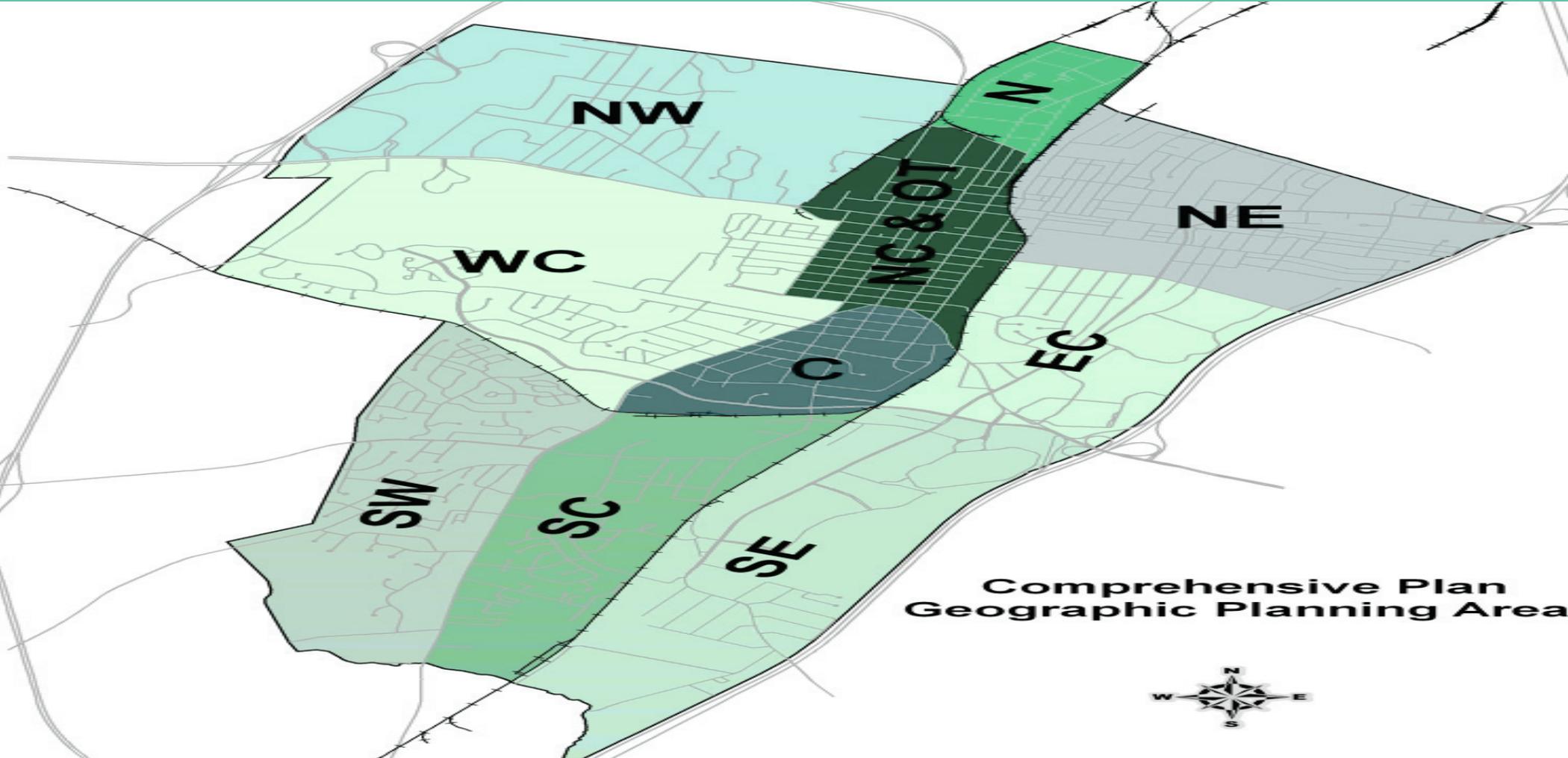


chapter 11

GEOGRAPHIC AREAS



**Comprehensive Plan
Geographic Planning Area**

CHAPTER ELEVEN - 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. It then states specific actions that city staff should take to advance those objectives.

