill, Route 55, and Junction tanks), one water storage reservoir, and five booster pumping stations. The Fort Hill tank is a bolted steel, elevated storage tank with an approximate volume of 250,000 gallons. This tank, originally constructed in the 1930s, is centrally located in Town off of Banks Fort Rd. The Route 55 tank is a welded steel, ground storage tank with an approximate volume of two-million gallons. Built in 1999, this tank is located outside the Town limits along Route 55 north of the I-81 interchange. The Junction tank is a glass-lined, bolted steel, ground storage tank with an approximate volume of 86,000 gallons. This tank is located within the Strasburg Junction residential development and essentially represents a standpipe. This tank was constructed in 1989. The reservoir is a concrete

structure with a floating polyethylene cover and an approximate volume of one-million gallons. The reservoir is located on the south side of the North Fork of the Shenandoah River along the northwest slope of Three Top Mountain. Reportedly, the reservoir was constructed around 1938. In the future, it is hoped that an additional storage tank can be constructed.

## DISTRIBUTION

The water distribution system consists of approximately thirty-six miles, or 190,000 linear feet, of water mains ranging in size from one to sixteen inches (16") in diameter. The system currently serves approximately 2,700 residential, commercial, and industrial connections located in the Town and in parts of Shenandoah County surrounding the Town.

## WASTEWATER

The Town owns and operates a public wastewater collection and treatment system. The system serves the entire Town within the corporate limits and portions of Shenandoah County.

## TREATMENT

The current wastewater treatment plant, located off of Miller Dr, has a permitted capacity of 975,000 gallons per day, and an approximate daily flow of between 700,000 and 800,000 gallons. The current plant is an activated sludge type, and includes oxidation ditches for biological treatment, clarification tanks, and chlorination of the treated water. The sludge is treated in an aerobic digester, and then placed into drying beds. Dried sludge is removed from the site and land-applied to property outside of the Town.

## COLLECTION

The wastewater collection system consists of gravity lines, force mains, and pump stations. Most of the Town is served by gravity-fed lines; however, portions of Route 11 north and the Sandy Hook area are served by pump stations and force mains. Some of the existing collection system suffers from inflow and infiltration (I&I), which increases the flows to the treatment plant during wet weather events.

## STORMWATER

The stormwater system in Strasburg is a composite of several types of facilities that include open ditches, culverts, underground pipes, and detention basins. Stormwater that is collected outflows to either detention basins or to streams such as Town Run. In the past, the

Town has taken an active role in trying to resolve stormwater management problems on both public and private property; however, this piecemeal approach does not address this inherently regional issue. The eastern part of Town, including the Crystal Hill and Madison Heights subdivisions, has the most pressing needs at this time.

## **FUTURE INFRASTRUCTURE**

In general, future improvements to the Town's utility infrastructure should be consistent with individual models for each system. It is vital that the Town prepares and maintains a current model for each of the utility systems to ensure that proposed development adequately considers the long-term sustainability of the systems.

### **WATER**

In 2007, the Town completed a water system model and analysis that provided a series of recommendations for improving the storage and distribution portions of the system. An updated model and system analysis began in July of 2012 as the writing of the Comprehensive Plan was underway. The updated model and any future studies are hereby adopted by reference as part of the Comprehensive Plan. Any future expansion of the water system will need to be built consistent with, and in consideration of, the most updated water model. The Town should maintain an updated model of the water system in order to respond to and evaluate any future development proposals in a timely manner.

### **WASTEWATER**

Upon completion of the proposed upgrade to the wastewater treatment plant, the Town will be capable of treating wastewater for anticipated growth well into the forty-year planning horizon. In general, the upgraded plant will be able to treat twice the amount of wastewater as the current facility; however due to an unknown amount of current and future infiltration and inflow (I&I) in the wastewater collection system, it is difficult project the long-term capacity of the plant. A detailed and lengthy evaluation of the Town's collection system is needed to determine the current effect of I&I on influent flows at the treatment plant. Such an evaluation could also identify problem areas in the collection system that, if repaired, could drastically reduce peaking factors at the plant and free up capacity for treating actual wastewater. The Preliminary Engineering Report (PER) prepared prior to beginning the design of the upgrade to the treatment plant provides additional information on the plant's design criteria. It is recommended that a full wastewater system model and analysis be completed and subsequently maintained, and that report should be incorporated by reference into the Comprehensive Plan. This will help ensure that all future collection system improvements are designed for ultimate buildout.

### STORMWATER

Future improvements to the Town's stormwater system will be driven by enhanced state regulations and the need to deal with specific runoff issues in the Town. In order to proactively address the issue of stormwater runoff, it is recommended that the Town prepare a master stormwater management plan in conjunction with Shenandoah County, the NSVRC, and other regional partners. This plan will be used as a guide for the development community and will provide regional solutions to parcel-specific stormwater issues. The responsibility of administering state regulations for stormwater runoff has been shifting to local governments since 2014. The Town should work with Shenandoah County, the NSVRC, and other regional partners to address this added responsibility. Anticipated regulations will force communities to address the quality, in addition to the quantity, of stormwater runoff. The Town has adopted the Northern Shenandoah Valley Regional Urban Manual for Low Impact Design. Specific policies for implementing Low Impact Development (LID) and stormwater Best Management Practices (BMP) should be developed as requirements within the Town Code. As the Town works to improve the existing stormwater infrastructure, it is expected that proposed development will also provide the appropriate stormwater controls. Since most of the new development areas are located at elevations higher than existing stormwater facilities, there is a tremendous need to provide for adequate outfall.

*See map 5.1, Appendix D.*

## CHAPTER 6: COMMUNITY FACILITIES, SERVICES & TOURISM

### CURRENT FACILITIES AND SERVICES

The Town of Strasburg provides a number of municipal services and operates the facilities necessary to deliver such services. These services and facilities include parks and recreation, public safety, general administration, and solid waste collection. Residents of Strasburg also receive services from Shenandoah County; of particular relevance is the public school system, which is supplemented by other post-secondary, private, and church-affiliated educational programs within the Town. Residents of and visitors to Strasburg also enjoy an assortment of tourism activities. This chapter briefly describes these facilities and services, and details recommendations and considerations for their future provision. The physical location of current municipal facilities is shown on Map 6.1.

#### PARKS AND RECREATION

The Town Park is situated in southeastern Strasburg adjacent to the North Fork of the Shenandoah River. Facilities at the park include a swimming pool, dog park, picnic shelters, pavilions, basketball and tennis courts, playground facilities, soccer, lacrosse, and baseball fields, volleyball courts, and a boat landing. The soccer and baseball fields are provided for use by the Shenandoah County Soccer League and the Strasburg Little League, respectively. In 2009, the Town completed the Riverwalk, a multi-use path connecting the Town Park to Strasburg High School via the northern bank of the river.

Additional municipal and local parks include Hometown Park, which features a gazebo, seating, and landscaping, and the County-owned Shenandoah County Park, featuring pavilions, sports courts and fields, a walking trail, and open meadows.

Incorporating education into recreation, the Town offers a self-guided walking tour of the historic downtown area, where residents and visitors inadvertently enjoy the streets of Strasburg much like they would a classroom.

#### TOURISM

The Town of Strasburg currently has multiple amenities and assets to attract tourists to the area. Up to now, the focus has been centered on the Town's historical assets such as: Hupp's Hill Museum and Visitors' Center, the old steam pottery building that now houses the Strasburg Museum, antique shops, historic buildings and churches, and the like. Recent efforts have been made to showcase the burgeoning arts scene, access to outdoor recreation, and locally-sourced or homemade food.



## **PUBLIC SAFETY**

The Town of Strasburg provides twenty-four-hour police protection. The Police Department, located within the Town Hall building, includes both full-time officers and administrative staff. The service and dedication of the department's staff is apparent and evidenced by Strasburg's recognition for five years straight as one of the fifty safest communities in Virginia.

Separate volunteer fire and rescue departments exist within the Town, both of which partner with the Shenandoah County Fire and Rescue Department to ensure adequate coverage. The Town of Strasburg supports both organizations with an annual donation. The Strasburg Volunteer Fire Department operates out of 163 E King St, which is a Town-owned facility. The Strasburg Volunteer Rescue Squad maintains their own facility, which is also located in the downtown area. Both entities partner with surrounding localities and municipalities to provide mutual coverage.

## **ADMINISTRATION**

The Town of Strasburg's administrative services are headquartered at Town Hall (located at 174 E King St) in the downtown area. Municipal services provided at this location include finance, utility, tax billing and collection, planning, zoning, code enforcement, public works, and general administration. Completed in 1993, Town Hall also houses the Strasburg Police Department. The building also features a sizeable meeting room for public meetings and hearings.

## **SCHOOLS**

The Shenandoah County School Board operates all public schools within the County, which act as unifying forces within the community. Three schools are located in or near Strasburg to serve the needs of school children from Pre-Kindergarten through the Twelfth Grade: Strasburg High School, Signal Knob Middle School, and Sandy Hook Elementary School. Adolescent and young adult students have access to Triplett Business and Technical Institute for training in skilled trades. Strasburg residents also have convenient access to Lord Fairfax Community College in Middletown, which is less than seven miles north of Town, coupled with the Shenandoah County Extension Office, both of which are indefatigable educational resources.

Supplementing the public school system are several private alternatives offered by numerous local churches. Strasburg Mennonite Church and Strasburg Christian Church both offer schooling and homeschooling support, respectively- in addition to the preschools provided by St Paul's Lutheran Church and Strasburg United Methodist Church, among other providers.

## SOLID WASTE COLLECTION

The Town of Strasburg contracts for the collection of solid waste, including curb-side collection of trash and recycling. This service results in the collection of approximately 1,939 tons of trash and 198 tons of recycling annually, or approximately 1,450 pounds of trash and 149 pounds of recycling per household per year. Trash that is collected is delivered to the Shenandoah County Landfill in Edinburg, which is funded in part by tipping fees and taxes collected from Shenandoah County residents. Recycling is collected single-stream and is taken to a scrap facility where it is sorted for reuse.

## FUTURE FACILITIES AND SERVICES

As Strasburg grows in size and population, the existing facilities must be expanded in order to deliver the Town's services. The following recommendations and considerations are offered regarding community facilities and services.

## PARKS AND RECREATION

The Town will need to continue to improve the facilities of the Town Park in order to address population growth and the changing demand for recreational facilities. Additional park space spread throughout the community will also be needed. National Park and recreation industry guidelines recommend ten (10) acres of park space per 1,000 people, which represents a minimum acreage that should be exceeded when possible. This area can include neighborhood and community recreation areas. Using this standard, the Town should have sixty-four (64) acres of park space based on the 2010 Census population figure. A total of 126 acres of parks and open space is needed to meet the standard in the forty-year planning horizon.

The Future Land Use Map designates adequate additional park and open space within the Study Area which could be used for active and passive recreational uses in order to meet the demand. Future parks and open space shown on the map include the former quarry near Hupp's Hill (for passive recreational use) and a large fifty (50) acre parcel on the west side of Colley Block Rd, south of the Industrial Park (for active recreational use). Discussions have already occurred for the establishment of a park on the western side of Town, in addition to the conversion of several publicly-owned properties into parks and recreational spaces.

