

# Introduction

The comprehensive plan for the Town of New Market is part of a continuing planning program for the Town. The purpose of this plan is to serve as a guiding vision for the future development of New Market and the immediate surrounding area. This plan will also outline a concise statement of the policies and actions for implementing the vision and goals of the Town.

This document examines past growth and development, and presents current data on transportation, population, housing, land use, and community facilities. General goals and objectives were developed and are presented in each chapter.

New Market's comprehensive plan was developed in accordance with Chapter 15.2 of the Code of Virginia.

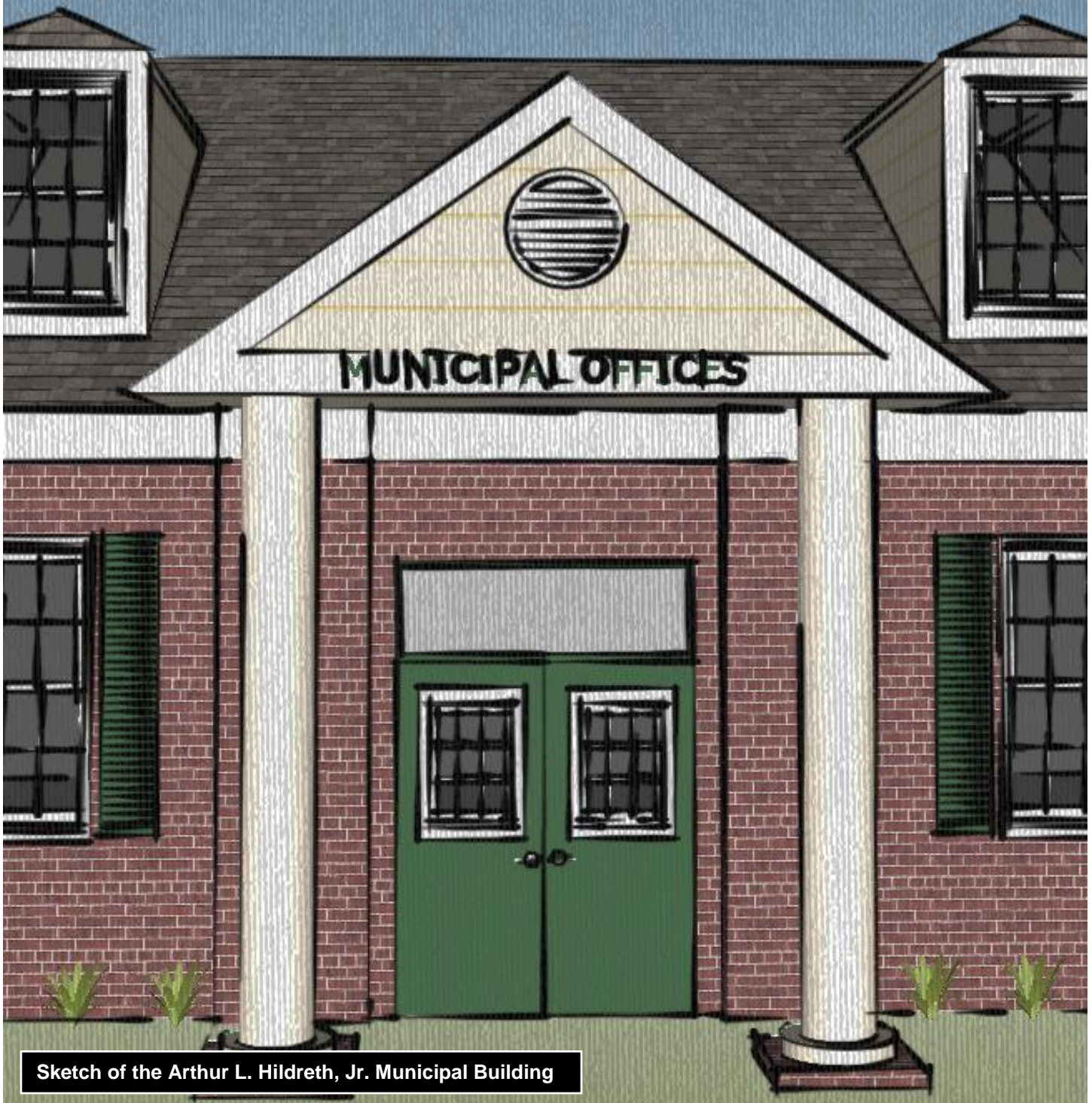
To assist in the implementation of the five-year review, the comprehensive plan has been formatted with each chapter numbered in sequence which will allow individual updates without requiring changes throughout the plan. The implementation sections of the plan should be reviewed as part of the annual budgeting process.

After the Planning Commission meetings and public hearings held by the Planning Commission and Town Council, this plan was adopted by the Town Council on:

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## Chapter 1 Overview of the Plan



Sketch of the Arthur L. Hildreth, Jr. Municipal Building

## **Importance of a Comprehensive Plan**

Planning is a process of formulating goals and objectives and the strategies necessary to achieve them. It is a major component of corporate management and is no less important for local government. The comprehensive plan is valuable to the government as an organization, to its citizens and to the private sector. It is an official statement of the Town Council that describes a vision of New Market's future and allows the Council and Planning Commission to coordinate their policies and actions to guide development.

## **Major Purposes of the Plan**

- Provide a guide for many public and private decisions that create the future of New Market;
- Promote the interests of citizens at-large rather than those of individuals or special groups;
- Identifies New Market's goals, especially those that relate to physical development and to economic development;
- Enhance the town's physical environment;
- Identify decisions concerning New Market's future development that have been made by local residents, state, and county agencies, or by the Town Council;
- Develop a coordinated, well-planned system of public services and utilities;
- Assist in the evaluation of short-term actions against long-term goals; and
- Fulfill the legal requirements of Chapter 15.2 of the Code of Virginia.

Planning is a difficult process that balances the public interest with private property rights; however, the plan must be more than a listing of each property owner's wishes. A good plan identifies problems and conflicts and is almost always controversial. The plan considers all actions affecting development, including utilities, transportation, public facilities, economic development, appearance, public finance and the environment.

## **Vision of New Market's Future**

The comprehensive plan is guided by a vision of a future New Market that includes:

- A historic district that is protected from adverse changes and with new construction throughout the town that is compatible with and sensitive to New Market's historic character and that contributes to the aesthetic quality of the community.
- A high quality of life which includes healthy residential neighborhoods, adequate open space and recreational facilities, strong schools, and a well-designed transportation system.
- A residential community centered on tourism as its major business.
- A strong and lively downtown area that serves as a focal point for community activities.
- An ideal location for industry that is compatible with our residential / tourist atmosphere.



\*Google Maps

## **General Goals and Policies**

The New Market comprehensive plan is also based on the following general goals and policies:

Goal: To retain the present general form and character of New Market, which can be described as “a compact small town in rural setting, with a historic main street, attractive residential areas, and in which the majority of residents are employed locally”.

Policy: New Market will use this comprehensive plan to guide development, redevelopment and employment opportunities towards the attainment of this and other goals in the plan.

Goal: To develop and retain a strong, positive “sense of community” among New Market residents.

Policy: New Market will develop programs and activities to foster broad community awareness of its historical and contemporary character.

Goal: To grow at a moderate rate from the 2010 population of 2,146 to a population of 3,189 by the year 2030.

Policies: New Market will continue to encourage residential growth, accompanied by increased employment opportunities.

Upon approval of the Voluntary Settlement Agreement between the Town of New Market and Shenandoah County, the Town will annex lands from the Future Growth Area as circumstances indicate that it would be deemed appropriate and in conformance with the agreement.

Goal: To foster greater cooperation with neighboring governmental jurisdictions, for the mutual benefit of all.

Policies: New Market will continue to enhance its communications with state agencies and with elected county, state, and federal officials.

(This policy applies especially to nearby towns, to Shenandoah, Page, and Rockingham Counties, the Northern Shenandoah Valley Regional Commission, and to state agencies.)

Goal: To keep New Market’s comprehensive plan as an up-to-date, relevant and usable living document.



**Policy:** Whenever a major change occurs, relevant pages in the master copy of the comprehensive plan will be changed and a procedure will be instituted to keep all copies up-to-date. The document will undergo a thorough review every five years with a general review of goals and policies on an annual basis upon the initiative of the Town of New Market in order to keep a clear and driven focus of what the future of New Market will be.

## **Legal Basis of the Plan**

According to Section 15.2-2223 of the Code of Virginia, all localities in the Commonwealth are required to “prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction”. It further states that “the comprehensive plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and possible future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities.”

Section 15.2-2230 of the Code requires that “at least once every five years the comprehensive plan shall be reviewed by the local planning commission to determine whether it is advisable to amend the plan.”

## **Plan Organization**

The comprehensive plan is organized into the following chapters:

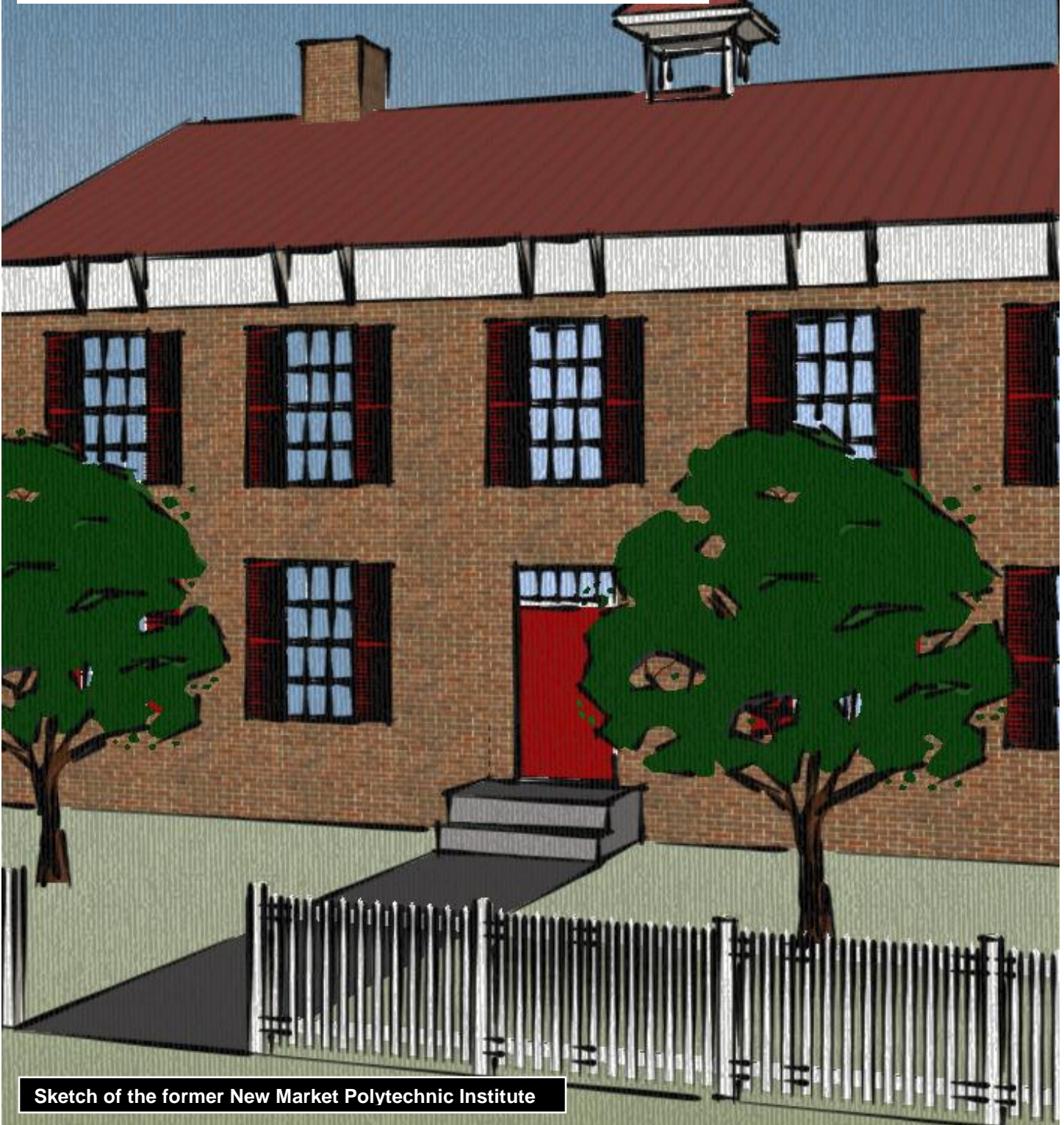
- 1 – Overview of the Plan
- 2 – History and Regional Setting
- 3 – Natural Environment
- 4 – Land Use
- 5 – Economic Development
- 6 – Appearance
- 7 – Population and Housing
- 8 – Transportation
- 9 – Community Services and Facilities
- 10 – Implementation / Action Plan

Where possible, each chapter is organized in a similar fashion to facilitate use of this plan. Sub-categories within the chapters include background information to provide information on existing conditions and goals and policies as a guideline for each element.





## Chapter 2 History and Regional Setting



Sketch of the former New Market Polytechnic Institute

## **Historical Overview**

Located at the intersection of two former Native American trails, the Town of New Market is nestled at the foot of the Massanutten Mountain in the scenic Shenandoah Valley. The town serves as a tourist destination for those who enjoy golf, history and small quaint shops. Tourists will also find many fine eateries, hotels, motels, bed and breakfasts, and several caverns and campgrounds in the area to explore.

Early on the valley was home to several Native American tribes. Most notably the Senedos lived just north of town until a conflict with the Catawba tribe from the south. The Delaware were also known to make frequent trips to the valley.

The first settlers started to find their way into the area in the late 1720's. They were mainly Germans of the Mennonite and Lutheran faiths from Pennsylvania who found the area to be rich in minerals and wild game. The valley itself started to see settlements shortly thereafter by those of German and Scotch-Irish origins. During its early years, New Market was known as Cross Roads due to the aforementioned Native American trails that intersected within the newly settled area. Attacks in the valley by the Native Americans on the settlers were rare for the first twenty years; however, there were attacks from the 1750's until the last recorded attack in 1766.

One of the more well known individuals to reside in the area was John Sevier. Sevier's father, Valentine, received one of the original land grants from Lord Fairfax for 378 acres in 1749. In 1765 Valentine sold his land to his son John who split up the acreage and then sold the 128 acres upon which the Town of New Market would later be established. In 1773 John left for Tennessee. While in the New Market area John Sevier was a farmer, innkeeper and merchant owning a trading post and tavern. He later went on to become a hero at the Battle of King's Mountain, served as governor of the lost state of Franklin, served as governor six times in Tennessee and also served four times as a member of Congress. After he departed New Market his lands passed through the hands of two other owners before coming into the possession of Peter Palsel in 1783. In 1785 Palsel had Jacob Rinker survey and lay off 32 lots containing a half acre each (except for lot #1) for a town to be known as New Market. Palsel sold four lots and then sold the remaining acreage to Abraham Savage in 1786, having first conveyed it in August 1785 to Savage in trust to secure a payment which he owed to Savage. Savage in turn had an additional 60 lots laid off. On December 14, 1796, the General Assembly officially established the Town of New Market.

During the early 1800's the citizens of New Market began petitioning the Commonwealth to create a new county out of the existing southern portion of Shenandoah County and the northern edge of Rockingham County. The petition argued that a new county, with New Market serving as the county seat, would cut down on the travel time that was necessary when having to attend court in

Harrisonburg or Woodstock. The petition ultimately proved to be unsuccessful and there was no proposed name on record for what the new county may have been called.

1806 saw the founding of the Henkel Press by Ambrose Henkel. Early publications mainly focused on Lutheran theological literature which in turn was distributed by Ambrose's father, Paul, during his travels conducting missionary work. The most recognizable publication of the Henkel Press was *The Shenandoah Valley*, a weekly newspaper. While the paper was eventually sold and relocated to Woodstock its publication still continues today as the *Shenandoah Valley Herald*.

Joseph Martin of the *Gazetteer of Virginia* described an 1835 New Market as containing the following: three churches, an academy, a printing office, five stores, three taverns, a lawyer, four doctors, a threshing machine factory, three hat factories, four shoe factories, two chair factories, two potteries, two blacksmiths, two wheelwrights, a silversmith, a coppersmith, two gunsmiths, a locksmith, four cabinetmakers and house joiners, two saddle and harness factories and four tanneries.

The New Market Female Seminary operated from 1844 until 1915, although classes were not held during the Civil War. In 1867 Mary Lynn Harrison Williamson purchased the building and ran the seminary. She is also the author of several biographies for children including: *The Life of Washington*, *The Life of General Lee*, *The Life of J.E.B. Stuart*, and *The Life of Stonewall Jackson*. Mrs. Williamson's daughter, Mary, went on to become Dean of Hollins College in Roanoke, Virginia.

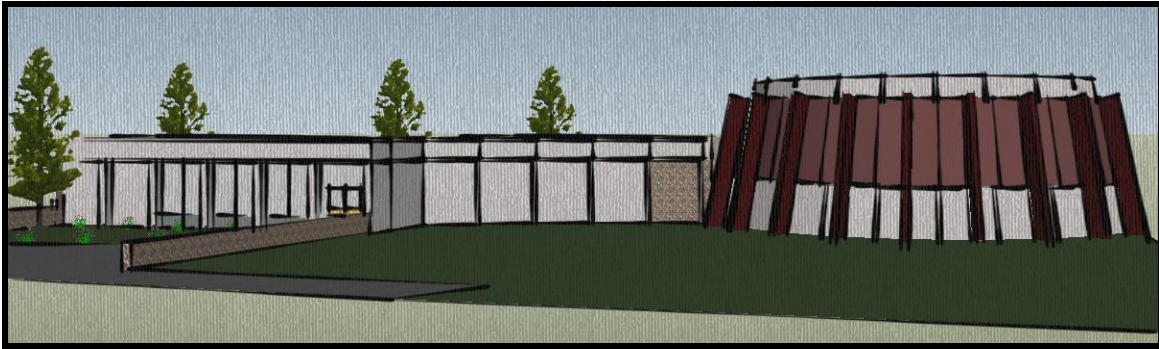
By the time of the Civil War, New Market had an estimated population of 800 people.

The New Market Artillery, known as Rice's Battery and as the Eight Star Artillery, was composed mainly of New Market men. This battery was officially enlisted into Confederate service in April of 1861 and was one of a few to surrender with all of its guns still intact.

Once the fighting began, the Shenandoah Valley was never completely free of war and strife during the four years it encompassed. However, the majority of the fighting in the region took place in 1862 and 1864. Stonewall Jackson's troops marched through New Market during his much publicized Valley Campaign (March – June, 1862) and once more in November 1862 when the Confederates were on their way to join General Lee in Fredericksburg.

In 1864 the Union tasked Major General Franz Sigel with advancing south along the Valley Pike and destroying the railroad at Staunton and Lynchburg. Major General John C. Breckinridge, formerly Vice-President of the United States and a

Democratic presidential nominee in 1860, was in command of the Confederate forces in the Valley and was charged with meeting Sigel on the field and thwarting his efforts. The two advance forces met on May 14, 1864 with limited cavalry action. The main forces confronted each other the next day for what would become the Battle of New Market. Union forces numbered 6,275 engaged while the Confederacy engaged 4,087. During the battle 257 Virginia Military Institute cadets were entered into the fray to shore up the Confederate line. This is important to note because they are the only student body to ever be taken from a college classroom and be put into battle in American history. The VMI cadets were able to capture a gun and take many soldiers of the 34th Massachusetts prisoner. In all, 10 VMI cadets lost their lives as a result of wounds they received during the battle. An annual re-enactment of this battle is held in May on the grounds of the Virginia Museum of the Civil War, formerly known as the New Market Battlefield State Historical Park.



Sketch of the Virginia Museum of the Civil War

In 1868, the Orange, Alexandria and Manassas Gap Railroad was completed to Harrisonburg. The railroad was located roughly two miles outside the town limits as the people feared the railroad would have a negative impact on their livestock. It could be argued that by not having the railroad run through town that growth of New Market was slowed during this period.

One of the major industries in New Market during the late 19<sup>th</sup> century was the manufacturing of carriages and wagons. There were at least four locations throughout town during this time period, although not all of them were operational at the same time.

From 1870 to 1872 New Market was involved in what was once described as “The War of the Colleges.” During this time period there was great debate and discussion on how funds provided by the federal government for the embellishing or establishment of educational facilities should be spent. A popular sentiment in New Market was to have the funding split between 10 colleges, including the recently founded New Market Polytechnic Institute. It was noted that the funds would be targeted towards education in the agriculture and mechanics fields as during the post war era it seemed wise to spend the money on the practical courses and not on the classical ones. In the end New Market did not receive



any funding and the New Market Polytechnic Institute, which was founded in 1870, would last only 25 years as a private institution. One-third of the funds went to Hampton Institute. The remaining two-thirds were awarded to a small college known at the time as Preston-Olin College. Today, the land on which the New Market Polytechnic Institute once stood is a public parking lot between the Municipal Building and the Post Office while Preston-Olin College reorganized and is more recognizable in its current form as Virginia Polytechnic Institute and State University (Virginia Tech).

1908 saw the founding of the Shenandoah Valley Academy. Although located west of New Market it is still considered to be an integral part of the town's history. Since its founding, SVA has graduated over 6,000 students and has also expanded its campus to include an elementary school. The academy is co-educational and affiliated with the Seventh Day Adventist Church.

The State Highway Department took over Route 11 during the early 1900's, removed the toll gates and widened the roadway leading to greater accessibility to New Market and the Valley. With easier access and New Market's proximity to the local caverns, tourism in the town and the Valley grew. There were numerous hotels, rooming houses, and inns located throughout the town during this era to accommodate these tourists. However, as the transportation system improved and the industrial revolution set in, the small cottage industries that New Market had been accustomed to began to disappear. The mass production of items led to less local manufacturing and the importation of goods from other industrial centers.

During World War II the Shenvalee Golf Resort found itself working with the U.S. State Department. Specifically, this facility offering leisure and recreation was used as a place to hold Italian internee's of diplomatic rank. In all, they were held at the Shenvalee for a total of 14 months.

In 1940, a poultry dressing plant located in New Market and a garment manufacturing business opened in 1956. With the completion of Interstate 81 in 1966 tourism flourished and the community became within easy driving distance from many of the industrial centers of the Valley. The issue, however, is that while the interstate provided convenience for the traveler, it has been taking tourists off of Route 11 who would have otherwise driven through New Market's downtown area.

During the middle of the 20<sup>th</sup> century the area saw the raising and selling of a small animal known as a chinchilla. These animals were originally from the Andes Mountains in Peru, Chile and Bolivia but were being raised locally as their extremely soft furs could command substantial sums.

As the century wound down New Market saw many changes take place. The old garment manufacturing business has become an automotive supply business.

New Market High School became the New Market Community Center. The Interstate 81 corridor has seen dramatic growth and changes with the coming of several new gas stations, restaurants, convenience stores and hotels. While a lot has changed over the years, New Market continues to largely be shaped by outside forces in much the same way as it has been since the 1800's with Harrisonburg and Woodstock largely serving as the area's legal, cultural and economic centers.

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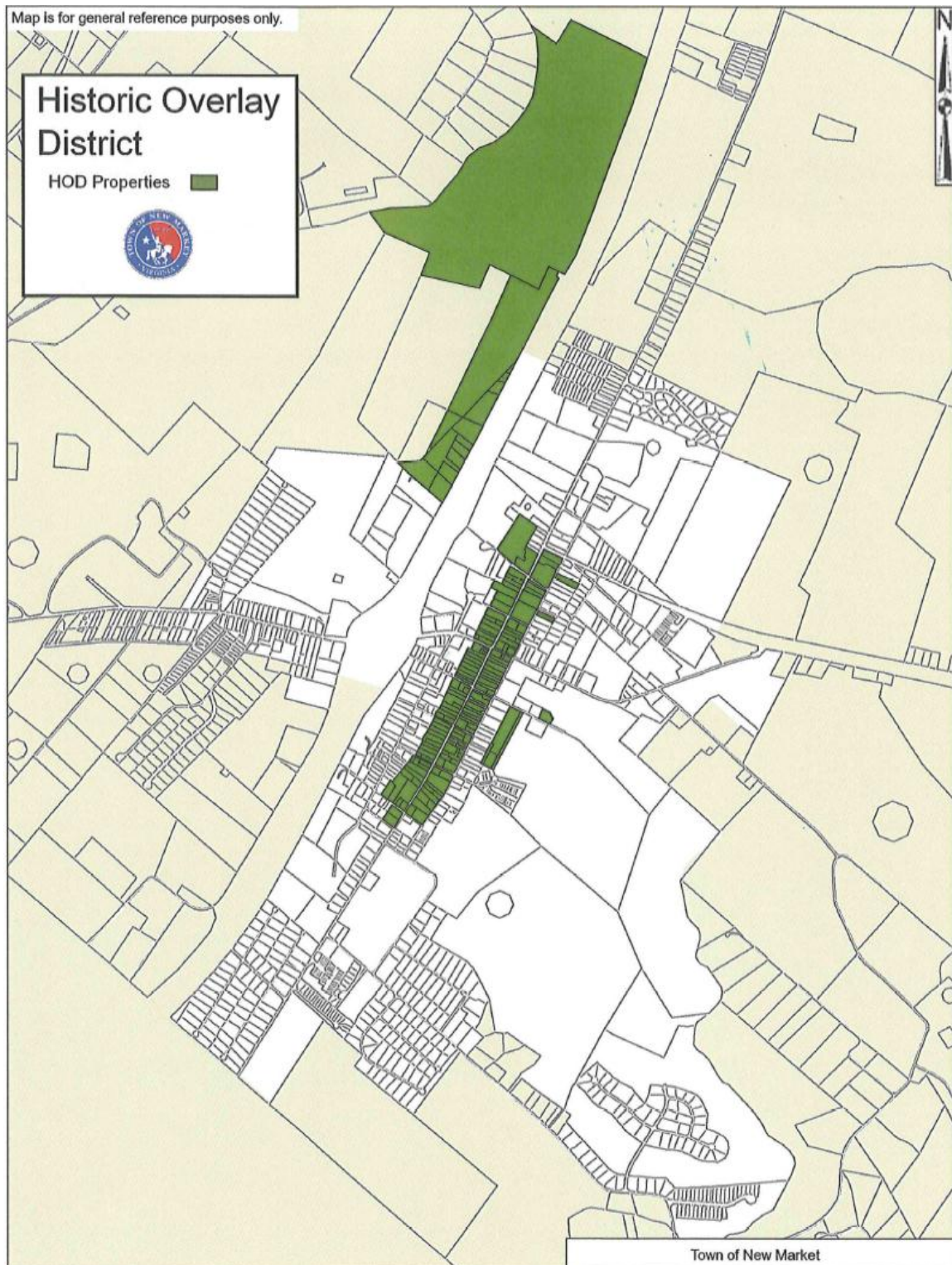
### Historic Districts and Recognition

With its long and storied past and many historical structures, the entire Town of New Market was listed as a Historic District in the Virginia Landmarks Register on May 16, 1972 and was listed in the National Register of Historic Places on September 22, 1972. It should be noted that the New Market was much smaller in size at that time as it was approximately 4 blocks wide and 9 blocks long.