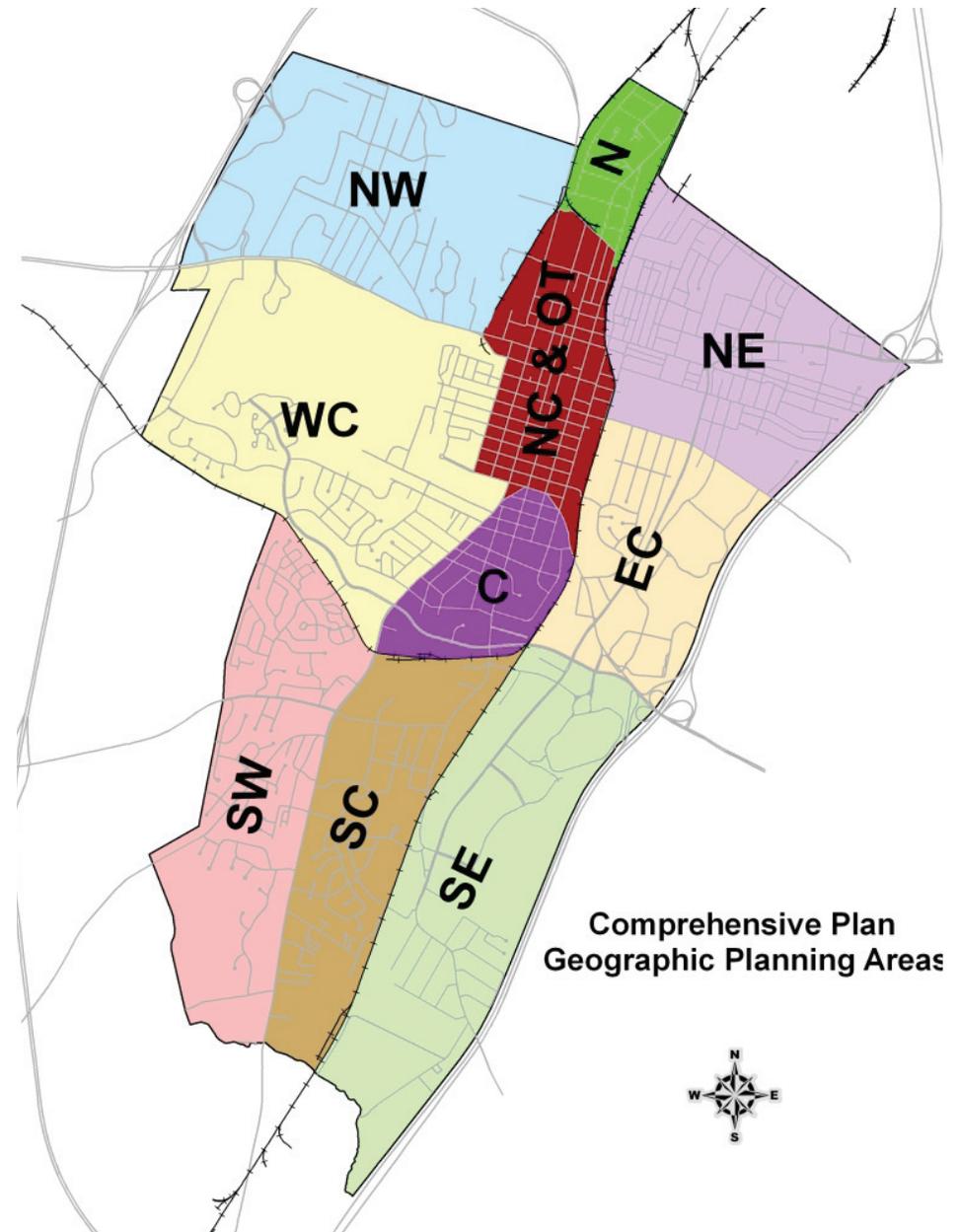
The map on the next page shows the ten planning areas. Their boundaries, often aligning with railroads, consider the character of neighborhoods, zoning, and use. They also generally align with Census tracts to improve the collection and comparison of data. The ten areas are:

- **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 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
Geographic Planning Area

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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 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.



**Comprehensive Plan
Geographic Planning Areas**

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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
- Older but stable single-family and duplex housing areas
- Newer, high-density apartments and townhouses
- No parks or schools
- No clear community hubs

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

Mobility

1. 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.

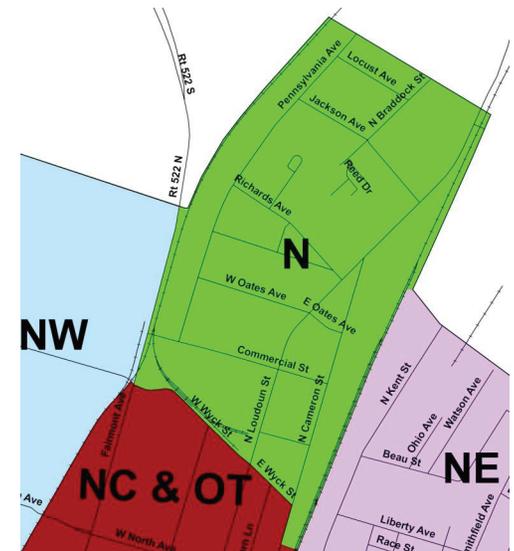
2. Alter conventional street standards, especially in mixed use and planned residential developments, by encouraging New Urbanistic layouts of interconnected grid streets.

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

3. 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 as recommended in the MUMI Study.

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



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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

7. 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.

9. 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.