It is important to disperse parks and recreational opportunities evenly throughout the Town so that each neighborhood has convenient access. In addition, the parks and recreation planning and development process should provide for as many different kinds of activities as resources will allow. The Town will seek to provide small parks within each new development and look for opportunities to add park space in existing residential areas. The Town will work closely with the Shenandoah County Parks and Recreation Department to expand joint recreation opportunities to Town and County citizens. The Town will need to provide recreation facilities and opportunities to citizens of all ages and abilities.

Because the Town is seeking to grow its recreational resources, the creation of a parks and recreation office or other administrative position could become a future possibility. This would assist in providing further order, stability, and regularity to the management of existing parks and public facilities.

To provide for an increasingly paperless and technologically-dependent society, the Town should endeavor to create a venue where free wifi is provided. The implementation of public charging stations within that venue is also a preferred goal.

Beyond the direction of the Town and County, the National Park Service is endeavoring to include Strasburg as a stop and point of interest on its proposed Valley Pike and Fisher's Hill Battlefield Interpretive Trail Network. Coupled with this is Strasburg's similar inclusion on Cedar Creek Battlefield and Belle Grove National Historical Park's proposed trail network (see Map 6.2 and Map 6.3. Interestingly, both trails are set to intersect with Strasburg's historic walking tour, opening up a vast range of recreational opportunity for niche recreational market (heritage recreation). Strasburg will continue to partner with both entities as they complete the development and execution of their plans. In the meantime, the Town is hoping to develop a smartphone application that would enhance the quality of its own historic walking tour.

### **TOURISM**

Tourism will likely continue to be a significant portion of our economic base in Strasburg and efforts to diversify the amenities and assets should continue. Specifically, additional specialty and boutique retail establishments should be encouraged to locate in the historic downtown corridor. Unique events that draw people from outside the community should be held in the downtown events space, encouraging visitors to patronize local establishments. Connectivity with multimodal paths will help address parking challenges in historic areas for shopping and special events. As interest in outdoor recreation grows, the Town will benefit from a rental and retail outfitter. To protect those assets, the Town can bolster the efforts of groups focused on protecting those natural resources such as Friends of the North Fork River. As tourism increases, the Town will need additional accommodations for visitors. Connecting those places where visitors stay to our commercial corridors will be imperative.

### **PUBLIC SAFETY**

Strasburg anticipates maintaining its outstanding police department, and perpetuating its reputation as a responsive and capable law enforcement entity. If the population of the Town increases consistent with projections in the Comprehensive Plan, additional staffing will be needed within the Police Department.

The Town should continuously work with the volunteer fire and rescue organizations and Shenandoah County to ensure that their space needs are being met. While the delivery of fire and rescue services is a function and service of the County, the effective delivery of these services is vital to the success of the Town.

## ADMINISTRATION

It is not yet known if additional office space is needed for the administrative functions of the Town within the forty-year planning horizon. As the population of the Town grows, additional administrative and support staff may be needed to serve the public. The Town will regularly review the level of staffing needed to administer services and programs as a part of the annual budget process.

## SCHOOLS

In 2009, the Shenandoah County School Board purchased additional acreage adjacent to Sandy Hook Elementary School in order to build additional space for the school. While not located within Study Area, this school serves residents of Strasburg and is served by the Town's water and sewer system. Additional space will likely be needed for another middle and/or high school within the forty-year planning horizon. The Town should work with the County and private land owners and developers to identify land for new schools which may be acquired through the land development process. In addition, the Town should create and regularly maintain proffer guidelines that demonstrate the impact of development in order to exact financial support for the capital needs of the County schools.

## SOLID WASTE COLLECTION

As population increases, additional consideration must be given to how the Town provides its solid waste collection service. At some point, it may become more cost effective for the Town to perform the collection service itself, rather than rely on an outside contractor. Alternatively, the Town should work with other nearby localities to determine regional opportunities for providing this service. Town officials should review how this service is provided on a regular basis, perhaps upon the expiration of a collection contract. In addition, the Town should work with Shenandoah County to ensure the continued long-term operation and sustainability of the landfill as a disposal site.

To best fill the gaps in the solid waste collection system in Strasburg, numerous volunteer organizations exist, ranging in nature from fraternities to garden clubs, to assist in beautifying the Town. Keeping the more distant future in mind, Strasburg is considering a cost benefit analysis of recycling, to better determine how much of the Town's resources can be saved through the program. In addition, incentives (fiscal or otherwise) and educational programs encouraging the practice of recycling are currently under discussion.

*See map 6.1 in Appendix D.*

## CHAPTER 7: IMPLEMENTATION

### IMPLEMENTATION MEASURES

Responsibility for the implementation of this plan is a joint effort between the Planning Commission and the Town Council. The Planning Commission conducted an inclusive public process for the revision of each chapter. The joint meetings between Planning Commission and Town Council ensured a smooth transition from planning to implementation. The Town holds two (2) major sets of tools for plan implementation:

#### UNIFIED DEVELOPMENT ORDINANCE (UDO)

The UDO greatly improves the development process by combining code sections, zoning codes, and the subdivision process into a single, streamlined document. Today, this Plan, the Capital Improvement Plan (CIP), and the UDO are all meshed to focus the council, as well as citizens, boards, and commission(s) on the consensus for the future growth of “our small town with big dreams”. The pre-application conference for builders now assures them concurrent processing for multiple time lined tasks which allow the entire development process to go forth in a timely and cost-effective manner. The town offers planned development and density bonus opportunities that encourage a creative approach to building and design. The recognition of the UDO as an organic entity allows staff the opportunity for ongoing edits and improvements that best tailor the application of specific language into manifestations of growth that define our community vision.

#### CAPITAL IMPROVEMENT PROGRAM (CIP)

The CIP process involves the scheduled allocation of public investments. The CIP should be coordinated with this plan as a method for guiding public improvements in an orderly and cost-effective manner. A CIP is developed for five (5) fiscal years, and includes a comprehensive inventory of desired projects and how and when they are to be funded. These projects are then ranked according to importance. On an annual basis, the Planning Commission, Town Council, and staff select those projects which are most important in terms of community needs and which can be realized with the available community resources. CIP planning thus provides for continual review and implementation of the long-term and intermittent programs vital to maintenance and development in the Town. It is directed that the Town staff create and maintain an active CIP that funds the facilities and improvements outlined in this plan.

### POLICIES, PROGRAMS, GOALS, AND STRATEGIES

The following list of goals and strategies make up the basis for Town policies and actions for the next five years and beyond.

## **GOAL 1: RESIDENTIAL GROWTH IN UDA & INFILL TO ACHIEVE RESIDENTIAL SUSTAINABILITY (9,000-12,000 RESIDENTS)**

In recognition of the preservation of a small-town alternative to Front Royal or Winchester, the Town needs residential growth to create additional consumer demand for commercial goods and services (like a second grocery store and an anchor clothing outlet). This can be achieved through the following strategies:

- A.) Edit the UDO, as needed, to ensure that the form and function of new infill development complements the existing residential structures and neighborhoods. The traditional building materials and pedestrian-scale architecture of the historic downtown serves as a model for new infill development.
- B.) Continue to use Interstate 81 as the northern and western edge of residential land uses to encourage a compact, efficient, and cohesive pattern of land use.
- C.) Follow the UDA as outlined in the UDO to incorporate residential zoning mixes into existing neighborhoods.

## **GOAL 2: MAINTAIN AND DEVELOP HISTORIC AND CULTURAL RESOURCES, AND PRESERVE NATURAL RESOURCES**

Strasburg's historically significant past has resulted in the accumulation of a plethora of cultural and historic resources, made possible (in part) through the treasure trove of preexisting natural resources. The maintenance and careful utilization of both types of resources must be undertaken to guarantee their survival for future generations. This can be achieved through the following strategies:

- A.) Adopt and promote tax incentives as a method for encouraging the maintenance and rehabilitation of historically and culturally significant buildings and properties
- B.) Preserve, protect, and enhance American Civil War sites, the Strasburg Historic District, and other historic sites and buildings in Strasburg.
- C.) Adopt zoning regulations that will prohibit or limit development within environmentally sensitive areas such as waterways, wetlands, floodplains, woodlands, etc.

## **GOAL 3: ENSURE THE AVAILABILITY OF SAFE, HEALTHY, AND ATTRACTIVE HOUSING FOR PRESENT AND FUTURE RESIDENTS**

The existing and future housing stock of the Town must be safeguarded to promise its continued usefulness in the years to come. This can be achieved through the following strategies:

- A.) Establish residential areas that provide for varying densities and different housing types, in a form and pattern that is compatible with the traditional, small-town character of Strasburg. The availability of various types of housing units, such as townhouses, apartments, and condominiums, in addition to single-family detached dwellings at different housing densities, should be developed to ensure homes for Town residents of all ages, income groups, and family sizes.

- B.) All new residential development shall be designed to reflect the human-scale and traditional, pedestrian-orientation of the Town. Neighborhoods shall be designed to balance the motor vehicle realm (streets, parking areas, and driveways) with the pedestrian realm (sidewalks, yards, and porches), to ensure that physical environments reinforce the traditional look and feel of the Town.
- C.) Use regulatory tools to ensure that all residential growth shall occur only when and where services and facilities, such as public water and sewer, storm water drainage, and transportation have available capacity. In addition, regulations should be modified to require coordinated, interconnected, and comprehensively-planned development of residential land to avoid piecemeal development.
- D.) Enhance land development regulations to ensure transition areas between incompatible uses such as commercial and industrial.
- E.) Allow higher densities for new residential development where it encourages infill development and revitalization, promotes cost-effective stormwater management and public service delivery, and protects surrounding farm and forest land.
- F.) Enact and enforce ordinances and programs that promote the maintenance of real property. Identify and secure sources of funding to assist property owners with the maintenance of their property.

### **GOAL 4: ENCOURAGE COMMERCIAL GROWTH AND LAND USES**

As an increasing number of businesses choose to locate themselves in Strasburg, the Town must take care to foster a healthy commercial environment for those businesses, including those most cherished by the citizens. This can be achieved through the following strategies:

- A.) Follow the blueprint for Community Commercial in downtown applications. Create and enforce a downtown parking plan that encourages both residents and visitors to “stay and linger”. Support initiatives for events and seasonal business applications that draw residents and visitors to healthy gatherings, artistic and cultural gatherings, and other community-centered activities.
- B.) Follow the blueprint for Highway Commercial along busy traffic corridors. Welcome new businesses into our community and make a tangible effort to ease the transition towards a successful opening and initial opportunities for financial success.

### **GOAL 5: CONTINUE DEVELOPING NORTHERN SHENANDOAH INDUSTRIAL PARK & VICINITY W/ BUSINESS & INDUSTRIAL USES**

The Town must continue its endeavors to direct limited industrial prospects to the industrial park through the following strategies:

- A.) Seek an ongoing collaboration with private landowners, the Shenandoah County, Virginia Board of Supervisors, and the Shenandoah County, Virginia Economic Development Authority, and encourage their investment and support for the development of the park. Initial talks should begin regarding a potential mega site as outlined in the Camoin study.
- B.) Council shall annually update progress during the annual budget cycle on the completion of the Borden-Mowery Dr project.