In 1993 the Town of New Market established a local historic district, known as the Historic Overlay District. In doing so, the Town also enacted that a review board be established to review applications in which buildings and/or structures would see change exceeding ordinary maintenance. Projects for review would include those involving demolition, movement of structures or the construction of new structures. In reviewing the applications the board's recommendations are advisory only and are not binding on the applicant.

New Market also continues an effort to highlight the properties within the Historic Overlay District by offering historic district plaques. These plaques are posted on the property, numbered, and a brief history of the property is included in the Town's Historic District Walking Tour Brochure. Recently, the Apple Blossom Inn has established the New Market Walking Tours through the Historic District complete with a guide in historical dress.

## Historic Overlay District Map





In 2006 Oak Tree Productions developed a DVD concerning the town and its heritage. This DVD, *Road Trip to History: The Great Valley Road, New Market*, is available through the Chamber of Commerce and is also used as promotional material as it has aired on PBS and in short segments on ShenandoahValley.com.

The New Market Historical Society was founded in 2007. This non-profit group works to provide educational programs to the community on a bi-monthly basis. These topics have included historical accounts of events, people and places as well as proper preservation techniques for old documents and photographs.

New Market has also been the focal point in several publications by local authors. While not a complete list, those seeking additional information concerning New Market may want to consult the following publications:

*A Brief History of New Market and Vicinity* by Arthur L. Hildreth

*Shadowed by the Massanutten* by William A. Good

*Around New Market* by James R. Graves and John D. Crim

*New Market Remembered* by Robert Lam

*Schools in New Market, Shenandoah County, VA: Vol. 1, 1766-1870* by Nancy Stewart

*Schools in New Market, Shenandoah County, VA: Vol. 2, 1800-1991* by Nancy Stewart

\* Most of these books are available for viewing in the Grace Brubaker Reference Room in the New Market Area Library.

## **Goals and Policies**

**Goal:** To preserve the historical buildings in New Market, and to mark and commemorate historic sites.

**Policies:** The Town will seek official registration of historic landmarks in and near New Market, and develop a program to mark and preserve them.

New Market will encourage the restoration of occupied as well as old abandoned buildings by marketing the community as an attractive tourist and business location and also through possible historic tax credits.

The Town will require all development proposals to identify historic features found on site.

New Market will require a permit for all demolition and exterior remodeling of old buildings located within the Historic Overlay District.



## Chapter 3 Natural Environment



## **Overview**

New Market, like all localities, has a unique natural environment in which to develop. Characteristics of the local natural environment have influenced the growth pattern as the town has taken shape. In order to seek harmony with the town's natural features, future growth must protect the area's sensitive environmental characteristics, which include: steep slopes, vegetation, water sources, soils, floodplains, watersheds and air quality.

## **Slope and General Topography of the Land**

There are only a few areas of steep slopes within the town. Steep slopes, including slopes of 15% or greater, are considered sensitive environmental features because development in these areas can cause the following problems:

- Loss of soil stability and increased erosion;
- Increased stormwater runoff and downstream flooding;
- Loss of aesthetic benefits of undeveloped hillsides as attractive backdrops for development.

Over  $\frac{3}{4}$  of New Market's area can be classified as "level to gently sloping" (slopes from 0% to 5%). About 1/10 of the area in town can be classified as "moderately sloping" (slopes between 5% and 15%). About 1/10 of the area has "steeply sloping" terrain (slopes between 15% and 30%).

A small amount of the area (specifically along the eastern banks of the North Fork of the Shenandoah River) has a "very steeply sloping" terrain (i.e. over 30%). A map analyzing the slope of terrain in New Market and its vicinity is on file in the Town Office. (The scale of the map is 1"=1,000'. It is based on the U.S. Geological Survey topographic quadrangle map, which has 20 foot contour intervals and was prepared in 1988.)

Lands that have a slope of 5% or less are generally good for agricultural uses (if they have suitable soils) and are also well suited for urban development assuming that they are not located within a floodplain.

Lands with a slope of between 5% and 15% can often be used for residential development, if reasonable care is taken in their design. Although possible on a small scale, these areas are not generally suitable for commercial or industrial development.

Lands with a slope of 15% to 30% usually present development problems and are more costly to build on than are more level areas. While residential development is possible, commercial or industrial development is considered to be economically impractical.



Lands with slope in excess of 30% should be left in their natural state. Disturbing these areas could cause serious environmental damage. These areas are also very expensive to develop.

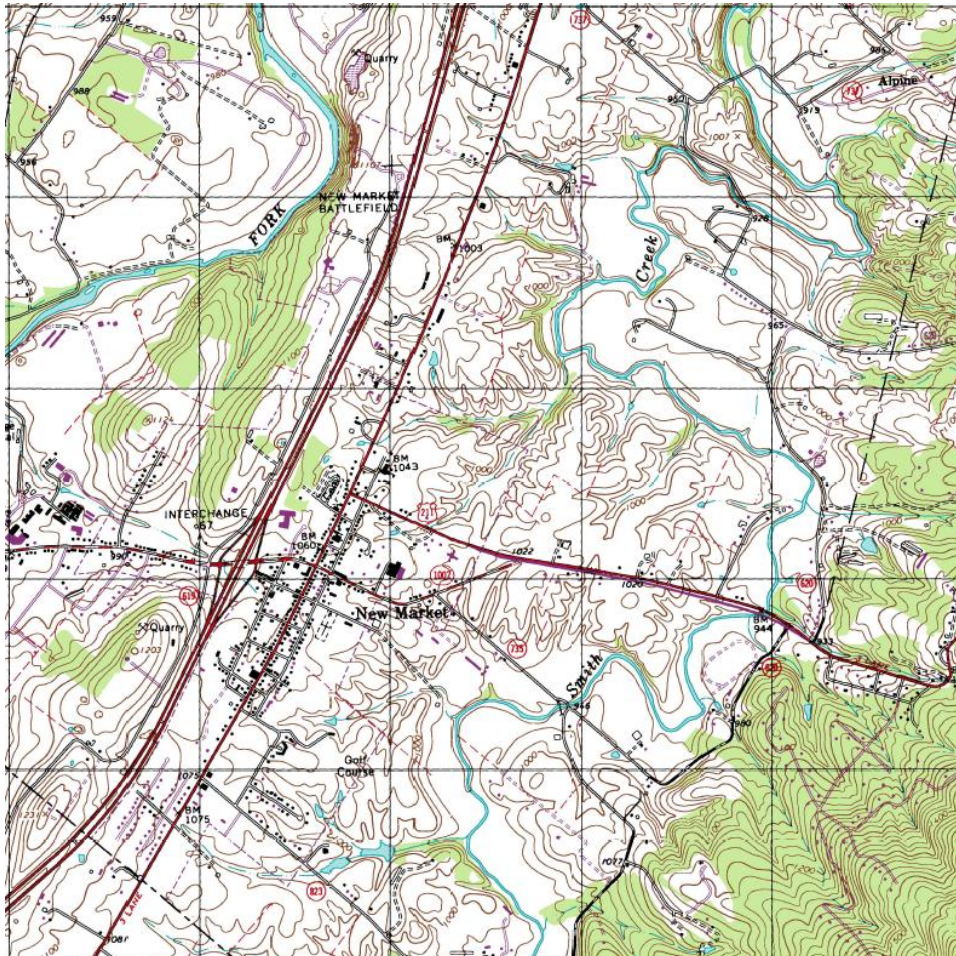
Outside of the town boundaries one finds the North Fork of the Shenandoah River to the immediate west, with its adjacent floodplains. Further to the west are the plains and rolling hills of the Shenandoah Valley. The Allegheny Mountains are about 10 miles to the west of New Market.

To the east of New Market is meandering Smith Creek and its adjacent floodplain. Just to the east of that are the steep slopes of Massanutten Mountain.

In summary, much of the land in or nearby New Market has terrain that poses few problems for urban development. A few areas, which have floodplains or steeply sloping terrain, are not suitable for development and should remain preserved in their current state.

## Topographic Map of New Market and Surrounding Area

Excerpt taken from:  
USGS New Market Quadrangle 7.5 minute, 1994



## **Vegetation**

Trees, shrubs and ground cover are considered significant environmental features because they protect the environment by retaining water, controlling erosion, cleansing the air of pollutants, tempering the local climate, providing visual relief in urban areas and providing a wildlife habitat.

Most of the lands within New Market were cleared of trees many years ago, as the area was used for farming. The only forested area in the town lies just west of I-81 and north of Route 211. There are also some trees and brush lands between the cemetery on northern Congress Street and I-81. The existing Bradford Pear trees that line Congress Street are slated to be removed as the Town begins to implement its streetscape plan. They will be replaced mainly with Crimson Cloud Hawthorn and Ivory Silk Lilac while Regal Elm, Amur Maple and Okame Cherry will serve complementary roles. In addition to the trees, small shrubs will also be planted and will include: Soft Touch Holly, Varigated Liriope, Big Blue Liriope and Creeping Lillyturf.

Outside of town most of the area is pastureland, although there are some scattered woodlots. Trees and brush are also found along creek beds, along the Shenandoah River, and along a few old fence lines.

To the east of New Market lies Massanutten Mountain, a substantial portion of which is within the boundaries of the George Washington National Forest; this area is generally heavily wooded.

Vegetation on the built-up lands within New Market provides a fair habitat for wildlife; and the undeveloped lands outside of town provide an excellent habitat.

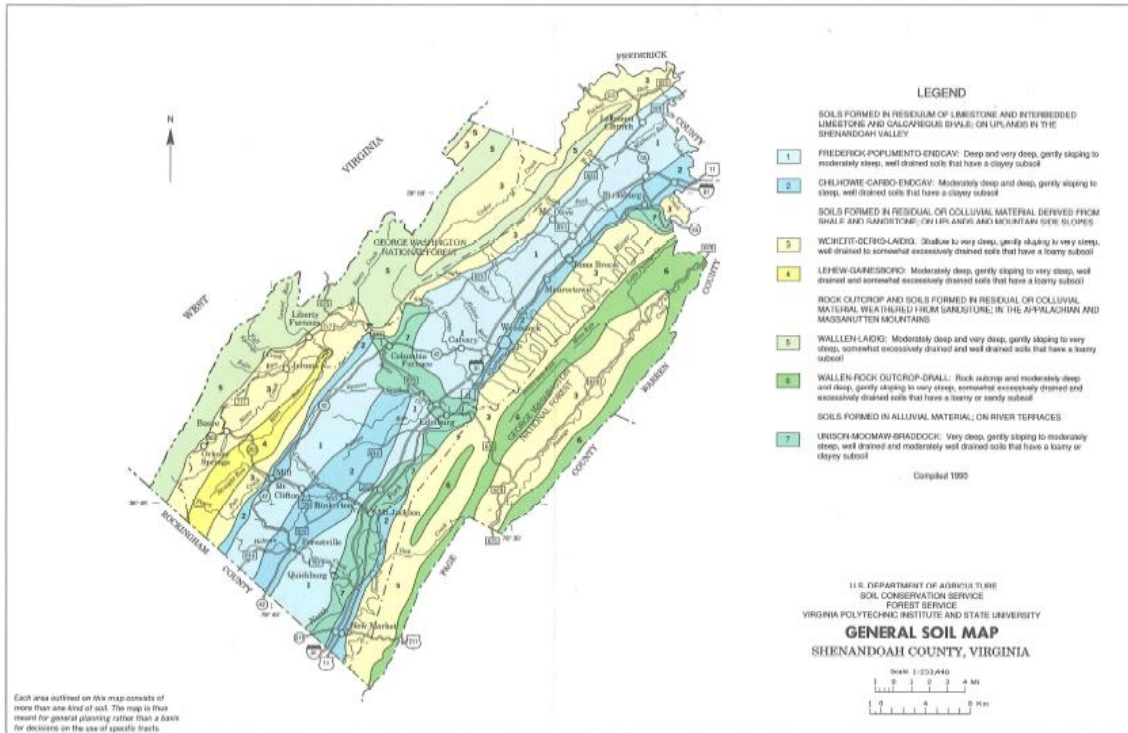
## **Soils**

A survey of the soils in Shenandoah County has been completed by the Agronomy Department of Virginia Tech, for the U.S. Soil Conservation Service. While the report was completed several years ago the findings in the report from the early 1990's are still relevant today.

A brief review of the soils in the New Market area indicates that they are generally well suited for agricultural uses and for urban development. Some of the soils are not well suited for individual septic tank systems, however. Those soils that are in floodplains or are steeply sloping are not considered well suited for development.

Due to the town's terrain and the composition of the soil, the town is susceptible to problems of erosion, which causes a buildup of silt in the streams and stormwater runoff that can pollute the groundwater, sinkholes and streams.





General Soil Map – Shenandoah County

## Water Sources (from Shenandoah County's Comprehensive Plan)

On average, approximately 36 inches of precipitation per year fall onto Shenandoah County land. Approximately 26 inches of this water returns to the atmosphere through evapotranspiration, 6 inches enters the county's streams as surface runoff, and 4 inches infiltrates the soil and eventually recharges the groundwater supply.

Surface runoff (water which does not infiltrate the soil) becomes part of approximately 1,150 miles of permanent and intermittent county streams. All of these streams or tributaries, whether or not they originate in Shenandoah County, eventually enter the North Fork of the Shenandoah River, which has averaged over the period of 1925 – 2000 some 375 million gallons per day as it passes the USGS gauge at Strasburg. Approximately two miles further downstream the North Fork leaves the county, entering the Shenandoah River, the Potomac River and finally the Chesapeake Bay. Shenandoah County land represents 49% of the total North Fork watershed, and 7% of the total Potomac watershed.

Water that infiltrates and percolates into bedrock (the earth's crust below the soil) enters one of four hydrogeologic regions. Water may remain here, depending on local hydrogeologic conditions, for days, years, decades or longer. At some point, however, much of this water returns to the surface by one of three routes: 1) through one of the numerous springs in the county; 2) through one of the

thousands of wells, both private and public; or 3) through subsurface connections between groundwater and stream channels. During periods of base flow, when no surface runoff is occurring, all of a stream's flow comes from groundwater inputs.

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

Approximately 30% of county land, concentrated in the central valley area, overlies carbonate rock, primarily limestone. This bedrock material is characterized by numerous caves and caverns, sinkholes, underground solution channels, and fractionated layers. When these conditions are present the term karst is applied. Groundwater in karst terrain is noted for easy entry from surface water sources and quite rapid lateral movement, hence susceptibility to contamination which can spread rapidly over large underground areas.

## **Surface Water Pollution and Protection**

Under the federal Clean Water Act (1972), point source discharges (sewage treatment plants, industrial facilities, etc.) are regulated through the National Pollutant Discharge Elimination System, a nationwide permitting program. In Virginia this permitting authority is under the State Water Control Board which issues and renews hundreds of Virginia Pollutant Discharge Elimination System (VPDES) permits annually through the Department of Environmental Quality (DEQ). These permits authorize individuals, municipalities, and industrial facilities to discharge directly to surface waters provided they meet certain specified discharge requirements.

Nonpoint source (NPS) pollution is a very complex issue. Unlike pollution from a discharge pipe, which is point source and readily identified, NPS pollution comes from many different sources and is not always easy to identify. NPS pollution can come from agricultural land, parking lots, construction sites, lawns, driveways, etc. As rainwater or snowmelt moves over these areas it picks up numerous contaminants and carries them to nearby streams and rivers. NPS pollution also can affect groundwater, especially in the Shenandoah Valley with its karst geology where surface water and groundwater are so easily interchanged. The contaminants commonly found may include the following:

- Oil, grease and toxic chemicals from urban runoff;
- Excess fertilizers or pesticides from agricultural and residential areas;
- Sediment from improperly managed construction sites or cropland; and
- Bacteria and nutrients from livestock and faulty septic systems.

Best Management Practices (BMP's) are among the best means of controlling agricultural NPS pollution. The Virginia Water Quality Improvement Act provides financial incentives to landowners for the installation of BMP's which minimizes the movement of agricultural pollutants such as sediment, nutrients and pesticides to water resources. Riparian fencing, vegetative filter strips, controlled manure storage and alternative watering systems are a few examples of BMP's.

Riparian areas are very important to the ecological health of stream systems. Protection of riparian areas is needed to help maintain the ecological, aesthetic, and recreational qualities of streams. Some coldwater (trout) streams have been affected by acid precipitation and are vulnerable to further acidification.

The number of alternative wastewater systems designed for surface discharge has increased substantially. Improperly constructed or maintained systems potentially threaten stream water quality. The number and location of these systems need to be monitored to ensure that they do not adversely affect streams.

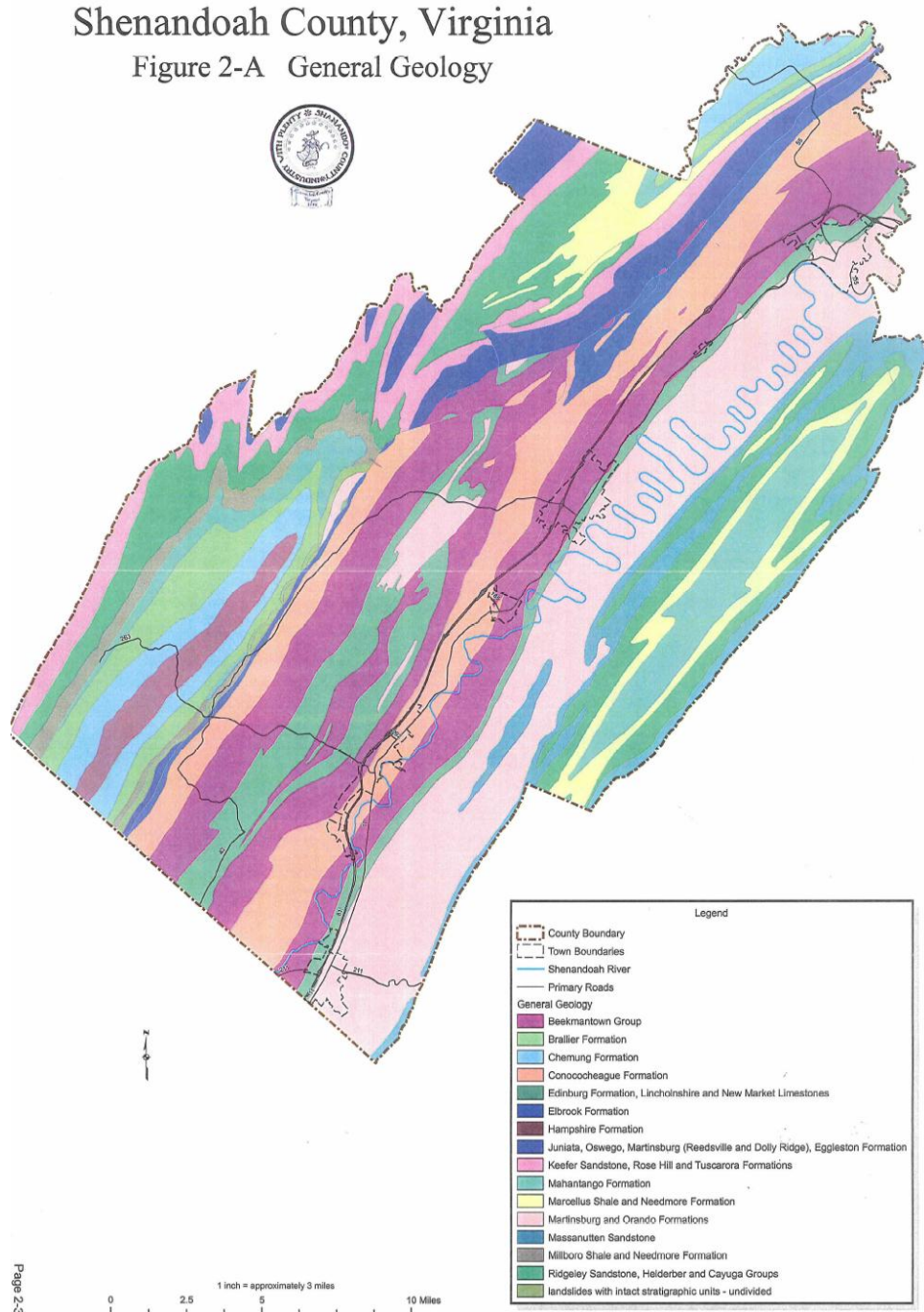
## **Groundwater Pollution and Protection**

Groundwater located in karst terrain, which is the case for much of Shenandoah County, is particularly vulnerable to pollution from surface sources. Among the main threats are underground storage tanks, sinkholes, uncapped abandoned wells, improperly managed animal waste, excessive use of fertilizers and pesticides, and poorly maintained septic systems.

In 2000 – 2001 the county sponsored a Source Water Assessment and Protection Plan (SWAPP) study for the five major public water systems that obtain their drinking water from groundwater sources: New Market, Mt. Jackson, Edinburg, and the Stoney Creek and Toms Brook/Maurertown Sanitary Districts. Using the science of hydrogeology the recharge areas for all of the wells in these five systems were delineated for the first time, and potential sources of contamination within each recharge area were identified and characterized as to risk. It was discovered that the recharge areas are quite large (on the order of four square miles per well) and quite irregular in shape. It should be noted that each of these five systems treats the groundwater before it passes on to the consumer. This is also true of the approximately 60 smaller “public systems” in the county that are regulated by the health department.

In 2006 the Town worked with Shenandoah County and the Virginia Rural Water Association to develop a well head protection program in an effort to help safeguard the local water supply. It was determined that the wells needed to be protected from possible contamination which could be costly to correct, protect the health of the community who utilizes the public water service, and to ensure the quality of the groundwater for present, as well as future users. Strategies include: working with Shenandoah County on development proposals so as not

to threaten the water resources if located within the recharge areas of the wells, encouraging low-impact development strategies near the wells, and to protect the recharge areas by acquiring conservation easements. Additionally, the recharge areas for five of the six wells were not included in the Town of New Market's future growth area to assist in not putting development pressure and runoff issues in close proximity to the recharge areas. The Town has also installed fencing around the wells to increase their security.



## **Stormwater Management**

Inadequate management of accelerated runoff of stormwater resulting from development throughout the North Fork watershed increases flood flows and velocities, contributes to erosion and sedimentation, overtaxes the carrying capacity of streams and storm sewers, infiltrates municipal sewer systems, increases the cost of public facilities to carry and control stormwater, undermines flood plain management and flood control efforts in downstream communities, reduces groundwater recharge, and threatens public health by way of pollutants washed from the surface into drinking water supplies (automobile oil and grease, sediment from construction sites, bacteria from animal waste, excess lawn care and farm fertilizers and pesticides, as well as deposits of airborne pollutants).

Historically, managing storm flows focused on simple routing of stormwater through gutters and storm sewers with the objective of removing the stormwater as quickly as possible. A more effective approach to stormwater management is to maintain as nearly as possible the natural runoff flow characteristics. This can be accomplished either by augmenting the infiltration process or by temporarily storing stormwater for release at controlled rates of discharge. Actual stormwater management techniques can be structural (detention ponds, pipes, etc.) or non-structural (land use planning to effectively preserve existing vegetation, drainage swales, perviousness, etc.) Both techniques should be used as complementary elements of a management plan. The effectiveness of a stormwater management program is a function of comprehensive planning and sound engineering design.

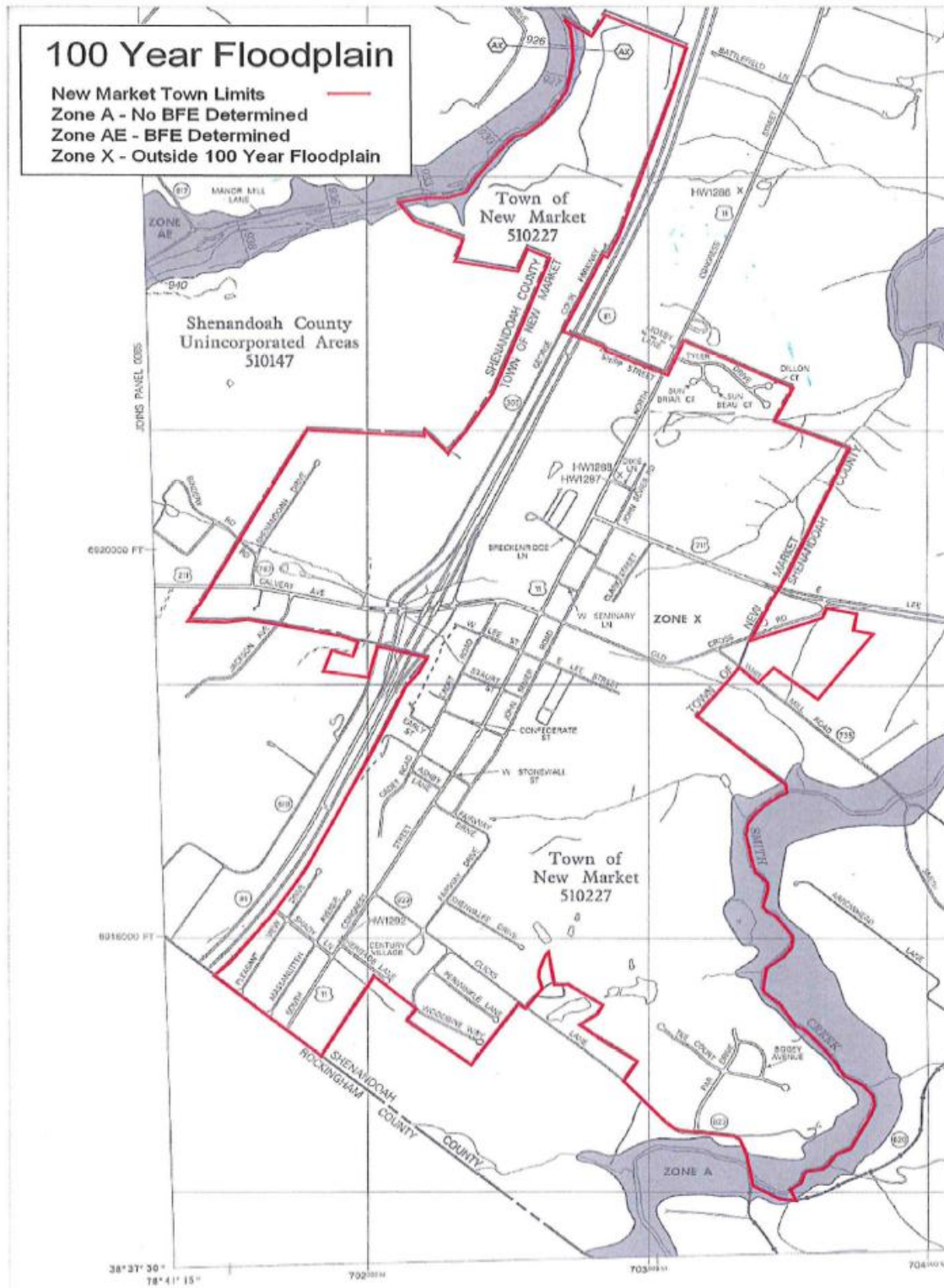
A comprehensive program of stormwater management, including reasonable regulation of development and activities causing accelerated runoff, is fundamental to the County's and the Town's health, safety, and welfare, their resources, and the environment. The Virginia Stormwater Management Program (1990) gives counties and towns the option of establishing local stormwater management programs to regulate activities on private property within their jurisdiction. Within the Town of New Market stormwater issues on private property are addressed by Shenandoah County and public right-of-way issues are addressed by the Virginia Department of Transportation.