Economic Development

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

Action: Expand the analysis in the MUMI Study to include properties 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.

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.

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 Gibbens St. that should be consolidated to create major redevelopment opportunities.

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

Land Use

1. Incentivize the construction of compact, 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.

3. Facilitate the rehabilitation of existing substandard housing units and the construction of new housing units so 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 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. as suggested in the MUMI study.

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: Determine the market for a large grocery store in either this North Area or the adjacent National Fruit site in the Northwest Area that could expand upon the products offered at the multiple convenience stores currently in the area.

5. Develop a diversified, sustainable industrial base at appropriate locations which are accessible to transportation facilities, convenient to the workforce and in harmony with other community development and which attract higher income workers that contribute to the general betterment of the community.

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

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

6. 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 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 North entry corridor.

Parks & Recreation

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.

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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 Gibbens Street to the south, and 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 potential CE overlay district. As the area redevelops, both streets should be equally prioritized for building frontage 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 East Commercial Street reflect the scale of adjacent buildings along East 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 East Commercial Street to provide parking for the surrounding area, while maintaining an urban form of development.



Example of interior courtyard/public plaza



Example of small scale mixed use development fronting a bi-directional street



Example of larger scale office or industrial buildings

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

NORTHEAST (NE)

East of the CSX tracks and north of Cork St.

Key Features

- Low density commercial to serve I-81
- Largest area population
- Some major areas of residential blight
- Some stable residential neighborhoods
- Significant low-income housing
- Good public resources: 2 schools, 2 parks, numerous churches.

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. and National Ave.

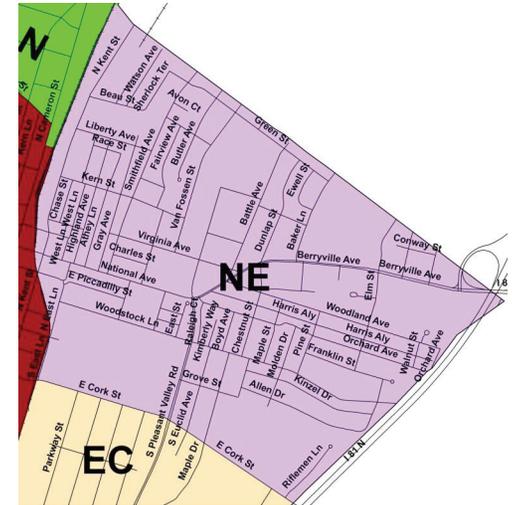
5. Identify and facilitate new infrastructure development to enhance and stimulate commercial development.

Action: Promote the recent 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 interparcel connections and shifting Maple St. and Spruce St. to align with existing signalized intersections at Baker St. and at Apple Valley Square.

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

Action: Coordinate property consolidation of the separately owned residential lots along the south side of Berryville Ave. between Elm St and Woodland Ave.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

9. Proactively redevelop property where needed to achieve maximum 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

2. 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: 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.

Action: Study expanded permission of accessory dwellings to increase low-income housing and residential density.

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

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: Spur redevelopment opportunities including mixed use and major commercial use and ensure the retention of the one grocery store 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.

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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- 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 in to the City's core historic district by utilizing a combination of standards and guidelines.

Action: Implement the Corridor Enhancement (CE) Overlay zoning on properties along Berryville Ave. and National Ave. to improve the visual and functional aspects of the Route 7 entry corridor.

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 and the Douglass Learning Center.

Education

4. Promote life-long learning as a means for improving the quality of life for all citizens by developing career opportunities to increase income potential.

Action: Provide adult learning opportunities at the Douglass Learning Center and Daniel Morgan Middle School.

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS



Northeast Planning Area Site Redevelopment Concept 1: Berryville Avenue Corridor

The images below offer somewhat different redevelopment scenarios for the Route 7 (Berryville Avenue) corridor extending from Interstate 81 on the east (left) westward toward the downtown area. Both scenarios include 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. A “fly-thru” video presentation of the lower redevelopment concept can be accessed via the [Comprehensive Planning](#) portion of the City of Winchester’s website.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

Northeast Planning Area Site Redevelopment Concept 2: Baker Street Revitalization 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. The plan enables improved safety, intermodal accessibility, and traffic flow within a currently congested neighborhood. Proposed improvements include: new or improved public sidewalks; widening of existing streets; a new public street extension; additional on-street and off-street parking; improved lighting; the creation of newly subdivided residential lots; and, opportunities for additional green space within the community. City Council authorized implementation of the Baker Street Revitalization Plan in September 2010 and intends to proceed through the utilization of Community Development Block Grant (CDBG) funds, along with other financial resources such as private investment and public-private partnerships.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

EAST CENTRAL (EC)

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

Key Features

- Shenandoah University hub
- Student population
- Stable single-family neighborhood
- Jim Barnett Park
- Low density commercial to serve I-81
- Visitor center, museum, and several churches

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 property between Spring St. and the K-Mart site to provide safe and convenient access serving new commercial development.

