

WINCHESTER COMPREHENSIVE PLAN 2022

CHAPTER 11

THE TEN GEOGRAPHIC PLANNING AREAS

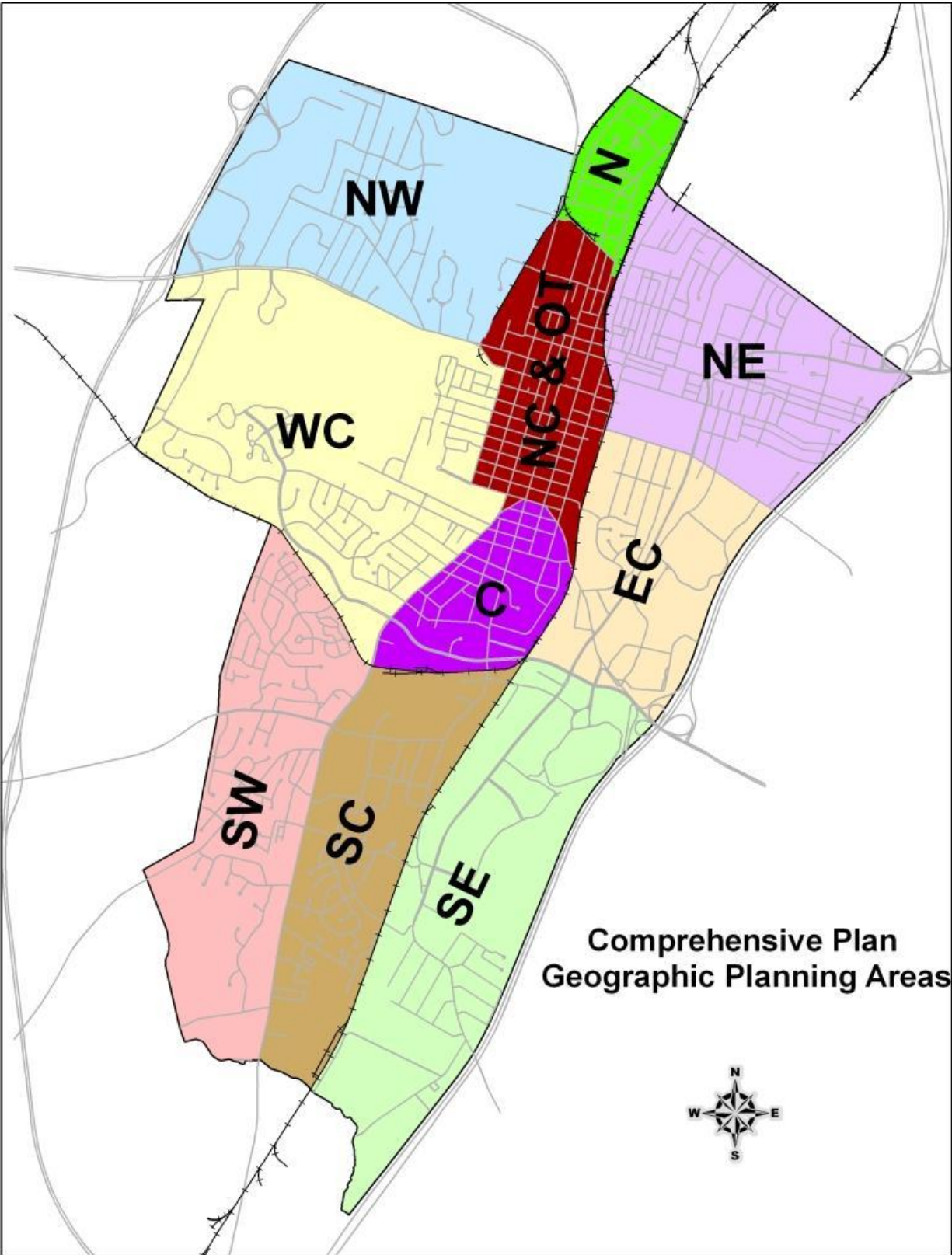
In moving towards a more sustainable vision informed by New Urbanism and traditional neighborhood design, this plan observes the distinct needs of ten different geographic planning areas. City staff, consultants, and elected officials considered the diversity of Winchester's neighborhoods, remembering that well-intentioned public policies sometimes create harmful unintended consequences when applied too broadly and where they are not needed. Efforts that help one part of the city might be wrong for another.

Some of the goals and objectives discussed in previous chapters must be implemented across the whole city to be effective. Chapter 12 addresses them in more detail. This chapter considers the special conditions and needs of each planning area. It focuses on the objectives most relevant to each area, their numbers corresponding with the lists presented in Chapter 3. It then states specific actions that the City should take to advance those objectives.

The map on the next page shows the ten planning areas. Their boundaries, often aligning with railroads, consider the character of neighborhoods, zoning, and use. They also generally align with Census tracts to improve the collection and comparison of data. The ten areas are:

- **North-** North of Wyck St., East of Fairmont Ave., and west of the CSX tracks.
- **Northeast-** East of the CSX tracks and north of Cork St.
- **East Central-** East of CSX tracks, south of Cork St., and north of Jubal Early Dr.
- **Southeast-** East of CSX tracks and south of Millwood Ave and Jubal Early Dr.
- **South Central-** West of CSX tracks, south of Winchester & Western (WW) tracks, and east of Valley Ave.
- **Southwest-** West of Valley Ave. and south of WW tracks.
- **West Central-** North of WW tracks, west of Valley Ave. and Stewart St., and south of Amherst St.
- **Northwest-** North of Amherst St., west of abandoned RR tracks & Fairmont Ave.
- **Old Town/North Central-** West of CSX tracks, south of Wyck St., east of abandoned tracks and Stewart St., and north of Gerrard St., Handley Blvd., and Millwood Ave.
- **Central-** West of CSX tracks, south of Gerrard St., east of Valley Ave., and north of the WW tracks.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES



COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

The remainder of this chapter examines each of the ten Planning Areas separately. **The format consists of a brief listing of Key Features along with a map of the area. It then lists the major objectives from Chapter 3 which apply to that Planning Area, along with specific actions to fulfill the objectives. The numbering is not consecutive because only some objectives apply to each area.** Finally, Alternative Development Concepts for one or more key (re)development opportunities illustrate a future vision of the City that is consistent with the concepts of New Urbanism, especially higher densities and a walkable community. The Plan advocates for either infill or redevelopment, embracing a mixed-use approach to land use and zoning. This Traditional Neighborhood Design is consistent with Winchester’s heritage and may also bring new vigor and prosperity to its communities.

NORTH (N)

North of Wyck St., East of Fairmont Ave, and West of the CSX tracks.

Key Features

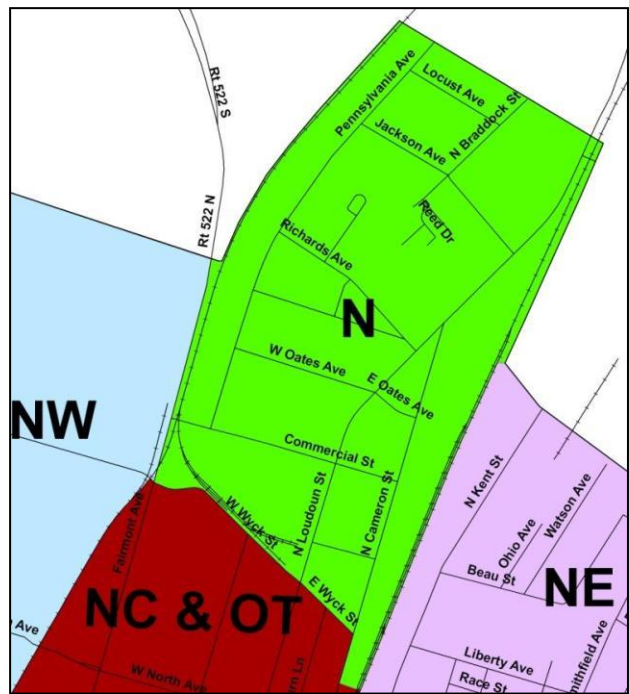
- Obsolete industrial and blighted highway commercial buildings. No grocery stores
- Older (60-90 yr old) but stable single-family and duplex housing areas
- Newer (30-60 yr old), high-density apartments and townhouses
- No neighborhood parks or schools
- No clear community hubs

The major objectives and related actions for this Planning Area are:

Mobility

1. Pursue limited construction of new thoroughfares and widening of existing thoroughfares as shown in the Win-Fred MPO Long Range Transportation Plan.

Action: Work with Frederick County to determine alignment of a Brooke Rd. western extension along the northern corporate limits of the City.



COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

3. Encourage the use of alternate modes of transportation including walking, bicycling and public transportation by all segments of the population to reduce the dependency upon private automobile use.

Action: *Construct sidewalks along existing streets, especially connecting higher density residential areas to N. Loudoun Street transit corridor.*

4. Encourage the growth and sustainability of the urbanized area of the City by providing adequate and convenient parking and a comprehensive system of sidewalks and walking paths.

Action: *Develop a Green Circle spur connecting North Area residential neighborhoods to future mixed use redevelopment area called out in the MUMI Study along Wyck Street as well as improved connection to the Old Town area.*

5. Alter conventional street standards, especially in mixed use and planned residential developments, by encouraging New Urbanistic layouts of interconnected grid streets.