## **Floodplains and Watersheds**

Floodplains are considered most appropriate for recreational and farm uses. Development should be strictly limited in such areas because of the potential for property damage and loss of life through flooding and the generally poor suitability of the floodplain soils for urban development. The National Flood Insurance Program, administered by the U.S. Department of Housing and Urban Development, has published a map which identifies areas in the vicinity of New Market that are subject to occasional flooding. A copy of this map is available for inspection in the Town Office.



## Floodplain Map



The term “subject to flooding” refers here to those areas that have been determined to have one chance in a hundred of being flooded in any year. This means that these areas are flooded on the average of once every hundred years; hence this possibility of inundation is generally known as a “hundred year flood”. Hundred year floods cannot be relied upon to occur on a scheduled basis of once every one hundred years. Some of the areas in the one hundred year flood zone may experience flooding several years in a row; other areas may stay dry for several hundred years in a row.

Near New Market the North Fork of the Shenandoah River and Smith Creek are identified as having substantial areas near them within the one hundred year flood zone.

Watersheds are significant environmental features because watershed boundaries affect the location of sewer line, pumping stations and the cost of sewer service. Additionally, natural storm drainage systems can be eroded and polluted by increased stormwater runoff associated with urban development.

## **Air Quality**

The Town of New Market and Shenandoah County do not have air quality monitoring stations. However, neighboring Rockingham County does and is considered to be in compliance with the National Ambient Air Quality Standards. Pollutants that are reported include: particulate matter (2.5 and 10), carbon monoxide, sulfur dioxide, nitrogen dioxide, and ozone. Additional information concerning air quality can be found on the Virginia Department of Environmental Quality’s website.

Daily reports of the Air Quality Index (AQI) are also available. They provide information related to how clean or polluted the air is in a given area and what health effects are associated with air pollution. For detailed information about AQI please visit [www.airnow.gov](http://www.airnow.gov).

## **Sources:**

Anderson, Larz T. Planning the Built Environment, 2000.

Department of Environmental Quality. Virginia Ambient Air Monitoring 2009 Data Report.

Shenandoah County Comprehensive Plan – 2025, 2005



## **Goals and Policies:**

**Goal:** To preserve and protect the Shenandoah River and Smith Creek by keeping it fishable and swimmable in accordance with the Federal Clean Water Act, keeping flow levels at reasonable heights, and protecting “scenic and recreational” values.

**Policies:** A formalized environmental impact statement will be required for all proposed sizable industries, commercial enterprises and subdivisions.

New Market will encourage low impact development techniques when new construction occurs. This would include but not be limited to rain gardens, pervious pavement/concrete, and rain barrels.

**Goal:** To protect New Market’s water resources.

**Policies:** New Market will continue to work with Shenandoah County Erosion and Sedimentation on all development that occurs within the corporate limits.

New Market will participate with other local jurisdictions to promote joint planning between themselves in providing water more safely and efficiently through a regional effort.

The Town will promote the proper use and disposal of household chemicals and waste oil through the use of the town newsletter, ordinances and grease trap inspections.

The Town will encourage riparian landowners to maintain stream bank vegetation and minimize disturbances to riparian areas in order to protect stream habitat and water quality.

New Market will investigate methods of protecting its wells, which form the major source of its public water supply.

**Goal:** To preserve and enhance the beauty of the natural setting of New Market.

**Policy:** New Market will consider the beauty of its natural setting when reviewing proposals for land development and will develop a system to target and attract the types of growth that will preserve the special historic and environmental qualities of our picturesque community.

- Goal: To protect the public health, safety, and welfare by reducing exposure to natural hazards (such as flooding), and by mitigating the impacts of natural hazards.
- Policy: New Market will cooperate with state, regional, and county agencies to identify natural hazards, and to recommend appropriate measures to avoid or mitigate their impacts.



## Chapter 4 Land Use



Sketch of New Market North Apartment Building

## **Overview**

Of the many components of the comprehensive plan, the Land Use section is one of the most important. This section describes how land within New Market is utilized in its current state, how land within the future growth area is proposed to be utilized and also contains any improvements deemed necessary to the zoning and subdivision ordinances. The Future Land Use Map included in this chapter will be used to guide decisions concerning development projects, both public and private. While the Future Land Use Map is meant to serve as a road map to the future, it can be changed to better reflect changing conditions or additional opportunities that may not have been present during its planning.

The Land Use element also attempts to encourage the most appropriate use of land throughout town by adhering to the following purposes:

1. To provide for adequate light, air, convenience of access and safety from fire, flood, and other dangers;
2. To reduce or prevent congestion in the public streets;
3. To facilitate the creation of a convenient, attractive and harmonious community;
4. To protect against destruction of or encroachment upon historic and environmentally sensitive areas;
5. To encourage economic development activities that provide desirable employment;
6. To encourage efficient use of land and eliminate potential land use conflicts;
7. To ensure a variety of compatibly located shopping opportunities; and
8. To provide housing of all types so that all people may have access to safe and economic housing.

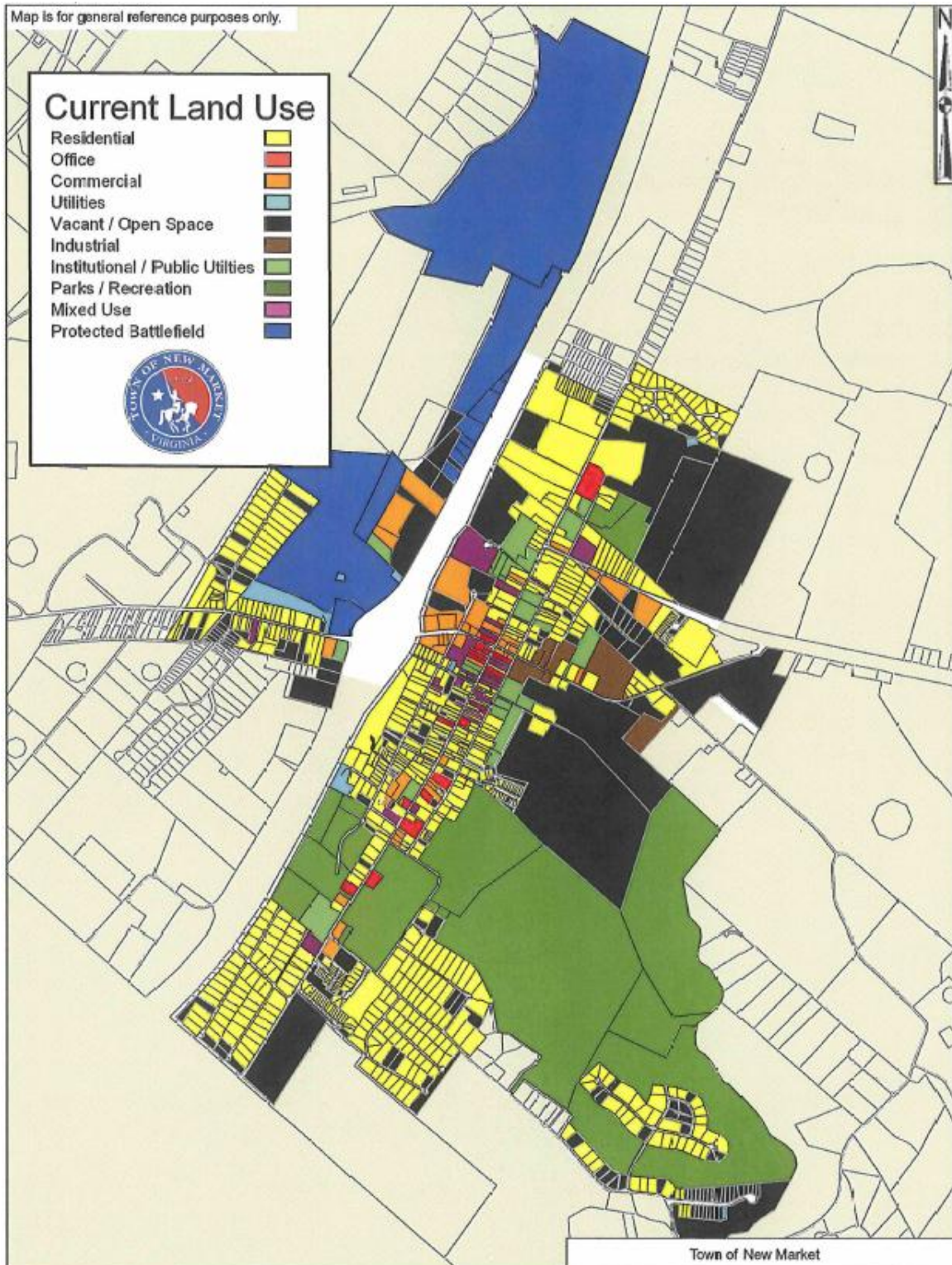
## **Current Land Use**

How a property is used can influence its value, as well as the values of those properties that are adjacent to it. It is important to note that land use is different from the zoning classification assigned to properties. The zoning classification determines how a property can be developed while land use looks at how the property is being utilized.

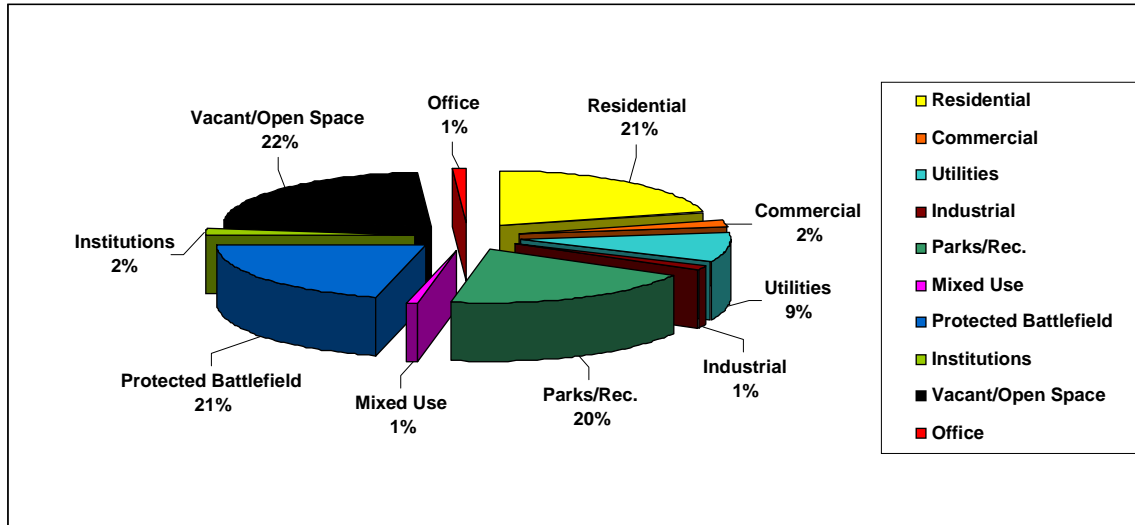
The current land use analysis was compiled by staff utilizing the Town's geographic information system (GIS) website and field verifying all current land uses. Additionally, tax records provided by the Shenandoah County Commissioner of Revenue's Office contributed to better defined data sets relating to acreages of all parcels within the town limits.



## Land Use Map



For the purposes of this comprehensive plan, the 2.08 square miles (1,331 acres) of land within New Market has been divided into ten land uses, summarized and mapped. A pie chart showing the percentages of the land area devoted to each use has been included for comparative purposes.



New Market Land Use Chart

**Vacant/Open Space:** Vacant land is generally accepted as being land upon which there are no buildings or improvements and open space is land that has been set aside for recreational purposes which may include landscaping and recreational related structures. Open space is most commonly found adjacent to housing developments and is permanently set aside as such. New Market contains 299 acres of land classified as vacant/open space which comprises 22% of the town's total land. Of that total 16 acres are permanently reserved as open space, mainly located within residential developments. Of the remaining 282 acres, approximately 200 acres are comprised of seven large parcels mainly located between John Sevier Road and Smith Creek on the eastern side of town while additional vacant acreage is located along Lee Highway in the northeastern corner of the town.

**Residential:** All density ranges and housing types, except for those housing units involved in mixed uses such as upper-story housing, are represented in the residential category. Residential uses account for 21% of the land in town or roughly 283 acres. The vast majority of housing can be found in the R-1, R-2, R-2A, R-3 and B-1 zoning districts. The R-1 district is composed of single-family dwellings on large lots and includes such developments as Shenandoah Drive, Shenvalee Drive, Pleasant View Subdivision and the Foothills Subdivision. The R-2 district is primarily a mix of single-family dwellings and townhouses on lots generally smaller than those found in the R-1 district. Developments for this district include Fairway Manor, Heritage Green, Century Village and Horseshoe



Bend Subdivision. The R-2A district, while containing and promoting a mix of residential and commercial uses, primarily consists of single-family dwellings. This district does not contain specific developments but is primarily located along West Old Cross Road between Miller Lane and Shenandoah Drive as well as to the north and south of the core downtown area extending for roughly a block and a half at both locations. The R-3 district mainly consists of apartments as it is the most liberal of the residential districts. Developments in this district include Shenandoah Commons, Congress Street Apartments and New Market North Apartments. The B-1 district contains single-family dwellings and apartments with the majority located along Congress Street. Residential uses are also found in the M-1 (Limited Industrial) district. All of these units have been grandfathered in as no new residential uses are permitted within the district.

**Office:** Including business and professional offices (doctor, lawyer, dentist, realtor, engineer, insurance agent, etc.) this land use only occupies 0.5% of the land available in town, roughly 6 acres. These offices are almost entirely located along Congress Street with the majority being located in the core downtown area.

**Commercial:** Convenience stores, gas stations, restaurants, hotels, and retail shops are all deemed to be commercial uses and they comprise 2% of the land or roughly 29 acres. The majority of commercial uses can be found east of the Interstate 81 interchange, throughout the downtown area and along Lee Highway.

**Industrial:** Industrial uses account for 1% of the town's total land with it being concentrated along East Old Cross Road. The most notable industrial uses are the New Market Poultry Plant, David's Diesel Repair and AutoKrafters.

**Mixed Use:** For the purposes of this plan the mixed use category will include the element of housing combined with any other land use on the same property. Mixed use occupies 1% percent of the land or 10 acres. The majority of mixed use properties are located in the downtown area along Congress Street with a commercial use on the first floor and residential units located above.

**Institutions:** Including churches, cemeteries, civic organizations, libraries, non-profits, fire and rescue operations and government facilities, institutions comprise 2% of the total land or 24 acres. The two areas of highest concentration for these uses are near the intersection of John Sevier Road and Lee Street and along Congress Street.

**Utilities:** Uses relating to water, sewer, telephone, electric and roadways account for 9% of the land and account for approximately 125 acres. The presence of Interstate 81 accounts for the single largest figure within this use due to its large right-of-way area. There are also several water and sewer facilities that are utilized by the town that are not represented in this portion of the land use map as they are located outside the corporate limits.

**Parks and Recreation:** Including public and private facilities this component accounts for 20% of the total land or roughly 266 acres. The Shenvalee accounts for the vast majority of the acreage in this category with their 27 hole golf course. Other notable facilities include the New Market Community Park located on Cadet Road and Rebel Park on Dixie Lane.

**Protected Battlefield:** Land included in this category is owned by either the Virginia Military Institute (VMI) or the Shenandoah Valley Battlefields Foundation and may include a conservation easement to prevent it from being developed in the future. To date 21% of the land or 277 acres are considered to be Protected Battlefield. Almost all of this land is located along the west side of the George R. Collins Memorial Parkway. The protected land has been identified as being part of the battlefield from the historic Battle of New Market that was fought on May 15, 1864. While this category contains a large portion of the land within New Market, it is only a fraction of the land commonly associated as part of the core battlefield area due to the battles proximity to town.

## **Future Land Use**

In 2004 the Town adopted a Future Land Use map as part of its Comprehensive Plan. This map was very basic in that it only provided for an area to be known as the Future Growth Area with a small portion being designated for residential growth. The remaining area was designated as unknown at the time. The following year the map was amended to provide additional detail by assigning proposed zoning classifications to the areas previously designated as unknown.

2007 saw a new, more comprehensive look at future growth for the town. Specifically, the Town adopted the “New Market Growth and Annexation Area Concept Plan” in November of the same year. This document focused on the Town’s long term growth, roughly 30 to 35 years, by identifying what lands would be included and what their future land uses would consist of. The proposed growth area as a whole consists of 214 properties that account for approximately 1,918 acres. When accounting for land identified but not actively being pursued in Rockingham County, the 100-year flood plain, protected battlefield land, existing right-of-ways and proposed right-of-ways the growth area would provide for approximately 764 acres for residential development and 143 acres for non-residential development.

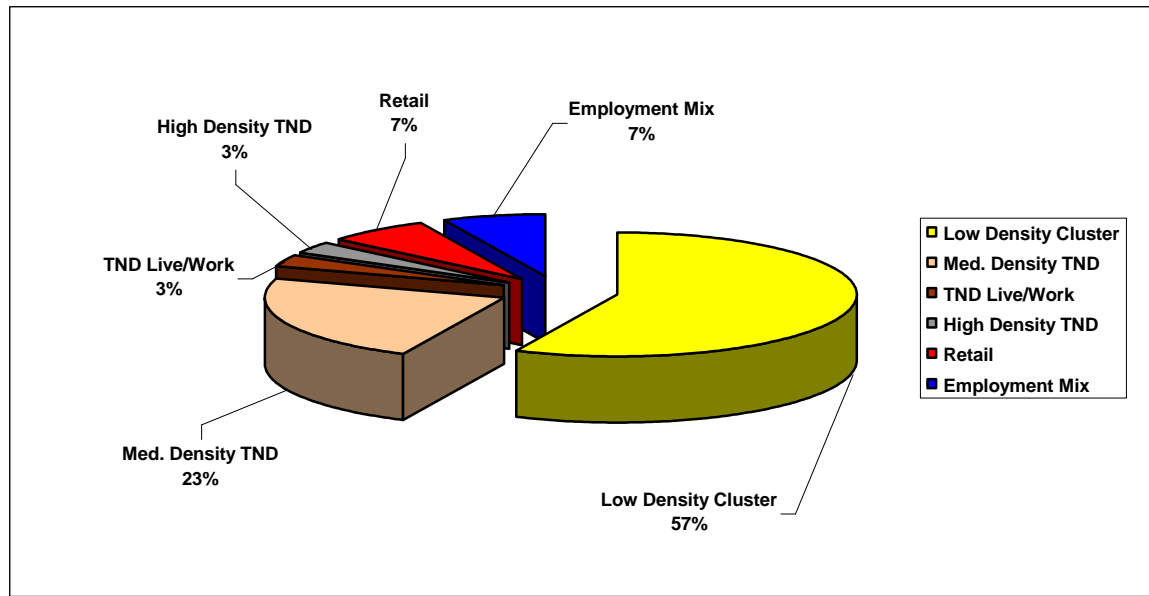
Please note the following colors as they relate to the Future Land Use Map:

- **Yellow** represents Low Density Clustering
- **Brown** represents Medium Density Traditional Neighborhood Development
- **Maroon** represents Traditional Neighborhood Development with Live/Work

- **Gray** represents High Density Traditional Neighborhood Development
- **Red** represents Retail including: Specialty, Destination and Community
- **Purple** represents Employment Mix including: Clean Industrial/Businesses
- **Green** represents Parks, Recreation and Open Space



Future Growth Area Conceptual Land Use Plan



Future Growth Area Land Use Chart

### Low Density Cluster

This district consists of approximately 500 acres and is located along the fringe of the proposed Future Growth Area as well as along Smith Creek. This district will provide for housing at the rate of one dwelling unit per two acres with the building lot itself not to exceed 10,000 square feet. The remaining land (2 acres minus 10,000 square feet) will be preserved as open space for the benefit of the development or community as a whole. The concept of clustering is to have the houses clustered together on small lots to reduce utility costs while the properties are surrounded by vast open spaces. Clustering along the creek will help protect it from more intensive land uses as well as providing a more relaxed environment for a proposed greenway. The goals of this district include: encouraging site design that is creative but that is also sensitive to the natural features and topography of the land; protecting environmentally sensitive areas of a development site and permanently preserving open space and natural features; decreasing or minimizing non-point source pollution impacts by reducing the amount of impervious surfaces in site development; and providing opportunities for social interaction and recreation in open space areas.

### Medium Density Traditional Neighborhood Development

This district will feature single-family homes, both attached and detached, on individual lots roughly one quarter-acre in size or smaller. Approximately 206 acres are proposed to be set aside to accommodate this district with a total of between 600 to 720 housing units when completely built out. This district will be compact and provide for a mix of uses as well as housing styles, types and sizes. Transportation facilities shall be interconnected and significant environmental features shall be incorporated into the overall design. Areas proposed for this

district include lands to the south of Foothills Subdivision, along Lee Highway and north of town along Route 11.

### **Traditional Neighborhood Development, Mix and Live/Work**

This district will consist of apartments, townhouses and mixed use buildings with commercial uses on the first floor and residential units located above. Live/work units will be permitted in this district in the form of mixed use townhouses to provide additional opportunities to small businesses. Unlike home occupations, live/work units will be designed to accommodate and foster the growth of small businesses while also providing housing units. This area will consist of roughly 31 acres and provide for 150 to 310 dwelling units of various types, styles and sizes. Additionally, there is the possibility for 50,000 to 100,000 square feet of neighborhood retail to be utilized in this district that would cater to smaller specialty shops and professional offices. This district is proposed to be located northeast of the existing Horseshoe Bend Subdivision and along Lee Highway.

### **High Density Traditional Neighborhood Development**

This district is proposed to be located north of Horseshoe Bend Subdivision and adjacent to the previously referenced Traditional Neighborhood Development Mix and Live/Work District. The dwelling units within this district will be mainly comprised of multi-family dwellings, possibly exceeding 8 dwelling units per acre. While only 28 acres are proposed to be included in this district, there is the potential for anywhere between 100 to 220 units to be constructed.

### **Destination/Community Retail**

The Destination/Community Retail area includes approximately 63 acres with the potential for 350,000 to 400,000 square feet of floor space for potential businesses. It is envisioned that this area will more than accommodate the needs of the town for the next 30 to 40 years. This is an area that could accommodate a scaled down version of a “big box” store, such as a grocery store, and the other accessory uses generally associated with retail shopping centers. This type of retail use relies on a larger population base and generally offers goods and services that those in the entire region would be interested in purchasing.

### **Employment Mix**

63 acres have been classified as employment mix which shall be used to accommodate business, manufacturing and other clean industrial uses that can be found in a typical business park. The area itself is proposed to provide 10 acre lots to accommodate mid-sized firms which may employ 50-100 people. Additionally, this area is located adjacent to a proposed boulevard in an effort to properly accommodate any large trucks which may need to frequent the area.

### **Parks and Recreation**

While not specifically proposed to be a district unto itself in the growth area, this proposed land use would be included within the aforementioned districts by way



of open space, floodplain or other land that has been set aside for recreational purposes. In the growth area plan recreational uses are being proposed by way of greenways. Greenways can be designed for recreation (walking, hiking, bicycling, etc.), as a conservation area for wildlife and natural environments or as a combination of the two. For the sake of the proposed greenway in the future growth area it shall be viewed as “a park that connects one place to another.” The majority of land proposed for such a use is located in the floodplain along Smith Creek and the remaining land would follow the small water courses that feed into the creek located throughout the northeastern portion of the growth area. A small landscaped civic square is also planned.