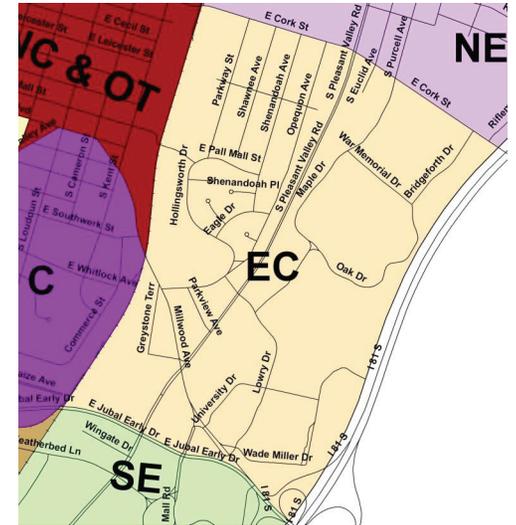
Housing

2. 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: Work with the major owner of property along Millwood Ave, Opequon Ave and S. Pleasant Valley 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 permission of accessory dwellings to increase low-income housing and residential density.

Action: Study mixed use redevelopment of the City Yard linked to the Green Circle Trail.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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. Reduce the conversion of taxable property to non-taxable land uses.

Action: Work with the university to preserve tax-generating commercial activity near Exit 313.

Parks & Recreation

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 Parks & Recreation Master Plan for Jim Barnett Park.

Action: Partner with Shenandoah University to reintroduce the McCormac Amphitheater for seasonal entertainment and cultural offerings.

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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

This irregular-shaped site consists of nearly 4 1/2 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 1 1/2 to 3 stories and take advantage of the sloped site to have at-grade access from both the front (toward S. Pleasant Valley Rd) and 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 might be for only bike/pedestrian and emergency access.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

SOUTHEAST (SE)

East of CSX tracks and south of Jubal Early Dr.

Key Features

- No clear hub
- Sprawling “big box” commercial
- Aging Apple Blossom Mall
- No parks and little green space
- Heavy industry in NW and SW corner
- Stable residences in a range of densities and incomes

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

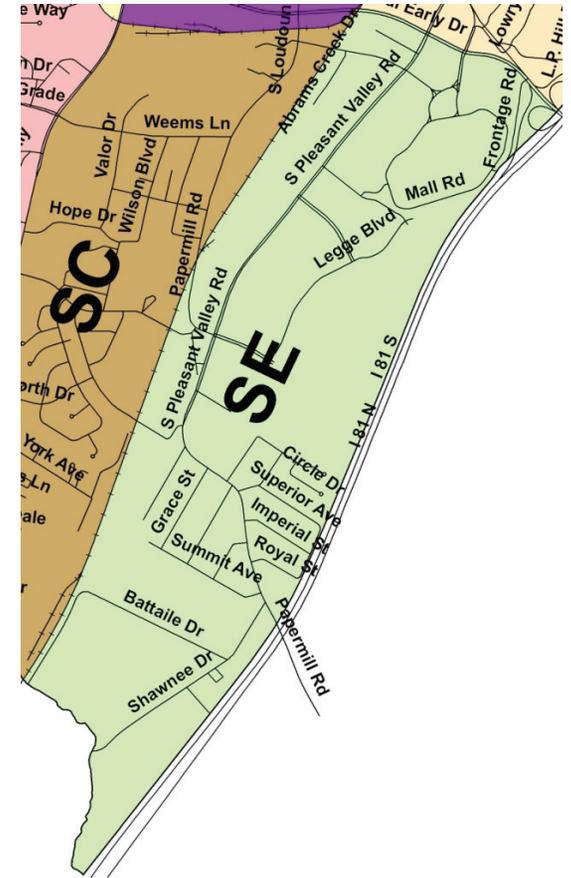
Economic Development

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

Action: 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, Norwood and other industrial property owners to create a secured data park for federal agency record centers.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

Mobility

7. 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 private property developers through a Community Development Authority or other creative funding method to extend E. Tevis St to a proposed overpass of I-81 which would then connect with Rte 522 South.

Action: Continue coordinating with the MPO, VDOT and FHWA to advance the creation of an interchange on I-81 at Battaile Dr utilizing Collector-Distributor (C-D) Roadways.

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 Frontage Rd.

Action: Work with Shenandoah University, Apple Blossom Mall, and other major adjoining property owners to implement grade-separation as recommended in the adopted MPO Long-range Plan or other solutions to better handle east-west traffic.

Environment

4. Undertake riparian measures to address the causes of pollution contributing to the State designation of certain City waterways as "impaired waters."

Action: Work with Apple Blossom Mall and Toy's 'R Us to establish sustainable riparian buffers along Abrams Creek between S. Pleasant Valley Rd and E. Jubal Early Dr.