Action: *Create an interconnected street linking N. Braddock St. to N. Loudoun St. near the city-county line.*

6. Employ access management and consider use of roundabouts to provide for traffic calming and improved safety.

Action: *Construct a roundabout or traffic circle at the intersection of Wyck St. and Fairmont Avenue and at the intersection of N. Loudoun St and N. Cameron St*

10. Increase safety on thoroughfare streets and bike and pedestrian trails where they cross railroad tracks and consider grade-separated crossings.

Action: *Build crossings over the railroad along the western edge of the area to allow safe connections to proposed mixed use redevelopment of the National Fruit and Migrant Camp properties.*

Economic Development

4. Inventory properties and areas of the City with underutilized potential.

Action: *Analyze properties in the vicinity of the former ZeroPak site as well as north of Commercial St., especially commercial sites along N. Loudoun St and N. Cameron St.*

5. Identify and facilitate new infrastructure development to enhance and stimulate commercial development.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Action: *Build the water and sewer improvements called for in the CIP and address the drainage concerns along the CSX Railroad corridor at the area's east boundary as well as in the vicinity of W. Wyck St and Fairmont Ave.*

6. Work with owners and investors interested in developing properties in the city.

Action: *Compile a list of property owners for the numerous small parcels in the area bound by N. Loudoun St, N. Cameron St, and Wyck St. that should be consolidated to create major redevelopment opportunities.*

Land Use

2. Incentivize the construction of new mixed-use projects as a viable reuse of obsolete strip commercial and industrial properties.

Action: *Use density bonuses and parking reductions to encourage mixed use redevelopment of the vehicle-oriented commercial strip along N. Loudoun St.*

Action: *Provide targeted incentives such as tax abatements and design assistance to motivate owners of large, obsolete commercial and industrial structures to pursue redevelopment and reinvestment, especially mixed-use and mixed-income types.*

4. Facilitate the rehabilitation of existing substandard housing units and the construction of new housing units in order to attract new residents and ensure that Winchester residents are provided with a decent home in a suitable living environment while maintaining and preserving the existing character of vibrant residential areas designated in this plan.

Action: *Continue code enforcement efforts, including Rental Inspection Program, to stabilize viable residential neighborhoods around Pennsylvania Ave. and N. Braddock St.*

Action: *Encourage mixed use and mixed income redevelopments along N. Loudoun St., N. Cameron St., and Wyck St.*

5. Provide a range of commercial facilities which incorporate a mix of retail, service and office facilities, properly served by access through the transportation system, and offer selection of consumer goods (especially grocery stores offering healthy foods) and viable growth potential.

Action: *Determine adequate locations for a potential grocery store in the northern areas that could expand on the products offered at multiple convenience stores presently available.*

6. Retain and expand upon a diversified, sustainable light industrial base at compatible and appropriate locations which are accessible to transportation facilities, convenient to the workforce, in harmony with other community development, and which attracts higher income workers that contribute to the general betterment of the community.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Action: *Identify adaptive reuses of the obsolete apple industry structures along the southern edge of the area.*

7. Locate public land uses in locations that enhance the livability of the City and facilitate the placement of institutional uses in locations that support the social, spiritual, and health needs of the community.

Action: *Evaluate the need for a community center, park, or other public facility to serve as a social hub for current and future residents.*

Design

1. Employ New Urbanism Principles in new development and redevelopment.

Action: *Develop overlay design guidelines for the New Urbanism-type of development called for along the north side of Wyck St. and along east side of Fairmount Ave (US Rte 522). Tools may include a corridor enhancement district or a regulating form code.*

2. Guide the physical form of development along key tourist entry corridors leading into the City's core historic district by utilizing a combination of standards and guidelines.

Action: *Improve the visual and functional aspects of the Route 11 North entry corridor.*

Recreation & Culture

2. Establish a linked system of passive recreational and natural open space that provides safe opportunities for walking, jogging, running, and biking while also preserving environmentally sensitive natural areas.

Action: *Identify a major North-South route for a Green Circle Trail spur connecting the North Area to Old Town.*

3. Ensure that existing and new residential development has reasonable proximity to neighborhood parks as well as convenient bike and pedestrian access to trails in open space areas.

Action: *Establish a new neighborhood park with green area and recreational facilities serving the wide array of age groups residing in the North Area, possibly by condemning and redeveloping key blighted parcels.*

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

North Planning Area Site Redevelopment Concept: North Cameron/North Loudoun Corridor



Some areas north of Old Town include old industrial sites that are currently ripe for redevelopment. One such area is bound by Wyck Street to the south, including properties part of the Zero Pak complex, North Cameron Street to the east, and North Loudoun Street to the west. Both North Cameron and North Loudoun are important corridors in the City, with North Loudoun designated as a CE overlay district. As the area redevelops, both streets should be equally prioritized for frontage improvements and pedestrian access.

The area where North Cameron and North Loudoun intersect to the north is an awkward intersection that may be improved with a traffic circle, especially as North Cameron transitions into a two-way roadway. A spur of the Green Circle trail runs adjacent to the railroad tracks and could be drawn into the site where a public plaza surrounded by mixed use buildings could offer a destination site along the trail. Office or industrial buildings between Gibbens Street and E. Commercial Street reflect the scale of adjacent buildings along E. Wyck Street. These buildings transition into smaller scaled mixed use with distance away from Wyck Street. A parking garage occupies the interior of the block just north of E. Commercial Street to provide parking for the surrounding area, while maintaining an urban form of development.

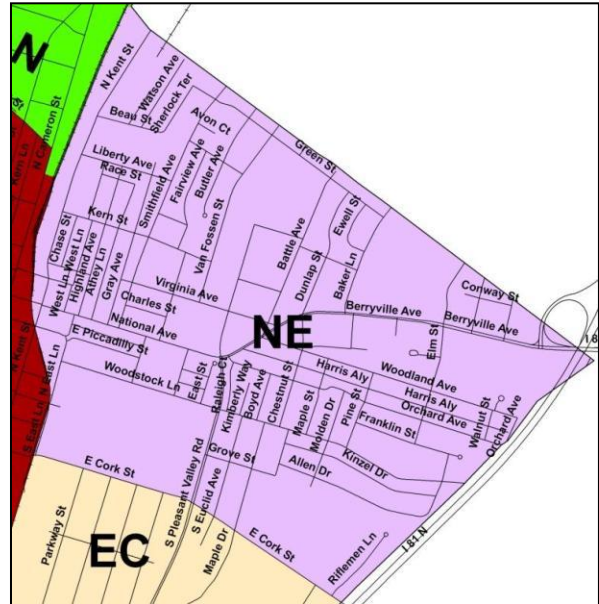
COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

NORTHEAST (NE)

East of the CSX tracks and north of Cork St.

Key Features

- Commercial including 2 grocery stores along Rte 7 served by I-81 interchange
- Large area population density compared to other areas
- Some areas of residential blight
- Some stable residential neighborhoods
- Significant low-income housing
- Good public resources: 2 schools, 2 parks, firehall, public safety ctr, and future school admin office



The major objectives and related actions for this Planning Area are:

Economic Development

4. Inventory properties and areas of the city with underutilized potential.

Action: *Inventory blighted and/or obsolete commercial properties along Route 7 including Berryville Ave, Conway St, Ft Collier Rd and National Ave.*

5. Identify and facilitate new infrastructure development to enhance and stimulate commercial development.

Action: *Promote the upgrade to the major waterline serving the Route 7 corridor to further expand on the Interstate market.*

Action: *Consider public initiatives to improve access management along Route 7 by expanding inter-parcel connections and shifting Maple St. and Spruce St. to align with existing signalized intersections at Baker Ln and at Apple Valley Square.*

7. Work with owners and investors interested in developing properties in the city.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Action: *Coordinate property consolidation of the separately owned residential lots along the south side of Berryville Ave. between Elm St and Woodland Ave and conversion to commercial or mixed use*

Action: *Continue improving on the appearance of Berryville and National Avenue through adherence to the CE standards.*

10. Proactively redevelop property where needed to achieve maximum sustainable potential.

Action: *Encourage reinvestment in obsolete and underdeveloped properties for New Urbanism-type mixed use development that creates a neighborhood hub. Targeted sites include the Eastgate Shopping Center property along the south side of Route 7, large retail center properties along the north side of Route 7, and smaller parcels along both sides of N. Kent St, the east side of N. Cameron St, and the east side of Baker Lane.*

Housing

1. Provide opportunities for and pursue effective action items to produce new mixed income and mixed dwelling-type residential use in higher density settings that incorporate the quality design principles of New Urbanism.

Action: *Work with developers of residential and mixed-use projects to create new mixed income developments, particularly in areas targeted for spot blight and along underdeveloped transit routes, including the Smalts property on National Ave.*

Action: *Study expanded use of accessory dwellings to increase affordable housing and residential density.*

2. Facilitate the rehabilitation of existing substandard housing units in suitable living environments while maintaining and preserving the existing character of vibrant residential neighborhoods designated in this Plan.

Action: *Promote the use of the expanded Substantial Rehabilitation tax abatement program offered in the Enterprise Zone for residences at least 25 years old, particularly in stable residential neighborhoods not otherwise slated for conversion to mixed-use redevelopment.*

Land Use

5. Provide a range of commercial facilities which incorporate a mix of retail, service and office facilities, properly served by access through the transportation system, and offer selection of consumer goods, especially grocery stores offering healthy foods, and viable growth potential.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Action: *Spur redevelopment opportunities including mixed use and major commercial use and ensure the retention of the grocery stores serving the northeast residential area. Also consider introducing a higher-end grocer along Rte 7 to serve the larger Winchester community and new higher-income residents of the redevelopment area.*

Design

1. Employ New Urbanism principles in new development and redevelopment.

Action: *Improve walking and biking facilities between residential neighborhoods, public hubs like schools, daycare centers, parks, and the post office, and adjacent commercial corridors.*

Action: *Promote redevelopment of obsolete commercial centers in a manner that is more pedestrian oriented and environmentally friendly.*

Action: *Introduce Transit-oriented design features such as bus shelters, benches, and improved crosswalks along the Route 7 corridor*

3. Guide the physical form of development along key tourist entry corridors leading into the City's core historic district by utilizing a combination of standards and guidelines.