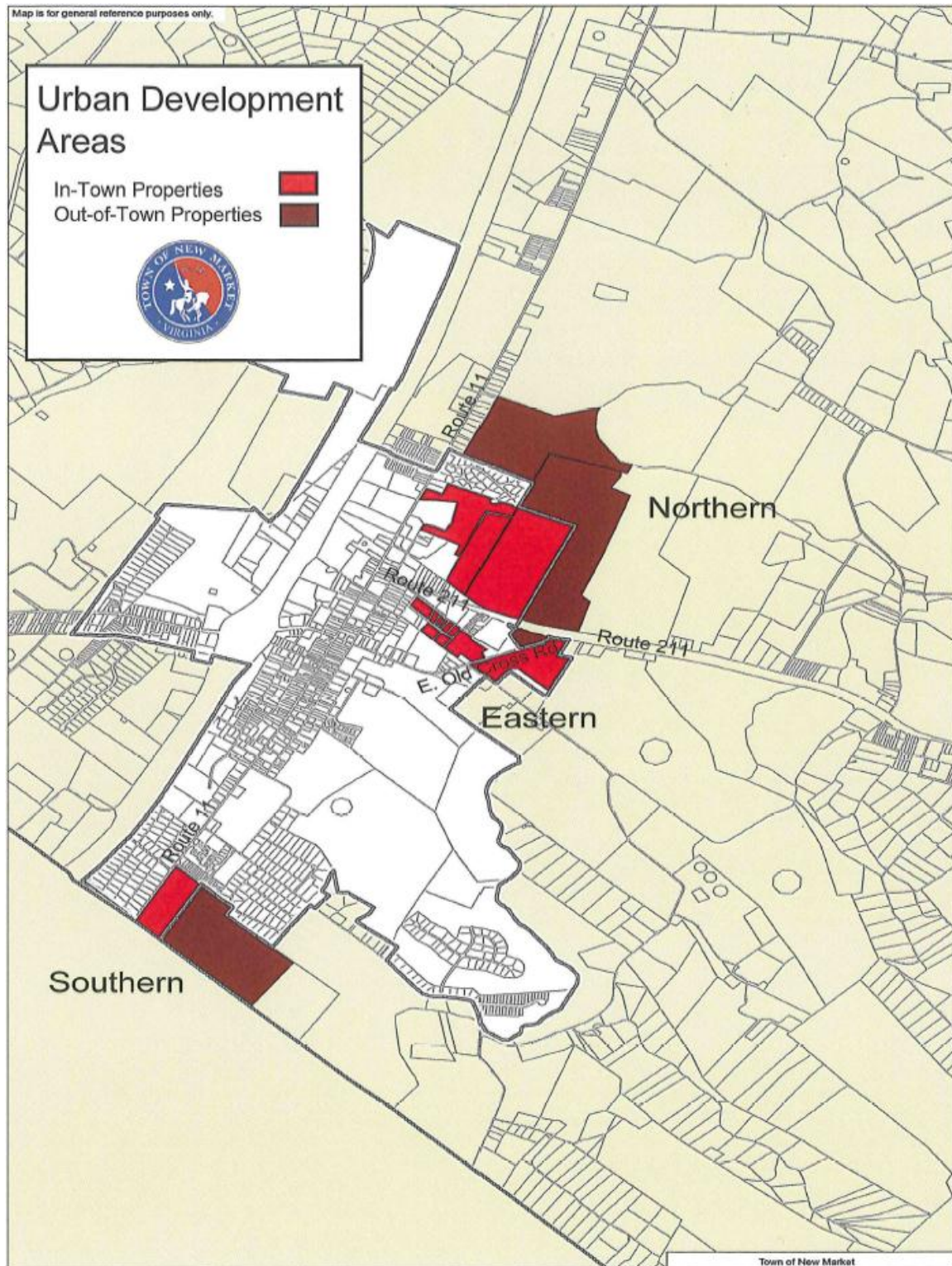
## **Urban Development Areas**

In accordance with §15.2-2223.1 of the Code of Virginia, every locality that “has population growth of 15 percent or more, shall amend its comprehensive plan to incorporate one or more urban development areas.” An urban development area (UDA) is an area designated by a locality for higher density development due to its proximity to transportation facilities, availability of public water and sewer or a developed area. Redevelopment and infill development should be included in UDA’s where feasible.

The aforementioned code section also states: “The comprehensive plan shall incorporate principles of traditional neighborhood design in the urban development area, which may include but need not be limited to (i) pedestrian-friendly road design, (ii) interconnection of new local streets with existing local streets and roads, (iii) connectivity of road and pedestrian networks, (iv) preservation of natural areas, (v) mixed-use neighborhoods, including mixed housing types, with affordable housing to meet the projected family income distributions of future residential growth, (vi) reduction of front and side yard building setbacks, and (vii) reduction of subdivision street widths and turning radii at subdivision street intersections.”

New Market’s UDA’s are broken into three distinct sections: Northern, Eastern and Southern. The Northern section, located north of Route 211, contains 75 acres located within the town limits and 119 ½ acres located in the agreed upon growth area in Shenandoah County. This area provides good access to primary routes 11 and 211. In 2007 a portion of this section was rezoned with proffers to accommodate a mix of residential housing at 3.32 units per acre. This property has not been developed and no subdivision plan has been approved. Sewer infrastructure is located in the area and while water is also in the area, it will need to be upgraded prior to major development is to occurring. Considering that this is the main area being targeted for future growth, it will likely be an area in which a new water storage tank will be constructed as conditions warrant. While a density of 3.32 units per acre was established for a portion of this section, it is anticipated that it will actually range from 4 to 8+ dwelling units per acre when fully developed containing a mix of housing types and commercial uses.

## Urban Development Areas Map



The Eastern section is located along the southern side of Route 211. There has been several plans submitted on lands included in this section in the past and it is anticipated that we will receive more in the future. Water and sewer is readily available, although the water needs to be looped by way of connecting the main along Route 211 with the main that runs along East Old Cross Road for maximum benefit. There is an existing commercial entrance onto Route 211 that was recently constructed to accommodate the Dollar General store and an as yet to be constructed bank. The roadway and utilities were constructed through the property to accommodate the properties behind it and to ultimately connect to East Old Cross Road. This area had interest from the residential side several times in the past. We believe it will be developed with a mix of commercial and residential uses in the future. Residential development of approximately 8 dwelling units per acre is anticipated. To the east of East Old Cross Road is a property that was rezoned in 2006 with it being proffered that only single-family dwellings would be constructed. This property has not been developed and no subdivision plan has been approved. Approximately 28 ½ acres are shown within the town limits and 2 ½ acres within the growth area.

The final section is located along Route 11 on the southern end of town, providing good road access to a primary roadway. This would also encourage development to occur in an area with water and sewer infrastructure readily available. It is anticipated that this section may contain a mix of commercial and residential uses along Route 11 before settling into a more residential area as it moves further to the east and away from Route 11. This section currently adjoins residential subdivisions containing single-family dwelling, duplexes and triplexes. It is anticipated to contain between 4 to 8 dwelling units per acre if fully developed. This section contains approximately 15 acres within the town limits and 46 within the growth area.

The UDA's contain approximately 166 acres located in Shenandoah County and being a part of the future growth area and approximately 119 acres located within the Town of New Market. While we do not believe that these areas will be developed in their entirety during the next 10 to 20 years, we do believe it is in our best interest to identify these areas to properly accommodate growth and plan our infrastructure needs accordingly.

## **Zoning and Subdivision Ordinances**

The zoning ordinance, including the official zoning map, is a set of regulations designed for the proper and harmonious development of land within the town limits. It will be necessary to draft new zoning districts and/or revise existing districts to assist in the implementation of the comprehensive plan. This would mainly be focused on the districts outlined in the future growth area as previously mentioned in this chapter. Additional revisions to the zoning ordinance not currently envisioned may prove to be necessary as implementation of the comprehensive plan continues to move forward. Some recent topics concerning

possible review and/or updating of the zoning ordinance include sign regulations and parking requirements.

The Town's zoning ordinance was adopted for the following purposes:

1. To provide for adequate light, air, convenience of access, and safety from fire, flood, and other dangers;
2. To reduce or prevent congestion on public streets;
3. To facilitate the creation of a convenient, attractive, and harmonious community;
4. To facilitate the provision of adequate police and fire protection, disaster evacuation, civil defense, transportation, water, sewerage, schools, parks, forests, playgrounds, recreational facilities, airports, and other public facilities;
5. To protect against destruction of or encroachment upon historic areas;
6. To protect against one or more of the following: overcrowding of land, undue density of population in relation to the community facilities existing or available, obstruction of light and air, danger and congestion in travel and transportation or loss of life, health, or property from fire, flood, panic or other dangers;
7. To encourage economic development activities that provide desirable employment; and
8. To implement the policies and recommendations set forth in the New Market Comprehensive Plan.

New Market's zoning ordinance designates a specific zoning category to each property within the town (other than public streets). The zoning districts used by New Market and the intent of each, are:

**X: Transitional District**

The purpose of this district is to provide for the reasonable and orderly interim regulations of use and development of land within the said annexation area consisting of lands previously under the zoning regulations of Shenandoah County.

**R-1: Low Density Residential District**

This district is composed of quiet, low density residential areas plus certain open areas where similar residential development appears likely to occur. The regulations for this district are designed to stabilize and protect essential characteristics of the district and to promote and encourage a suitable environment for family life. To these ends, the district is protected against the encroachment of general commercial or industrial uses. Permitted uses are limited basically to single-family detached dwellings plus certain additional uses, such as schools, parks, churches and certain public facilities that serve the residents of the district.

## **R-2: Medium Density Residential District**

This district is intended to establish areas where residential housing of a low to medium density capacity can be located. The regulations also allow for certain compatible public, semi-public, and very limited commercial land uses. The regulations are designed to stabilize, protect and promote this type of development. The R-2 District should provide a suitable and comfortable living environment for people of all ages, while allowing the convenience of being near shopping and employment centers and other community facilities.

### **R-2A: Medium Density Residential, Main Corridor**

The intent of this district is essentially the same as that of the R-2 Residential District; to provide areas of low to medium density residential capacity, with compatible public and semi-public uses, that will provide a suitable and comfortable living environment for people of all ages. This district is also designed to allow for limited additional light commercial activities, with a conditional use permit, that will blend in with the residential and/or historic character of those neighborhoods. The R-2A Residential District will serve as a transition between Business Districts and other Residential Districts, and will provide a means to retain and preserve the residential zoning and character along the major traffic routes in town, while allowing for the development of certain tourist-oriented businesses along those sections of Route 211 and Congress Street that have a high volume of traffic. In all instances, such commercial activities shall be found to be compatible with the residential nature and uses of the neighborhood before such conditional use permits are granted.

## **R-3: High Density Residential District**

This district is intended to establish areas where residential housing of a medium to high density capacity can be located. The R-3 District will provide for maximum residential flexibility utilizing a variety of residential alternatives, while still preserving the essential characteristics of a residential district. This district also allows for certain compatible public and semi-public and very limited commercial land uses, which are intended to serve the needs of the residents of the district. The regulations are designed to stabilize, protect and promote this type of development, and to ensure that a suitable and comfortable living environment will be provided for people of all ages.

## **B-1: General Business District**

The purposes of this district, which includes much of historic Congress Street, along with other suitable areas in the town, are:

1. To provide areas for the conduct of general business to which the public requires direct and frequent access, but which is not characterized by constant heavy trucking (other than stocking and delivery of retail goods), open storage of materials, or by any nuisance factors other than occasioned by incidental light and noise of congregation of people and passenger vehicles;



2. To enhance the utility, safety and attractiveness of the historic “downtown” business area for residents and visitors alike;
3. To encourage the continuation of a compact, efficient and attractive retail façade and arrangement of buildings in the “downtown” area;
4. To minimize traffic congestion and its effects, which purpose is served by encouraging a compact and convenient arrangement of retail stores, offices, residential uses and compatible service uses, and by discouraging those uses which are incompatible with permitted uses or which would tend to be disruptive of traffic and pedestrian flow and historic building patterns; and
5. To provide a framework for a strong nucleus of business where all the amenities and services of a “downtown” business district can be provided, while preserving the historic atmosphere and architectural scale of development which affords much of Congress Street its special character.

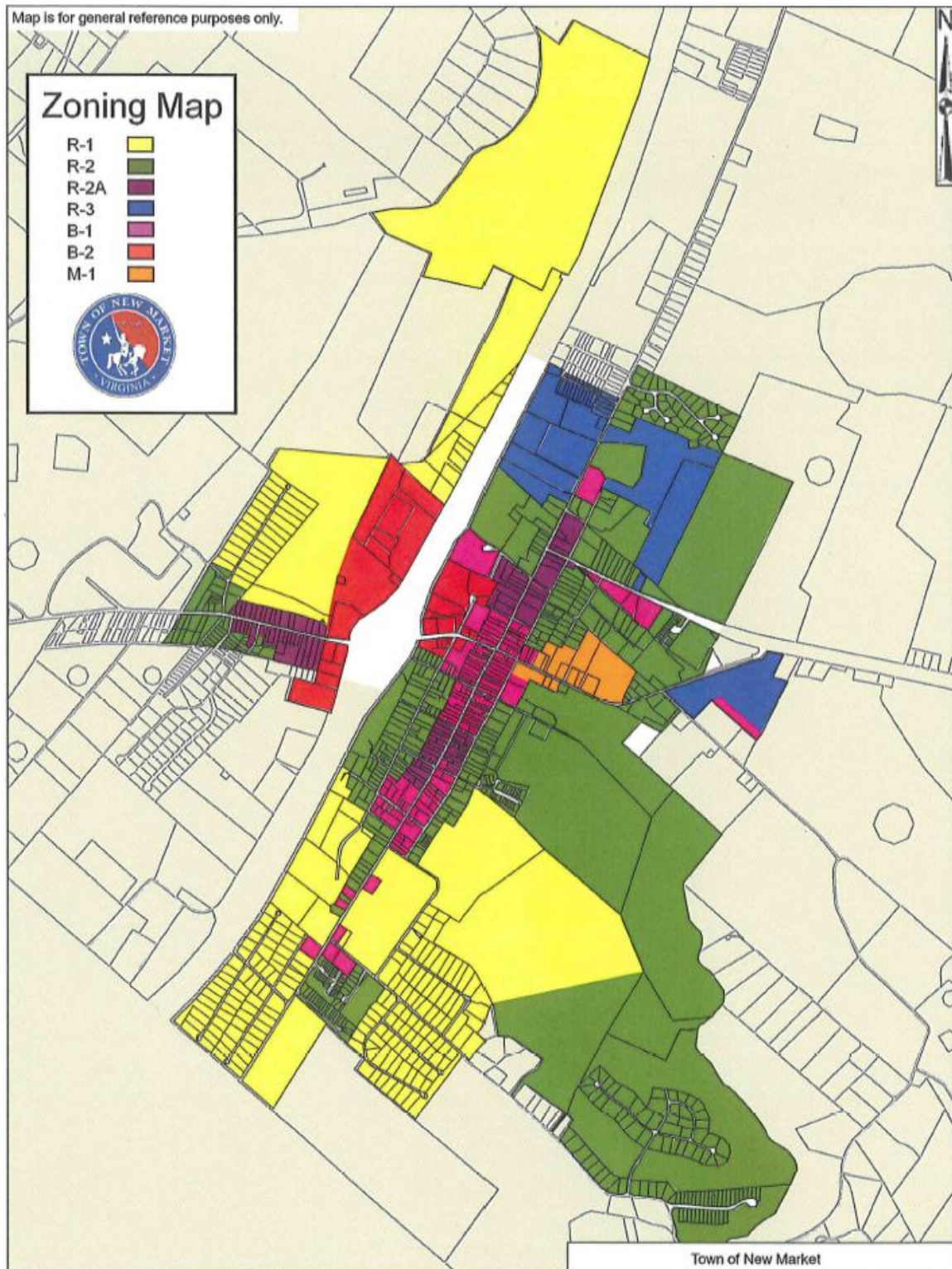
**B-2: Interstate Corridor Business District**

The B-2 Interstate Corridor Business District is intended to accommodate a wide range of commercial uses and service activities, such as general businesses, highway-oriented commercial uses, fast-food establishments, and similar uses that generate a large volume of traffic, but that are not characterized by extensive warehousing, frequent heavy trucking activity, open storage of materials, or the nuisance factors of dust, odor and noise associated with manufacturing. The B-2 Business District is located in an area where such expanded uses will not have a detrimental effect on the historic atmosphere of the “downtown” business and residential uses. The boundaries of this district are clearly defined on the official zoning map, and the B-2 Interstate Corridor is not intended to expand beyond its present limits. In order to preserve this area for these intended purposes, no future residential uses shall be permitted in the B-2 Business District.

**M-1: Limited Industrial District**

The primary purpose of this district is to permit certain light industries and heavier commercial uses, which do not in any way detract from residential desirability, to locate in areas which may be adjacent to residential uses. The limitations on or provisions relating to height of building, heating, flammable liquids or explosives, controlling emission fumes, odors or noise, landscaping, and the number of persons employed are imposed to protect and foster adjacent residential desirability, while permitting industries to locate near a labor supply. Noxious fumes, excessive noise, and other environmental pollutants will not be permitted, regardless of the nature of the business. In order to preserve this land for industry and to avoid conflicts between industry and residence, all future residential uses are prohibited in the M-1 district.

## Zoning Map



**FC: Floodplain Conservation District (Overlay)**

The purpose of these provisions is to prevent the loss of life and property, the creation of health and safety hazards, the disruption of commerce and governmental services, the extraordinary and unnecessary expenditure of public funds for food protection and relief, and the impairment of the tax base by:

1. Regulating uses, activities and development which, alone or in combination with other existing or future uses, activities and development, will cause unsupportable increases in flood heights, velocities and frequencies;
2. Restricting or prohibiting certain uses, activities and development for location within districts subject to flooding;
3. Requiring all those uses, activities and developments that do occur in flood prone districts to be protected and/or floodproofed against flooding and flood damage; and
4. Protecting individuals from buying land and structures which are unsuited for the intended purposes because of flood hazards.

**HOD: Historic Overlay District (Overlay)**

The purpose and objectives are:

1. To implement the Town's Comprehensive Plan goal of protecting and preserving the old and historic Main Street area and other historic landmarks and areas from adverse changes, not only for their own value as community resources, but also because of their contribution to the Town's unique character;
2. To encourage new construction in these areas that is compatible with and sensitive to the Town's unique character;
3. To protect, enhance and perpetuate such buildings, structures, places and areas which represent elements of the Town's cultural, social, economic, political and architectural history;
4. To stabilize and improve property values;
5. To protect and enhance the Town's attraction to tourists and visitors and the support and stimulus to business and industry thereby provided;
6. To foster civic pride in the Town's past; and
7. To promote the use of historic areas and resources for the education, pleasure and welfare of the people of the town.

**PRN: Planned Residential Neighborhood District**

The Planned Residential Neighborhood is a concept which encourages and permits variation in residential developments by allowing deviation in lot size, bulk, density, lot coverage, setbacks and yards, and open space from that required in any one district covered in the Zoning Ordinance. This district is intended to allow for the development of a mixture of housing types and price

ranges in accordance with a master plan therefore, under one ownership or control. Within such developments, the location of all improvements shall be controlled in such a manner as to permit an orderly relationship of land uses, with the greatest amount of open area and the least disturbance to natural features. Such districts are established only after development plan approval and zoning map amendment by the Town Council.

**PRMH: Planned Residential Mobile Home Park District**

This district is intended to encourage innovation in mobile (manufactured) home development so that the demand for mobile home living may be met by the imaginative design and layout of mobile homes and by the efficient use of open space needed for such dwellings, so that opportunities for better housing and recreation may be provided for occupants of mobile homes; to encourage a more efficient use of land and public services; and to provide a procedure which can relate the design and layout of a mobile home development to the particular site in a manner consistent with the preservation of property values of adjoining areas. Such districts are established only after development plan approval and zoning map amendment by the Town Council.

The Subdivision Ordinance establishes the design standards for the development of subdivisions within the Town of New Market. A thorough review of the ordinances should be conducted to ensure that it is consistent with the goals of this Plan.

**Growth Area Land Use Goals**

Goal: To provide preliminary land use and transportation concepts that will:

1. Inform the ongoing negotiations between New Market and Shenandoah County regarding annexation;
2. Encourage growth in adjacent areas of Shenandoah County to occur in a compact pattern within the town as called for in the Shenandoah County Comprehensive Plan; and
3. Provide guidance to landowners and developers regarding the character, types, and location of the development the town seeks in the growth area.

Goal: To identify land adjacent to the existing town to accommodate growth at a rate approaching 2.0 percent annually, somewhat faster than the rate of population growth experienced by New Market between 1990 and 2000 (1.8 percent annually). This will provide enough land for the town to roughly double in size over 30 to 40 years, from 1,831 residents in 2005 to between 3,600 and 4,000 residents in 2045.

- Goal: To take advantage of New Market's proximity to growth areas in Harrisonburg and the northern Shenandoah Valley by facilitating growth in manufacturing, retail, and business sectors that serve both the town resident (groceries and other basic goods and professional services) and tourists.
- Goal: To maintain and enhance New Market's unique character by extending the development patterns, design features, and streetscapes of the historic district into the growth area.
- Goal: To provide guidance to landowners, builders, and developers that will encourage the incorporation of the principles of new urbanism and traditional neighborhood development in the growth area, including:
1. Pedestrian-friendly road design;
  2. Interconnection of new local streets with existing local streets and roads;
  3. Connectivity of roads and pedestrian networks;
  4. Preservation of natural areas;
  5. Storm water management;
  6. Mixed-use neighborhoods, including mixed housing types;
  7. Reduction of front and side yard building setbacks; and
  8. Reduction of street widths and turning radii.
- Goal: To plan development in the growth area whose character and composition will complement and enhance the attractiveness of the town to tourists.
- Goal: To plan development in the growth area that complements and is integrated with the substantial amount of open space in and around the existing town. Utilize the floodplain of Smith Creek, the golf course, and preserved battlefield areas to provide pedestrian connections and recreational opportunities to town residents and visitors.
- Goal: To plan development in the growth area while encouraging more intense commercial and business uses on Congress Street and the expansion of the business district to John Sevier Road, Cadet Road, and on underutilized properties within the existing town boundary.
- Goal: To plan development in the growth area that increases connectivity and the flow of traffic through town by extending the historic district street grid into the growth area and providing alternative routes for trucks that will remove traffic from Congress Street.



Goal: To maintain a distinct edge between New Market and rural areas.

## **Land Use Goals and Policies**

### **Residential Land Uses and Housing**

Goal: To have residential areas in New Market that are well served by community facilities (such as schools, churches, parks, etc.), and by roads, but are not disrupted by incompatible land uses (such as those uses which generate excessive traffic, are unsightly, or emit odors).

Policies: New Market will require residential developments that provide appropriate community facilities, public utilities, and streets.

New Market will develop and maintain a land use plan and implement ordinances that keep incompatible uses separated.

New Market encourages the development of multi-modal bike and pedestrian ways with regard to new residential development or the improvement of current development in conjunction with road, stormwater drainage and sidewalk requirements presented in the zoning and subdivision ordinances of the Town.

Goal: To have a wide variety of types of housing available to suit a wide variety of tastes and budgets.

Policy: New Market will give consideration to land development proposals that provide housing that differs from the traditional single family home.

Goal: To have housing in New Market continue to be well maintained.

Policy: New Market will encourage homeowners to maintain their homes in a safe and attractive manner.

### **Commercial Land Uses and the Downtown Area**

Goal: To have shopping facilities available in New Market that will satisfy the major needs of the town and of nearby areas.

Policies: The Town will share all available market data with potential developers of shopping areas. New Market will give consideration to requests for commercial zoning that are appropriately located.

New Market will partner with small business start-up programs such as the Winchester Incubation Regional Enterprise (WIRE) or work with the Small Business Development Center at Lord Fairfax Community College or James Madison University to stimulate new small businesses and enhance existing small businesses within the downtown area.

Goal: To have stores that will attract patronage from tourists.

Policy: New Market will encourage tourist-oriented stores in clusters along the major tourist travel routes.

Goal: To retain and enhance the present character of the downtown area, which can be described as having a mixture of retail stores, professional offices, churches, and residential uses, most of which are housed in architecturally attractive structures.

Policies: New Market will promote the preservation, restoration, and beautification of the downtown area.

The Town will continue to utilize a historic advisory review board to maintain and enhance New Market's downtown.

In regards to the previous policy, the Town's historic advisory review board will enhance historic preservation through the maintenance of a historic survey and database of the original structures as a reference to owners and potential buyers of historic properties.

Goal: To enhance the I-81 corridor for the purpose of attracting suitable businesses to that location.

Policies: New Market will improve the aesthetic appearance and functional traffic patterns to facilitate economic development in this corridor.

New Market will strive to follow the goals and policies presented in Chapter 6 on appearance within this comprehensive plan.

The Town will continue to work with VDOT on improving the entrance corridor off the I-81 exit through practical and well thought out land use decisions in regards to the I-81 corridor entrance.

### **Open Space**

Goal: To identify and preserve the natural resources and scenic characteristics of the Town of New Market by providing for a

preservation of open space for residents and visitors to enjoy while maintaining the beauty of the natural environment as well as the unique scenic views from within the town.

**Policies:** Achieve a minimum of 75% open space within the town. This would include any green space within the town including all recreational green space, open lots, and agriculturally used land.

New Market will continue to encourage mixed use (commercial and residential) within the downtown area.

New Market will protect existing open space within the town limits through the development of recreation/conservation areas that will provide greenbelts and neighborhood recreation areas on land, which is unsuitable for other types of land use.

New Market will consider seeking funds that would allow for the purchase and creation of small recreation/conservation areas throughout the town adjacent to or close to downtown or within residential neighborhoods.

### **Relationship to Land Uses Outside New Market**

**Goal:** To assure that the uses of land outside the town are compatible with uses of land within New Market.

**Policies:** New Market will continue its working relationship with Shenandoah County concerning land use patterns and development policies.

New Market will work with Rockingham County as growth and development may warrant.

The Town will continue to work on and honor the Voluntary Settlement Agreement with Shenandoah County.

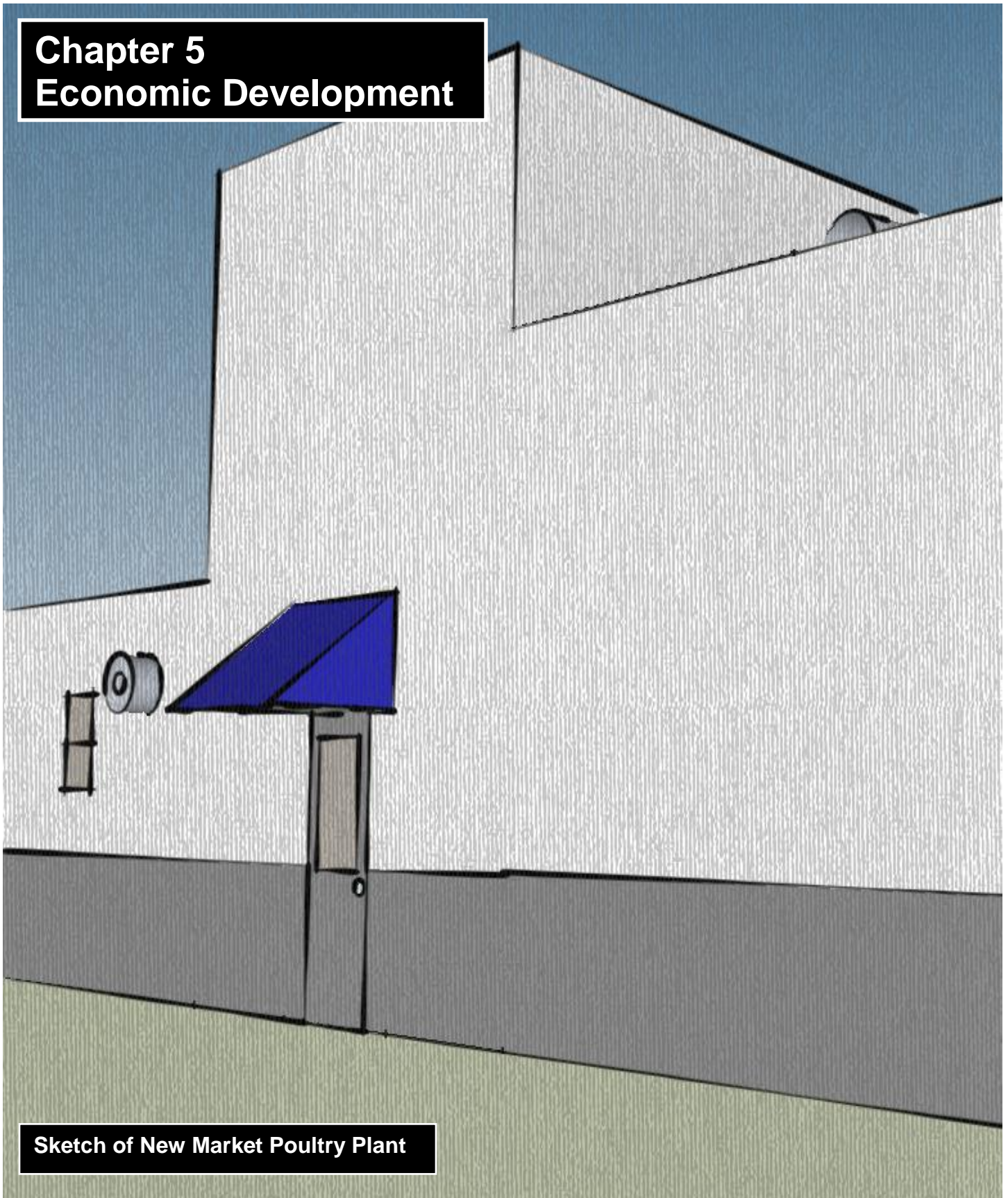
New Market will comprehensively plan public utility services for defined local growth areas.