### **GOAL 6: FOSTER TRANSPORTATION NETWORK THAT RESPECTS ALL TRANSIT MODES AND ENHANCES HUMAN SCALE**

The conditioning of applications with public improvements (to include sidewalks) will be a continued policy of the Town, which will be coupled with initiatives to satisfy this goal on a much broader scale. This can be achieved through the following strategies:

- A.) Ensure street standards, specifications, and regulations comply with VDOT standards, and reflect best management practices and the latest industry innovations.
- B.) Expand the capacity of existing and new streets and highways when consistent with the goals of this Plan and where traffic volumes warrant such action.
- C.) Provide for the separation of pedestrian and vehicular traffic through the construction of new sidewalks and trails and the reconstruction of sidewalks in need of repair. The annual budget should include an appropriate allocation for sidewalk and trail construction and repair.
- D.) Plan the development of alternative routes or bypasses of travel to alleviate the congestion caused by Routes 11 and 55 intersecting in Town and by the area's growth.
- E.) Implement the transportation network outline located within UDA, in addition to VDOT's 2020 Plan and 2035 Rural Long-Range Transportation Plan.
- F.) Seek opportunities to collaborate with regional partners to establish a regional transit service to better connect Strasburg to surrounding communities and regions.

### **GOAL 7: INSURE NEW BUSINESSES SUPPLEMENT TOWN CHARACTER & BLEND W/ SURROUNDING BUILT ENVIRONMENT**

This goal is intended to guide the Town in suggesting locations for new businesses locating or relocating to Strasburg. Insuring that new businesses are situated in locations conducive to their configurations and operations is crucial to securing a harmonious commercial environment for the Town:

- A.) Encourage businesses to locate on sites with proper access to transportation and utility infrastructure. Where existing areas are not served by adequate access, new access roads should be developed (if feasible) in keeping with the small-town character of the Town.
- B.) Require compliance with all current environmental regulations to ensure there is no harmful pollution, waste, or stormwater generated by business and that construction does not take place in environmentally-sensitive areas.
- C.) Require the inclusion of buffer areas and/or screening between differing land uses.
- D.) Capitalize on the unique features of the Town's historic downtown to attract employers that can benefit from the downtown's pedestrian-friendly, human-scale streetscapes, and its compact, mixed land use pattern.

### **GOAL 8: PROVIDE VARIOUS QUALITY COMMUNITY FACILITIES AND SERVICES TO MEET THE NEEDS OF THE TOWN**

The Town already provides a plethora of facilities and services to its citizens; however, as the Town grows, it must be careful to adjust its accommodations to the growing population. This can be achieved through the following strategies:

- A.) Expand and improve existing community facilities to ensure they meet current and future needs of citizens.



- B.) Create and maintain water and sewer master plans that take into consideration the land uses designated in the Future Land Use Map to ensure that extensions to the Town's water or sewer systems will be of sufficient capacity to serve current and expected future development.
- C.) Provide for and maintain adequate park land and recreation facilities at least at the level recommended by the National Recreation and Park Association (ten acres of recreation space per one-thousand people), and in a manner consistent with the Future Land Use Map.
- D.) The Town shall continue to develop the park space and path along the North Fork of the Shenandoah River.
- E.) Enhance Town Run as an environmental open space asset, to include a greenway, multi-use trail, and other amenities.
- F.) Improve the landscaping and beautification of Town-maintained facilities and streetscapes.
- G.) Continue to work with the Strasburg Community Library, Strasburg Museum, and other groups who provide community services that meet the needs of the Town.
- H.) Update the Town's CIP to be consistent with this Plan. Aggressively seek state and federal grants for capital improvements and other public projects.

### **GOAL 9: FOSTER PARTICIPATION FROM RESIDENTS, SHENANDOAH COUNTY OFFICIALS & OTHER NEARBY JURISDUCTIONS**

Because of Strasburg's population, its location at the confluence of several jurisdictions, and its advantageous position at a major transportation junction, the Town must take ample care to include input from all potential stakeholders. This can be achieved through the following strategies:

- A.) Closely coordinate with the County regarding plans for development within the study area. Collaborate with the County in updating both the Town and County Comprehensive Plans, and in carrying out programs and regulations to implement those plans. Formally adopt joint comprehensive planning policies for the study area, in conjunction with the County.
- B.) Coordinate with the County in planning and fostering compatible land uses surrounding the Town, in harmony with these strategies and the Future Land Use Map.
- C.) Work actively with regional entities such as the NSVRC to identify planning and operational areas that could benefit from regional collaboration and partnerships.
- D.) Seek out innovative ways to actively involve members of the community in specific future planning efforts, such as updating the Town's zoning and subdivision ordinances, creating corridor design guidelines, and creating plans for small areas within Town.
- E.) Collaborate with property owners to proactively rezone land within the Target Areas through a Town-initiated rezoning process in order to be prepared for growth rather than react to development proposals.

## APPENDIX A: POPULATION PROJECTIONS AND LAND DEMAND

### POPULATION ESTIMATE

The 2010 US Census established the population of Strasburg at 6,398. Using this figure as a baseline, the population for the 2050 planning horizon can be estimated by using an assumed rate of growth. After reviewing historical population growth data, and upon the recommendation of staff, the Town Council and Planning Commission recommended using a 1.7% annual rate of growth for this Plan. Based on this assumption, a population of 12,557 is estimated for 2050 (see table below).

Year	2010	2015	2020	2030	2040	2050
<b>Population Estimate</b>	6,398	6,961	7,573	8,963	10,609	12,557

### RESIDENTIAL LAND DEMAND

The next step in establishing future land use is to use the horizon year population to estimate the amount of land to plan for residential use. Based on population figures, the number of units can be estimated assuming a population per household of 2.17 (2010 U.S. Census). For purposes of estimating residential land demand, the Town Council and Planning Commission recommended using an average residential density of between three (3) and 3.5 dwelling units per acre (DUPA). Based on these assumptions, between 811 (with 3.5 DUPA) and 947 (with three (3) DUPA) additional acres of residential land use (see tables below) should be designated in the Comprehensive Plan. The Future Land Use Map shows approximately 815 acres of future residential land, which includes future land designated as mixed use.

<b>Residential Land Demand (based on 3.0 DUPA)</b>						
Year	2010	2015	2020	2030	2040	2050
<b>Population Estimate</b>	6,398	6,961	7,573	8,963	10,609	12,557
<b>Total Dwelling Units</b>	2,950	3,209	3,492	4,133	4,892	5,790
<b>Total Res. Land Demand (acres)</b>	806	892	986	1,200	1,453	1,753
<b>New Res. Land Demand (acres)</b>	0	86	181	394	647	947

Residential Land Demand (based on 3.5 DUPA)						
Year	2010	2015	2020	2030	2040	2050
<b>Population Estimate</b>	6,398	6,961	7,573	8,963	10,609	12,557
<b>Total Dwelling Units</b>	2,950	3,209	3,492	4,133	4,892	5,790
<b>Total Res. Land Demand (acres)</b>	806	880	961	1144	1361	1617
<b>New Res. Land Demand (acres)</b>	0	74	155	338	555	811

**COMMERCIAL AND INDUSTRIAL LAND DEMAND**

Residential land demand is the basis for estimating future commercial and industrial land demand. Estimations utilize an acres-per-dwelling unit formula for commercial and industrial land. The formula uses recent employment data (2007 Virginia Employment Commission) to project the land area used for each employment sector and cross-checking with the amount of commercial and industrial land found during the land use survey (see table below). Based on the employment data, 340 acres of commercial and industrial land is expected, and this number is close to the 341 acres identified as commercial and industrial in the current survey. Each sector is identified as being industrial, commercial, or both. Based on the data, industrial uses make up 70% of the land area (239 /340 acres), and commercial uses make up 30% of the land area (101/340 acres). Using the 340 acre figure and the total number of 2010 dwelling units, a commercial and industrial demand formula of 0.115 is calculated (340/2010=0.115). Using the formula and the estimated number of future dwelling units, demand for commercial and industrial land can be projected. Through the 2050 planning horizon, an additional 327 acres of commercial and industrial land demand can be projected (see table below). Assuming the same mix of commercial and industrial land uses are achieved in the future as exist currently, a total of ninety-eight (98) acres of commercial land is projected, and a total of 229 acres of industrial land is projected.

Sector	# of Establishments	# of Employees	Bldg Sq. Ft. per Employee	Building Area (Sq. Ft.)	FAR	Total Acres
<b>Industrial Construction</b>	30	127	600	76,200	.2	9
<b>Industrial Manufacturing</b>	10	1,959	950	1,861,050	.2	214
<b>Indl. Trans., Communication &amp; Utility</b>	8	65	600	39,000	.1	9
<b>Wholesale and Retail (Commercial)</b>	30	287	750	215,250	.1	49
<b>Insurance, Finance, and Real Estate</b>	10	94	300	28,200	.1	6
<b>Commercial Services</b>	37	234	750	175,500	.1	40
<b>Other (Split)</b>	2	143	750	107,250	.2	12
<b>Total</b>	127	2,909	4,700	2,502,450	-	340
<b>Commercial and industrial area per land use survey:</b>						<b>341</b>

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Year	2010	2015	2020	2030	2040	2050
<b>Dwelling Units</b>	2,950	3,209	3,492	4,133	4,892	5,790
<b>Commercial &amp; Industrial Demand (Acres)</b>	340	370	403	477	564	668
<b>New Cmcl. &amp; Industrial Demand (Acres)</b>	0	30	62	136	224	327
<b>New Commercial Land Demand (30%)</b>	0	9	19	41	67	98
<b>New Industrial Land Demand (70%)</b>	0	21	43	95	157	229

## APPENDIX B: SWOT ANALYSIS

### RESULTS OF TARGET AREA SWOT ANALYSIS

The following sections detail the strengths, weaknesses, opportunities, and threats of the Town's four (4) target areas.

#### ROUTE 11/I-81 INTERCHANGE AND COORDIDOR

This area is best described as the area around Route 11's (Old Valley Pike's) intersection with Interstate 81, and extending south along Route 11 to the general vicinity of the Food Lion.

##### STRENGTHS

- 1.) Major access point for the Town.
- 2.) Represents a gateway to the Town.
- 3.) Major utilities/infrastructure are in place.
- 4.) Visibility from I-81 and the surrounding area.
- 5.) Close proximity to cultural/historic/natural resources.

##### WEAKNESSES

- 1.) Karst topography (limestone, sinkholes, caverns, etc.).
- 2.) Heavy truck traffic.
- 3.) "Fast Food Alley" and "Roofscapes"- highway commercial appearance.
- 4.) Lack of aesthetic connection with the rest of the community.
- 5.) Lack of pedestrian connectivity.

##### OPPORTUNITIES

- 1.) Change the configuration and appearance of future development.
- 2.) Economic development and job creation.
- 3.) Opportunity utilize the community doorstep.
- 4.) This area is the most likely to develop in the near future.
- 5.) Use undeveloped land to create greenways.

## THREATS

- 1.) Highway commercial areas creep towards the historic downtown.
- 2.) Traffic flow is becoming a concern.
- 3.) The momentum of “strip-mall” or “fast food alley” development is difficult to redirect.