Action: *Consider implementing a roundabout at the intersection of Berryville, N Pleasant Valley Rd and National Ave.*

Public Safety

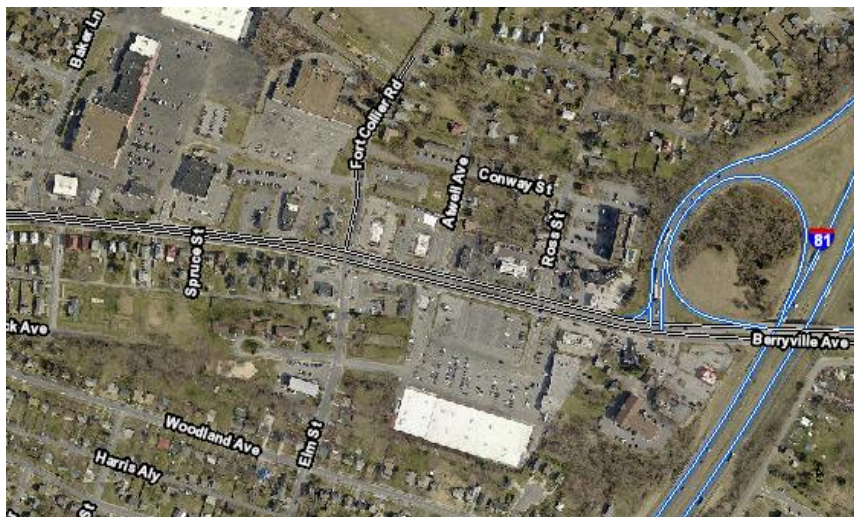
2. Improve the quality of life for all people by preventing crime through enforcement of the law, creation of partnerships through communication and education, and problem-solving using innovative policing strategies.

Action: *Improve public safety efforts to reduce crime through neighborhood-based initiatives, including efforts coordinated with the North End Citizen's Association.*

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Northeast Planning Area Site Redevelopment Concept 1: Berryville Avenue Corridor

The image below offers a redevelopment scenario for the Route 7 (Berryville Avenue) corridor extending from Interstate 81 on the east (right) westward toward the downtown area. The scenario includes mixed use, a neighborhood park with a multi-use trail linking the existing single-family neighborhood along Woodland Ave to commercial services and the Route 7 transit route, and a reverse frontage road serving redevelopment along the south side of Route 7. It provides for orderly and convenient access to new or refurbished development near route 7, including interstate-oriented development such as lodging, restaurants, and gas stations by funneling traffic coming off the highway away from Berryville Avenue.



COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Northeast Planning Area Site Redevelopment Concept 2: National Ave. Redevelopment Plan

This plan represents strategic revitalization through a neighborhood-based approach which creates an opportunity to consider the specific needs of a residential community on a smaller scale. Located in an enterprise zone, this 4.25-acre site along National Avenue fronts the Corridor Enhancement District and is within walking distance of the local post office. This lends the space well to age-restricted dwellings. Zoned B-2 and MR, the area has a variety of potential uses, including an assisted living facility, mixed-use, townhouses or apartments.



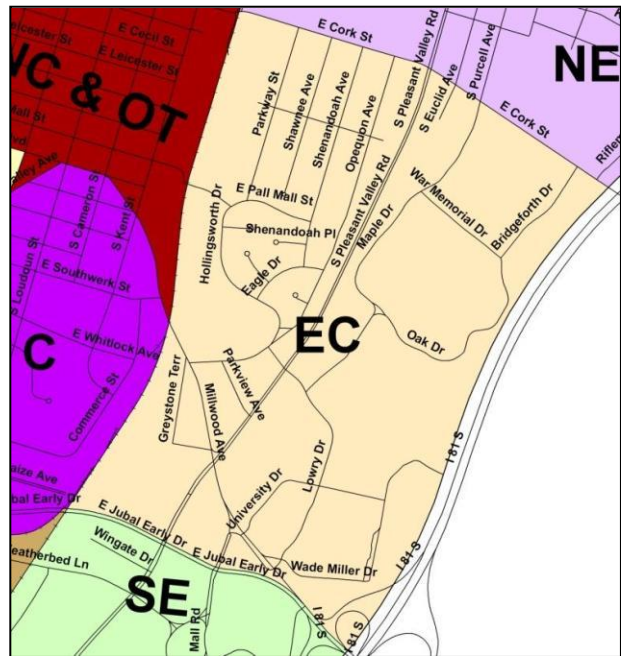
COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

EAST CENTRAL (EC)

East of CSX tracks, south of Cork St, and north of Jubal Early Dr.

Key Features

- Shenandoah University hub
- High concentration of student population
- Stable middle-income single-family neighborhoods
- Jim Barnett Park (regional park)
- Commercial development along N. side of E Jubal Early Dr and Millwood Ave served by I-81 interchange
- Visitor center, museum, and public works yards



The major objectives and related actions for this Planning Area are:

Economic Development

9. Proactively redevelop property where needed to achieve maximum sustainable potential.

Action: Work with the owners of the vacant property on the west side of S. Pleasant Valley Rd across from Jones Funeral Home for mixed use development.

Housing

1. Provide opportunities for and pursue effective action items to produce new mixed-income and mixed dwelling-type residential use in higher density settings that incorporate the quality design principles of New Urbanism.

Action: Work with the major owner of property along Parkview Ave to redevelop the area of single-family homes into a higher density housing area oriented to students and possibly including some mixed uses.

Action: Study expanded use of accessory dwellings to increase affordable housing and residential density.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

3 Facilitate the rehabilitation of existing substandard housing units in suitable living environments while maintaining and preserving the existing character of vibrant residential neighborhoods designated in this Plan.

Action: Preserve the quality and character of housing along the tree-lined streets along the south side of E. Cork St including Parkway St, Shawnee Ave, Shenandoah Ave, and Opequon Ave, as well as the Forest Hills Subdivision and Greystone Terrace Subdivision.

Land Use

7. Minimize the conversion of taxable property to non-taxable land uses or ensure that Payment in lieu of Taxes (PILOT) are provided to cover the expense of city services such as public safety.

Action: Work with Shenandoah University to preserve tax-generating commercial activity near Exit 313.

Recreation & Culture

1. Develop quality active recreational facilities that meet the growing recreational and fitness needs of all age groups, particularly those helping to address the growing national health concerns related to obesity and those identified as critical needs in the Needs Assessment included in the City Parks & Recreation Master Plan.

Action: Implement the recommendations in the City's Capital Improvement Plan for Jim Barnett Park.

Action: Partner with Shenandoah University to upgrade the baseball fields at the north end of the park and reintroduce the McCormac Amphitheater for seasonal entertainment and cultural offerings.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

East Central Planning Area Site Development Concept 1: West Side of S Pleasant Valley Rd

This irregular-shaped site consists of nearly 4½ acres of vacant land opposite Jones Funeral Home and Jim Barnett Park. The site is within an adopted CE District overlay and offers the opportunity for quality infill office or mixed-use development.

This illustrative development scenario shows multiple buildings linked by interconnected private drives and parking areas. The buildings could range 1½ to 3 stories and take advantage of the sloped site to have at-grade access from both the front (toward S. Pleasant Valley Road) and the rear. A connection to S. Pleasant Valley Rd is shown at a location aligning with E. Leicester St, although the connection to the neighboring residential area would be for only bike/pedestrian and emergency access.

The plan calls for a right-in/right-out access with a landscaped median instead of the insertion of a roundabout where the development meets S. Pleasant Valley as has been proposed by VDOT as part of a STARS Study

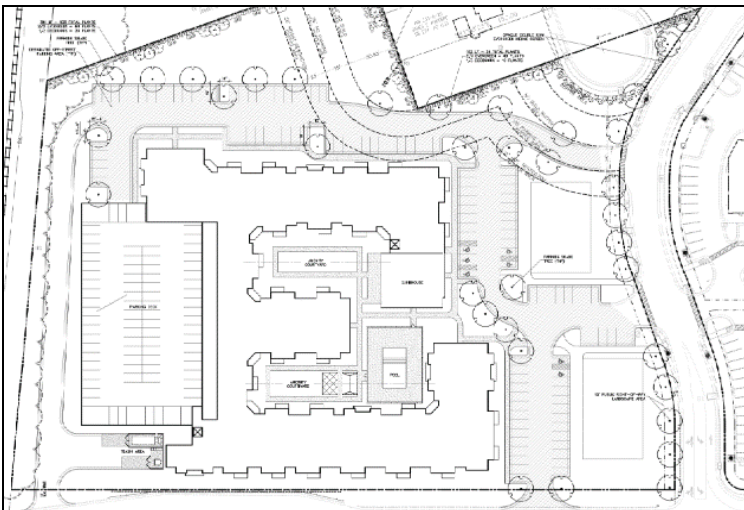


COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

East Central Planning Area Site Development Concept 2: 222 Spring St.