### **Zoning and Subdivision Ordinances**

**Goal:** Ensure that New Market's zoning and subdivision ordinances are consistent with the comprehensive plan.

**Policy:** Review and update the zoning and subdivision ordinances as necessary to ensure that they provide for and/or encourage development that is consistent with the comprehensive plan.

## Chapter 5 Economic Development



Sketch of New Market Poultry Plant

## Overview

Jobs are an important element of community vitality, providing income to residents, tax revenue to government and a major stimulus for development. New Market's economy is mainly centered on tourism generated by the New Market State Historical Park, the Shenvalee Golf Resort, the local caverns, Skyline Drive and the town's physical location as a crossroads of Interstate 81, Route 11 and Route 211. However, the town is mainly considered to be a bedroom community for employment centers in nearby areas.

When a locality is looking to increase economic development it is important to have an economic development plan in place to assist guiding the efforts of the locality to secure the jobs and industries that it wants. Many items will need to be addressed in the plan, including but not limited to: marketing strategy, access to major transportation networks, potential tax breaks, development assistance for public infrastructure, and what type of site will be required (small or large). A review of local raw materials should also be considered when drafting the plan.

New Market's existing industrial district has several residential uses currently located within it, limiting the potential for additional economic development. The zoning ordinance was amended years ago to prevent this from occurring in the future but that cannot change the current situation. This is something to keep in mind when drafting future land use ordinances.

In addition to the residential uses, the industrial district is located on a narrow road that is most commonly used as a cut-through by those wishing to avoid the stop light at Congress and Lee Highway. This often comes into conflict with large trucks trying to navigate their way to and from the loading docks at the New Market Poultry Plant.

## Labor Force

**Table 1: Labor Force Data – Shenandoah County 1999 – 2010\***

Year	Labor Force	Employment	Unemployment	Unemployment Rate
2010	20,340	18,686	1,654	8.1%
2009	20,058	18,391	1,667	8.3%
2008	20,276	19,337	939	4.6%
2007	20,149	19,517	632	3.1%
2006	19,946	19,359	587	2.9%
2005	19,714	19,121	593	3.0%
2004	19,336	18,706	630	3.3%
2003	19,384	18,632	752	3.9%
2002	19,152	18,566	596	3.1%
2001	18,712	18,257	455	2.4%
2000	18,401	18,074	327	1.8%
1999	17,556	17,074	482	2.7%



**Table 2: Labor Force Data – Shenandoah County – 2011\***

Month	Labor Force	Employment	Unemployment	Unemployment Rate
October	21,032	19,683	1,349	6.4%
September	20,771	19,383	1,388	6.7%
August	20,865	19,451	1,414	6.8%
July	20,909	19,519	1,390	6.6%
June	20,931	19,555	1,376	6.6%
May	20,963	19,658	1,305	6.2%
April	20,792	19,494	1,298	6.2%
March	20,964	19,524	1,440	6.9%
February	20,289	18,768	1,521	7.5%
January	20,154	18,558	1,596	7.9%

**Table 3: Labor Force Data – Unemployment Rates – 2011\***

Month	United States	Virginia	Shenandoah County
December			
November	8.2%	5.7%	
October	8.5%	6.0%	6.4%
September	8.8%	6.4%	6.7%
August	9.1%	6.5%	6.8%
July	9.3%	6.2%	6.6%
June	9.3%	6.3%	6.6%
May	8.7%	5.9%	6.2%
April	8.7%	5.8%	6.2%
March	9.2%	6.3%	6.9%
February	9.5%	6.6%	7.5%
January	9.8%	6.9%	7.9%

Beginning in 2008 and continuing into 2011, unemployment has become a major issue. Prior to that unemployment had been considered low and was relatively stable.

**Table 4: Workers Leaving and Entering Shenandoah County\*\***

Workers Leaving For	Number	Workers Entering From	Number
Frederick County, VA	1,232	Rockingham County, VA	867
Winchester, VA	866	Warren County, VA	550
Rockingham, VA	826	Frederick County, VA	530
Warren County, VA	680	Hardy County, WV	237
Harrisonburg, VA	637	Page County, VA	230
Fairfax County, VA	452	Winchester, VA	172
Loudon County, VA	193	Harrisonburg, VA	164
Page County, VA	119	Hampshire County, WV	53
District of Columbia, DC	116	Clarke County, VA	28
Clarke County, VA	97	Prince William County, VA	25

Table 4 shows that from the sample size provided by the Census, more people are leaving Shenandoah County for employment than are coming from other areas to work in Shenandoah County. The Winchester/Frederick area and Harrisonburg/Rockingham area have considerable more employment opportunities than Shenandoah County currently offers.

**Table 5: Labor Force by Sex – New Market 2000\*\***

Gender	Employed	Unemployed	Not in Labor Force
Men	400	11	204
Women	392	5	319

**Table 6: Employed Persons 16 Years and Over by Occupation – 2000  
New Market\*\***

Occupation	Number	Percent
Management, Professional & Related	218	27.5%
Service	113	14.3%
Sales & Office	212	26.8%
Farming, Fishing & Forestry	12	1.5%
Construction, Extraction & Maintenance	56	7.1%
Production, Transportation & Material Moving	181	22.9%

**Table 7: Employed Persons 16 Years and Over by Industry – 2000  
New Market\*\***

Industry	Number	Percent
Agriculture, Forestry, Fishing, Hunting & Mining	26	3.3%
Construction	57	7.2%
Manufacturing	174	22.0%
Wholesale Trade	18	2.3%
Retail Trade	89	11.2%
Transportation, Warehousing & Utilities	23	2.9%
Information	5	0.6%
Finance, Insurance, Real Estate, Rental & Leasing	48	6.1%
Professional, Scientific, Management, Administrative, Waste Management	43	5.4%
Educational, Health & Social Services	185	23.4%
Arts, Entertainment, Recreation, Accommodation & Food Services	63	8.0%
Other Services (except Public Administration)	28	3.5%
Public Administration	33	4.2%

New Market's employment numbers clearly show that the majority of residents are employed in either "Manufacturing" or "Educational, Health & Social Services". It would be logical to assume that many residents work for Howell Metal, Kennametal, New Market Poultry or the Shenandoah County Public School System when comparing data in Table 7 (above) with data provided in Table 8 (on the following page).

**Table 8: 50 Largest Employers in Shenandoah County\***

1 – Shenandoah County School Board	26 – Burger King
2 – George's Chicken	27 – O N Minerals Company
3 – R.R. Donnelley and Sons Comp.	28 – Postal Service
4 – Iac Strasburg LLC	29 – Holtzman Oil Corporation
5 – County of Shenandoah	30 – McDonald's
6 – Valley Health System	31 – Shenandoah Publishing House, Inc.
7 – Howell Metal Company	32 – Denny's
8 – Bowman Apple Products	33 – Massanutten Military Academy
9 – Shentel Management Company	34 – Town of Strasburg
10 – Wal Mart	35 – Unicon, Inc.
11 – Forrest L. Preston	36 – Town of Woodstock
12 – Bryce Resort	37 – Appalachian Freight Carriers Inc.
13 – Food Lion	38 – Shen. County Dept. of Social Services
14 – VDOT	39 – Holtzman Propane LC
15 – Mercury Paper Inc.	40 – Continuing Care Personal
16 – George's Foods	41 – Wilcohes
17 – Life Style Staffing	42 – McDonalds
18 – New Market Poultry 2007 LLC	43 – Wendy's
19 – Masco Builder Cabinet Gro	44 – Short Stop
20 – Lowe's Home Centers, Inc.	45 – Good Life Corporation
21 – First Bank	46 – Wholesome Foods
22 – Cracker Barrel Old Country Store	47 – Shenvalee Lodge, Inc.
23 – Kennametal, Inc.	48 – Lazerspot Inc.
24 – Alphastaff Inc.	49 – Patton's Masonry
25 – Skyline Terrace Nursing Home	50 – Blue Ridge Truss and Supply

Of the major employers listed above, the following have a presence within New Market: Valley Health Systems, New Market Poultry, Burger King, Postal Service, McDonald's, Good Life Corporation, and Shenvalee Lodge. It should also be noted that Howell Metal Company and Kennametal are located just outside of town limits and are connected to the Town's water/sewer utility system.

## Income

As of the 2000 Census, the Town of New Market's median household income was \$31,612 and the median family income was \$48,036. In terms of median household income, New Market is in the middle compared to other localities within Shenandoah County and above average for median family income.

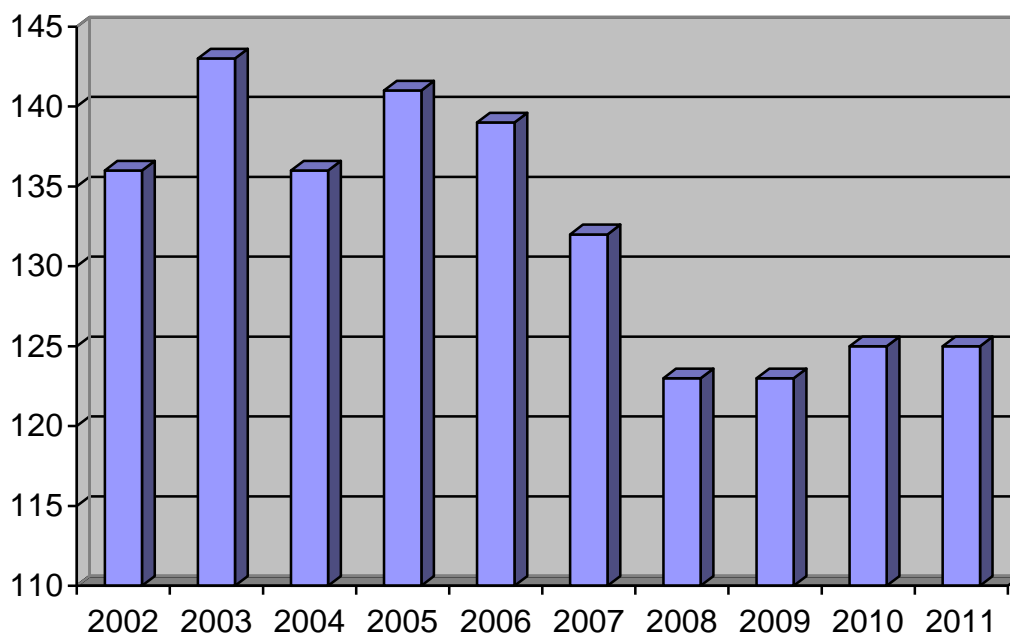
## Business Licenses

The total number of business licenses issued by the Town was relatively stable until the last few years. Beginning in 2007 the Town started to see a drop off in the number of licenses issued and this downward trend continued until 2010 when an upward trend was finally established. Additional information on the

number of business licenses issued during a given year can be found on the following page.

One interesting trend that has developed during the past year is the increase in home occupations. A home occupation is an activity which requires a business license by the Town and is carried out by a resident as an accessory use of the resident's dwelling and are permitted in any dwelling in any district where residential uses are permitted. During the previous 9 years, the most home occupations to open in a single calendar year were 3. In 2010 we saw 6 new home occupations in New Market. These new businesses are mainly centered around people who do work on a contractual basis and thus do not require an actual store front.

**Table 7: Town Business Licenses Issued by Year**



## **Available Land**

While the downtown area lends itself towards smaller retail, service and professional businesses, larger businesses and those who can serve as major employers for the community will most likely need to be developed outside of the downtown area. Potential sites for larger commercial development could include the areas along the interstate and in the growth area located on Route 211.

Currently, New Market only has 1%, or 12 total acres, actively involved in industrial use. There are also no vacant lots within the industrial district that

could properly accommodate any new mid-size industrial development, which has been identified as desirable by the local population.

The growth area contains roughly 60 acres of land to be set aside for the development of an employment mix district, consisting of larger businesses and manufacturing operations. The district could contain parcels of 10 acres which would allow for 6 mid-sized firms employing 50-100 people each to be properly located.

**Sources:**

\*Virginia Employment Commission

\*\*Census Bureau

**Goals and Policies**

**Goal:** To have attractive employment opportunities available to New Market residents.

**Policies:** New Market will coordinate industrial development and recruitment policies and programs with the Shenandoah County Economic Development and Tourism Department to create a variety of job opportunities in New Market and the surrounding area.

New Market will take a more proactive and progressive approach to business attraction through marketing packages and marketing studies to better serve the citizens needs and desires for specific types of businesses.

New Market will partner with small business start-up programs such as WIRE (Winchester Incubation Regional Enterprise) or work with the Small Business Development Center at James Madison University to stimulate new small businesses and enhance existing small businesses within the downtown area.

New Market will attempt to work with an economic development professional in drafting a working economic development plan.

**Goal:** To attract and retain developments that will produce tax revenues to New Market which exceed the cost to the Town of providing services.

**Policy:** New Market will encourage new non-residential land development proposals that appear to have a favorable ratio of tax-return to cost of services.



**Goal:** To develop and retain an attractive “business climate” that demonstrates that local residents and government welcome investment by business, industry, and institutions.

**Policies:** New Market will cooperate with local civic groups to enhance local business climate.

New Market will continue to promote and practice the principles set forth through the Virginia Main Street affiliate program.

The Town will encourage development of a downtown Economic Development Partnership to be guided by the principles of the Virginia Main Street Program.

New Market will also follow the guidelines presented in the Appearance chapter of this comprehensive plan to enhance economic development throughout the downtown area and the remainder of the town.

**Goal:** To have industrial uses located in town, or nearby, which provides attractive employment opportunities to New Market residents.

**Policies:** New Market will encourage the establishment of industries in town, or nearby, which are compatible with the residential/tourist atmosphere of the community.

The Town will work with the Shenandoah County Industrial Development Authority when opportunities present themselves.

New Market will continue its working relationship with Shenandoah County’s Economic Development and Tourism Department in attracting businesses and industries suitable for the New Market area.

**Goal:** To attract and retain business and professional services that fulfills the majority of day-to-day needs of the New Market residents.

**Policy:** New Market will encourage commercial and professional service diversification to meet the needs of local residents.

**Goal:** To attract travelers off I-81, U.S. 11 and U.S. 211, and induce them to enjoy the historic features of New Market, and to patronize the services and facilities available in town.

**Policies:** The Town will strive to preserve and enhance New Market’s historical character to attract tourists and increase the length of

their stay in New Market by following the guidelines presented in the Appearance chapter of this comprehensive plan and Community Development Assistance Center (CDAC) study.

New Market will endorse and encourage private and cooperative efforts to conduct campaigns that promote tourism-related activities.

The Town will explore alternate forms of revenue.

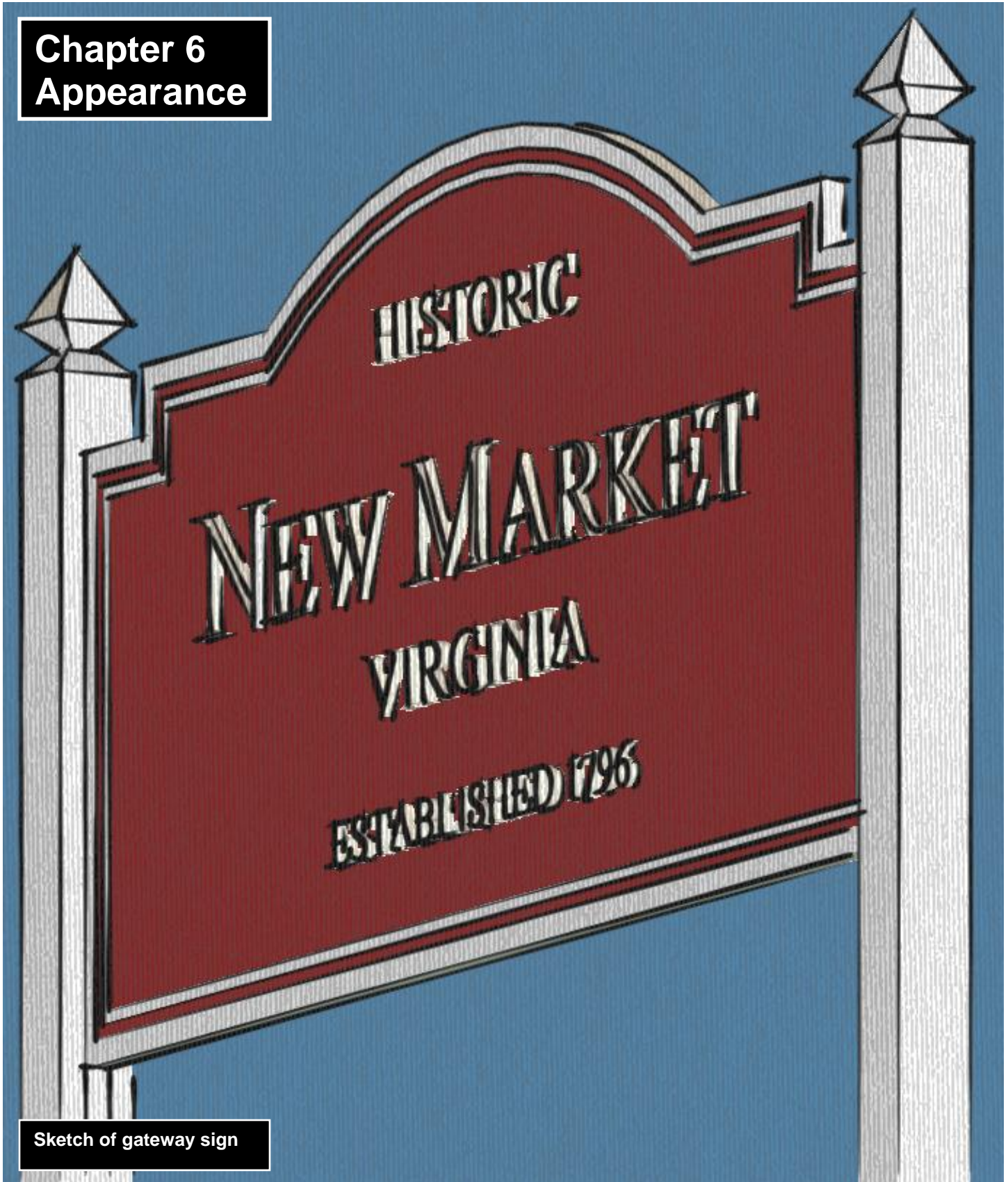
Goal: Support existing businesses and industries.

Policies: The Town will continue its focus to remain a growth center for Shenandoah County to provide employers a labor force and patrons for businesses.

The Town will explore creating additional educational opportunities for local business owners through partnerships with local colleges and technical schools.



## Chapter 6 Appearance



Sketch of gateway sign

## Overview

The design, character and quality of a locality is of utmost importance. These are the tangible elements that make that initial impression on people. Whether it's a residential subdivision, the interstate corridor, the downtown business district, the public streets or the sidewalk system, everything matters.

Investing in an aesthetically pleasing appearance can lead directly to an increased quality of life for the entire community. Historic preservation and downtown revitalization projects tend to increase property values, create employment opportunities and increase tourism. Most people tend to desire places that are well taken care of and that are appealing from an aesthetics point of view. These areas are also more likely to attract potential businesses and home buyers as most people consider the amenities of the community before making such investments.

## Streetscape

The Town of New Market actively began looking into what the future of the Town will look like with the assistance of the Community Design Assistance Center (CDAC) of Virginia Tech. The CDAC team started work with the Town in the summer of 2002 and completed their study in March of 2003. The end result was a report entitled *"New Market Refined: Conceptual Streetscape Master Plan and Design Guidelines for Congress Street and the I-81 Town Entry via Cross Road."*

CDAC was hired by the Town to develop Design Guidelines and a Conceptual Streetscape and Landscape Master Plan for the Town's primary travel corridors. Through this process, the end result aimed at three goals:

- 1) Reclaiming visitors by making the downtown a desirable destination point for travelers;
- 2) Creating a pleasing environment for its residents;
- 3) Improving the aesthetic quality of the downtown, entrance corridors, and various open spaces.

With the help of the LMW engineering firm, the Town of New Market actively began applying for grants through the TEA-21 program to help fund a five block streetscape project in 2005. New Market has applied for additional funds every year since and has been awarded grant money in every submittal except for one.

In 2008 New Market contracted with Land Planning & Design Associates (LPDA) to begin putting construction plans together for the streetscape project. After holding several meetings to gather public input LPDA focused on the following: Historic preservation and enhancing character, pedestrian safety and visibility, creating an enhanced sense of place, providing for amenities, mitigating visual distractions and announcing and celebrating historic New Market.



The end result is a plan that does it's best to address the aforementioned focal points. A brief summary of the partially completed streetscape project includes the following:

### **Sidewalks & Crosswalks**

The most notable changes are adjacent to the intersections where improvements included new brick pavers to highlight the area as well as new ADA compliant access points. The remainder of the block was accented with brick pavers and concrete pavers located along the curbs. New crosswalks will be included at all intersections within the project area and one new mid-block crossing was installed near the public parking lot.



### **Street Trees & Landscaping**

While the former Bradford Pears were a beautiful tree, they were not well suited along Congress Street due to their size and propensity to split. They were be replaced with mostly Crimson Cloud Hawthorn and Ivory Silk Lilac. Regal Elms, Amur Maple and Okame Cherry also have a presence. Shrubs planted within the streetscape area include Soft Touch Holly and Knock Out Rose. Groundcover throughout the streetscape project, including the tree pits, will include a mix of Big Blue Liriope, Variegated Liriope and Creeping Lilly Turf.

## **Street Furniture**

Currently there are no publicly maintained benches on Congress Street. However, the streetscape plan calls for 16 new backless benches to be installed. Additional seating will be available on a low seat wall that will be constructed in the downtown area as well. The existing trash cans have served their purpose and will be removed and replaced with new ones more fitting of the streetscape design.

## **Street Lights**

The existing street lights attached to utility poles and the decorative banner poles have been removed in phase 1. They have been replaced with new decorative street light poles capable of supporting banners. This process will continue as phase 2 of construction begins.

## **Historic Element**

The existing Clinedinst stepping stone located near the intersection of North Congress Street and Seminary Lane has been included as part of the new streetscape.

## **Signage**

New interpretive signage has been installed to better establish continuity in the signage downtown as well as to add to its overall appeal and functionality. The large town map has been updated and new directional signs installed on decorative poles as well.

## **Gateways**

The gateway into a community is essentially its front door and a lot of first impressions are made at this critical juncture. A gateway can show how much a community takes pride in its appearance and what the overall quality of life is.

During the past few years the Town has taken steps to identify gateway areas around town and begin addressing them. In 2005 the old welcome signs were removed and new more aesthetically pleasing signs were erected. Increased landscaping with a greater variety of plants was also included during this process.

### **Major Gateway Areas:**

West Old Cross Road / Interstate 81  
South Congress Street / Clicks Lane  
East Lee Highway / East Old Cross Road  
North Congress Street / East Lee Highway

The aesthetics of the gateway areas do not end with a new sign and a little bit of landscaping. Neighboring businesses should make a concerted effort to install or increase the landscaping in front of their businesses as a way of contributing towards a more attractive community.

The West Old Cross / Interstate 81 gateway area is the most heavily traveled of our gateways. An increase in landscaping by both the business community and Town could greatly improve the aesthetics in this area, including the median. This has been recommended in the *“Interstate 81 View Planning Project”* by Hill Studio, P.C. (1992) and in *“New Market Refined”* by the Community Design Assistance Center at Virginia Tech (2003).

## **Historic Overlay District**

In 1993 the Town of New Market established a local historic district, known as the Historic Overlay District. In doing so, the Town also enacted that a review board be established to review applications in which buildings and/or structures would see change exceeding ordinary maintenance. Projects for review would include those involving demolition, movement of structures or the construction of new structures. In reviewing the applications the board’s recommendations are advisory only and are not binding on the applicant.

While there was early discussion on having architectural standards that would have to be met, it was ultimately decided that the Historic Overlay District Review Board would only offer recommendations. Since that time the Town has received numerous complaints concerning the appearance of several buildings located on Congress Street. Most of these complaints center on paint chipping off, wood beginning to rot and just generally a lack of adequate maintenance. Whether standards are adopted, tax credits established for restoration work or spot blight ordinances adopted, these historic buildings need to begin receiving proper maintenance on a regular basis before they are lost.

## **Goals and Policies:**

**Goal:** Continue to use the report created by the Community Design Assistance Center in recreating an imagined future for downtown, and the entrance corridors of the Town of New Market. These same concepts should also be applied throughout the town.

**Policies:** Begin an in depth study of existing ordinances and practices that limit the Town’s ability to shape growth into the mold laid out within the CDAC report.

Encourage new, remodeling and enhancing development within the town to work within the confines of the CDAC report in terms of

design and appearance. The *Better Models for Development in the Shenandoah Valley 2010* publication may also be used when working with new, remodeling or enhancing development.

Explore grant opportunities to make the vision presented within the report a reality for the future of the Town.