## GOLDEN TRIANGLE AREA

This area is best described as the vast expanse of (largely undeveloped) land located in the area north of Route 11’s (Old Valley Pike and N Massanutten St’s) intersection with Route 55 (John Marshall Hwy), and consisting mostly of Cedar Valley, a delayed subdivision.

## STRENGTHS

- 1.) Large, undeveloped tracts of land.
- 2.) Access and proximity to Route 55, Route 11, I-81, and the historic downtown.
- 3.) Proximity to cultural/historic/natural resources at Hupp’s Hill Civil War Park.
- 4.) Availability of utilities and infrastructure.

## WEAKNESSES

- 1.) Karst topography (limestone, sinkholes, caverns, etc.).
- 2.) Little existing vehicle/pedestrian connectivity inside of the triangle.

## OPPORTUNITIES

- 1.) The land is mostly undeveloped, which necessitates the opportunity to influence the future look of the area.
- 2.) Recreational and residential opportunities are present.
- 3.) There is an opportunity to preserve trees and other natural resources.
- 4.) It is possible to plan a large, cohesive development.

## THREATS

- 1.) Commercial and industrial developments may creep from Route 11 and the adjacent industrial park.
- 2.) There is still momentum for “strip-mall” developments along Route 11.
- 3.) There is liability associated with recreational uses.

## INDUSTRIAL PARK/ROUTE 55 CORRIDOR

This area is best described as the area of land along Route 55 (John Marshall Hwy) from its intersection with Capon St to Interstate 81, including lands along the entirety of Borden Mowery Dr.

### STRENGTHS

- 1.) Existing industrial park allows for concentrated industrial/business uses.
- 2.) The proximity to the I-81 interchanges at Routes 11 and 55.
- 3.) The availability of utilities and infrastructure.
- 4.) Proximity to rail.
- 5.) Existing businesses and momentum in the industrial park.

### WEAKNESSES

- 1.) Electrical and gas transmission corridors.
- 2.) Heavy truck traffic.
- 3.) The land mass is separated by Interstate 81
- 4.) No existing roads connect Routes 11 and 55.
- 5.) The potential for the placement of a truck stop.

### OPPORTUNITIES

- 1.) Another opportunity to showcase another Strasburg doorstep.
- 2.) There is plenty of flexibility of space; plenty of land in which to grow.
- 3.) The preservation of rural residential uses and character.

### THREATS

- 1.) External competition for commercial and industrial development.
- 2.) Over-development could lead to excessive truck traffic that detracts from the area's desired character.
- 3.) The lack of current access to commercial and industrial pad sites.

## DOWNTOWN HISTORIC DISTRICT

This area is best described as the concentration of Community Commercial (CC), Medium-Density Residential (MDR), and Multi-Family Residential-zoned properties united by the historic overlay district (HD), and bisected by Stover Ave, W King St, and E King St.

## STRENGTHS

- 1.) Compact, walkable, and pedestrian-friendly environment.
- 2.) Natural resources such as Town Run and mature trees.
- 3.) Pedestrian scale of buildings.
- 4.) Distinctive architectural, cultural, and historic setting.
- 5.) Unique businesses.

## WEAKNESSES

- 1.) Perceived or real lack of parking.
- 2.) Heavy traffic volume on Route 11 (N Massanutten St, E King St, W King St, and Stover Ave).
- 3.) Lack of unified signage.
- 4.) Condition of sidewalks and crosswalks/ramps.
- 5.) Lack of business base and mix; underutilized physical assets (buildings).
- 6.) Conservative business hours which foster a poor “night life” environment.
- 7.) Deficiency of gathering places.
- 8.) Aging infrastructure.
- 9.) Mostly light commercial offices with little retail.
- 10.) Deteriorating condition of buildings.

## OPPORTUNITIES

- 1.) Brand and market the Town based on its historic downtown.
- 2.) Create a Strasburg niche.
- 3.) Construct a trail along Town Run and connect it to other trails such as the Riverwalk.
- 4.) Create civic spaces.
- 5.) Wireless infrastructure.
- 6.) Rail connection.
- 7.) Facilitate economic development.



## THREATS

- 1.) Continued vacancy.
- 2.) Continued neglect of properties.
- 3.) Competition from commercial development outside of the downtown area.
- 4.) Unattractive nodes and entrances.
- 5.) The distance from Interstate 81.

## APPENDIX C: URBAN DEVELOPMENT AREA

### DEFINITIONS AND STATEMENTS

- 1.) Urban development areas (UDAs) are areas that may be developed at a density of at least four (4) single-family detached dwellings, six (6) townhomes, or twelve (12) apartments, condominiums, or cooperatives per acre, with an authorized floor area ratio (FAR) of at least .4 per acre for commercial development, any proportional combination thereof, or any other combination or arrangement that is adopted by a locality in meeting the intent of Section 15.2-2223.1 of the Code of Virginia.
- 2.) The UDAs designated by a locality may be sufficient to meet projected residential and commercial growth in the locality for an ensuing period of at least one (1), but not more than two (2) decades, which may include the phasing of development within the UDAs.
- 3.) The boundaries and size of each UDA shall be reexamined and, if necessary, revised every five (5) years in conjunction with the review of the Comprehensive Plan and in accordance with the most recent available population growth estimates and projections.
- 4.) The boundaries of each UDA shall be identified in the locality's Comprehensive Plan.
- 5.) UDAs, if designated, shall incorporate principles of traditional neighborhood development (TND), which may include, but not be limited to:
  - A.) pedestrian-friendly road design,
  - B.) interconnection of new local streets with existing local streets and roads,
  - C.) connectivity of road and pedestrian networks,
  - D.) preservation of cultural, historic, and natural areas,
  - E.) mixed-use neighborhoods, including mixed housing types, with affordable housing to meet the projected family income distributions of future residential growth,
  - F.) reduction of front and side yard building setbacks, and
  - G.) reduction of subdivision street widths and turning radii at subdivision street intersections.
- 6.) The Comprehensive Plan shall describe any financial and other incentives for development in the UDAs.
- 7.) A portion of one or more UDAs may be designated as a receiving area for any transfer of development rights (TDR) as part of an ongoing effort to promote economic development and promote the coordination between transportation and land use planning, the Virginia General Assembly (VGA) has continued to support programs and policies within its transportation agencies that promote UDAs.
- 8.) Through legislation, the VGA has directed that transportation improvements to support UDAs be considered in both the needs assessment contained in the Commonwealth of Virginia's long range transportation plan known as VTrans. VTrans focuses on a multifaceted strategy to recognize the importance of the statewide travel corridors, regional networks, and UDAs to help maximize the Commonwealth's public transportation investments.

## TRADITIONAL NEIGHBORHOOD DEVELOPMENT

Traditional Neighborhood Development (TND) embodies classic characteristics of traditional communities such as:

- 1.) walkable neighborhood centers,
- 2.) interconnected streets and blocks,
- 3.) diversity of land uses, and
- 4.) easy access to jobs, housing, and recreation through a variety of travel options (automobile, bus, bicycle, foot, etc.).
- 5.) TND (as defined by language from *The Town Paper*, a news publication focused on New Urbanism) entails:
  - A.) A comprehensive planning system that includes a variety of housing types and land uses in a defined area. The variety of uses permits educational facilities, civic buildings, and commercial establishments to be located within walking distance of private homes. TND is served by a network of paths, streets, and lanes suitable for pedestrians as well as vehicles. This provides residents with the option of walking, biking, or driving to places within their neighborhood. Present and future modes of transit are also considered during the planning stages.
  - B.) Public and private spaces have equal importance, creating a balanced community that serves a wide range of home and business owners. The inclusion of civic buildings and civic space- in the form of plazas, greens, parks and squares- enhances community identity and value.

## BOUNDARIES AND CONTEXT

Within the Town, the UDA encompasses a concentrated land area running north, and centered along Town Run. This area includes the northern side of E Queen St within the historic downtown, and spans north to the southern edge of Hupp's Hill. The boundary stretches from east to west from the approximate locations of Capon St to Lee St, respectively. The UDA area encompasses about 245 acres or .4 square miles. This boundary contains three focus areas: the historic downtown, mid-village, and the golden triangle.

## DESIGN FRAMEWORK

The UDA Urban Design Framework consists of the following:

- 1.) Establish a Green Spine along Town Run, which unites Quarry Lake, the Golden Triangle, Mid-Village, Downtown, and the North Fork of the Shenandoah.
  - A. Town run, which runs north to south through the UDA, picks up significant flow from Hupps Spring and flows through Town into the North Fork of the Shenandoah River. This environmental entity is conveniently located as to provide a central connection to the UDA's three (3) focus areas and neighborhoods. This is a great asset for the Town, and should be utilized as a central green artery.

- 2.) Use the Green Spine as a foundation for new and infill development, preserving open space for active and passive recreation.
  - A. The Green Spine, a central green artery for Strasburg, should be preserved and supported for active/passive recreation, as well as a green buffer between Town Run and surrounding existing and future development. New development, which should be primarily oriented to an extended street grid, should also be signed to support the Green Spine. Paved pathways that can accommodate bikers, pedestrians, and other types of active transportation should be constructed within the Green Spine. New paths should be designed to connect existing and future development.
- 3.) Extend Mineral St as a parallel, local vehicular traffic route to Route 11.
  - A. Currently, Route 11 is the only vehicular path that fully unites all three UDA focus areas. While this UDA calls for many small connections within its boundaries, Mineral St has been designated as a priority connection that should be extended (in full) from the historic downtown at E Washington St to Hupp's Hill at the UDA's northern edge. While Mineral St should be a consistent vehicular connection, the roadway's character should be flexibly designed to support each focus area's character.
- 4.) Extend the historic downtown/mid-village street grid through small street connections.
  - A. Using the pre-existing grid, Mineral St, the Green Spine, and topography as a guide, Strasburg's historic street grid should be extended north into the Golden Triangle to further unite new development with existing development. As new development occurs, extended streets should be designed to TND standards and proportions. Such design principles will match and complement the street proportions of streets in the historic downtown and mid-village. While private development will likely construct the road extensions into the Golden Triangle, the Town should take an active role in making new street grid connections within pre-existing neighborhoods. Infill streets should be "complete" where appropriate, and provide more opportunities for pedestrian connections.
- 5.) Focus the historic downtown around the CDBG Event Space.
  - A. Infill development within the historic downtown should be designed to support and compliment surrounding buildings, while also maintaining a focus around the new event space. This should allow for a critical mass of users while also providing the historic downtown with a clear heart and identity, in keeping with the historic district design guidelines.
- 6.) Develop vacant, pre-existing parcels in the historic downtown and mid-village to fill urban fabric gaps.

### FOCUS AREA VISIONS

- 1.) Downtown (see Map D.1):
  - A. The Downtown Focus Area (DFA) consists of the southern-most portion of the UDA, and contains all areas immediately south of the Norfolk-Southern railway. Most properties within this focus area are also situated within the Historic Overlay District (HD), and are therefore regulated by design guidelines.
  - B. This UDA focus area promotes an infill development strategy that supports and strengthens the heritage of this area's built environment. Infill development will be designed to TND standards, which promotes flexible uses and added residents. This, in turn, will help support a critical mass to support the Downtown's small businesses.