This site consists of 6.23 acres of deeded land fronting Spring St, adjacent to the Planet Fitness and Dick’s Sporting Goods to the south and Greystone Terrace residential properties to the north. The concept proposes a multifamily planned unit development (PUD), composed of 1, 2, 3 and 4 bedroom units, oriented primarily to the housing needs of Shenandoah University students. The site plans call for mixed-use, with two some commercial structures out from along Spring St and a dense residential apartment complex behind. A buffer between this development and Greystone Terrace Would be provided by trees and an opaque fence separating the areas.



COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

SOUTHEAST (SE)

East of CSX tracks and south of Jubal Early Dr.

Key Features

- No clear neighborhood hubs
- Sprawling “big box” and national brand commercial
- Three grocery stores
- Aging regional enclosed Mall
- One neighborhood park
- Obsolete Heavy industrial site in NW and extensive sustainable industry in SW corner
- Some stable residences in a range of densities, housing types and incomes

The major objectives and related actions for this Planning Area are:

Economic Development

1. Proactively redevelop property where needed to achieve maximum sustainable potential.

Action: Promote redevelopment of the regional mall to better serve the area’s evolving markets, including consideration of residential use, improved access, and green space.

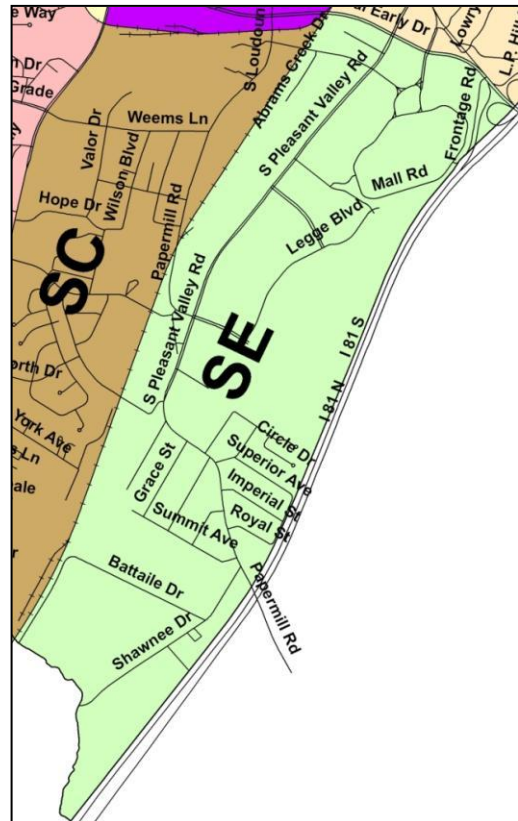
Action: Work with Henkel-Harris and other affected property owners to fund extension of S. Pleasant Valley Rd as called for in the adopted MPO Plan, and encourage an alternative development concept incorporating mixed use.

Action: Work with NW Works, Henkel-Harris, and other industrial property owners to developed vacant industrial sites with appropriate light industrial uses .

Action: Work with private property developers and environmental agencies to redevelop the Federal-Mogul (Abex) industrial site for environmentally safe reuses.

Mobility

1. Pursue limited construction of new thoroughfares and widening of existing thoroughfares as shown in the Win-Fred MPO Long Range Transportation Plan.



COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Action: Continue coordinating with the MPO, VDOT and Frederick County to advance the creation of a realigned bridge over I-81 to connect at Battaile Dr as a replacement to the existing Papermill Rd bridge.

Action: Work with the developer of the vacant Kassabian Tract and underdeveloped Apple Blossom Mall site to ensure an orderly connection of Legge Blvd to Mall Blvd.

Action: Work with Shenandoah University, the owners of the former Clarion/Lee-Jackson site, and Apple Blossom Mall to implement a grade-separated bike and pedestrian connection between the university and properties along the south side of Millwood Ave

Environment

3. Work with the private sector as well as federal and state agencies to remediate brownfield sites, including railroad properties, within the City.

Action: Investigate the use of brownfields or other funding sources to mitigate documented asbestos hazards at the Federal-Mogul (Abex) site along the west side of S. Pleasant Valley Rd.

8. Develop a more environmentally sustainable approach to handling urban stormwater runoff resulting in less detrimental impacts on our streams and downstream areas.

Action: Work with Apple Blossom Mall, Ollie's and other owners of properties adjoining Abrams Creek to establish sustainable riparian buffers along Abrams Creek between the CSX railroad and Millwood Ave.

Recreation & Culture

2. Establish a linked system of passive recreational and natural open space that provides safe opportunities for walking, jogging, running, and biking while also preserving environmentally sensitive natural areas.

Action: Work with private landowners to provide easements for, and construction of, the Green Circle Trail along the south side of Featherbed Ln. and along Abrams Creek through the Apple Blossom Mall property, including consideration of a grade-separated crossing of Millwood Ave.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Southeast Planning Area Site Redevelopment Concept 1: Apple Blossom Mall

The regional mall, built in 1981, has remained largely unaltered, save for a renovation undertaken in 2012, and is due for repositioning from an economic sustainability standpoint. The expansive over-parked site offers the opportunity for quality infill mixed-use development, including residential use along the wooded west side of the tract just south of Abrams Creek. This redevelopment plan also integrates properties north of the mall along Millwood Ave , including the former Clarion building.

It assumes the construction of multiple new buildings in line with the New Urbanism philosophy, including housing along the west side and a pedestrian bridge connecting to Shenandoah University to the north. Excess parking space will be infilled. To compensate for lost parking, a parking structure could be included in the area in between the multifamily complex and the remaining regional mall structure (approximately in the area adjacent to the current Penney’s anchor store). The Green Circle Trail would be constructed along Abrams Creek providing a strong bike and pedestrian link between the mall site and Shenandoah University to the north of Millwood Ave.



Southeast Planning Area Site Redevelopment Concept 2: S Pleasant Valley Rd. / Battaile Dr.

This illustrative development scenario below shows an extension of S. Pleasant Valley Rd to Battaile Dr., through undeveloped land to the north and east of the Henkel-Harris facility in the Winchester Industrial Park, near the southeast corner of the City. The scenario below depicts the introduction of multiple mixed-use buildings linked by interconnected drives and parking areas adjacent to the CSX railroad, although the new construction could instead consist of a single office site without a residential component. Connecting Pleasant Valley Rd with Battaile Drive at the south end of the site would remove

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

commercial traffic from the medium density single-family residential area along both sides of Papermill Road to the east.



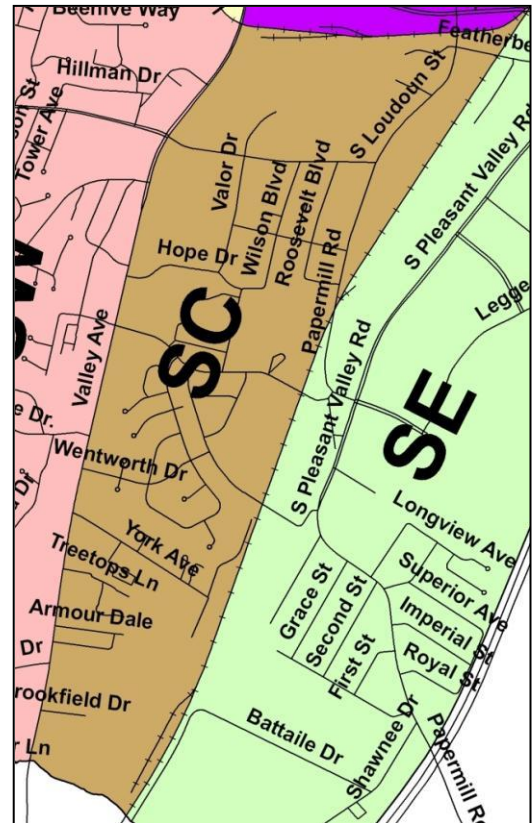
COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

SOUTH CENTRAL (SC)

West of CSX tracks, south of Winchester & Western (WW) tracks, and east of Valley Ave.

Key Features

- No clear neighborhood hub
- Sprawling, aging highway commercial. None of 3 former grocery stores still present
- Underserving Ward Plaza site
- No parks and little green space
- Important industrial sites at north and south ends
- Stable residences in a range of densities, housing types, and incomes
- One school, one fire hall.



The major objectives and related actions for this Planning Area are:

Mobility

5. Alter conventional street standards especially in mixed use and planned residential developments by encouraging New Urbanistic layouts of interconnected grid streets.

Action: Work with a redeveloper of the Ward Plaza site to create a street grid including a N-S street connecting Weems Ln to Hope Dr and an E-W street extending Taft Ave over to Valley Ave at Middle Rd.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Economic Development

10. Proactively redevelop property where needed to achieve maximum sustainable potential.

Action: Partner with a developer of the Ward Plaza site and adjoining properties to pursue mixed use in a New Urbanism-styled development.

Action: Work with the owner of the Royal Inn and adjoining billboard parcel to pursue more appropriate urban uses along the east side of Valley Ave.

Action: Coordinate with the EDA to provide incentives for appropriate redevelopment of the parcels along the north of Weems Lane between Valor Dr and S. Loudoun St as well as the former Robinson School site in a way that is compatible with adjacent uses.

Environment

1. Reduce the exposure of the public to hazardous environmental conditions.

Action: Work with O'Sullivan (Continental) and appropriate State and Federal agencies to address unresolved landfill sites on the property.

8. Develop a more environmentally sustainable approach to handling urban stormwater runoff resulting in less detrimental impacts on our streams and downstream areas.

Action: Work with the State Dept of Conservation and Recreation, the Northern Shenandoah Valley Regional Commission, and with local partners including O'Sullivan (Continental) and the Environmental Studies Department of Shenandoah University to develop strategies to improve the quality of the Abrams Creek waterway.