**Goal:** The Town will explore alternative options to address properties that appear to be dilapidated and/or not being properly maintained.

**Policy:** The Town will look into the possibility of adopting a blight ordinance, property maintenance code and pursuing grant opportunity for building rehabilitation and repair.

## Chapter 7 Population & Housing



Sketch of home located on corner of S. Congress Street and Confederate Street



## Population Overview

The Comprehensive Plan is designed to be a guide for development and in doing so must measure community needs. Decisions concerning these needs are dependent on the number and characteristics of the people to be served. Therefore, a study of population is essential to the planning process.

This chapter will discuss the past trends and present characteristics of the Town of New Market's population. These trends will be related to the population trends and characteristics of Shenandoah County and other surrounding localities. The population of New Market will be projected to 2030. Because population projections are necessarily based on the assumptions about the factors affecting population, projections are subject to error. Even with possible error factored into the projections, they are developed as carefully as possible and serve as useful planning tools.

## Historical Trends to Present Population

Population statistics for the Town of New Market were only able to be reliably traced back to 1890. It is interesting to note that in the table below the population in 1890 was almost identical to that of 1950.

**Table 1: Historical Population Perspective\***

Year	Population
1890	697
1900	684
1910	638
1920	577
1930	640
1940	629
1950	701
1960	783
1970	718
1980	1,118
1990	1,435
2000	1,732
2010	2,146

As shown in Table 1, New Market's population increased from 1,732 in the year 2000 to 2,146 in 2010. This represents an increase in population of 24%. This is very close to our stated goal of growing by an average of 2% on an annual basis. The 2000's rank only behind the 1970's (56%) and 1980's (28%) in regards to the highest percentage of population growth the Town has on record.

**Table 2: Population – New Market and Shenandoah County\***

	<b>1990</b>	<b>2000</b>	<b>2010</b>
New Market	1,442	1,732	2,146
Shenandoah County	31,636	35,075	41,993

**Table 3: Population – Surrounding Localities\***

	<b>2000</b>	<b>2010</b>	<b>Growth Percentage</b>
Broadway	2,192	3,691	68.4%
Edinburg	813	1,041	28.0%
Mount Jackson	1,664	1,994	19.8%
New Market	1,732	2,146	23.9%
Strasburg	4,017	6,398	59.3%
Timberville	1,739	2,522	45.0%
Woodstock	3,952	5,097	29.0%

Table 3 is provided to illustrate how other nearby localities have grown over the past ten years compared to growth experienced by New Market. With the growth pressures that accompanied the 2000's, it is important to note that only Mt. Jackson grew by a lower percentage than New Market.

## Population Characteristics

New Market is relatively densely populated within the corporate limits. The 2010 population of 2,146 is distributed on 2.08 square miles, resulting in a density of 1.61 persons per acre. However, if you count only land which is classified from a land use perspective as residential and mixed use, the Town has a density of 7.3 persons per acre. Shenandoah County with a population of 41,993 persons distributed on 324,480 acres results in a density of 0.13 persons per acre.

Table 4 shows the distribution of the population by age group for 1990 and 2000. New Market's population is comparable to Shenandoah County's with regard to the median age; in that New Market's median age is 43.3 and Shenandoah County's median age is 40.9 in 2000. Both are still quite higher than the median age of the state of Virginia at 35.9 years of age.

**Table 4: New Market's Age Distribution\***

Age Group	1990		2000		2010	
	Number	% of Total	Number	% of Total	Number	% of Total
Under 5	95	6.6%	88	5.4%	134	6.2%
5-14	138	9.6%	169	10.3%	215	10.0%
15-24	169	11.8%	180	11.0%	256	11.9%
25-34	238	16.5%	203	12.4%	218	10.2%
35-44	187	13.0%	218	13.3%	229	10.6%
45-54	145	10.1%	220	13.4%	269	12.6%
55-64	144	10.0%	201	12.3%	299	13.9%
65-74	174	12.1%	187	11.4%	229	10.7%
75-84	108	7.5%	138	8.4%	184	8.6%
85+	37	2.6%	33	2.0%	113	5.3%

The figures above do not reflect the appeal that was awarded to the Town when the population was changed from 1,637 to 1,732 following the 2000 Census.

**Table 5: Population – Race/Hispanic or Latino of New Market (2000 and 2010)\***

	Total Pop.	Total	White	Black/Afr. Amer.	Amer. Indian/AK Native	Asian	Some Other Race	2 or More Races	Hispanic/Latino
<b>2000</b>	1,637	1,599	1,481	20	5	24	60	9	95
<b>2010</b>	2,146	2,082	1,889	33	8	9	143	64	252

While the majority of New Market citizens classify themselves as “White”, there has been a significant increase in “Some Other Race”, “2 or More Races” and “Hispanic/Latino” since 2000 as shown in Table 5. These are important indicators that our local population is becoming more diverse as time passes. Those claiming to be “Hispanic/Latino” has more than doubled in the last ten years and now accounts for 11.7% of New Market’s population.

**Table 6: Annual Per Capita Personal Income – Shenandoah County\***

<b>Year</b>	<b>Income</b>
2000	\$23,805
2001	\$24,737
2002	\$25,104
2003	\$25,477
2004	\$26,863
2005	\$28,295
2006	\$29,550
2007	\$30,340

## Population Projections

The “New Market Growth and Annexation Area Concept Plan” offered two different projections regarding population growth. One focused on the growth of the town based upon factors within Shenandoah County. The other projection was developed using data from Rockingham County, as the Town of New Market is quite close to the county line.

Table 8 shows population estimates based upon Shenandoah County factors that range from a low of 2,586 to a high of 3,574 by 2030. The “projection” is the average of the “mid” to the “highest”. A breakdown of how the calculations were derived can be found in the aforementioned “Growth and Annexation Area Concept Plan”.

**Table 8: Population Projections based on Shenandoah County Growth\*\*\***

	2000	2005	2010	2020	2030
Low	1,732	1,831	1,981	2,284	2,586
Mid	1,732	1,831	1,982	2,311	2,661
High	1,732	1,831	2,002	2,392	2,859
Highest	1,732	1,831	2,104	2,713	3,574
Projection	1,732	1,831	2,029	2,472	3,031
Shenandoah	35,075	39,170	42,395	49,427	56,927

For 2010, we have already exceeded the “Highest” population projection. As new residential construction slowed as the previous decade came to a close, it will be interesting to see how this impacts the total population as we move forward. It may not have that great of an impact in the short term as there are 141 reported vacant housing units throughout the Town. These vacancies would allow our population to continue to grow without any new units being constructed.

In looking at Rockingham County and projecting population estimates from their data, Table 9 shows that growth would most likely occur at a slower rate than that of Shenandoah County. In fact, the projected populations for 2030 (3,031 based upon Shenandoah County and 2,341 based upon Rockingham County) vary greatly based upon where our growth pressures may come from as we move forward.

**Table 9: Population Projections based on Rockingham County Growth\*\*\***

	2000	2005	2010	2020	2030
New Market	1,732	1,831	1,936	2,129	2,341
Rockingham	67,714	71,432	75,512	83,164	91,450

In Table 10, population projections are based upon New Market maintaining growth at a rate of 2% on an annual basis moving forward. This is a rate that has

been a stated goal which will allow the town to grow but at a slower rate than what other localities have experienced. By choosing a low rate of annual growth the town should be able to maintain its small town feel that many feel are important.

**Table 10: Population Projection Based on Maintaining 2% Annual Growth – New Market**

<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
2,146	2,369	2,616	2,776	3,065

## **Housing Overview**

The housing market, locally and nationally, has experienced dramatic changes during the past decade. While New Market has witnessed some growth the past few years, the northern portion of Shenandoah County dealt with far greater pressures due to their proximity to the Northern Virginia area. Rockingham County also saw growth along the Route 42 corridor. From 2000 to 2010 New Market saw its housing stock increase by 30%. This puts the Town on par from a percentage standpoint with Edinburg and Woodstock. Broadway, Strasburg and Timberville were the largest gainers as each topped 50%. Mt. Jackson grew the slowest at 17%.

As the market is expected to continue to change as we move forward it is necessary to have a plan in place to meet the anticipated housing needs of our citizens. While the “New Market Growth and Annexation Area Concept Plan” looked to address this issue through the annexation and development of county land, the town also needs to look inward on this issue as well. In short, this section is looking to identify the needs of current and prospective residents and to recommend goals and objectives to meet those needs.

## **Housing Stock**

As of the 2010 Census, New Market had a total of 1,048 housing units in the corporate limits, with 907 of those units being occupied. One housing unit is considered to be a single-family dwelling, townhouse unit, an apartment, a mobile home or any other area occupied as a separate living quarters.

**Table 11: Housing Stock – New Market and Surrounding Localities\***

<b>Locality</b>	<b>2000</b>	<b>2010</b>	<b>% Change</b>
Broadway	976	1,560	59.8%
Edinburg	425	543	27.8%
Mount Jackson	718	843	17.4%
New Market	808	1,048	29.7%
Strasburg	1,877	2,950	57.2%
Timberville	770	1,166	51.4%
Woodstock	1,840	2,421	31.6%



In 2000 the Town had an average of 2.14 people per housing unit. At that time the Town had a population of 1,732. By 2010 the population had risen to 2,146 and the housing stock had grown to 1,048 units. This would mean that the Town now averages 2.05 people per dwelling unit. However, if applied to only occupied dwelling units we currently have 2.37 occupants per dwelling unit. If all 141 reported vacancies were filled by an average of 2.37 occupants, this would account for an additional 334 people.

**Table 12: Occupancy Rates – New Market and Surrounding Localities\***

Locality	2000		2010	
	Per Unit	Per Occ. Unit	Per Unit	Per Occ. Unit
Broadway	2.25	2.49	2.37	2.51
Edinburg	1.91	2.11	1.92	2.26
Mount Jackson	2.32	2.49	2.36	2.69
New Market	2.14	2.35	2.05	2.37
Strasburg	2.14	2.26	2.17	2.37
Timberville	2.26	2.37	2.16	2.36
Woodstock	2.15	2.34	2.10	2.43

The housing market has cooled considerably as the decade has come to a close, after peaking in New Market in 2005. If not for the Lincoln's Crossing townhouse project the numbers for closing out the decade would have been almost non-existent.

Recent growth in housing and population can be mainly attributed to several development projects. The 1990's saw new housing developments break ground including: Horseshoe Bend, Heritage Green, Foothills, Fairway Manor, Cadet Road Apartments, and Congress Street and Shenandoah Commons apartments. All of the aforementioned developments saw continued construction of new homes and units carry into the 2000's as well. During the 2000's Fairway Common, Village at Smith Creek and Lincoln's Crossing all contributed to population and housing.

**Table 13: Vacancy Rates – New Market and Surrounding Localities\***

Locality	2000 Vacancy Rate	2010 Vacancy Rate
Broadway	9.63	5.77
Edinburg	9.41	15.10
Mount Jackson	7.10	12.10
New Market	8.79	13.45
Strasburg	5.54	8.58
Timberville	4.54	8.49
Woodstock	8.42	13.30

New Market has seen a dramatic increase in its vacancy rate during the last ten years. This appears to be a trend that can be seen in other localities as

illustrated in Table 13. The only town that has lowered its vacancy rate since 2000 is Broadway.

## **Housing Projections**

The housing market needs to supply enough units to meet the projected growth and provide for enough surplus units to allow for adequate vacancy rates for replacement of substandard or destroyed dwellings. It is important for the Town to ensure that there is enough land zoned for residential development to accommodate and encourage growth in the areas that the Town deems growth centers.

In 2007 the Town adopted the “New Market Growth and Annexation Area Concept Plan” as part of the Comprehensive Plan. This plan contains a future land use map for the 1,918 acres of surrounding Shenandoah County. Future residential development is anticipated to occupy roughly 764 acres of the growth area and provide for 1,000 to 1,500 new housing units.

**Table 14: New Market’s Residential Uses and Densities in Growth Area\***

<b>Unit Type</b>	<b>Low</b>	<b>High</b>	<b>Units Per Acre</b>	<b>Acres in Use</b>
Multi-Family Medium to High Density	100	220	8	28
Single-Family Attached/ Comm. Mix	150	310	10	31
Single-Family Medium Density	600	720	3.5	206
Low Density Cluster	150	250	0.5	500
Total	1,000	1,500		764

**Table 15: Future Housing Units – Projections\***

<b>Year</b>	<b>Total Housing Units</b>
2000	808
2010	1,048
2020	1,243
2030	1,547

## **Replacement of Dwellings**

All substandard units should either be brought up to standard by rehabilitation or

removed from the housing stock. Due to the high costs of new construction, it is expected that most of these units would be rehabilitated. Many homeowners cannot afford to move and therefore choose to improve their current homes. Some families purchase older but larger and perhaps substandard structures and gradually improve them. This provides them more square footage of living space than they could purchase outright if the house were in perfect condition. Creation and use of apartments on the upper floors of buildings in the downtown area needs to be encouraged and aided by appropriate ordinances.

In addition to planned replacement of substandard units, other losses can be expected to occur in the housing stock. Units are lost due to: deterioration to a point where they are unfit for habitation; natural disasters such as fire and flood; man-made changes such as conversion to non-residential uses or removal from the site.

## **Goals and Policies**

Goal: To maintain a balanced community with a wide range of housing for present and future residents.

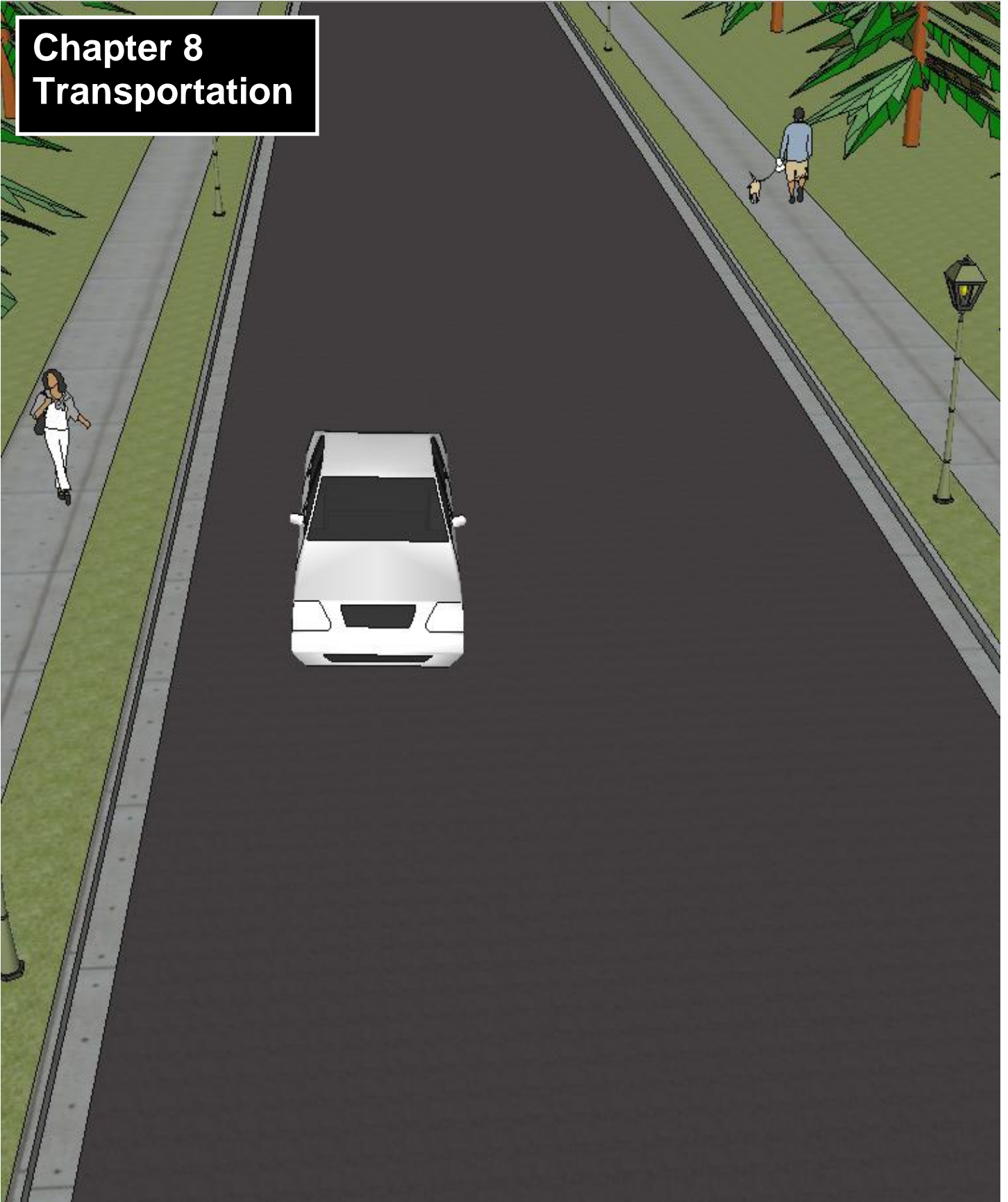
Policy: New Market should encourage the provision of a wide range of housing opportunities by type, density and price to meet the needs of all residents.

Goal: To preserve the quality of New Market's existing housing stock.

Policy: New Market should continue to identify and address community development problems, including substandard housing and public facility deficiencies.



## Chapter 8 Transportation





## **Overview**

The capacity of the Town's transportation system affects not only the quality of life for residents, but also the ability of New Market to attract and retain business and industry and maintain its role as a regional tourist center. This chapter outlines development opportunities and limitations presented by New Market's transportation resources.

## **The Road Network**

New Market is served by a road system with three major components:

1. Interstate 81 and U.S. 211 serve as "principal arterials"
2. U.S. Route 11 (Congress Street) serves as a "major collector"
3. All other routes in the area serve as "minor collectors"

Principal arterials are high speed connecting links between major population centers within states and between larger cities and towns within a state.

Major collectors connect the locally important travel generators to nearby towns on higher-class roads.

## **Road Conditions**

The major street system serving New Market appears to be built to generally accepted standards. Minor collector routes vary in condition. Most of them are paved, although some are narrow and lack centerline marking, curbs or gutters. New Market should work closely with VDOT in planning for new and improved roads. Development standards for all types of future development need to be reviewed to ensure adequate provision of needed transportation facilities.

## **Traffic Volumes**

The 2008 "Virginia Department of Transportation Daily Traffic Volume Estimates Including Vehicle Classification Estimates" was consulted and summarized on the following page.

## Daily Traffic Volume Estimates

Route	From	To	Length	AADT	4 Tire	Bus	Trucks				AAWDT	Date
							2 Axle	3+ Axle	1 Trail	2 Trail		
11 – S. Cong. St.	Shen. Co. Line	US 211 S. Int.	1.16	4300	96	0	1	0	2	0	4500	
11/211 – N. Cong. St.	US 211 S. Int.	US 211 N. Int.	0.27	7200	96	0	1	0	2	0	7500	
11 – N. Cong. St.	US 211 N. Int.	NCL New Market	0.36	5100	97	0	1	1	1	0	5400	
81 – North	SCL New Market	NCL New Market	0.85	35000	75	1	1	1	21	2	35000	
81 – South	SCL New Market	US 211 Old Cross Rd.	0.24	37000	75	1	1	1	21	2	36000	
81 – South	US 211 Old Cross Rd.	NCL New Market	0.61	35000	75	1	1	1	21	2	35000	
211 – W. Old Cross Rd.	I-81 Int.	US 11	0.26	11000	96	1	1	1	2	0	12000	
211 – Lee Hwy.	US 11 N. Int.	ECL New Market	0.45	5400	91	1	1	2	6	0	5600	
211 – W. Old Cross Rd.	WCL New Market	I-81 Int.	0.42	6100	93	1	1	1	4	0	6400	
305 – George Collins Pkwy.	US 211 W. Old Cross	Battlefield Park	1.79	180	95	3	2	0	0	0	180	
619 – Miller Lane	SCL New Market	US 211 W. Old Cross	0.06	230								2008
719 – Dixie Lane	US 11 Cong. St.	John Sevier Rd.	0.06	620								2005
719 – Dixie Lane	John Sevier Rd.	Rebel Park	0.1	200								2008
735 – Smith Creek Rd.	E. Old Cross Rd.	ECL New Market	0.05	670								2008
787 – Shenandoah Dr.	US 211 W. Old Cross	Cul-de-Sac	0.35	450								2008
823 – Clicks Lane	US 11 Cong. St.	ECL New Market	0.4	1000								2002
1001 – John Sevier Rd.	Fairway Dr.	US 211 Lee Hwy.	0.8	1300	98	0	0	0	1	0	1300	2008
1001 – John Sevier Rd.	US 211 Lee Hwy.	Dixie Lane	0.09	620								2005
1001 – John Sevier Rd.	Dixie Lane	Dead End	0.07	40								2008
1002 – E. Old Cross Rd.	Cong. St.	John Sevier Rd.	0.05	2200	94	0	1	2	3	0	2300	2008
1002 – E. Old Cross Rd.	John Sevier Rd.	Smith Creek Rd.	0.37	2000	94	0	1	2	3	0	2100	2008
1002 – E. Old Cross Rd.	Smith Creek Rd.	US 211 E. Lee Hwy.	0.13	1800	94	0	1	2	3	0	1900	2008
1003 – Cadet Rd.	Community Park	Ashby Lane	0.2	240								1999
1003 – Cadet Rd.	Ashby Lane	Stonewall St.	0.05	770								2008
1003 – Cadet Rd.	Stonewall St.	US 211 W. Old Cross	0.42	910	100	0	0	0	0	0	960	2008
1004 – Stonewall St.	WCL New Market	Cadet Rd.	0.06	130								1999
1004 – Stonewall St.	Cadet Rd.	US 11 Cong. St.	0.09	400	96	1	0	0	0	0	420	2008
1004 – Stonewall St.	US 11 Cong. St.	Cadet Rd.	0.06	200								2008
1005 – Ashby Lane	Cadet Rd.	US 11 Cong. St.	0.09	300								2005
1006 – E. Seminary Lane	US 11 Cong. St.	John Sevier Rd.	0.06	260								2008
1007 – W. Lee St.	Dead End	Cadet Rd.	0.06	90								1999
1007 – W. Lee St.	Cadet Rd.	US 11 Cong. St.	0.1	870								2008
1007 – E. Lee St.	US 11 Cong. St.	John Sevier Rd.	0.06	720								2005
1007 – E. Lee St.	John Sevier Rd.	Dead End	0.1	80								2008
1008 – W. Confederate St.	Cadet Rd.	US 11 Cong. St.	0.1	200								2005
1008 – E. Confederate St.	US 11 Cong. St.	John Sevier Rd.	0.06	370								2008
1008 – E. Confederate St.	John Sevier Rd.	Dead End	0.09	210								2008
1009 – Stuart St.	Cadet Rd.	US 11 Cong. St.	0.1	320								2005
1009 – Stuart St.	US 11 Cong. St.	John Sevier Rd.	0.06	600								2008
1010 – Breckinridge Lane	Dead End	John Sevier Rd.	0.15	100								2005
1011 – Clark St.	John Sevier Rd.	Dead End	0.11	130								2008
1012 – Fairway Dr.	Clicks Lane	Dead End	0.19	210								1999
1013 – Shervalee Dr.	Fairway Dr.	Dead End	0.2	140								2002
1014 – Shady Lane	Dead End	Pleasant View Dr.	0.04	10								1999
1014 – Shady Lane	Pleasant View Dr.	Massanutten Ave.	0.08	260								2008
1014 – Shady Lane	Massanutten Ave.	US 11 Cong. St.	0.03	610								1999
1015 – Early St.	Dead End	Cadet Rd.	0.05	140								1999
1016 – Shipp St.	Dead End	US 11 Cong. St.	0.14	40								2008
1017 – Massanutten Ave.	Dead End	Shady Lane	0.21	90								2002
1017 – Massanutten Ave.	Shady Lane	Dead End	0.13	60								1999
1018 – Jackson Ave.	Dead End	US 211 W. Old Cross	0.06	350								2008
1019 – Pleasant View Dr.	Dead End	Shady Lane	0.21	110								1999
1019 – Pleasant View Dr.	Shady Lane	Dead End	0.15	110								2002
1020 – Fairway Dr.	US 11 Cong. St.	John Sevier Rd.	0.05	1200								2008
1022 – Clark St.	Clark St.	Dead End	0.08	70								2005
1035 – Tyler Dr.	US 11 Cong. St.	Cul-de-Sac	0.26	320								2005
1036 – Sun Beau Ct.	Cul-de-Sac	Tyler Dr.	0.09	70								1999
1037 – Sun Briar Ct.	Cul-de-Sac	Sun Beau Ct.	0.04	40								1999
1038 – Dillon Ct.	Tyler Dr.	Cul-de-Sac	0.05	30								1999
1040 – Woodbine Way	SCL New Market	Periwinkle Lane	0.26	150								2005
1040 – Woodbine Way	Periwinkle Lane	Clicks Lane	0.07	320								2005
1041 – Periwinkle Lane	Dead End	Woodbine Way	0.18	70								1999
1044 – Par Dr.	Clicks Lane	Tee Ct.	0.16	300								2005
1044 – Par Dr.	Tee Ct.	Bogey Ave.	0.08	70								2005
1044 – Par Dr.	Bogey Ave.	Dead End	0.03	10								2005
1045 – Tee Ct.	Cul-de-Sac	Bogey Ave.	0.07	60								2005
1045 – Tee Ct.	Bogey Ave.	Par Dr.	0.08	130								2005
1045 – Tee Ct.	Par Dr.	Cul-de-Sac	0.19	110								2005
1046 – Bogey Ave.	Tee Ct.	Par Dr.	0.13	60								2005

## Road Inventory of Primary Roads in New Market

Route	From	To	Length	Total Pavement Width	Right Shoulder	Left Shoulder	Surface Type	Base Type	Function Type
11	SCL New Market	Shady Lane	0.2	28	6	6	6	7	4
11	Shady Lane	Century Lane	0.11	28	6	6	6	7	4
11	Century Lane	Clicks Lane	0.07	28	6	6	6	7	4
11	Clicks Lane	Fairway Dr.	0.26	28	6	6	6	7	4
11	Fairway Dr.	Ashby Lane	0.04	39	0	0	6	7	4
11	Ashby Lane	Stonewall St.	0.05	39	0	0	6	7	4
11	Stonewall St.	Confederate St.	0.13	39	0	0	6	7	4
11	Confederate St.	Stuart St.	0.11	39	0	0	6	7	4
11	Stuart St.	Lee St.	0.09	39	0	0	6	7	4
11	Lee St.	Old Cross Rd.	0.1	39	0	0	6	7	4
11	Old Cross Rd.	Seminary Lane	0.08	39	0	0	6	7	4
11	Seminary Lane	Breckinridge Lane	0.11	39	0	0	6	7	4
11	Breckinridge Lane	Lee Hwy.	0.08	39	0	0	6	7	4
11	Lee Hwy.	Dixie Lane	0.1	39 to 28	6	6	6	7	4
11	Dixie Lane	NCL New Market	0.26	28	6	6	6	7	4
211	WCL New Market	Shenandoah Dr.	0.1	36	0	0	6	0	3
211	Shenandoah Dr.	Calvert Ave.	0.02	36	0	0	6	0	3
211	Calvert Ave.	Jackson Ave.	0.02	36 to 48	0	0	6	1	4
211	Jackson Ave.	George Collins Pkwy.	0.22	48	0	0	6	1	4
211	George Collins Pkwy.	I-81 Interchange	0.06	48 to 52	0	0	6	0	2
211	I-81 Interchange	Quality Inn Access	0.16	52	0	0	6	0	2
211	Quality Inn Access	Congress Street	0.04	40	0	0	6	2	2
211	Congress St./Old Cross	Congress St./Lee Hwy.	0.27	40	0	0	6	2	2
211	Congress St.	John Sevier Rd.	0.05	40	0	0	6	7	2
211	John Sevier Road	ECL New Market	0.4	40 to 46	4	4	6	0	2
305	W. Old Cross Rd.	Battlefield Park	1.03	18	3	3	4	0	6
305	Battlefield Park	Dead End	0.76	22	6	6	6	0	6

### Surface Type:

4 = Light Bituminous Treatment – sand and gravel treatments

6 = Plant Mix – bituminous concrete, sand asphalt

### Base Type:

0 = Not Applicable, unknown or stabilized

1 = Bituminous Concrete (black base)

2 = Stabilized w/ selected materials (soil, gravel, stone, etc.)