- C. Complete infill development tied to a “complete” street grid can promote more walking and biking in the Downtown. More pedestrians and bikers will create more patronage and demand for existing and future local businesses.
  - D. All infill development and adaptively-reused buildings should be focused around the Green Spine and new Event Space. Doing so will unify the Downtown and establish a clearer identity.
- 2.) Mid-Village (see Map D.2):
- A. The Mid-Village Focus Area for the purposes of this UDA is defined by a series of undeveloped, connected parcels north of Route 55, south of Pendleton Ln, and west of the extended Mineral St/Green Spine. In total, Mid-Village contains twenty-five (25) developable parcels.
  - B. When the Town was first platted, it was the intention of its founders that Mid-Village would be developed with a defined street grid and building stock that matches the area south of Route 55. The UDA plan for Mid-Village proposes to fulfill that plan’s goals.
  - C. Mid-Village’s twenty-five (25) parcels should be strategically designed to match the village fabric south of Route 55. Development here should be designed with the intention of small-scale housing. New buildings here should utilize the Town’s historic design traditions, maintain narrow setbacks, include front porches, and be mindful of building materiality. Ideally, new housing in this Focus Area should include rear alleys and avoid front-loaded driveways and/or garages. In compliance with the Town’s UDO, all new streets should have sidewalks. Bicycle infrastructure should be included where appropriate.
  - D. Developing Mid-Village using the methodology expressed above will successfully extend the Town north into the Golden Triangle, while complementing the design strategies of the Green Spine.
- 3.) Golden Triangle (see Map D.3):
- A. While this Comprehensive Plan refers to the Golden Triangle as the land area north of Routes 55 and 11, for the purposes of the UDA, the Golden Triangle only includes the previous Cedar Valley development property. In total, the Golden Triangle is seventy-nine (79) acres.
  - B. The intention of this Focus Area is to necessitate the creation of a new neighborhood north of Downtown that could:
    - I. extend the historic street grid (with complete streets) north,
    - II. accommodate most of the Town’s ten (10) year projected population growth,
    - III. be comprised of at least 244 residential units (Cedar Valley’s previously-approved number of residential units),
    - IV. design a TND-inspired community footprint (at least 4 dwelling units per acre),
    - V. include a mix of uses and housing types,
    - VI. cluster parcels and building footprints to promote walkability and well-defined common spaces, and
    - VII. integrate with the Green Spine.
  - C. The new Golden Triangle development is built on a new street grid that resolves the conflicting geometries of Strasburg’s historic street grid with that of Route 11, the Green Spine, and existing utility lines. This grid includes the extension of Mineral St, east-west connections between Route 11 and Colley Block Rd, dedicated Green Spine right-of-way, central open spaces, and eleven (11) new street connections to existing and future roadways. This is in no way intended to create an urban beltway or bypass.
  - D. This development plan adds fifty-seven (57) new residential units to Cedar Valley’s proposed 244, for a total of 301 residential

units. New commercial areas within Golden Triangle are focused along Route 11. These areas attempt to mediate suburban style retail configurations with that of a village. Therefore, parking is situated along Route 11, while linear storefronts line its eastern edge with Mineral St.

- E. Additional development figures:
  - I. new parcels account for 38.9 acres,
  - II. new footprints account for eleven (11) acres,
  - III. total developed areas (including new streets) account for 57.2 acres,
  - IV. overall development accounts for 72.4% of Cedar Valley, with a residential density of four (4) dwelling units per acre, and
  - V. the preserved, Green Spine area accounts for 27.6% of the Cedar Valley parcel, or 21.8 acres.
- F. In designing new development within the Golden Triangle Focus Area, seventeen (17) new “historic Strasburg” blocks are anticipated. These blocks are intended to include the following characteristics:
  - I. rear alleys,
  - II. narrow setbacks,
  - III. five foot (5’) wide sidewalks,
  - IV. thirty foot (30’) wide collector streets with fifty (50’) or one-hundred foot (100’) wide central greens,
  - V. on-street parking on both sides of the street,
  - VI. twenty foot (20’) wide local streets,
  - VII. thirty foot (30’) on center street trees along all streets (except for alleys),
  - VIII. five foot (5’) landscaped strip between the roadway and sidewalk,
  - IX. ten foot (10’) wide alleys,
  - X. row houses with elevated front stoops or porches,
  - XI. and single-family detached dwellings with elevated front porches.

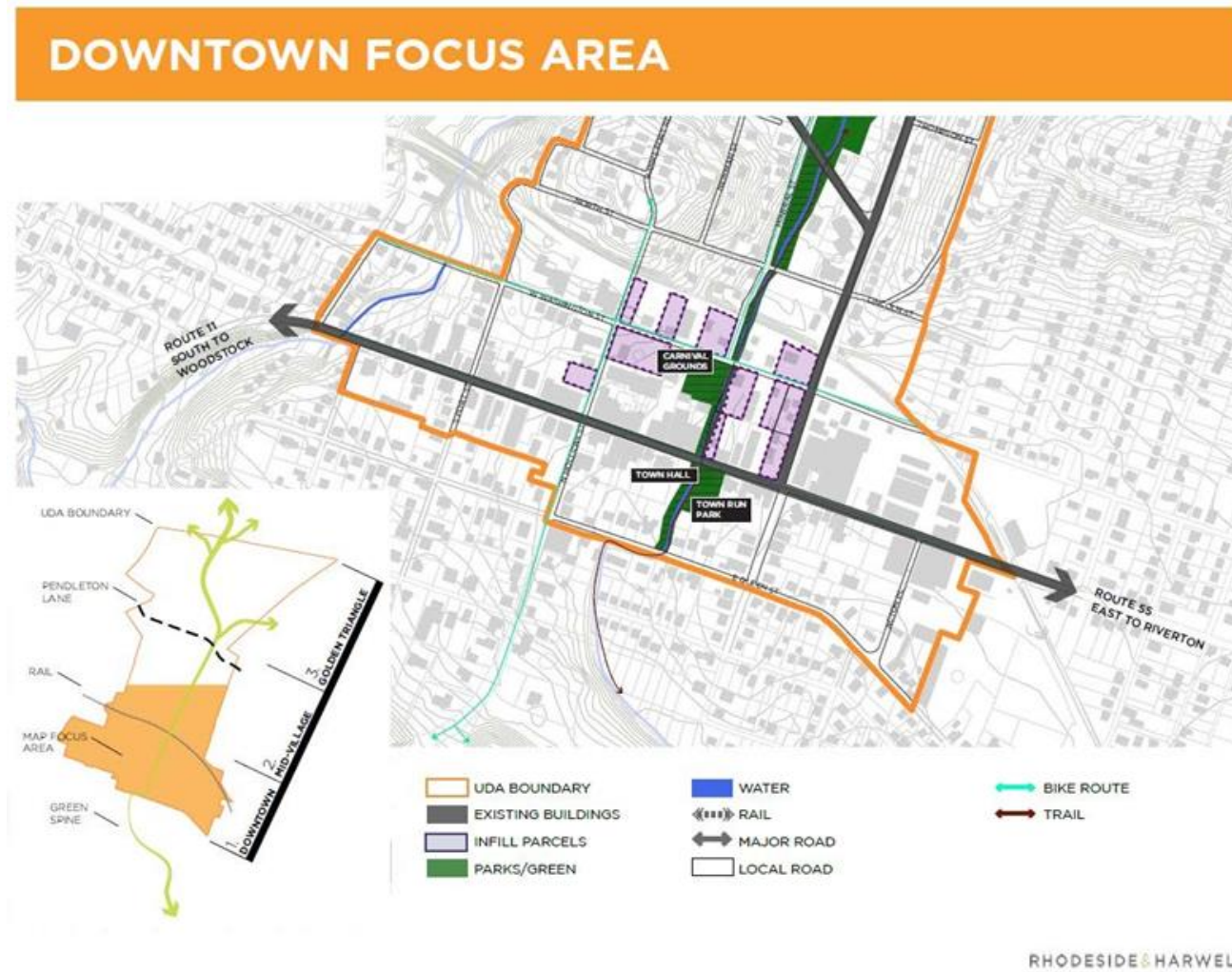
4.) Green Spine (see Maps D.1-3):

- A. The Green Spine is intended to run from Quarry Lake at Hupp’s Hill through the entire UDA to the North Fork of the Shenandoah River.
- B. The Spine is intended to do the following:
  - I. mitigate flooding,
  - II. preserve green buffers for Town Run,
  - III. provide opportunities for active and passive recreation,
  - IV. provide a dedicated shared-use path, which runs parallel to Route 11 and could connect with Route 11’s planned shared-use path,
  - V. provide bike/pedestrian connections to the new downtown park, and
  - VI. allow trail access to the Riverwalk.

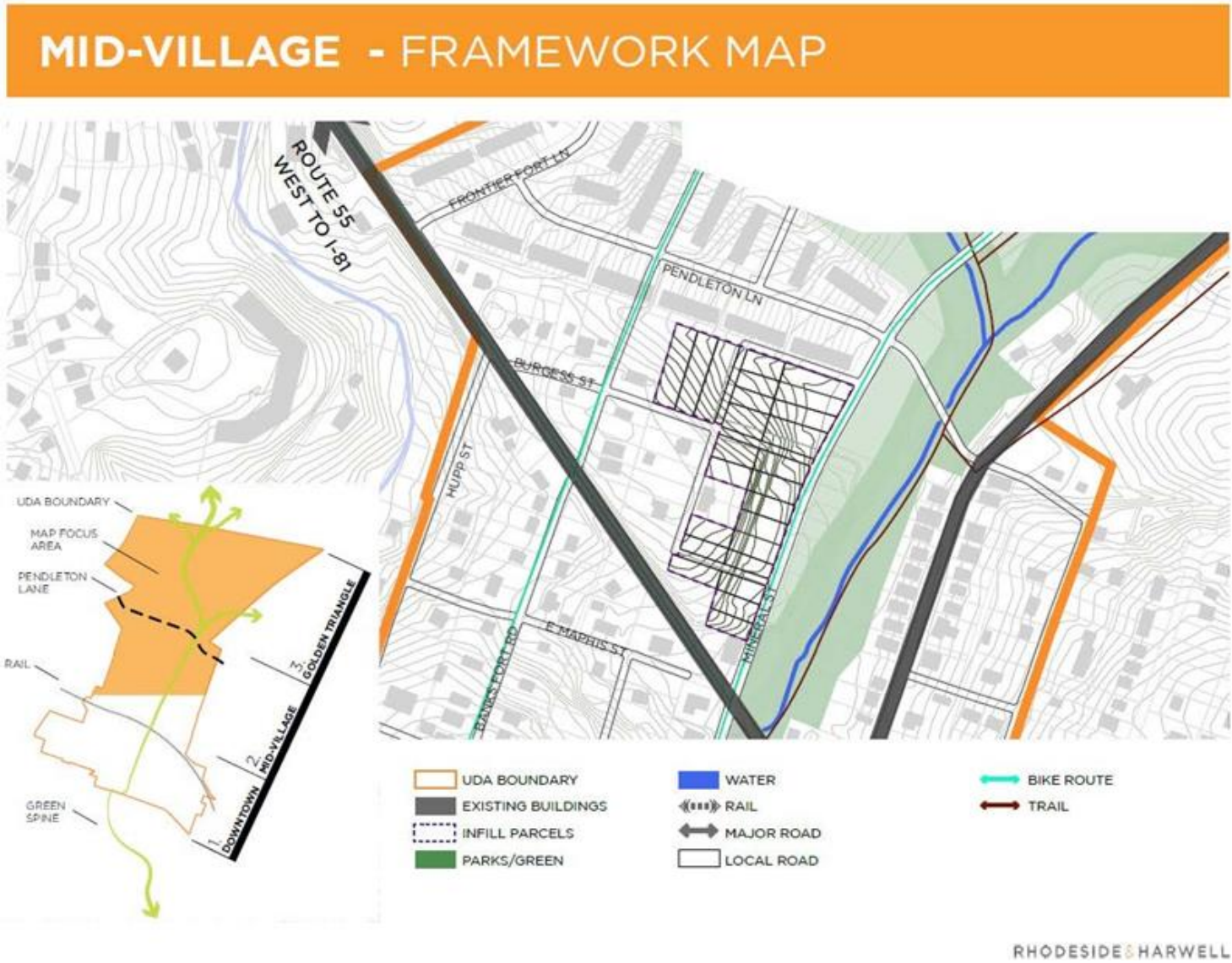
*See maps D.1, D.2, and D.3 in Appendix D.*