Housing

2. Provide opportunities for and pursue effective actions items to produce new mixed income and mixed dwelling-type residential use in higher density settings that incorporate the quality design principles of New Urbanism.

Action: Work with developers of residential and mixed-use projects to create new mixed income developments, particularly in areas targeted for spot blight and along underdeveloped transit routes such as Valley Ave and Papermill Rd.

3. Facilitate the rehabilitation of existing substandard housing units in suitable living environments while maintaining and preserving the existing character of vibrant residential neighborhoods designated in this Plan.

Action: Preserve the character of housing in the Stonecrest and Cedarmeade subdivisions and rehabilitate housing in the York Ave and Pineville areas.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

South Central Planning Area Site

Redevelopment Concept: Ward Plaza

Walkability, mixed-use, and improved connections play key roles in this conceptual redevelopment of Ward Plaza. New north-south and east-west streets provide improved vehicular, bicycle and pedestrian access into and through the site. Buildings front the street edge closely with parking removed to the rear or interior of blocks. This type of building orientation encourages walking with easy access from the sidewalk. Mixed-use residential, retail, and office buildings support a diverse range of activity and allow the site to be used at all hours of the day. A grocery store located at this site would be able to serve residents within and outside of the immediate area. Additionally, a park or plaza provides a destination venue or community focal point for residents and visitors.



Shown on this page are an illustrative site plan of the concept and a section perspective from a street level view at a location indicated in black on the site plan. Citizens responding to the Comprehensive Plan update survey indicated their support for taller buildings, particularly in the south areas of the City.



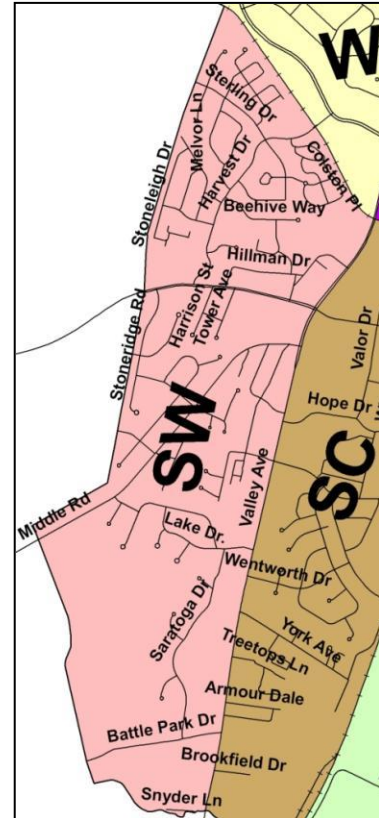
COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

SOUTHWEST (SW)

West of Valley Ave. and south of WW tracks

Key Features

- No clear neighborhood hubs
- Newer subdivision housing: low-density to south and higher-density to north
- Some aging highway commercial along Valley Ave. No grocery stores
- Multiple Extended Stay Lodging facilities in older motels
- Underused warehouse facility
- Two neighborhood parks, large battlefield park



The major objectives and related actions for this Planning Area are:

Economic Development

10. Proactively redevelop property where needed to achieve maximum sustainable potential.

Action: Redevelop obsolete and blighted commercial properties along Rte 11 such as the three older motel sites and the nonconforming Simbeck Truck Terminal site.

Action: Redevelop the Virginia Apple Storage and former Elms Motel sites as a New Urbanism-type mixed-use village including the use of historic tax credits for conversion of the multi-story brick warehouse as upper-level dwelling units.

Land Use

2. Incentivize the construction of compact mixed-use projects as a viable reuse of obsolete strip commercial and industrial properties.

Action: Introduce higher density residential use in close proximity to transit along Valley Ave while protecting single-family residential areas further to the west.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

5. Provide a range of commercial facilities which incorporate a mix of retail, service and office facilities, properly served by access through the transportation system, and offer selection of consumer goods, and viable growth potential.

Action: Expand commercial use along the Cedar Creek Grade corridor that is compatible with adjoining residential use.

Recreation & Culture

2. Establish a linked system of passive recreational and natural open space that provides safe opportunities for walking, jogging, running, and biking while also preserving environmentally sensitive natural areas.

Action: Work with the Kernstown Battlefield Association to provide improved bike and pedestrian access on the preserved battlefield site.

Action: Establish a north-south alignment of a spur of the Green Circle Trail through existing residential neighborhoods from the south side of Jubal Early Drive down to Middle Rd and connecting with the Kernstown Battlefield.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Southwest Planning Area Site Redevelopment Concept: Virginia Apple Storage

The Virginia Apple Storage industrial site along the west side of Valley Ave (Route 11) lends itself to redevelopment. Adaptive reuse of the old multi-story brick structure near Abrams Creek could include industrial loft condos or apartments on the upper levels with commercial use on the ground floor. Other existing structures on the Virginia Apple Storage site and the former Elms Extended Stay Lodging site would be removed to make way for a well-planned mixed-use development that includes the creation of a grid street system. Hillman Drive could be extended back as a landscaped boulevard providing access to the commercial and office use up along Valley Ave and the variety of housing opportunities toward the rear. In addition to residential units in the tall historic warehouse structure, nearby row houses, duplexes, and single-family detached units could be added, backing up to and connecting with the Park Place single-family development to the west. A trail spur along Abrams Creek could connect the development to the mainline Green Circle Trail just to the north along Jubal Early Drive.



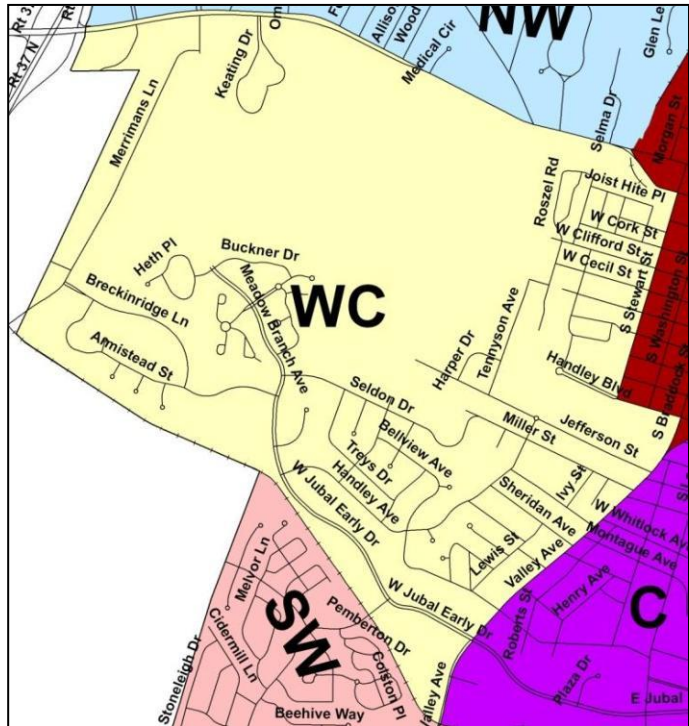
COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

WEST CENTRAL (WC)

North of WW tracks, west of Valley Ave. and Stewart St, and south of Amherst St.

Key Features

- Potential hubs at the old hospital and the regional museum
- Stable, high-income, low-density residences.
- Wetlands Preserve and Green Circle Trail spur
- Glen-Burnie open space, 4 schools



The major objectives and related actions for this Planning Area are:

Economic Development

9. Proactively redevelop property where needed to achieve maximum sustainable potential.

Action: Facilitate mixed use development and planned unit development in conjunction with construction of Meadow Branch Avenue near Amherst Street.

Action: Encourage redevelopment of older commercial sites on Amherst Street.

Mobility

1. Pursue limited construction of new thoroughfares and widening of existing thoroughfares as shown in the Win-Fred MPO Long Range Transportation Plan.

Action: Extend W. Jubal Early Dr west to County line for future connection to Rte 37

Recreation & Culture

2. Establish a linked system of passive recreational and natural open space that provides safe opportunities for walking, jogging, running, and biking while also preserving environmentally sensitive natural areas.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Action: *Work with private landowners to provide easements for and construction of the Green Circle Trail along the south side of Jubal Early Drive and the east side of Meadow Branch Ave.*

Action: *Utilize federal Safe-Routes-to-School (SRTS) grants or other funding sources to construct a bike and walking trail to connect the Williamsburg Heights Subdivision to the Shihadeh Innovation Center and John Handley High School along Jefferson Street.*

Design

1. Guide the physical form of development along key tourist entry corridors leading in to the City's core historic district by utilizing a combination of standards and guidelines.

Action: *Improve the visual and functional aspects of the Route 11 entry corridor.*

Action: *Consider establishment of National Historic District designation for the area containing Craftsman-styled homes along the west side of Valley Ave between Bellview Ave and Jefferson St.*

Land Use

2. Provide a range of commercial facilities which incorporate a mix of retail, service and office facilities, properly served by access through the transportation system, and offer selection of consumer goods, and viable growth potential.

Action: *Explore the feasibility of attracting a specialty or high-end grocery store to serve the households in this area as well as the Old Town and Northwest Planning Areas.*

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

West Central Planning Area Site Development Concept: Meadow Branch Avenue Development

The extension of Meadow Branch Avenue through the Smith and Moffett properties between Amherst St on the north and Buckner Drive within the Meadow Branch North subdivision to the south was completed in 2016, and opened up many opportunities for mixed-use, New Urbanism-type development.