7 = Penetration Macadam and Water Bound Macadam

### Functional Class:

2 = Rural Other Principal Arterial

3 = Rural Minor Arterial

4 = Rural Major Collector

6 = Rural Local

## Inventory of Secondary Roads and Streets in New Market

Route	From	To	Length	Total Pavement Width	Right Shoulder	Left Shoulder	Surface Type	Base Type	Function Type
619 – Miller Lane	SCL New Market	W. Old Cross Rd.	0.08	18	4	4	4	6	6
719 – Dixie Lane	Cong. St./Dixie Lane	John Sevier Rd.	0.06	18	4	4	4	2	6
719 – Dixie Lane	John Sevier Rd.	Dead End	0.1	18	4	4	4	2	6
735 – Smith Creek Rd.	E. Old Cross Rd.	ECL New Market	0.05	18					
787 – Shenandoah Dr.	W. Old Cross Rd.	Cul-de-Sac	0.35	22					
823 – Clicks Lane	Smith Creek Rd.	Par Dr.	0.21	20	2	2	4	2	6
823 – Clicks Lane	ECL New Market	Woodbine Way	0.19	20	2	2	4	2	6
823 – Clicks Lane	Woodbine Way	Fairway Dr.	0.07	20	2	2	4	2	6
823 – Clicks Lane	Fairway Dr.	Congress St.	0.14	20	2	2	4	2	6
1001 – John Sevier Rd.	Fairway Dr.	Stonewall St.	0.08	16	4	4	4	2	4
1001 – John Sevier Rd.	Stonewall St.	Confederate St.	0.15	16	4	4	4	2	4
1001 – John Sevier Rd.	Confederate St.	Stuart St.	0.1	16	4	4	4	2	4
1001 – John Sevier Rd.	Stuart St.	Lee St.	0.1	16	4	4	4	2	4
1001 – John Sevier Rd.	Lee St.	E. Old Cross Rd.	0.08	16	4	4	4	2	4
1001 – John Sevier Rd.	E. Old Cross Rd.	Seminary Lane	0.07	16	4	4	4	2	4
1001 – John Sevier Rd.	Seminary Lane	Clark St.	0.09	16	4	4	4	2	4
1001 – John Sevier Rd.	Clark St.	Breckinridge Lane	0.03	16	4	4	4	2	4
1001 – John Sevier Rd.	Breckinridge Lane	Lee Hwy.	0.09	16	4	4	4	2	6
1001 – John Sevier Rd.	Lee Hwy.	Dixie Lane	0.07	16	4	4	4	2	6
1002 – E. Old Cross Rd.	Congress St.	John Sevier Rd.	0.05	22	4	4	5	7	4
1002 – E. Old Cross Rd.	John Sevier Rd.	Smith Creek Rd.	0.37	18	4	4	5	7	4
1002 – E. Old Cross Rd.	Smith Creek Rd.	ECL New Market	0.13	18	4	4	5	7	4
1002 – E. Old Cross Rd.	ECL New Market	E. Lee Hwy.	0.14	18	4	4	5	7	4
1003 – Cadet Rd.	Dead End	Ashby Lane	0.2	24	6	6	4	6	6
1003 – Cadet Rd.	Ashby Lane	Stonewall St.	0.05	18	3	3	4	6	6
1003 – Cadet Rd.	Stonewall St.	Early St.	0.07	18	4	4	4	2	5
1003 – Cadet Rd.	Early St.	Confederate St.	0.05	18	4	4	4	2	5
1003 – Cadet Rd.	Confederate St.	Stuart St.	0.11	18	4	4	4	2	5
1003 – Cadet Rd.	Stuart St.	Lee St.	0.1	18	2	2	4	2	5
1003 – Cadet Rd.	Lee St.	W. Old Cross Rd.	0.09	18	2	2	4	2	5
1004 – Stonewall St.	WCL New Market	Cadet Rd.	0.06	18	2	2	4	2	6
1004 – Stonewall St.	Cadet Rd.	Congress St.	0.09	18	2	2	4	6	4
1004 – Stonewall St.	Congress St.	John Sevier Rd.	0.06	16	2	2	4	2	6
1005 – Ashby Lane	Cadet Rd.	Congress St.	0.09	16	4	4	4	6	6
1006 – Seminary Lane	Congress St.	John Sevier Rd.	0.06	12	3	3	4	2	6
1007 – Lee St.	Dead End	Cadet Rd.	0.06	18	4	4	4	2	6
1007 – Lee St.	Cadet Rd.	Congress St.	0.1	18	4	4	4	2	6
1007 – Lee St.	Congress St.	John Sevier Rd.	0.06	18	2	2	4	2	6
1007 – Lee St.	John Sevier Rd.	Dead End	0.1	18 to 8	2	2	4	2	6
1008 – Confederate St.	Cadet Rd.	Congress St.	0.1	16	2	2	4	2	6
1008 – Confederate St.	Congress St.	John Sevier Rd.	0.06	16	2	2	4	2	6
1008 – Confederate St.	John Sevier Rd.	Dead End	0.09	26	2	2	6	6	6
1009 – Stuart St.	Cadet Rd.	Congress St.	0.1	14	2	2	4	2	6
1009 – Stuart St.	Congress St.	John Sevier Rd.	0.06	14	2	2	4	2	6
1010 – Breckinridge Lane	Dead End	Congress St.	0.09	16	4	4	4	2	6
1010 – Breckinridge Lane	Congress St.	John Sevier Rd.	0.06	16	4	4	4	2	6
1011 – Clark St.	John Sevier Rd.	Dead End	0.11	20	2	2	4	2	6
1012 – Fairway Dr.	Clicks Lane	Shenvalee Dr.	0.09	18	3	3	4	2	6
1012 – Fairway Dr.	Shenvalee Dr.	Dead End	0.1	18	3	3	4	6	6
1013 – Shenvalee Dr.	Fairway Dr.	Dead End	0.2	20	4	4	4	2	6
1014 – Shady Lane	Dead End	Pleasant View Dr.	0.04	22	4	4	4	6	6
1014 – Shady Lane	Pleasant View Dr.	Massanutten Ave.	0.08	22	4	4	4	6	6
1014 – Shady Lane	Massanutten Ave.	Congress St.	0.03	22	4	4	4	6	6
1015 – Early St.	Dead End	Cadet Rd.	0.05	18	4	4	3	6	6
1016 – Shipp St.	Dead End	Congress St.	0.14	16	4	4	3	6	6
1017 – Massanutten Ave.	Cul-de-Sac	Shady Lane	0.21	20	5	5	4	6	6
1017 – Massanutten Ave.	Shady Lane	Dead End	0.13	20	5	5	4	2	6
1018 – Jackson Ave.	Dead End	W. Old Cross Rd.	0.08	20	5	5	4	6	6
1019 – Pleasant View Dr.	Cul-de-Sac	Shady Lane	0.21	20	4	4	4	6	6
1019 – Pleasant View Dr.	Shady Lane	Dead End	0.15	20	4	4	4	6	6
1020 – Fairway Dr.	Congress St.	John Sevier Rd.	0.05	18	4	4	4	6	6
1033 – Greenview Lane	Clicks Lane	Cul-de-Sac	0.09	26					
1034 – Traveller's Ct.	US 211 – Lee Hwy.	Cul-de-Sac	0.10						
1035 – Tyler Dr.	Congress St.	Sun Beau Ct.	0.06	26					
1035 – Tyler Dr.	Sun Beau Ct.	Dillon Ct.	0.13	26					
1035 – Tyler Dr.	Dillon Ct.	Cul-de-Sac	0.06	26					
1036 – Sun Beau Ct.	Tyler Dr.	Sun Briar Ct.	0.03	26					
1036 – Sun Beau Ct.	Sun Briar Ct.	Cul-de-Sac	0.03	26					
1037 – Sun Briar Ct.	Sun Beau Ct.	Cul-de-Sac	0.05	26					
1038 – Dillon Ct.	Tyler Dr.	Cul-de-Sac	0.05	26					
1040 – Woodbine Way	Clicks Lane	Periwinkle Lane	0.06	24					
1040 – Woodbine Way	Periwinkle Lane	Cul-de-Sac	0.27	24					
1041 – Periwinkle Lane	Woodbine Way	Cul-de-Sac	0.19	24 to 32					
1042 – Heritage Lane	Congress St.	Cul-de-Sac	0.14	26					
1044 – Par Dr.	Clicks Lane	Tee Ct.	0.16	32					
1044 – Par Dr.	Tee Ct.	Bogey Ave.	0.08	32					
1044 – Par Dr.	Bogey Ave.	Dead End	0.03	32					
1045 – Tee Ct.	Cul-de-Sac	Par Dr.	0.19	26					
1045 – Tee Ct.	Par Dr.	Bogey Ave.	0.09	26					
1045 – Tee Ct.	Bogey Ave.	Cul-de-Sac	0.06	26					
1046 – Bogey Ave.	Par Dr.	Tee Ct.	0.13	26					



Adequate parking in the downtown area has been a topic of conversation for many years. There are approximately 257 public parking spaces available as either on-street or off-street. The public parking lot located on Congress Street contains 30 spaces, while the public lot on John Sevier Road provides 33 spaces. Congress Street is also lined with approximately 194 on-street parking spaces from Ashby Lane to Lee Highway. In addition to these public parking spaces, many people also utilize the parking spaces at SunTrust and BB&T after hours.

Parking areas should be highly defined, through the use of signs and landscaping, to facilitate their use by visitors. The entrance to the public lot on Congress Street is slated to receive updated signage as well as an overhaul on its landscaping as part of the overall streetscape project.

Since not every building downtown has its own off-street parking spaces, visitors of many of these buildings must use on-street parking spaces. Because of the relatively high density of the downtown area, there is little available space for additional off-street parking to alleviate the parking problem.

There are several properties on Congress Street with access drives that appear to be abandoned. These potentially abandoned drives are still displayed on Congress Street as a no parking area. If these drives are truly abandoned, and the property owner willing, a few extra parking spaces may be able to be created for on-street parking depending upon the location.

In the short-term, there is not much that can be done to solve the parking problems, since there is insufficient lot space available for this purpose at the present time. However, as a long-term solution, New Market may choose to encourage property owners to jointly develop privately owned and operated parking areas to serve their mutual needs. New Market should also locate new public parking areas throughout Town by acquiring property through purchasing, leasing, and easements. This is a necessity if the Town is to continue to develop as a tourist community.

## **Railroads**

Two major rail lines serve Shenandoah County. Both Norfolk & Southern and CSX Corporation have lines passing through the county. Piggyback service is currently available out of Northern Virginia, while other services may come on line after sufficient demand can be established. The Norfolk and Southern line currently services the area industrial park, located approximately 5 miles north of town off I-81.

## **Airports**



The New Market Airport is a privately owned, public use airport located 2 miles west of town in Shenandoah County. Other nearby airports include: Luray Caverns Airport, Shenandoah Valley Regional Airport in Weyers Cave, and Winchester Regional Airport.

## **Sidewalks**

Sidewalks are an important element in the makeup of a community. In addition to offering an alternative form of transportation, they also increase the safety for pedestrians as they are separated from vehicular traffic.

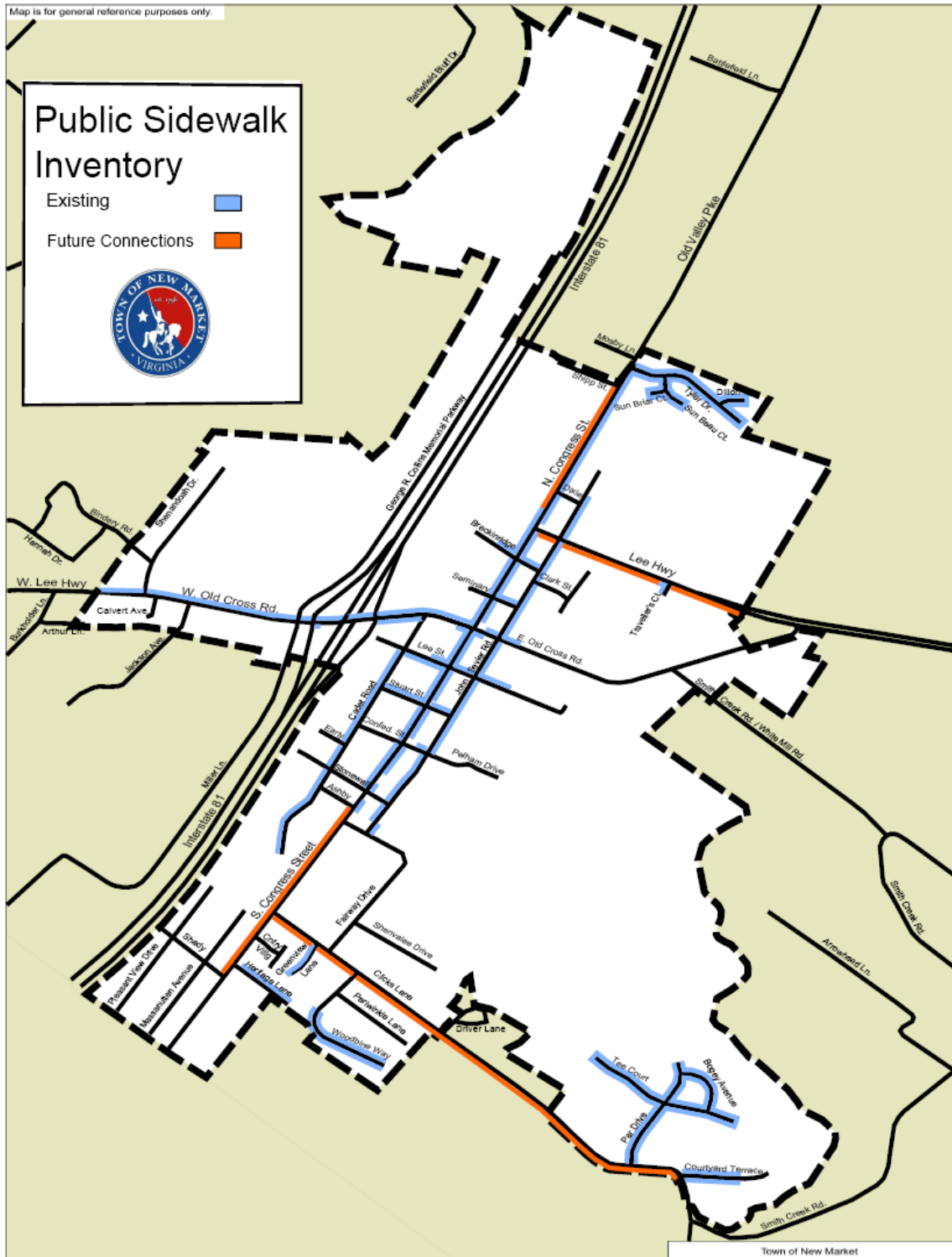
The Town has utilized several options to have sidewalks constructed. The first is to have them included within the plans for developments and the costs of construction are bore by the developer. Secondly, the Town has entered into cost sharing agreements with VDOT as sidewalks are considered transportation improvements. Lastly, New Market has financed sidewalk projects by bearing all costs for the benefit of the public.

A portion of the sidewalks in the downtown area are scheduled to be upgraded during the streetscape project, both from a functional and aesthetic perspective. Sections in need of repair will be properly addressed and all sidewalks in the project area will be lined with brick and concrete pavers.

The construction of a new sidewalk from the intersection of Congress Street and Lee Highway to the Life Care Center has been included in the Capital Improvement Plan. Lee Highway has started to see an increase in development and while sidewalks are being constructed within the development sites, they need to connect to the existing sidewalk network for increased pedestrian safety. It also makes sense to begin investing in the infrastructure in this area as it is in close proximity to future development planned for the growth area.

In 2005 it was decided to look at three specific areas for sidewalk and curb/gutter improvements. They included: Shenandoah Drive, Stuart Street and Pleasant View subdivision. As several years have passed it may be advisable to revisit these areas as possible candidates for the construction of new infrastructure as well as entertain other areas of need as well. Other such areas could be those in need of repair to eliminate tripping hazards, installing new sidewalks to complete a connection that currently ends mid-block or extending sidewalks to an area of increased need for pedestrian safety. Two suggested areas include on the west side of Congress Street from Lee Highway to the Shenandoah Valley Village and along Dixie Lane.

## Public Sidewalk Inventory Map





## Cost Estimates

Project	Description	Estimate	Source of Estimate
<b>Shady Lane Drainage Improvements</b>	Installation of new stormwater infrastructure, re-crowning of Shady Lane.	\$150,000	FY 10-11 CIP
<b>New Market Streetscape Improvements</b>	Resurfacing Congress Street, intersection improvements, benches, trash cans, trees and shrubs, crosswalks, sidewalk improvements. Project area includes areas from Breckinridge Lane to Stuart Street on Congress Street and from Cadet Road to Congress Street on West Old Cross Road	\$900,000 \$1,000,000	FY 10-11 CIP FY 12-13 CIP
<b>Route 211 Sidewalk Project</b>	Installation of new sidewalk from Congress Street to the Life Care Center.	\$25,000	FY 11-12 CIP

## Goals and Policies

**Goal:** To have through-traffic pass through Town without disturbing or disrupting residents of New Market.

**Policies:** New Market will review and study the issue of disturbance from traffic in the downtown area from VDOT's existing proposals and entertain alternative proposals as they are submitted., One or more solutions should be recommended to the Town for its consideration on the matter.

The Town will also begin to work along with Shenandoah County on implementing the findings in the Old Valley Pike Corridor Study.

**Goal:** To retain the flow of tourist traffic through the downtown area along Routes 11 and 211.

**Policies:** New Market will continue to work with the Virginia Department of Transportation to ensure local road needs, including those needs related to capacity and circulation.

New Market will continue to promote the "Main Street" ideas to filter traffic, be it of tourists or residents to the downtown area.

**Goal:** To have all uses of land in New Market provided with an adequate amount of off-street parking, for uses of residents, employees, and visitors.

**Policies:** New Market will continue to require, through its zoning ordinance, that all new residential and commercial developments provide adequate off-street parking facilities for residents, employees, and customers.

New Market will cooperate with groups of property owners that may wish to join together to develop and maintain parking areas.

**Goal:** To improve traffic and pedestrian safety in the downtown area.

**Policies:** New Market will request VDOT to study the issue of traffic and pedestrian safety in the downtown area and to recommend one or more solutions that will:

1. Retain the flow of tourist traffic on Route 211
2. Divert the flow of truck traffic from downtown
3. Enhance pedestrian safety
4. Retain and enhance the attractive character of downtown

Explore the possibility of an inclement weather parking plan in which on-street parking would be prohibited in the downtown area during significant snow events. Residents would be encouraged to park off-street and in public parking lots until Congress Street could be properly cleared.

**Goal:** To have all properties in New Market well-served by public streets which have adequate capacity, are well paved and drained, and which are designed to be safe and convenient.

**Policy:** New Market will continue to cooperate with VDOT in the design of new streets, and in scheduling the maintenance and improvement of existing streets.

**Goal:** To have alternatives to the private car available for local transportation.

**Policy:** While not subsidizing programs, New Market will nevertheless endorse and encourage the use of alternative forms of private transportation when they are deemed to be safe and appropriate for their proposed use. This could take the form of a local or regional approach.

Goal: To ensure the safety of pedestrian traffic along New Market's major streets.

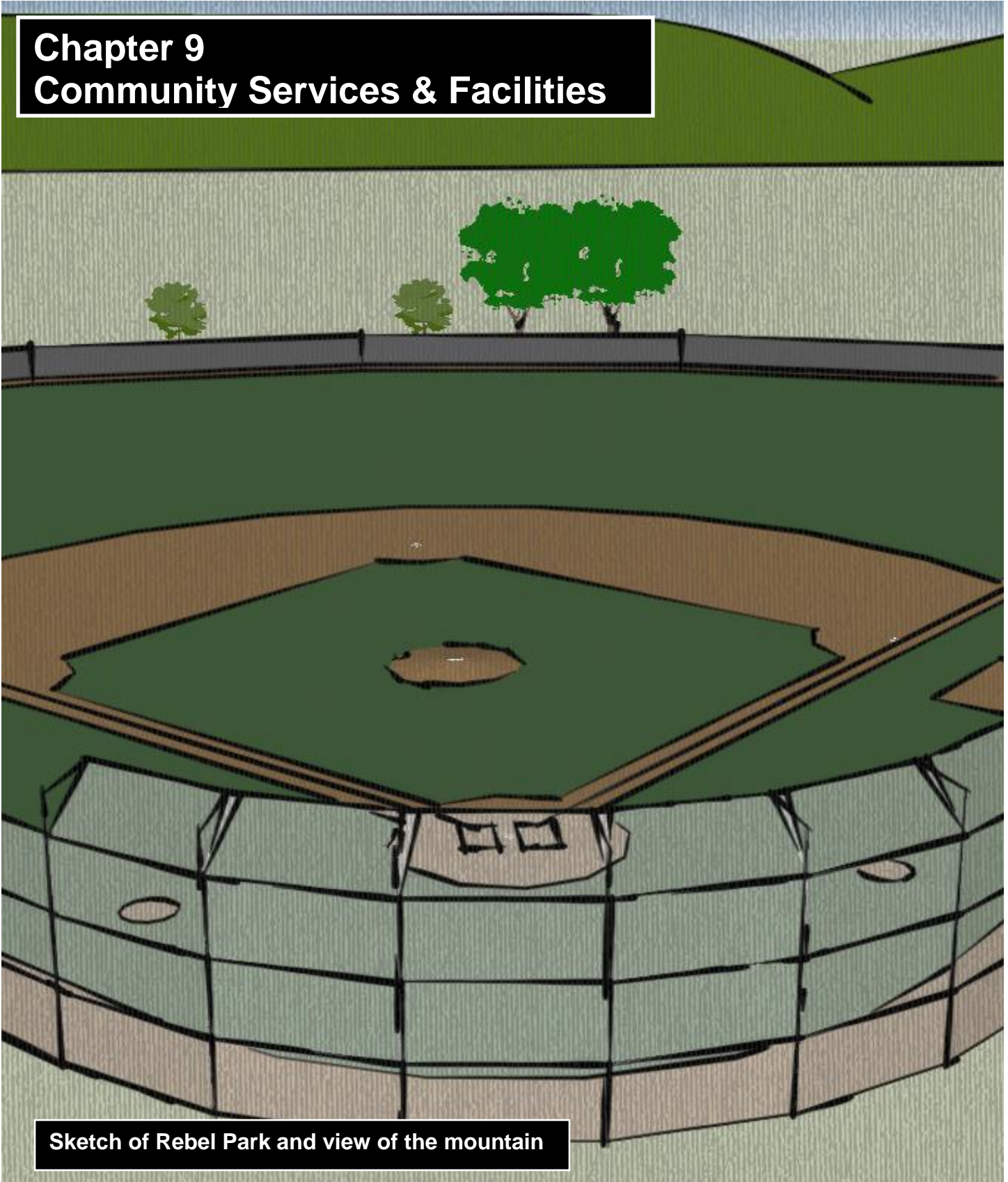
Policy: The Town will develop a master plan or a Capital Improvements Plan for the installation of new sidewalks and the upgrade of those sidewalks in need of repair. This plan should focus on ensuring that existing sidewalks are well connected with one another before expanding outward, as constructing new isolated sections of sidewalk (other than development projects) is not user friendly for pedestrians.

Speed limits and traffic patterns will be kept at safe levels as determined by the community and the Virginia Department of Transportation.





## Chapter 9 Community Services & Facilities



Sketch of Rebel Park and view of the mountain

## **Overview**

Public services are essential to the community structure. They support existing and planned development and contribute to the health, safety, education and general welfare of New Market residents. Public services include: general government services; public utilities; public safety services; culture, recreation, and open space facilities; and public schools.

Responsibility for providing public services in New Market is divided between the Town and Shenandoah County. The Town currently provides public utility service, police protection and recreational facilities for its residents. The County's responsibilities include the provision of public schools, a library, and recreation and open space facilities. Fire and rescue services, which are provided by volunteers, receive financial support from the Town and County.

The organization of this plan element reflects this division of responsibility, starting with services for which the Town has primary responsibility and concluding with those which the Town has limited responsibility. The purpose of this element is to discuss current and projected levels of public services and the degree to which the Town's existing involvement in, or responsibility for, such services should be maintained or expanded during the planning period.

## **Town Government**

The legislative body of New Market consists of a Mayor and six council members. A Planning Commission advises them on matters concerning development.

New Market employs a Town Manager, Town Planner, Town Clerk, Treasurer, Public Works Director, Chief of Police and a small staff. The Town Attorney is appointed by the Town Council and is utilized on an as-needed basis. Engineering related services are contracted out when necessary.