# APPENDIX D: MAPS

## D.1

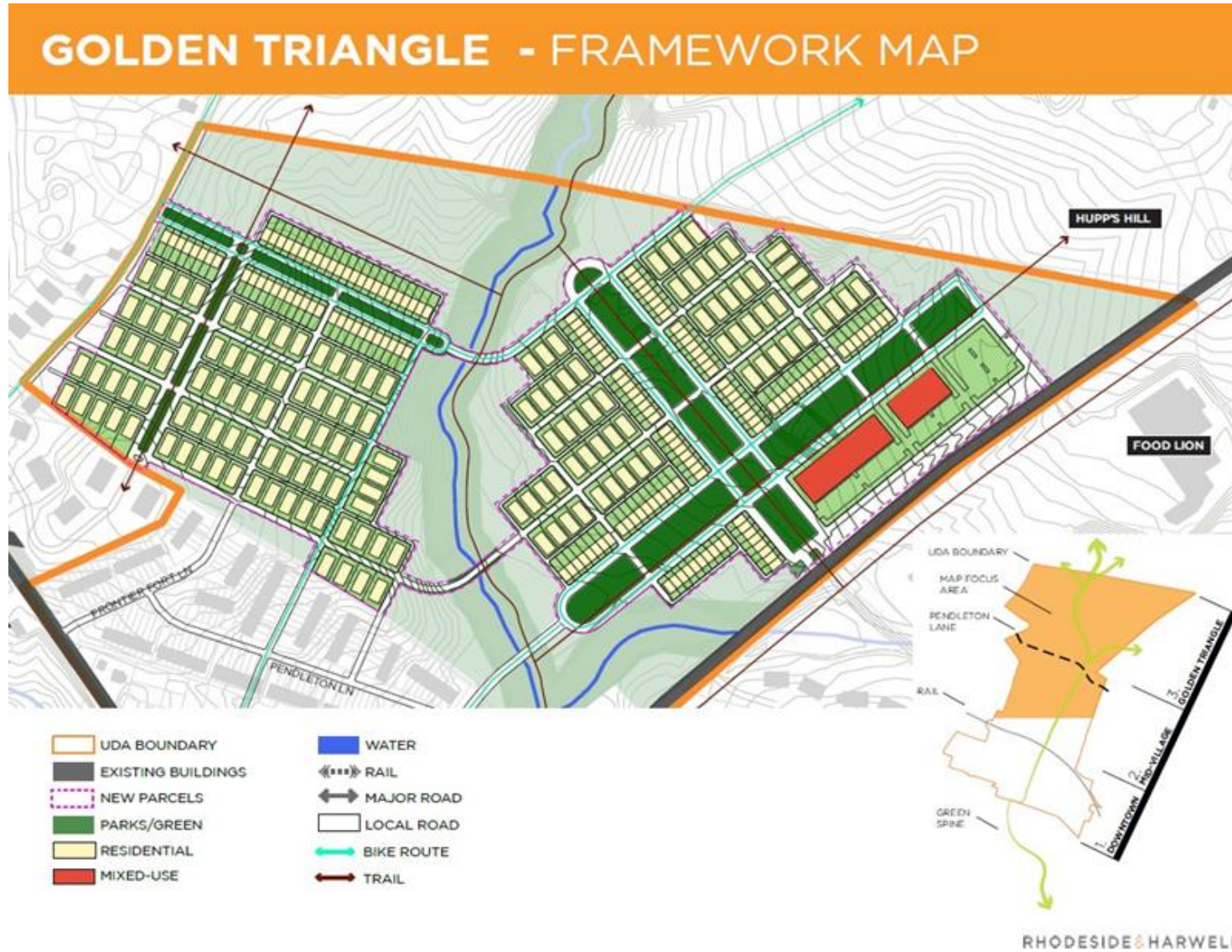







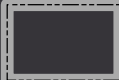
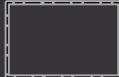



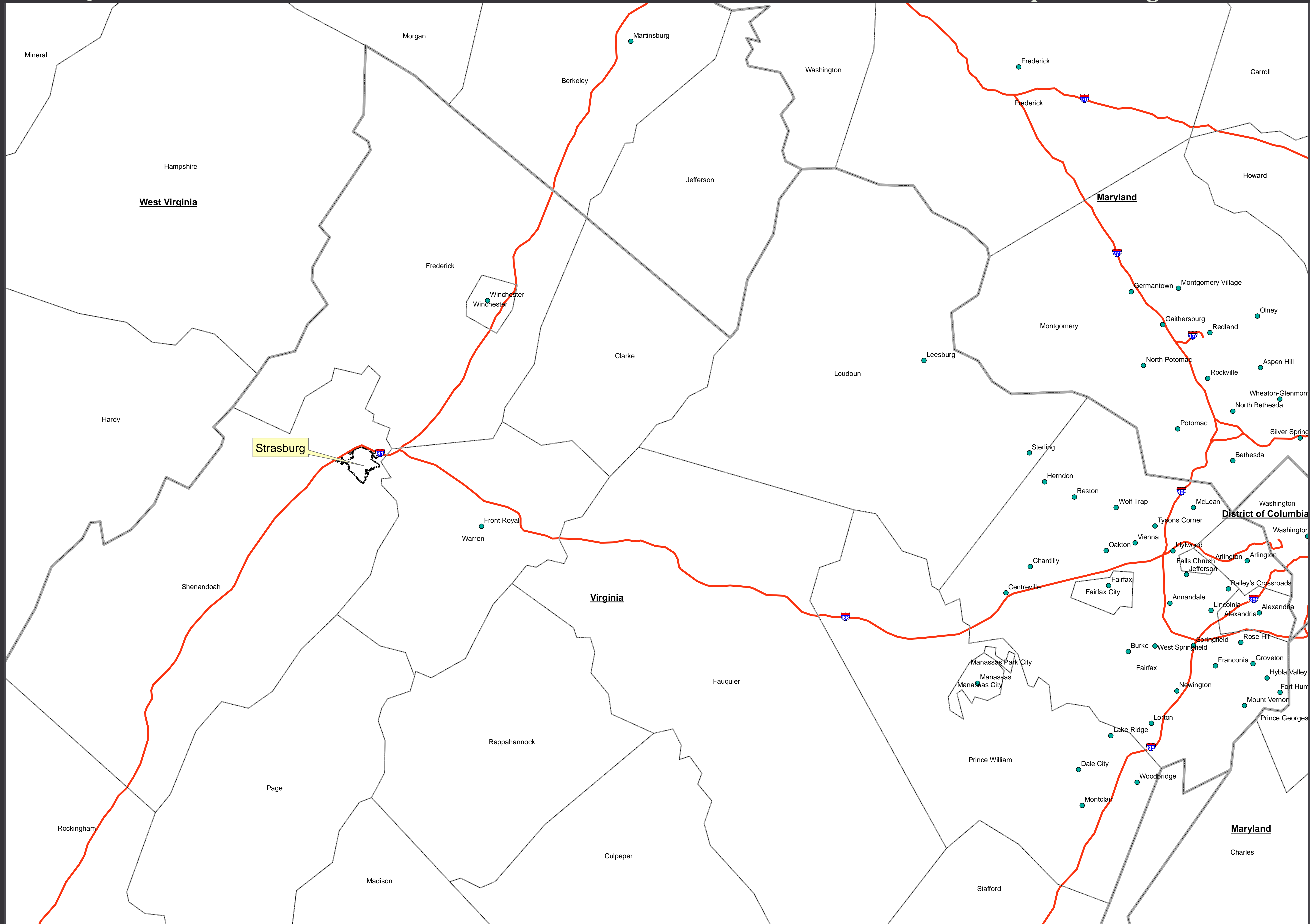
D.3





### Legend

-  U.S. Cities
-  State Boundary
-  County Boundary
-  Interstate



Map created by:  
Town of Strasburg  
Department of Planning and Zoning  
174 East King Street  
P.O. Box 351  
Strasburg, VA 22657  
540.465.9197

Map Updated: April 12, 2012



Data Sources:  
>Town of Strasburg  
Field Surveys  
>Shenandoah County  
GIS Department