Meadow Branch Apartments has completed its first phase of construction, planning to eventually to extend down to Meadow Branch North, across from the recently relocated John Kerr Elementary School. This concept plan proposes the construction of commercial/retail development along the segment of road north of the school. Estate residences could be constructed to the south, with a through road connecting the area to Breckinridge Ln.



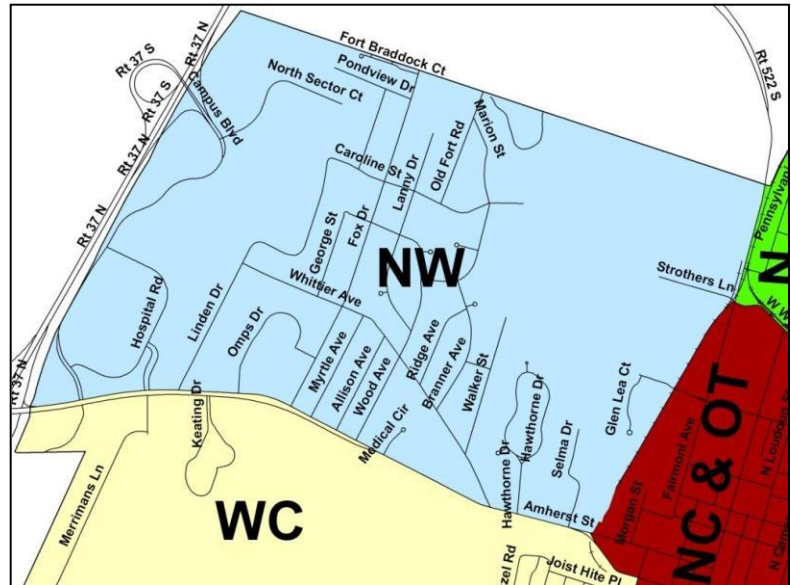
COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

NORTHWEST (NW)

North of Amherst St., west of abandoned tracks & Fairmont Ave.

Key Features

- Medical center hub
- Stable single-family houses
- Offices along Amherst Street
- One school, one park, ample green space
- Aging industrial sites in the northeast section



The major objectives and related actions for this Planning Area are:

Economic Development

9. Proactively redevelop property where needed to achieve maximum sustainable potential

Action: Pursue major redevelopment of the National Fruit and adjacent Migrant Worker Camp informed by New Urbanist principles.

Mobility

5. Alter conventional street standards especially in mixed use and planned residential developments by encouraging New Urbanistic layouts of interconnected grid streets.

Action: Extend Caroline St. east and Walker St. north to ultimately connect with Fairmont Avenue and/or W. North Avenue.

4. Encourage the growth and sustainability of the urbanized area of the City by providing adequate and convenient parking and a comprehensive system of sidewalks and walking paths.

Action: Install sidewalks or multi-use paths along collector streets such as Whittier Avenue and Fox Drive (particularly those serving as spurs to the Green Circle Trail).

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Land Use

4. Provide a range of commercial facilities which incorporate a mix of retail, service and office facilities, properly served by access through the transportation system, and offer selection of consumer goods, and viable growth potential.

Action: *Continue commercial development along Linden Drive and facilitate redevelopment for the former Middle School site that includes a neighborhood park. Work with the Medical Center to explore options for access to the Medical Center interchange on Route 37.*

Environment

6. Discourage development within identified floodplain fringe areas and mitigate the impacts of existing development within mapped floodways.

Action: *Address the impacts of floodplain designation on nonconforming residential structures along Whittier Avenue.*

Northwest Planning Area Site Redevelopment Concept 1: Former Middle School Site

The 23-acre site formerly housing the Frederick County Middle School on a plateau along the west side of Linden Drive is a potentially prime redevelopment site. Linking the site to Rte 37 via a connection to the Winchester Medical Center's private roadway network (Campus Blvd) is key to making the site viable. Proximity to the regional medical center and Shenandoah University's Pharmacy School makes this site very marketable. A development partnership with Valley Health System may be needed to ensure access to the site. The exhibit below calls for an active adult living center to be located here, with space for 160 units. Townhouses priced for the center's workforce would stand adjacent, pressed against Linden Dr. and connected to the existing residential neighborhood via Caroline St.



COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Northwest Planning Area Site Redevelopment Concept 2: National Fruit on Fairmont Avenue

The National Fruit redevelopment site is scaled back from the previous Comprehensive Plan update to call for mixed use on vacant former headquarters land along east side of Fairmont Avenue and perhaps some land on west side situated between Fairmont Ave and former railroad right-of-way south of the newly aligned Wyck St intersection.

The future roundabout would help redirect Rte 522 inbound traffic entering Old Town over to Rte 11 at Wyck and N. Cameron St to reduce impact on existing residential part of Fairmount Ave south of Wyck St intersection.



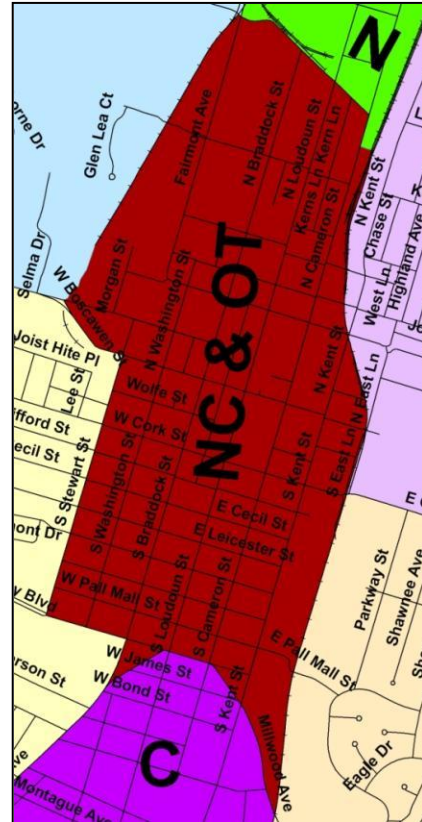
COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

OLD TOWN/NORTH CENTRAL (NC & OT)

West of CSX tracks, south of Wyck St., east of abandoned tracks and Stewart St., and north of Gerrard St, Handley Blvd., and Millwood Ave.

Key Features

- Clear hub at historic downtown
- Attractive traditional architecture
- Many civic buildings
- No parks and little green space
- Mixed uses, but many vacant buildings
- Obsolete and blighted industrial and commercial buildings on N. Cameron St.
- Higher density residences with vacancy and blight issues



The major objectives and related actions for this Planning Area are:

Economic Development

8. Make property owners, developers and prospective new businesses aware of financing options available.

Action: Work with the Department of Historic Resources and grassroots organizations such as Preservation of Historic Winchester to assist private redevelopers by providing grants to cover the upfront expenses until tax credits are realized.

9. Proactively redevelop property where needed to achieve maximum potential.

Action: Facilitate redevelopment of the Glaize/Winchester Towers site downtown and the National Fruit Corp. office site in the northwest corner of the area.

Action: Per the 2009 downtown residential study, enter public-private partnerships to develop residences or mixed-use structures on the city-owned parking lots at 103 S. Loudoun St. and 30 N. Braddock St.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Action: *Per the 2009 downtown residential study, facilitate redevelopment of residences or mixed-use structures on the church parking lots at 109 S. Cameron St. and 29 Wolfe St.*

10. Preserve the vitality of the downtown as a major economic center.

Action: *Aggressively solicit a high-end grocery chain to locate downtown, either as a stand-alone facility or as part of a larger mixed-use project.*

Mobility

10. Increase safety on thoroughfare streets and bike and pedestrian trails where they cross railroad tracks and consider grade-separated crossings.

Action: *Investigate connecting N. Cameron St and N. Kent St over the CSX rail yard.*

2. Employ a hierarchy of functional street categories including thoroughfare streets for major traffic movements through and within the community at higher speeds; collector streets to channel major traffic movements into and out of separate areas of the community at moderate speeds; and, local streets to provide access to individual properties at lower speeds.

Action: *Retain and expand upon the traditional grid of streets in the Old Town area.*

Action: *Improve public alleys to provide improved rear access to properties.*

Action: *Improve Wyck St. between Fairmont Ave. and N. Cameron St. to serve as a major entry corridor into the downtown from U.S. Route 522.*

Design

2. Protect significant public and private architectural and historic resources in the City

Action: *Continue updating the 1976 Historic Structures Survey by completing the effort undertaken with Preservation of Historic Winchester and the Virginia Department of Historic Resources.*

- 3 Guide the physical form of development along key tourist entry corridors leading into the City's core historic district by utilizing a combination of standards and guidelines.

Action: *Enhance the Route 11 (N. Loudoun St & N. Cameron St) corridor identity. Determine contributing/noncontributing status of structures in the Historic District.*

Action: *Attempt to relocate overhead utilities underground on a block-by-block basis.*

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Housing

1. Provide opportunities for new mixed-income and mixed dwelling-type residential use in higher density settings that incorporate the quality design principles of New Urbanism.

Action: Promote the City's 10-year tax abatement program and the use of State and Federal tax credits to incentivize maximum use of existing multi-story structures for residential use on the upper levels.

Action: Revise the Zoning Ordinance to facilitate, where safe, the infill of underutilized rear yard areas next to existing and proposed public alleys with accessory dwelling units.

- Actively pursue code enforcement to eliminate blight and undue overcrowding in residential areas to improve the quality of housing stock.

Action: Pursue code enforcement and blight abatement measures to ensure that properties which do not contribute to the vibrancy of Old Town and the key corridors adjoining it are not allowed to continue having a detrimental impact on the long-term sustainability of the City.

6. Promote decent affordable housing, particularly to serve targeted populations such as young professionals and retirees.