8. 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 hazards at the Abex site along the west side of S. Pleasant Valley Rd.

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

Parks & Recreation

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 land owners 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 E. Jubal Early Dr.

Southeast Planning Area Site Redevelopment Concept 1: Apple Blossom Mall



The regional mall, built in 1981, has remained largely unaltered and is due for repositioning from an economic sustainability standpoint. The expansive 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 illustrative development scenario shows a new spine road through the middle of the site, connecting Apple Blossom Drive and Legge Blvd. It assumes partial demolition of some existing mall square footage and the introduction of multiple

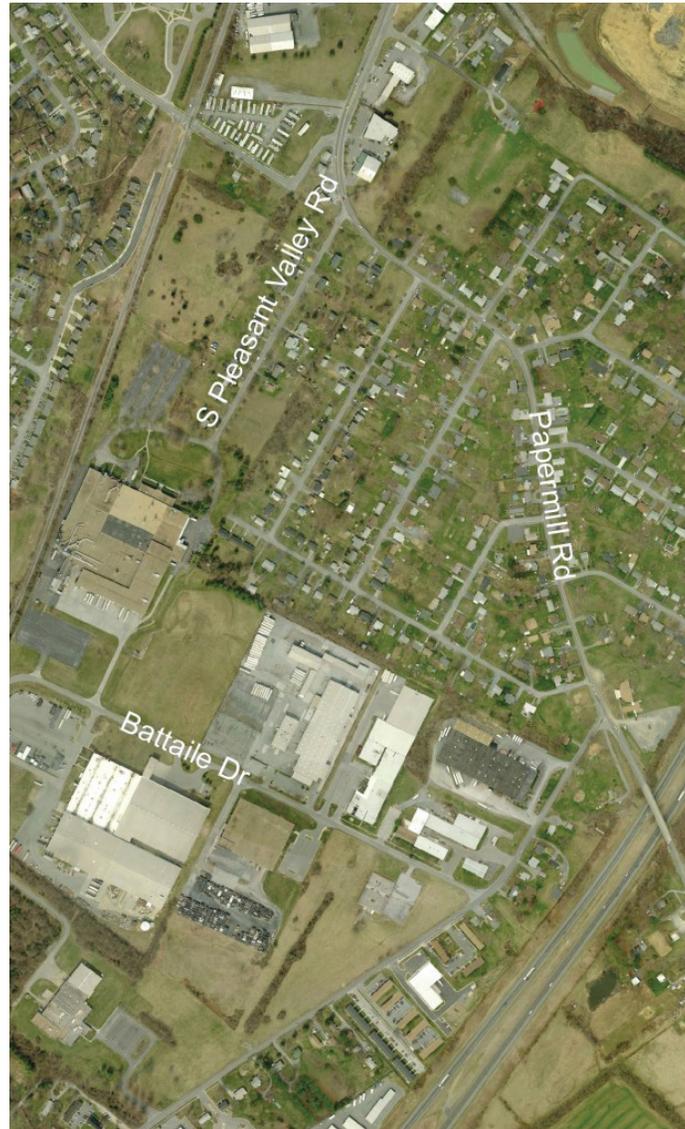
buildings linked by interconnected drives and smaller surface parking areas. To compensate for lost parking area, a parking structure could be included in the area between a multifamily complex and the remaining regional mall structure (approximately in the area adjacent to the current Penney's anchor 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 Jubal Early Drive.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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

This illustrative development scenario on the right shows an extension of S. Pleasant Valley Rd south to Battaile Dr., through undeveloped land to the north and east of the Henkel-Harris furniture facility in the Winchester Industrial Park near the southeast corner of the City. The scenario 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 secured office or data site without a residential component. Connecting Pleasant Valley Rd with Battaile Drive at the south end of the site would remove commercial traffic from the medium density single-family residential area along both sides of Papermill Road to the east. The graphic also depicts the possible introduction of a new interchange on I-81 at Battaile Drive.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

SOUTH CENTRAL (SC)

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

Key Features

- No clear hub
- Sprawling, aging highway commercial
- Vacant Montgomery Ward's site
- No parks and little green space
- Important industrial sites
- Stable residences in a range of densities and incomes
- One school, with few other green areas

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

Mobility

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

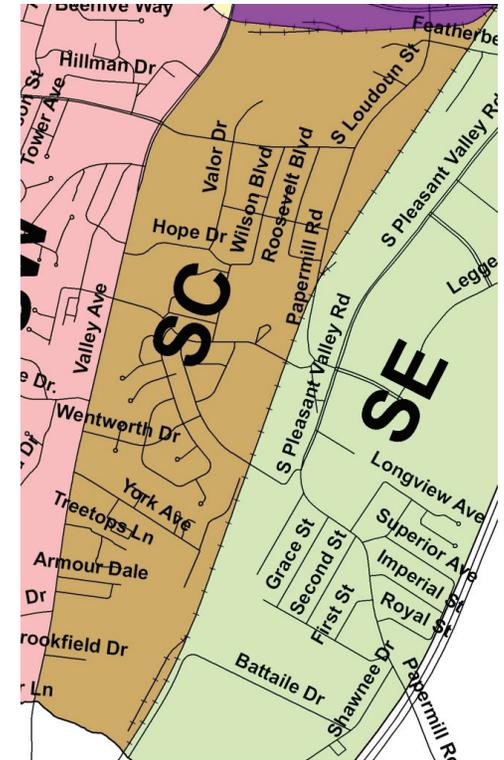
Action: Work with the Packer St subdivision developer to extend Packer St as a fully extended through street connecting with W. Cedarmeade Ave.