### Legend

#### Boundaries

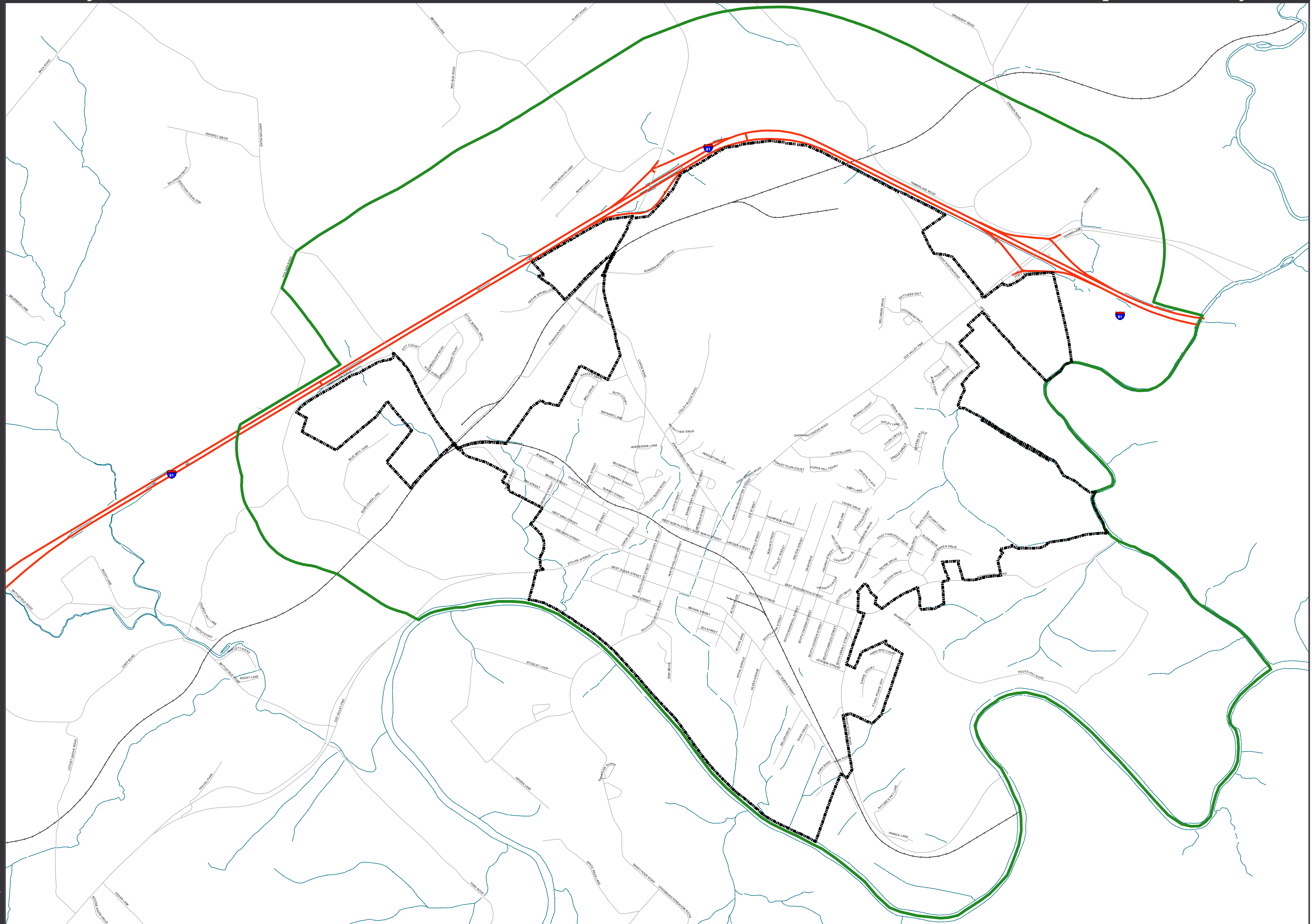
- Town Boundary
- Study Area

#### Lines

- Streets
- Interstate
- Railroad
- Streams

### Study Area Statistics

Area: ± 6,000 acres  
9.37 square miles  
Contains 4,186 individual parcels  
164% larger than current Town limits



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P:\GIS\Community Plan Files\Study Area\Study Area.mxd






Updated: July 20, 2012

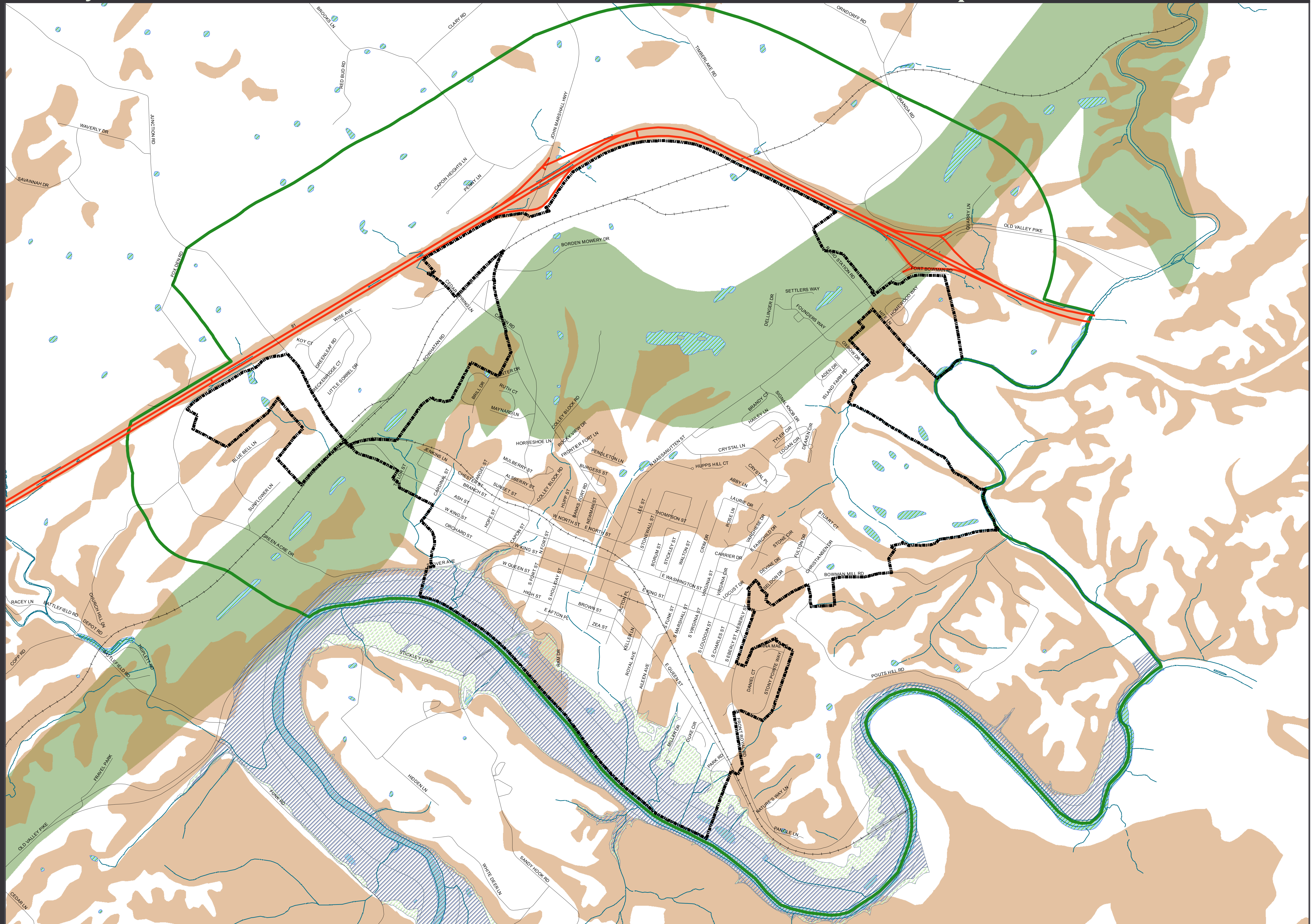


Data Sources:  
->Town of Strasburg  
Field Surveys  
->Shenandoah County  
GIS Department



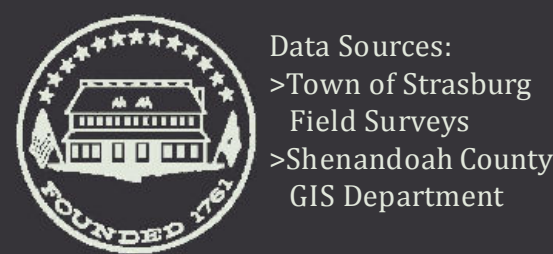
### Legend

-  100 Year Floodplain
-  500 Year Floodplain
-  Wetlands
-  Slopes > 15%
-  Karst Limestones



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Data Sources:  
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## Legend

### Land Use Categories

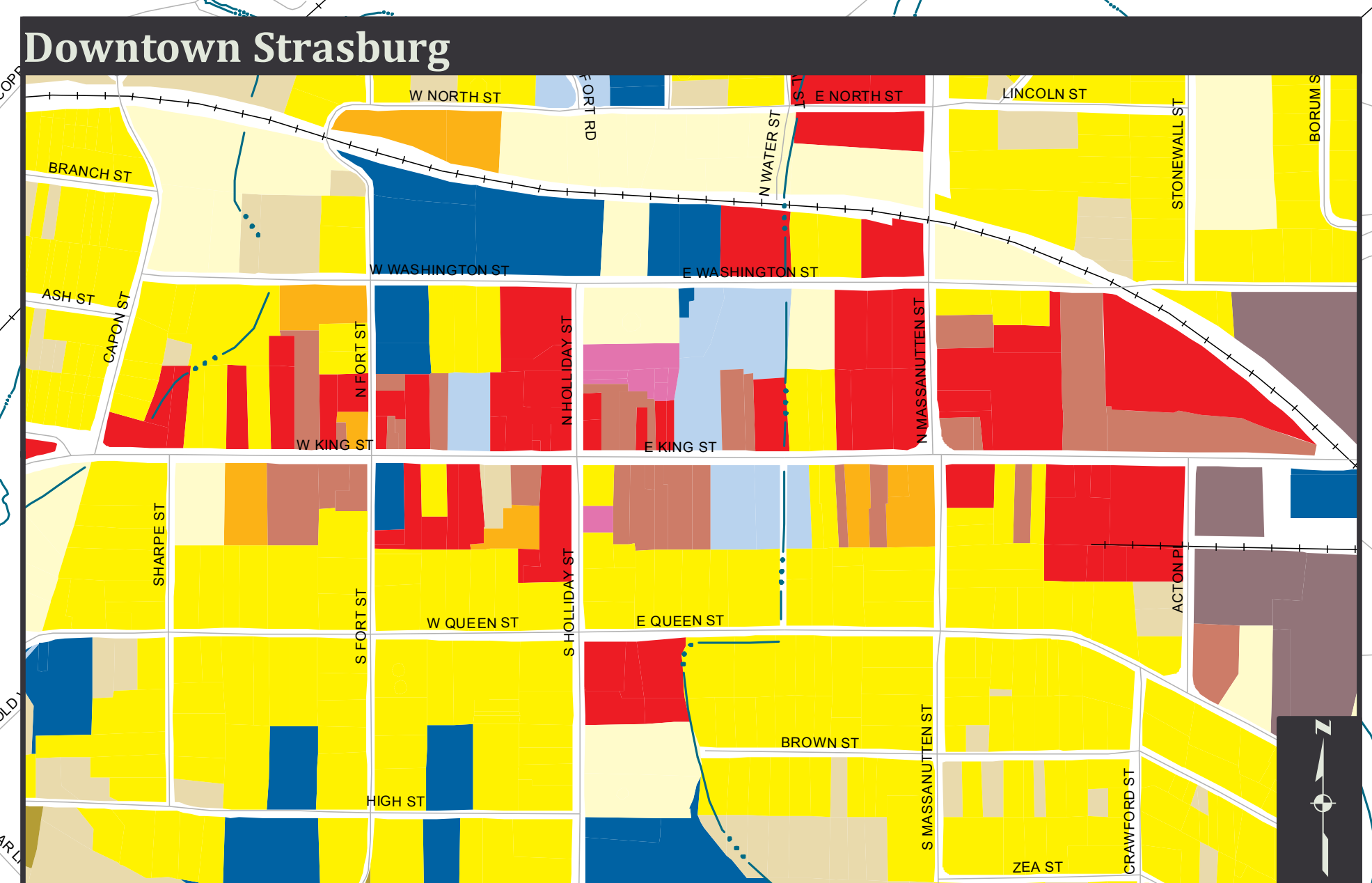
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Rural Residential/Agricultural
- Mixed Use
- General Commercial
- Office
- Industrial
- Parks/Open Space
- Private Institutional
- Public Institutional
- Vacant/Undeveloped
- Vacant Platted Lot