Action: Seek public-private partnerships to redevelop underutilized surface parking lot sites in Old Town to a mix of business and dense housing for targeted populations.

Land Use

7. Locate public land uses in locations that enhance the livability of the City and facilitate the placement of institutional uses in locations that support the social, spiritual, and health needs of the community.

Action: Revise the Zoning Ordinance to limit uses serving dependent populations where the uses might have a negative impact on residences or businesses in the area, while preserving a city-wide network of social services.

8. Minimize the conversion of taxable property to non-taxable land uses or ensure that payments in lieu of taxes are provided to cover the expense of city services such as public safety.

Action: Discontinue the practice, where legally allowable, of granting real estate tax exemption or other public financial incentives/waivers to non-profit organizations which relocate to or expand operations in the Old Town area to the detriment of established City goals and objectives.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Environment

2. Develop a more environmentally sustainable approach to handling urban stormwater runoff resulting in less detrimental impacts on downstream areas.

Action: Secure funding to 'green up' the portions of Town Run where existing concrete channelization can be removed.

Action: Provide incentives such as bonus densities to developers who employ green roofs and other LEED-type green building techniques.

Recreation & Culture

1. Develop quality recreational facilities that meet the growing recreational and fitness needs of all age groups, particularly those helping to address the growing national health concerns related to obesity and those identified as critical needs in the Needs Assessment included in the City Parks & Recreation Master Plan.

Action: Implement the Washington Square Park proposal for the surface parking lot adjacent to the Joint Judicial Center and the Kurtz Building.

Action: Work with private developers to incorporate green spaces at key access points to the Old Town pedestrian mall.

Public Safety

1. Provide the highest quality of police, emergency preparedness, communications, and fire and rescue services available, with properly trained personnel who are prepared for a wide variety of emergencies, and who serve the community in an effective and coordinated manner.

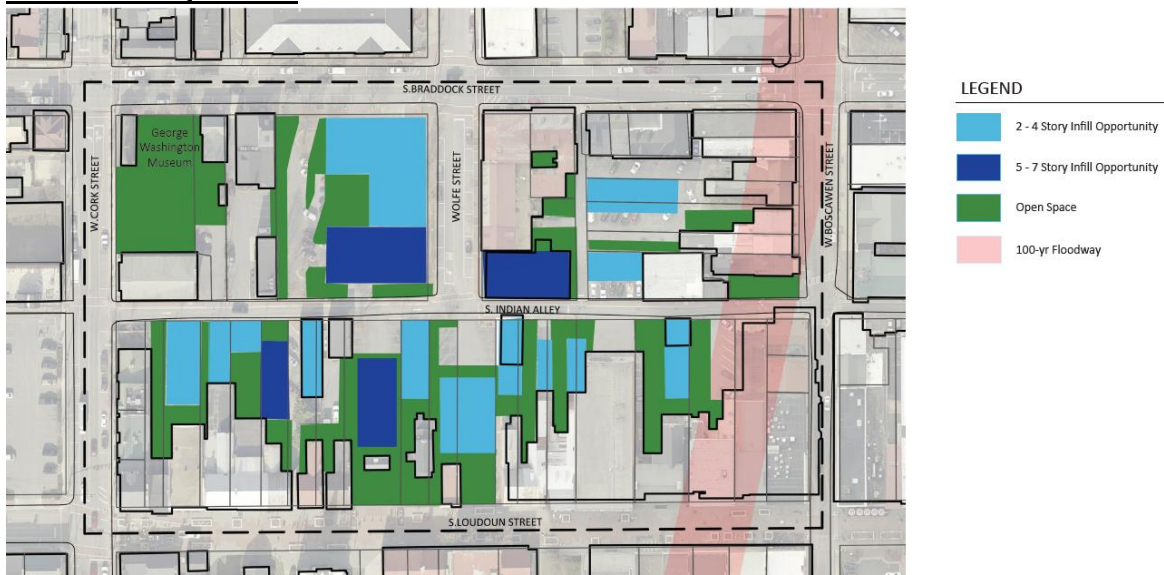
Action: Relocate the Rouss Fire Company or the South End Fire Company to a new facility farther west to improve response times. Preserve the historic Rouss Fire Hall for public or private use compatible with the downtown character.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

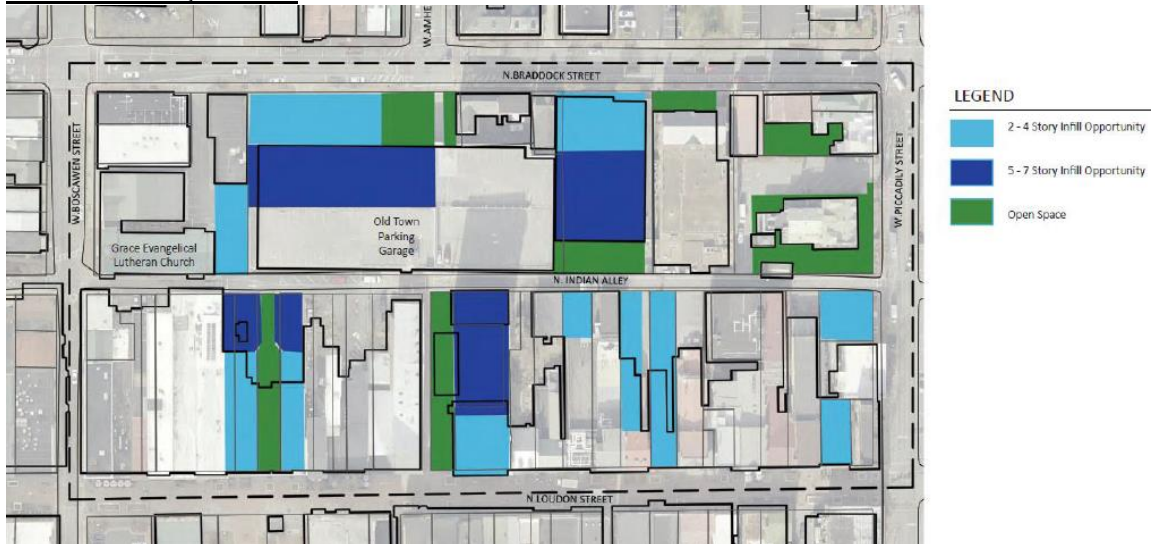
Old Town / North Central Planning Area Site Redevelopment Concept:

Old Town, centered on the Loudon St. walking mall, is Winchester’s cultural heart. Most of the City’s oldest and most historic buildings are located here, including Rouss City Hall and the old Frederick County Courthouse. The area is centered on the Loudoun St. walking mall, which runs north and south, and is bisected horizontally by Boscawen St, dividing it into four geographic quadrants. Space here comes at a premium, where future expansion to need to be limited infill and vertical expansion. The graphics below show infill and vertical expansion opportunities, with 2-4 story infill opportunities in light blue, 5-7 story opportunities in dark blue, and open spaces in green. No infill is called out within the Town Run 100-year floodway which generally extends just south of Boscawen St in the SW and SE quadrants.