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

Action: Utilize revenue-sharing or other matched funding sources to connect Hope Dr. eastward through the Robinson School site to connect with Papermill Rd. at a new intersection along the west side of the CSX Railroad.

Action: Utilize Urban Program funds as called out in the MPO Plan to undertake the design, right of way acquisition, and construction of Weems Lane widening.

Action: Secure funding to complete the drainage, curb and gutter, sidewalk, and bike lane improvements along Valley Avenue that were not done with the Phase 1 widening.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

Economic Development

9. 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 development of the former O'Sullivan property to the north of Weems Lane and the former Robinson School site in a way that is compatible with adjacent residential and industrial uses.

Environment

4. Undertake riparian measures to address the causes of pollution contributing to the State designation of certain City waterways as "impaired waters."

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

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

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

Housing

2. 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: 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.

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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.

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. 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.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

SOUTHWEST (SW)

West of Valley Ave. and south of WW tracks

Key Features

- No clear hub
- New subdivision housing: low-density to south and higher-density to north
- Some aging highway commercial
- Low-income transient housing in motels
- Underused warehouse facility
- Two neighborhood parks, large battlefield park, and a large church property

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

Economic Development

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

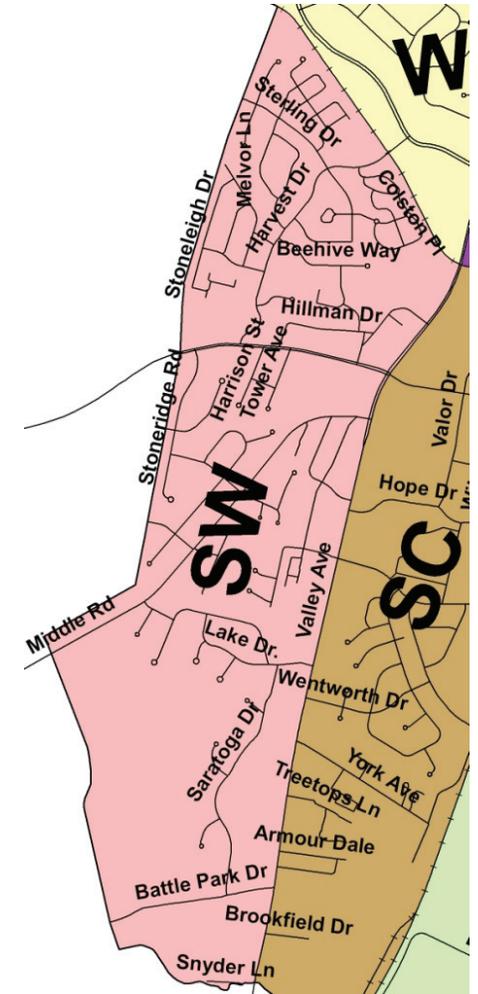
Action: Redevelop obsolete and blighted commercial properties along Rte 11 such as the three older motel sites and the nonconforming Simbeck Truck Terminal site.

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

1. 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.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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: Expand commercial use along the Cedar Creek Grade corridor.

Parks & Recreation

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.

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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 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 the residential units in the tall historic warehouse structure, near row houses, duplexes, and single-family detached units could be added, backing up to and connecting in 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.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

WEST CENTRAL (WC)

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

Key Features

- Potential hubs at rehab center, regional museum, and 2 schools
- Stable, high-income, low-density residences.
- Wetlands Preserve and Green Circle Trail spur
- Old plantation's open space, 4 schools, and multiple churches

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 including school use and planned unit development in conjunction with construction of Meadow Branch Avenue near Amherst Street.

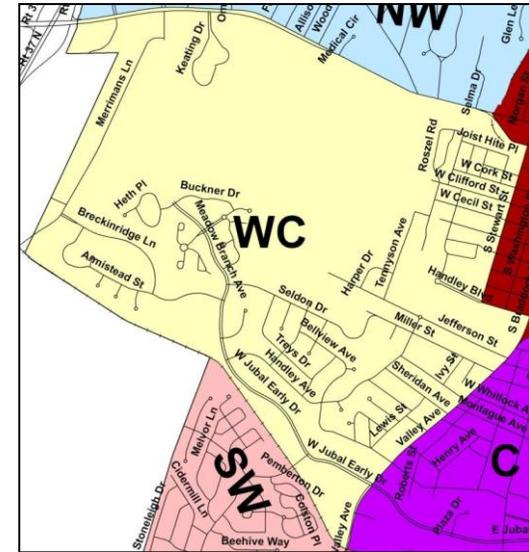
Action: Encourage redevelopment of older commercial sites on Amherst Street.