### Boundaries

- Town Boundary
- Community Plan Study Area

### Lines

- Streets
- Interstate
- Railroad
- Streams



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### Legend

#### Target Areas

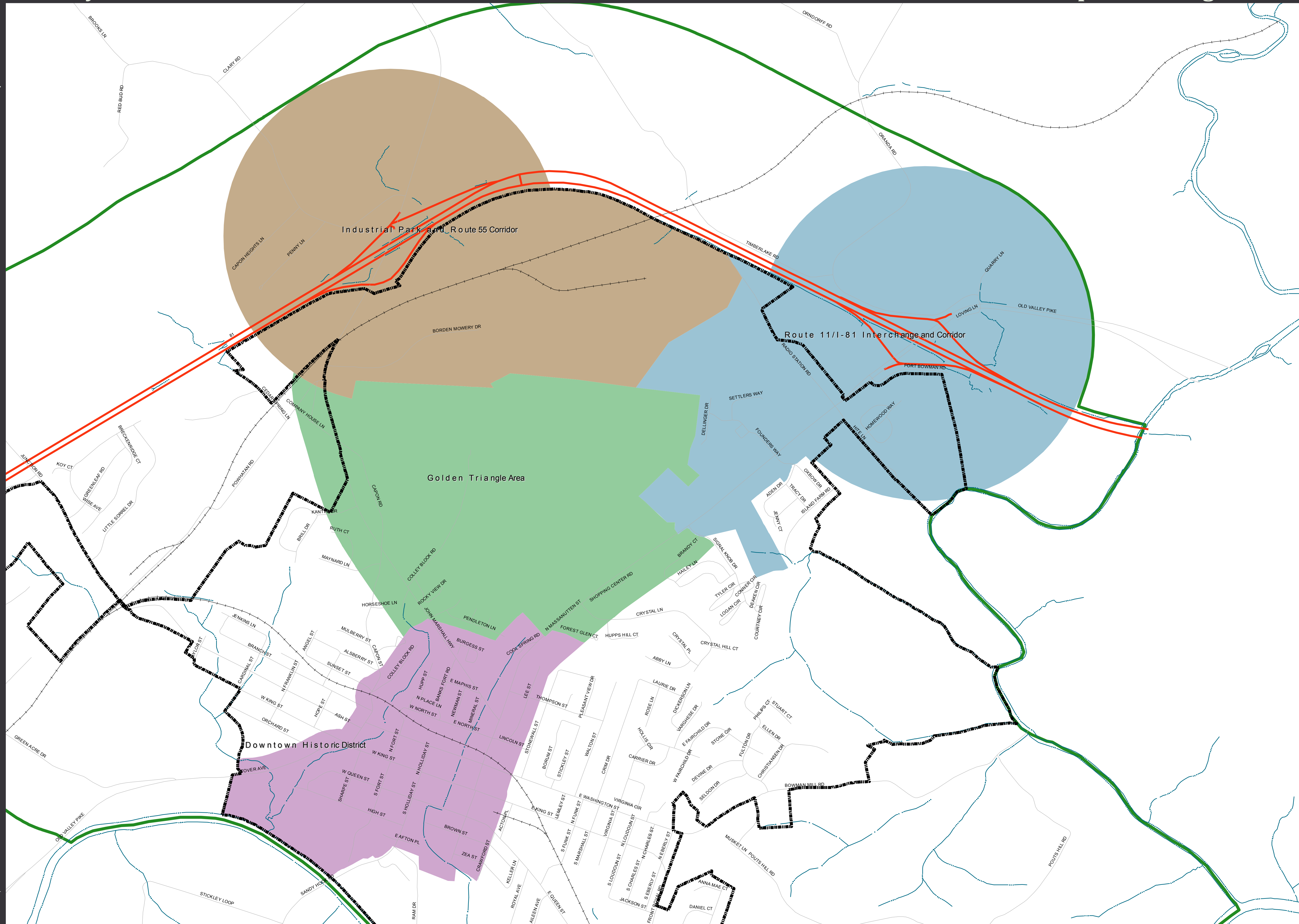
-  Downtown Historic District
-  Golden Triangle Area
-  Ind. Park and Route 55 Corr.
-  11/I-81 Int. and Corr.

#### Boundaries

-  Town Boundary
-  Community Plan Study Area

#### Lines

-  Streets
-  Interstate
-  Railroad
-  Streams



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## Legend

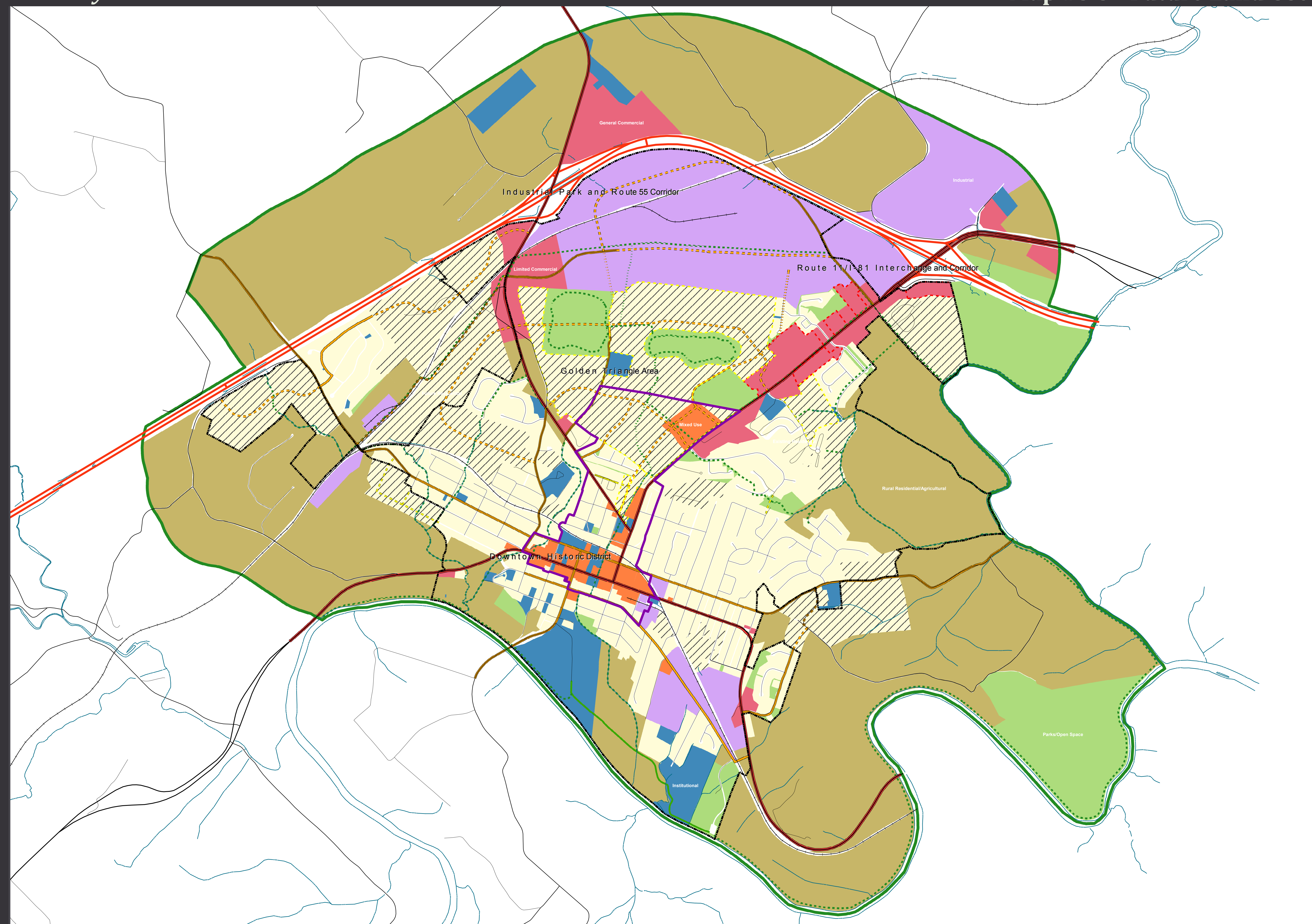
- Streets
  - Interstate
  - Primary
  - Private
  - Secondary
  - US Route
- Development Areas
  - Residential
  - Commercial
  - Ag./Rural Res.
  - Existing Residential
  - Future Residential
  - Community Commercial
  - Highway Commercial
  - Bus. Park/Light Ind.
  - Medical/Institutional
  - Parks/Open Space
  - Urban Development Area
- Trail
  - Trail
  - Proposed Trail
  - Principal Arterial
  - Collector
  - Proposed Collector
  - Local
  - Proposed Local



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Map Updated: August 15, 2012

Data Sources:  
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- Legend**
- Trail
  - Proposed Trail
  - Principal Arterial
  - Collector
  - Proposed Collector
  - Local
  - Proposed Local
  - Study Area

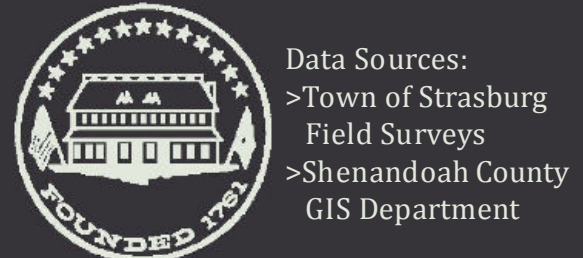


Mid-term: Monitor Queen/Holliday intersection for signal warrants.  
Long-term: Further study for need to widen Holliday Street or develop second river crossing.



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### Legend

-  Water Main
-  Water Pump Station
-  Sewer Main
-  Sewer Pump Station
-  Study Area



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Map Updated: April 6, 2018



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Water Storage Reservoir  
Appx. 1/2 mile south



Legend

 Study Area



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Data Sources:  
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Field Surveys  
>Shenandoah County  
GIS Department



## APPENDIX E: ACKNOWLEDGEMENTS

*The following are recognized for their contributions, past and present, to the creation of the 2018 Strasburg Comprehensive Plan.*

### TOWN COUNCIL

Rich Orndorff, Jr. (Mayor), Scott Terndrup (Vice-Mayor), and Councilmembers (past and present) Kim Bishop, Curtis Falkenstein, John Hall, Don Le Vine, Shirley Maddox, Seth Newman, Barbara Plitt, and Jocelyn Vena.

### PLANNING COMMISSION

Robert Flanagan (Chairman), Hank Dean (Vice-Chairman), and Commissioners James Massey, Taralyn Nicholson, Vince Poling, Emily Reynolds, and Scott Terndrup (Council Representative).

### TOWN ADMINISTRATION

Wyatt Pearson (Town Manager), Amy Keller (Town Clerk), Dottie Mullins (Director of Finance), Michelle Bixler (Economic Development & Marketing Manager), Jay McKinley (Director of Public Works), Wayne Sager (Chief of Police), Nathan Miller (Town Attorney), and John Settle (Planning & Zoning Administrator).

### OTHER

Shenandoah County and the Northern Shenandoah Valley Regional Commission (NSVRC).