South-West Quadrant

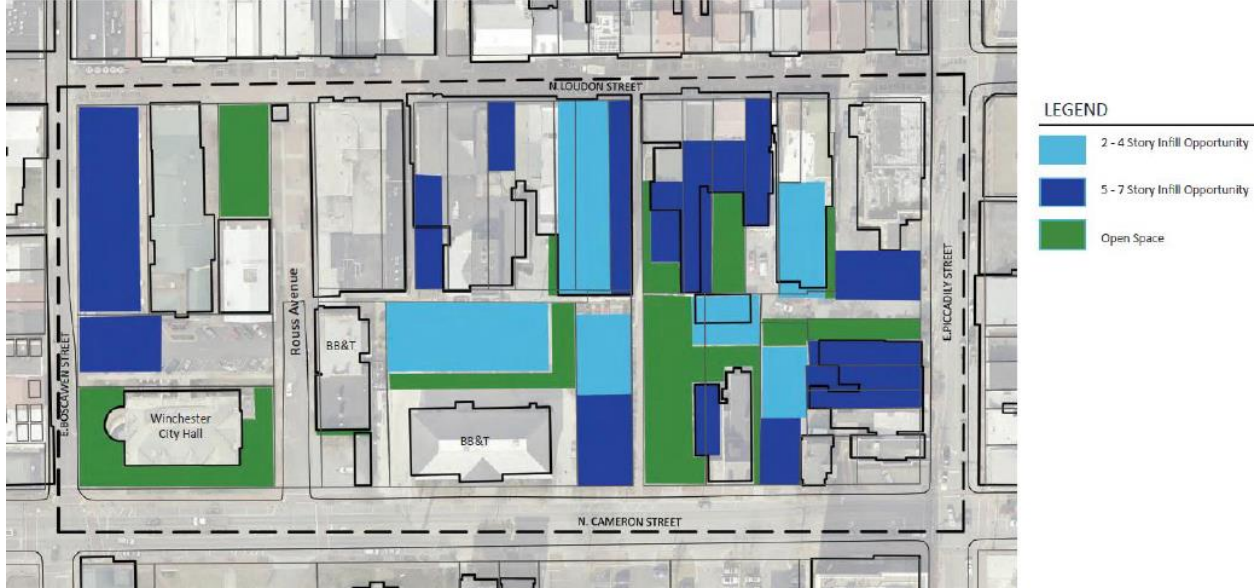


North-West Quadrant



COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

North-East Quadrant



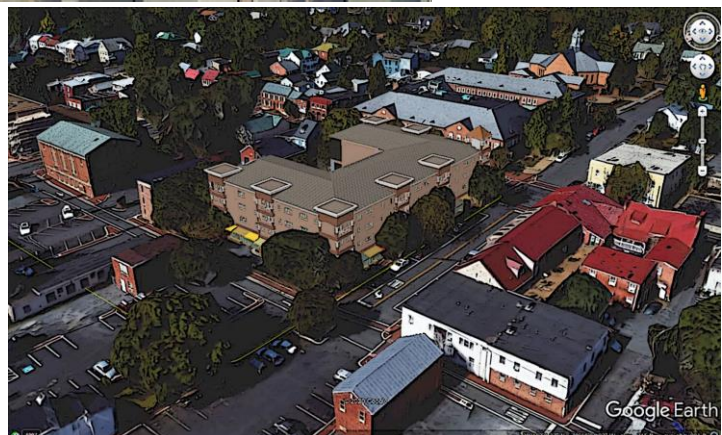
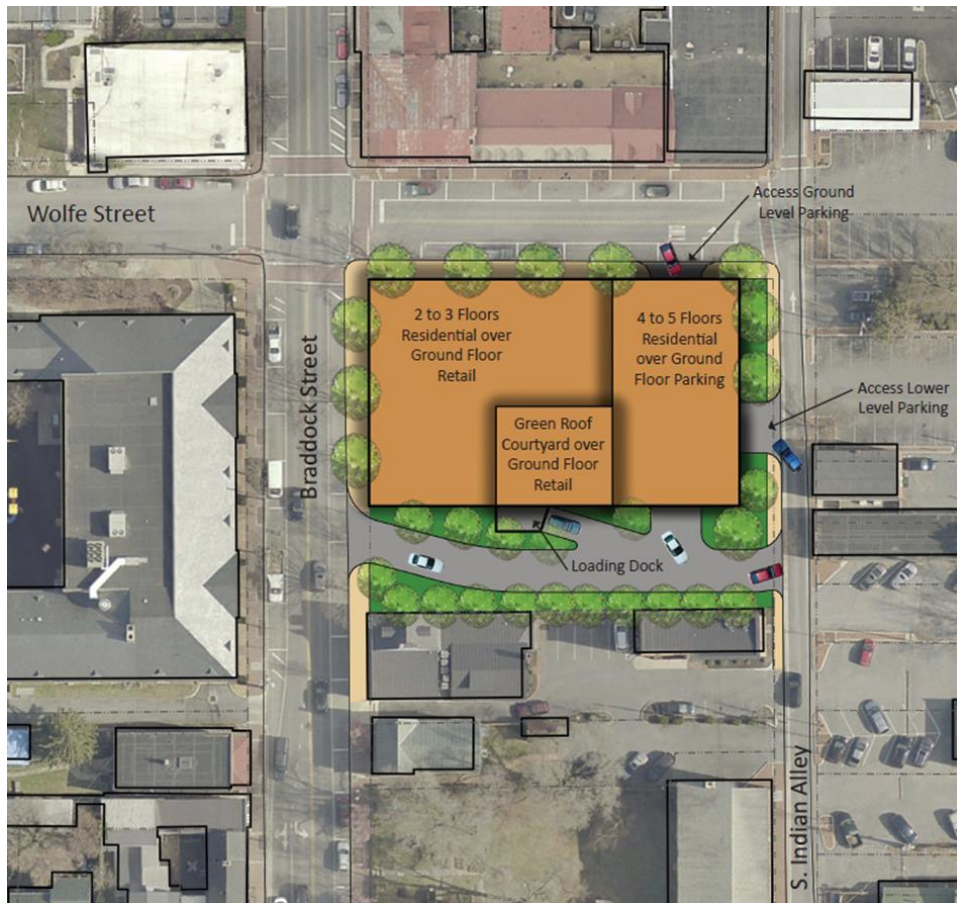
South-East Quadrant



COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

S. Braddock Street Redevelopment Concept: SE Corner of S. Braddock & Wolfe St

This concept proposes to replace a surface parking area in Downtown Winchester, currently owned by the United Methodist Church on the opposite side of S. Braddock St, with new mixed-use redevelopment. The surface lot would be replaced with a structure containing commercial space for a grocery store on the ground floor, and apartments located on the upper floors, complete with a green rooftop courtyard. Partial basement parking would be available for tenants, and a loading dock & drive along south of the site would be constructed for the grocery. Some ground-level covered parking would also be provided.



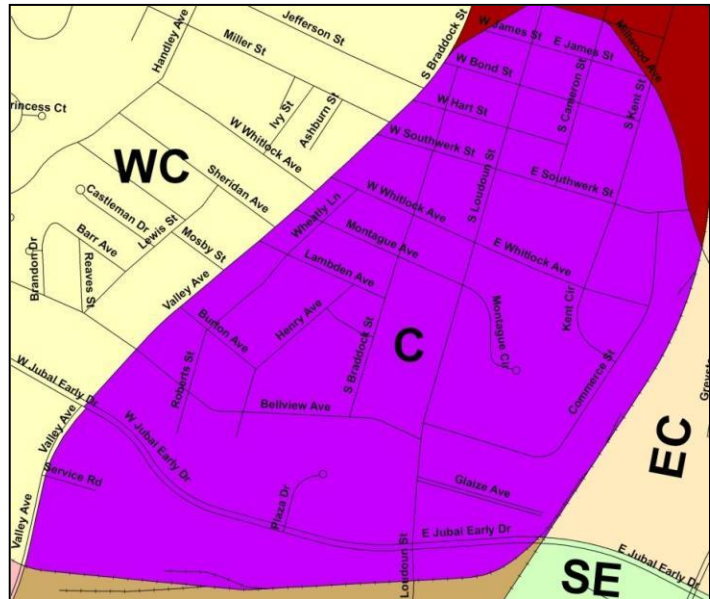
COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

CENTRAL (C)

West of CSX tracks, south of Gerrard St., east of Valley Ave., and north of the WW tracks.

Key Features

- Medium- and high-density housing
- Diverse population
- Aging low-density commercial uses
- One park and little green space
- Community hub at Quarles school



The major objectives and related actions for this Planning Area are:

Economic Development

7. Solicit interest in the community by prospective new businesses.

Action: Encourage the introduction of a grocery store and additional restaurants along the commercial corridors to serve the needs of the area population.

9. Proactively redevelop property where needed to achieve maximum sustainable potential.

Action: Work with the property owners to develop interconnected commercial development which uses Valley Avenue for primary access and also makes use of Right-In/Right-Out access along the north and south sides of Jubal Early Drive.

Action: Help consolidate the properties on the block bound by Valley Ave, James St, S. Loudoun, and Bond St. to allow for development of a multi-story mixed use complex with ground level retail and office use and upper-level offices and/or dwellings taking advantage of the views across the high school grounds.

Action: Encourage the adaptive reuse of obsolete light industrial buildings along Commerce Street and S. Loudoun Street to be more compatible with adjacent residential areas concentrated around the Quarles Elementary School hub.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Housing

3. Facilitate the rehabilitation of existing substandard housing units in suitable living environments while maintaining and preserving the existing character of vibrant residential neighborhoods designated in this Plan.

Action: Investigate the use of federal CDBG grants to modernize the Holliday Apartments at the corner of Henry Ave, Lambden Ave, and S. Braddock St. to serve the needs of low- and moderate-income residents in the area.

Action: Explore a Redevelopment Authority or other means to undertake redevelopment of older housing units along Bellview Ave, S. Braddock St, Henry Ave, and Roberts St.

4. Actively pursue code enforcement to eliminate blight and undue overcrowding in residential areas to improve the quality of housing stock.

Action: Continue code enforcement efforts to ensure that properties are maintained and that blighting influences do not creep the medium density single-family residential areas along Valley, Whitlock, Montague, Lambden, Kent Cir, Commerce, and Bellview.

Design

3. Guide the physical form of development along key tourist entry corridors leading into the City's core historic district by utilizing a combination of standards and guidelines.

Action: Preserve the visual attractiveness of the Valley Ave entry corridor by establishing the final stretch of Corridor Enhancement overlay zoning north of Bellview Ave.

Public Safety

1. Improve the quality of life for all people by preventing crime through enforcement of the law, creation of partnerships through communication and education, and problem-solving using innovative policing strategies.

Action: Address the above-average levels of crime present in the Central Area by working with the South End Citizens Association and other neighborhood groups.

Recreation & Culture

2. Establish a linked system of passive recreational and natural open space that provides safe opportunities for walking, jogging, running, and biking while also preserving environmentally sensitive natural areas.

Action: Work with private landowners to provide easements for and construction of the Green Circle Trail along the south side of Jubal Early Drive.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

Central Planning Area Site Redevelopment Concept: Block opposite John Handley High School

This block encompasses several parcels on the east side of Valley Avenue (US Rte 11), opposite John Handley High School and bound by James, Loudoun, and Bond Streets. It sits along a main route to Old Town Winchester. The close proximity of and easy access to downtown gives this site substantial development potential.

This illustrative development scheme is located just half a block off valley Avenue, along S. Loudon St. between James and Bond St. Existing B-1 zoning at the site would permit taller buildings and potentially very high density, well within walking distance of downtown. Note that the proposed redevelopment consists only of the eastern half of the block.



On the next page is the updated Winchester 2021 Character Map, containing the revised and newly added redevelopment sites mentioned on previous pages. The changes reflect recommended future development designations. A larger version of the Character Map is in the appendix.

COMPREHENSIVE PLAN- PLANNING AREA OBJECTIVES

CHARACTER MAP