Mobility

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

Action: Extend Meadow Branch Avenue from Buckner Drive to Amherst Street

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



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Parks & Recreation

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 land owners to provide easements for and construction of the Green Circle Trail along the south side of Jubal Early Drive and the east or west side of Meadow Branch Ave, including a spur on the east side to connect with future private trail network on the Glass-Glen Burnie Foundation property.

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

Design

3. 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 around the old hospital including South Stewart St as well as the area containing Craftsman-styled homes along the west side of Valley Ave between Bellview Ave and Jefferson St.

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

6. 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, civic, and health needs of the community.

Action: Anticipate the closure of the existing John Kerr Elementary School on Jefferson Street and consider reuses for the property that enhance the livability of that area while also facilitating the establishment of a new, larger John Kerr Elementary School along the west side of Meadow Branch Avenue extended.

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

The extension of Meadow Branch Avenue through the Ridgewood Orchard (Smith) and Moffett properties between Amherst St on the north and Buckner Drive within the Meadow Branch North subdivision to the south offers many opportunities for mixed use. The Comprehensive Agreement associated with the PPEA for construction of the replacement John Kerr Elementary School on the Ridgewood Orchard and DBL Holdings property will result in roadway and Green Circle Trail improvements as a center spine for development. The neighboring regional medical center makes the site attractive to housing for high-income professionals and seniors. As part of a Planned Unit Development, a variety of housing types, ranging from luxury condominiums/apartments to high-and mid-rise retirement housing and assisted living, may be appropriate for the central portions of the site. Zoning for development in this central area should be medium density unless age-restricted housing is proposed, in which case, high density zoning may be appropriate. The portion of the site between the new school and Amherst Street may be appropriate for planned commercial use including offices and retail. The south portion of the site is best suited for low and medium density clustered residential use compatible with adjoining development in Meadow Branch North.



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NORHWEST (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.

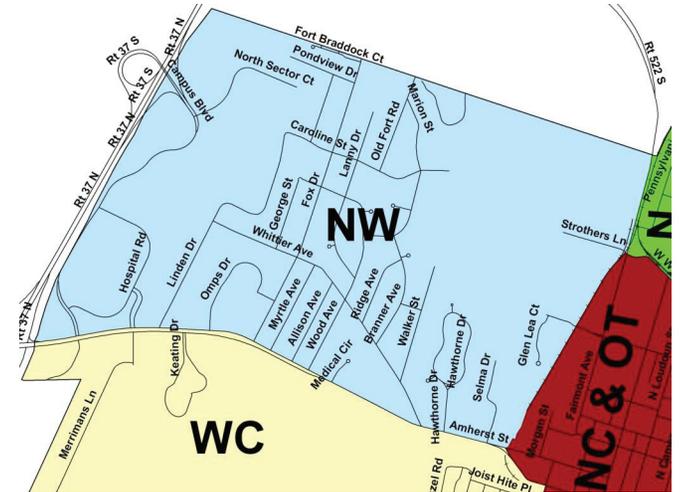
Mobility

2. 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.

9. 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).



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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 commercial redevelopment alternatives for the Frederick County Middle School site that preserve neighborhood recreation facilities. 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: Frederick County Middle School

The 23-acre site housing the Frederick County Middle School on a plateau along the west side of Linden Drive is a potentially prime redevelopment site. The current facility, constructed in 1966, is among the oldest school facilities in the County public school system and has been considered for replacement by a middle school somewhere out in Frederick County and further away from the recently renovated James Wood Middle School (also inside the City limits).

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 for mixed use. Any nonresidential uses would need to be buffered to the single-family homes being constructed along the east side of Linden Drive. 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.



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Northwest Planning Area Site Redevelopment Concept 2: National Fruit

The large industrial tracts housing the National Fruit Product Company and the Frederick Fruit Growers Migrant Camp offer opportunities for creating a 'new town' at the north end of the City. The lower, relatively flat areas along Fairmont Avenue offer opportunities for reusing large brick industrial buildings



and the former corporate office building just south of Wyck Street. The intersection of Wyck and Fairmont could become a focal point for arrival into the City on Rte 522 via Rte 37 to the northwest. A roundabout could be incorporated into the design consistent with the recommendations in the MUMI Study.

On the steeper ridge area to the rear (west) portion of the site, medium density residential development could be introduced in a way that is sensitive to the environmental constraints of the site. In the graphic, streets follow the contours of the ridge, and trees prevent erosion while providing privacy. A network of roadways could be developed that link that residential development in with existing residential development to the west and south.



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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

6. 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.

8. 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: Establish 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 in to the City's core historic district by utilizing a combination of standards and guidelines.

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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.

Housing

2. 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.

4. 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

6. 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.

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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.

Action: Relocate the detox and court services from the old jail to less disruptive sites. Reuse the historic building for a public or private use more compatible with the area.

7. Reduce the conversion of taxable property to non-taxable land uses.

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.

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.

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

Parks & Recreation

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 including:

- 1. the blighted property (146-148 N. Loudoun St) along the east side of the mall north of the alley beside the former Solenberger Hardware Store which provides a visual connection between the walking mall and the G.W. Parking Garage;*
- 2. the lots situated across from the Old County Courthouse where a westerly extension of the courthouse lawn would connect the historic center of the mall with an elevator/stairtower at the south end of the Braddock Street AutoPark; and,*
- 3. the southerly portion of the Taylor Hotel site which would expand the visual connectivity between the existing Braddock Street AutoPark and the 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 to a new facility farther west to improve response times. Preserve the historic fire hall for public or private use compatible with the downtown character.

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

Old Town / North Central Planning Area Site Redevelopment Concept:

Downtown Courthouse Lawn Extension



EXISTING - VIEW LOOKING WEST FROM THE COURTHOUSE

This concept illustrates an idea to extend courthouse plaza across the pedestrian mall to North Indian Alley by removing two or three buildings across from the courthouse and expanding the plaza into the existing rear parking lots. The site extends to Indian Alley and the Braddock Street parking structure. A new “gateway plaza” would anchor the west end of the Loudoun Street Mall and welcome visitors parking in the garage and using a new stair and elevator tower.

The gateway plaza includes a landscaped pathway connecting Indian Alley through the site to the steps of the courthouse on axis with the statue in the square. The expanded plaza courtyard could host larger outdoor events, additional dining, or public gatherings. For the plaza to be most successful, liner buildings should flank the sides and back of the site, where room exists. Windows and doors should front the plaza and landscaping can be strategically used to highlight a pathway, provide shade and soften the lines of the hardscape elements. This design emphasizes the historic courthouse and further strengthens pedestrian connections to the Loudoun Street mall.



CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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 the use of a Redevelopment Authority or other mechanism to undertake redevelopment of substandard 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 into 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 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.

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.

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

Parks & Recreation

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.

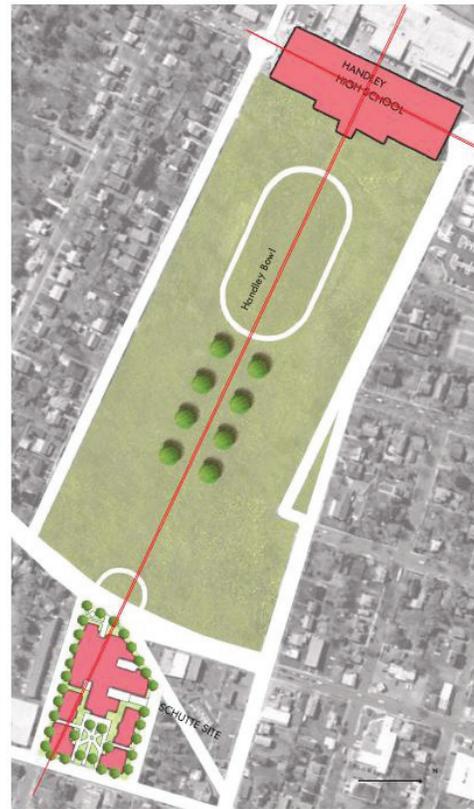
Action: Work with private land owners to provide easements for and construction of the Green Circle Trail along the south side of Jubal Early Drive.

CHAPTER ELEVEN - THE TEN GEOGRAPHIC PLANNING AREAS

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 and access to downtown gives this site substantial development potential.

This illustrative development scheme rises seven stories from Valley Avenue, taking advantage of the City's existing economic development bonuses. This scenario could easily include over 100 residential units on the roughly 98,000 s.f. site encompassing an entire city block. The concept calls for 25% of the built square footage to be dedicated to commercial uses. By placing a structured parking lot within the mass of the seven-story building, The remainder of the site's interior open space can be utilized as a pocket park, surrounded by three- and four-story buildings that mirror the scale of the surrounding neighborhood. Additional open space is carved out of the Valley Avenue right-of-way, mediating the height of the building and allowing a park-like connection to Handley High School.



HANDLEY AXIS ALIGNMENT



ILLUSTRATIVE SITE PLAN



EXISTING SITE

DESIGN CONCEPTS

- Park/Plaza fronting Handley High School
- 7 Story building steps back from Valley Avenue, providing terraced balconies
- Parking Structure embedded within the building and accessed from James Street