In 1993, New Market completed the construction of a 5,500 square foot municipal building which houses the Police Department, Administrative Offices and Council Chambers. The Arthur L. Hildreth, Jr., Municipal Building is located at 9418 John Sevier Road. The majority of the funds for the building were donated by the Hildreth family.

## **Water Supply and Distribution**

Beginning in the early years of New Market, the residents obtained their water from several wells located throughout town. In 1926 the Town was able to construct a public water system to replace these wells. The water filtration plant was located at the foot of the Massanutten Mountain, near Smith Creek. The

water utilized by this facility was drawn from the creek itself and also from a reservoir located on the mountain.

The Memcor Water Plant was brought online in 1998 to replace the aging Smith Creek Plant. This new facility draws its water from six wells located west of the interstate. Two of the wells only require chlorination to disinfect the water prior to distribution. The remaining four wells have been declared to be under the direct influence of surface water and thus require membrane filtration. The filtration process is used to eliminate turbidity and bacteria, and includes chlorination before allowing the water to become available for public consumption. The plant has a design capacity of 1 million gallons per day.

Water is distributed throughout New Market by a storage tank and more than 17 miles of water mains. In 2010 the Town averaged 1,132 connections and a daily consumption of 447,667 gallons.

In 2006 the Town worked with Shenandoah County and the Virginia Rural Water Association to develop a well head protection program in an effort to help safeguard the local water supply. It was determined that the wells needed to be protected from possible contamination which could be costly to correct, protect the health of the community who utilizes the public water service, and to ensure the quality of the groundwater for present, as well as future, users. Strategies include: working with Shenandoah County on development proposals so as not to threaten the water resources if located within the recharge areas of the wells, encouraging low-impact development strategies near the wells, and to protect the recharge areas by acquiring conservation easements. Additionally, the recharge areas for five of the six wells were not included in the proposed future growth area to also assist in their overall protection from development and runoff. The Town has recently completed the installation of fencing around the wells to increase their overall security.

The Town has actively worked to better the overall water system and will continue to do so moving forward. A 2001 preliminary engineering report titled "Phase III Water System Improvements" by Engineering Concepts, Inc. identified several issues that needed to be addressed with the water system. The report found that during fire flow conditions several areas in the town contained pressures less than desirable and that all the water sources and storage were located on the west side of Interstate 81 while the vast majority of the town was located on the eastern side with only one water line connecting the two. It was noted that if there were to be a failure with this line that the east side of town would be without water service.

In an effort to properly address these issues an additional water main was installed to provide a second crossing of Interstate 81. Besides providing New Market with an additional crossing which will increase the reliability of the overall

system, it will also provide the much needed additional water pressure to areas previously identified as insufficient.

Cadet Road has seen some improvements regarding pressure as the existing 2" and 4" lines were replaced with a 12" line in the fall of 2009. This project also included the installation of new fire hydrants along Cadet Road to help increase public safety.

The Town has also included a comprehensive water study in its capital improvement plan to provide guidance regarding water pressure for the future growth area, helping to identify water infrastructure improvements that will be needed and to also review the existing distribution system. Once this plan is completed it will also provide the town with assistance when negotiating with potential developers concerning required infrastructure for not only their proposed development but for the future extension of services as well.

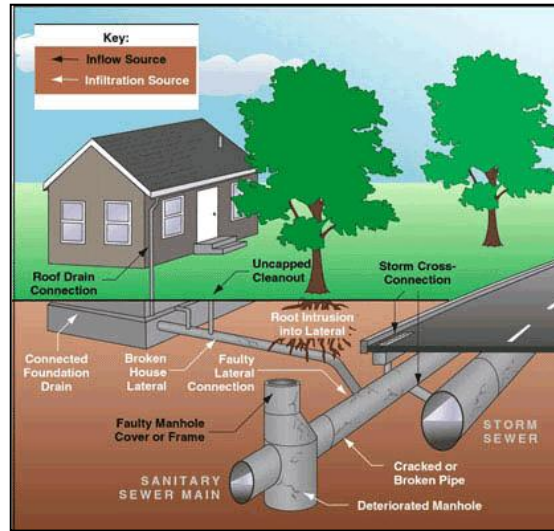
Another area of concern as the town continues to expand is its overall storage capacity. The town has a 500,000 gallon storage tank located on the west side of the interstate. The existing storage tank should be able to provide sufficient storage until approximately 2016, at which time additional facilities would be needed. While the town currently has a new storage tank included in the capital improvement program, no definitive answer as to its proposed location will be answered until the completion of the comprehensive water study so as to find the best location in regards to the future growth area.

The Town also provides for out-of-town water connections on a case by case basis, subject to approval by the Town Council. The water system currently serves residential uses, Shenandoah Valley Academy and two metal industries to the west of town, Click's Lane and an interstate rest area to the south, the Eagles club to the east and two motels located to the north.

## **Wastewater Collection and Treatment**

In 2008 the Town Council voted to sign a contract with the Town of Broadway and connect to their regional wastewater treatment plant. New Market's former wastewater treatment plant has since been converted to a large pump station and a 4.3 mile force main was constructed along Route 211 to carry wastewater to the regional facility. The Town was successful in applying for and securing Federal Stimulus Funding for the Force Main project in the amount of \$3,656,513. During this time, New Market was also able to expand its wastewater treatment capacity from 500,000 gallons per day to 1,000,000 gallons per day to better accommodate future growth. The Town currently sends approximately 484,000 gallons per day to the regional facility for treatment.

Graphic – King County, Washington, Department of Natural Resources and Parks



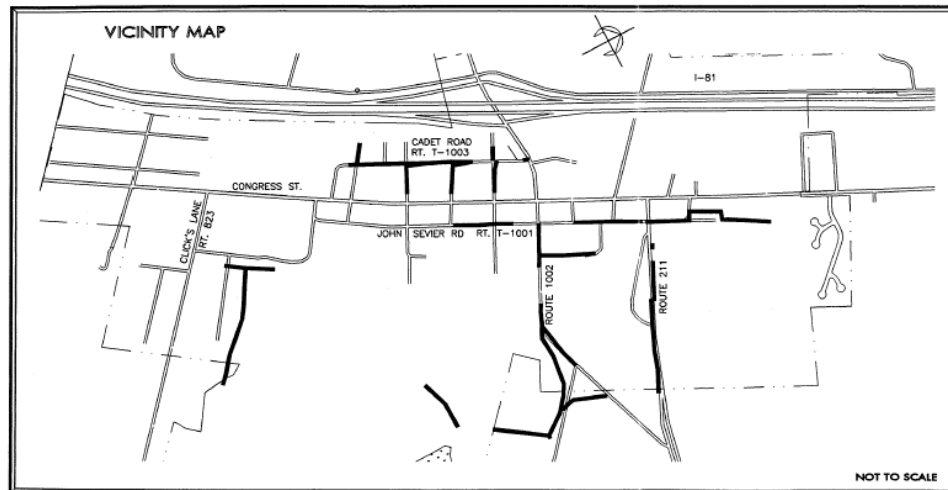
The picture above shows the ways in which non-waste water enters into the sewer system. This results in higher than expected flows to the sewer treatment plant and additional costs to all users.

In 2001 a preliminary engineering report was completed by Engineering Concepts, Inc. entitled “Infiltration and Inflow Reduction”. This report identified sections of the sanitary sewer collection system that were subject to I & I based upon video inspection of approximately 30 percent of the sewer mains and through sewer flow monitoring stations setup throughout the collection system. The results of the video inspection were used to determine the condition of the sewer main itself. Mains were rated as: satisfactory, unsatisfactory, severely damaged and severely damaged with visible water intrusion. The flow monitoring results were used to determine how much I & I was entering the system during rain events. These two tests were combined and resulted in a proposed 3 phase approach to addressing the I & I problem with each phase representing certain sections of mains that will be addressed based upon the condition of the pipe and the amount of I & I entering the system.

The Town has recently finished rehabbing and/or replacing sewer mains in phase I of this plan. I & I occurs when storm water finds its way into the sanitary sewer system by way of deteriorating lines, storm water drains being illegally tied to sanitary sewer drains, etc. During periods of heavy rain or extended wet weather the wastewater treatment plant receives flows much higher than the normal operative average, thus skewing the numbers due to I & I. Areas included in the first phase of the project include: Cadet Road (including portions of Lee, Stuart and Confederate Streets), a portion of John Sevier Road, East Old Cross Road, East Lee Highway, the Shenvalee Drive area and portions of the Shenvalee golf course, and Smith Creek Road/White Mill Road. These areas saw sanitary sewer lines either relined or replaced, depending on their condition, to prevent



storm water from entering holes and cracks in the existing pipes. When I & I enters the sanitary sewer system it takes away capacity that would otherwise be available and also adds additional costs as once it enters the sewer system it must be treated at the wastewater treatment facility. Phase I of the I & I project included approximately 15,000 linear feet of sewer mains being rehabbed or replaced. Phase II of the I & I project is schedule to be completed in 2012. Additional projects to address inflow and infiltration may be needed in the future as the sewer mains continue to age.



Grease trap inspections are also conducted by Town officials on an annual basis. Those places inspected include restaurants and places who prepare food on-site for sale to others. The purpose of the inspections is to ensure that those who work with or generate a high volume of fat, oil or grease during the cooking process dispose of them properly. If these items make their way into the sanitary sewer system they can cause blockages in not only sewer laterals but also in mains resulting in costly backups.

As was the case with the water system, the Town also has several out-of-town sewer customers, subject to Town Council approval. The wastewater system currently serves residential uses, Shenandoah Valley Academy and two metal industries to the west, Click's Lane and an interstate rest area to the south, the Eagles club to the east and two motels located to the north.

## **Other Utilities**

While water and sewer service is provided by the Town, there are additional utilities available within New Market provided by other companies. Electricity is supplied by Dominion Virginia Power, natural gas by Shenandoah Gas, and Shentel provides telephone, internet and cable services to the Town.

## **Solid Waste Management**

Solid waste collection and disposal is contracted out to a private firm and is provided on a weekly basis. The solid waste is transported to the landfill.

A recycling collection center is located on the grounds of the New Market Community Center, just to the east of the intersection of John Sevier Road and Dixie Lane. Plastics, aluminum cans, tin cans, mixed glass, paper and cardboard are accepted for recycling at this facility. In addition, the Shenandoah County Department of Sanitation operates a recycling collection center on Route 617 East, approximately 3 miles north of New Market.

Between the months of March and November, New Market collects yard waste (grass clippings, flowers, small trimmings, leaves, etc.) on a weekly basis and disposes of it in an area where it can naturally decompose and return to the earth. This significantly reduces the amount of such materials that go to the landfill and helps keep solid waste collection fees low.

The Town also offers heavy trash pickup service in the spring and fall. Heavy limbs and brush are taken to the County to be made into mulch, while very large items are stockpiled and eventually burned with the proper permits. Large metal objects, such as appliances, are transported to the scrap yard where they are sold by the ton. Only items that cannot be disposed of in any other manner are taken to the landfill. By doing this, New Market is able to divert a substantial amount of material that would otherwise be taken to the landfill by its citizens.

## **Public Safety**

Public safety includes police protection, fire protection and rescue service. New Market maintains a town police force, while fire and rescue service are provided by the private sector, mostly by volunteers. The local fire and rescue squads receive some financial support from both the Town and the County and have recently voted to merge the two organizations into the same building. Public safety resources should be continually reviewed and evaluated to be sure that they are adequate to meet the needs of both the growing resident population and the large transient tourist population of the Town.

### **Police Protection**

The Town of New Market currently provides police protection with 5 full-time officers. The policemen work in shifts to provide around the clock coverage. The Town has three patrol cars and all normal law enforcement equipment. Dispatching is handled by the Shenandoah County Emergency Operation Center. New Market has one policeman per 369 town residents.

## **Fire Protection and Rescue Services**

In 2011 the Fire and Rescue Departments merged into one building and became the New Market Fire and Rescue Department. This organization is a mixture of volunteers and County paid personnel to ensure around the clock coverage of the Town and surrounding area. The fire department has received an ISO classification of 5 for its service area which also includes the growth area.

## **Public Park and Recreation Facilities**

Public parks and open space are essential elements of a community. Recreation facilities and spaces that are well designed, properly located and adequately maintained can greatly enhance the quality of life by providing: a variety of both passive and active leisure time activities; visual relief from the man-made environment; definition of neighborhoods; and buffers between land uses.

### **New Market Community Park**

In 1976 the Town of New Market began acquiring land that would ultimately become the community park that we know today. Assisting in the purchases and development was funding from the Land and Water Conservation Fund. With the acceptance of these funds the Town is tied to provisions regarding use of the park; mainly that the Department of Conservation and Recreation approve of all major changes in the park.

The park contains 6 shelters, restrooms, a barbeque pit, 5 playground areas, a big league baseball field, a little league baseball field, 5 tennis courts, 2 basketball courts, a soccer field, 2 horseshoe courts, a gazebo, a pool with a bath house, and a fitness trail.

Of the 6 shelters in the park, shelter 1 is the largest as it also houses the restroom facilities. Shelters 1 – 5 are all outfitted with lights, electrical outlets, charcoal grills, picnic tables and water. These shelters are accessed by way of an asphalt path. Shelter 6, located on the south end of the park, only offers the charcoal grill, picnic tables and water fountain.

The Town takes reservations on the shelters, with the exception of shelter 6.

The park is a source of community pride as it provides a great gathering space for family reunions, picnics or those just looking for recreation space. The park hosts swim meets, little league baseball, the local soccer league, fieldtrips for school children and the annual 4<sup>th</sup> of July celebration.

### **Rebel Park**

Rebel Park is a baseball field located next to the New Market Community Center

on Dixie Lane. The field is currently used by the New Market Rebels, New Market Shockers, Stonewall Jackson High School and the local little league.

Baseball has a long history in the town, as it can be traced all the way back to 1866, when a local team was known as the Lee Club. The Rebels came about in the 1930's and they currently participate in the Valley League, which has been sanctioned by the NCAA exclusively for college players. The league is supported by Major League Baseball and is a league that uses only wooden bats. The Rebels operate as a non-profit group and are community owned. The Shockers began play in 2004 and are members of the Rockingham County Baseball League. They are comprised of some of the best local talent available. Additionally, every year the park is host to the Valley Cruisers, an antique car club who put their vehicles on public display.

### **New Market Battlefield State Historical Park**

Located on the rolling landscape of the Shenandoah Valley and operated by the Virginia Military Institute (VMI), the New Market Battlefield State Historical Park presents a non-partisan view of the Civil War. The Battle of New Market took place on May 15, 1864 and featured the cadets from VMI being ordered into battle and playing a critical role in securing a victory for the Confederacy. A re-enactment of this battle takes place each year drawing large crowds. Hundreds of Civil War artifacts and exhibits are on display at the park year round. The Bushong family farm, also located on the grounds, provides an authentic re-creation of farm life during the 19<sup>th</sup> century.

### **Greenway**

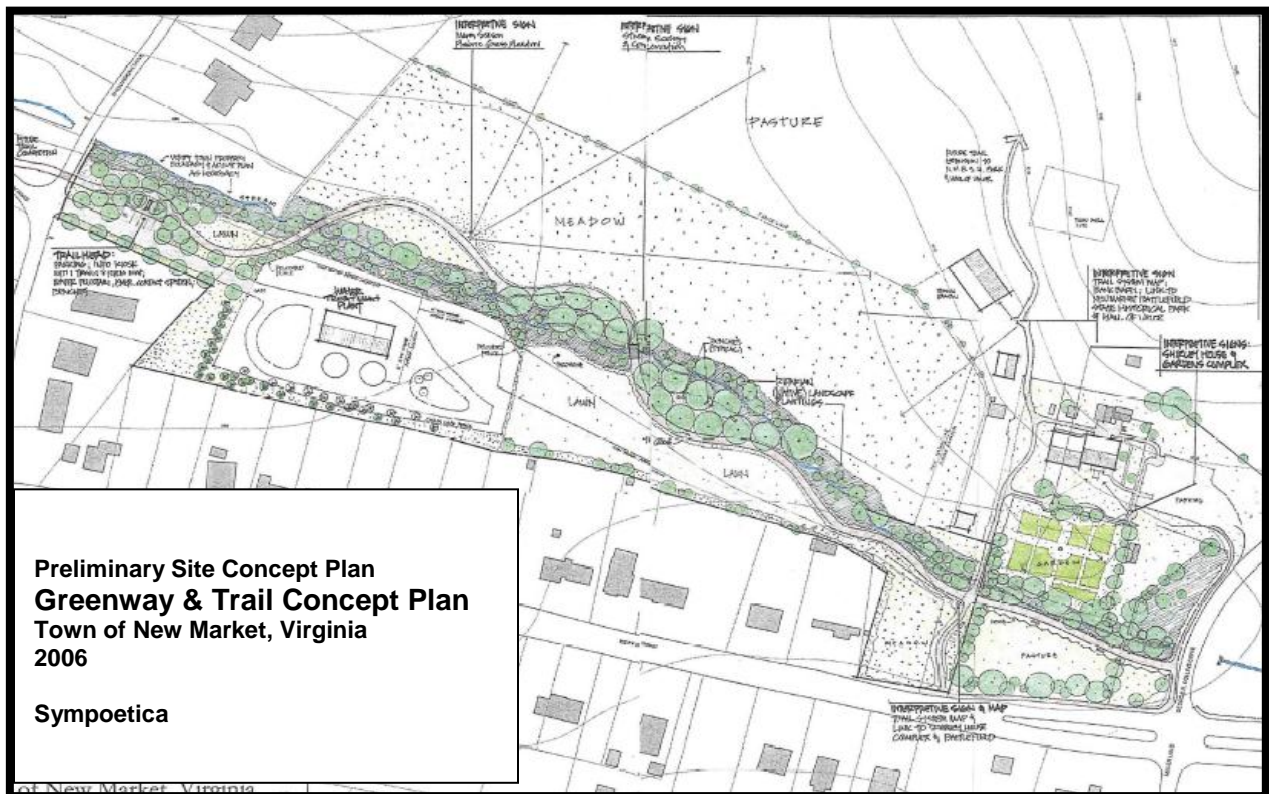
In his book *Redesigning Cities*, Jonathan Barnett simply defines greenways as “a park that connects one place to another”. They can be designed for recreation purposes (walking, bicycling, etc.), as a conservation area for wildlife and natural environments or as a combination of the two. Greenways can be paved trails with benches, picnic tables, other amenities or they can simply be a trail of woodchips leading you through a natural setting.

The topic of a greenway has been discussed for several years. In 2006 there were preliminary talks about potentially partnering with the New Market Battlefield State Historical Park and the Shenandoah Valley Battlefield's Foundation for a greenway that would span between George R. Collins Memorial Parkway and Shenandoah Drive.

While developing the future growth area plan, a greenway was proposed to follow Smith Creek with small connectors that could offer access from various points in and around town. An illustration of this concept can be found in Chapter 4 on the Future Land Use Map.

There are several benefits to pursuing a greenway. They include:

1. Water courses can be protected as the greenway will filter sediment and pollutants and also limit development in close proximity to the bank;
2. It can serve as an alternative form of transportation as you can walk or bike to your potential destination as opposed to having to drive;
3. They can attract tourist who will help benefit the local economy;
4. Greenways can help increase property values for nearby homes which in turn generates additional tax revenues for the locality; and
5. Most importantly, they can be utilized for recreational purposes which will contribute to the overall health and fitness of the local population.



## **Private Park and Recreation Facilities**

The Shenvalee Golf Resort offers a 27 hole PGA golf course, a driving range, a practice putting green, and a swimming pool.

New Market Community Center offers a wide variety of opportunities to the community. They currently offer: RMH Mammography Van on a rotating basis; Weight Watchers; dance lessons; music on Friday evenings; indoor

basketball/volleyball court; cafeteria/kitchen; and several classrooms for meetings and/or gatherings.

Other nearby tourist attractions in the area includes: Endless Caverns and RV Park; Shenandoah Caverns, American Celebration on Parade, and the Big Yellow Barn; Luray Caverns; Skyline Drive; and the KOA campground.

## **Post Office**

The New Market Post Office is located on John Sevier Road just south of the Town Office.

## **Health Facilities**

Most of the public health and medical facilities for New Market residents are provided by either Valley Health or Rockingham Memorial Hospital. Most residents travel to either Rockingham Memorial Hospital in Harrisonburg, Shenandoah Memorial Hospital in Woodstock, or Winchester Medical Center.

The Town has seen both Valley Health and Rockingham Memorial Hospital make inroads in the community. Valley Health has recently opened a 4,000 square foot facility housing a Family Health Center offering primary care to the area and a Multi-Specialty Clinic. The clinic offers specialty service in: gynecology, behavioral health, orthopedics, and general surgery.

Also located in town is the RMH New Market Health Center. This facility offers primary care to the local community.

There are two dentist offices in town, Esthetic Edge and Teresa Baisey D.D.S.

Spa 122 & Salon offers massages, body scrubs, wraps, skincare facials, chemical peels and resurfacers, waxings, manicures, pedicures and a hair studio.

## **Library**

In 2008 a new LEED certified building was constructed on Lee Street to house the New Market Area Library. This new building replaced the former home of the library located on Congress Street. The library is staffed by volunteers and has a collection of several thousand volumes. In addition to books, the library also has periodicals, computers, internet access and areas available for meetings. A public library has been in operation in New Market since 1974.



## **Schools**

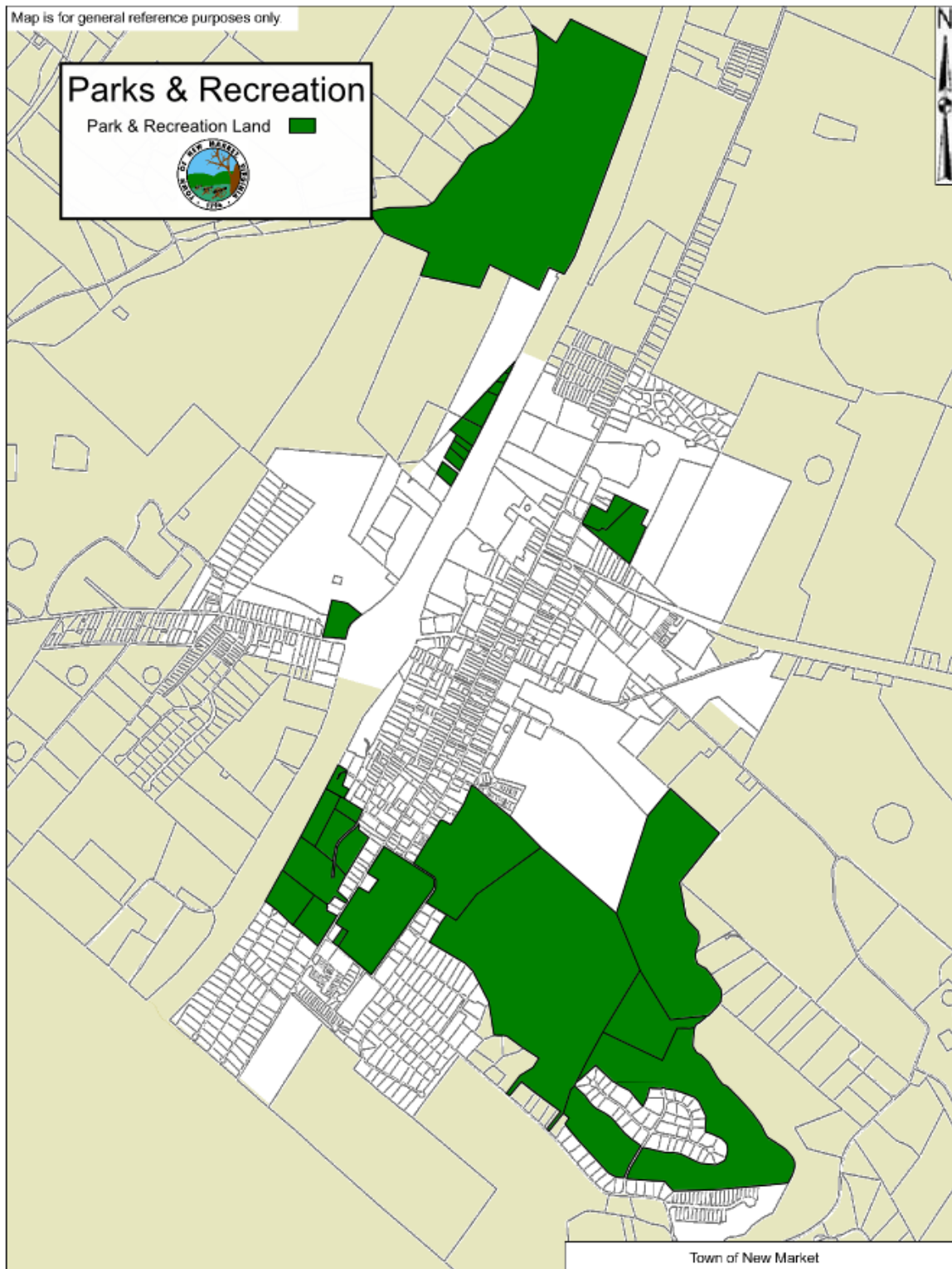
The public schools system is an essential part of the New Market community. New Market's children undergo much of their academic, physical and social development at school. Public schools also provide facilities for recreation, sports events, adult education, and community programs. New Market area schools are part of the Shenandoah County Public School System and are operated by the Shenandoah County School Board.

There are three public schools in the New Market area, known as the Southern Campus and include: Stonewall Jackson High School (9-12), North Fork Middle School (6-8) and Ashby-Lee Elementary School (K-5). They are all located between New Market and Mount Jackson.

Triplett Business and Technical School, located in Mount Jackson, provides vocational training to juniors and seniors from public schools throughout Shenandoah County.

There are also three private schools in the area. The Shenandoah Valley Academy (9-12) and the Seventh Day Adventist Elementary School (K-8) are located just outside of town. Massanutten Military Academy (6-12) offers a college preparatory program in nearby Woodstock.

## Parks & Recreation Map



## **Goals and Policies**

### **Governmental Services**

- Goal: To provide the residents of New Market with effective, efficient, and responsive governmental services, at a reasonable and acceptable economic cost.
- Policy: The Town Council will continue its efforts to provide good local government at a reasonable cost while at the same time exploring alternative sources of revenue.
- Goal: To acquire and maintain municipal facilities (such as office space, maintenance equipment, etc.) that are functional, efficient, and economical.
- Policy: The Town will review its municipal facility needs periodically, and will create a “Capital Improvements Plan” that will provide for the acquisition and maintenance of existing and needed facilities.

### **Parks and Recreation**

- Goal: To have park and recreation facilities that are well used and well suited to the needs of New Market residents.
- Policies: New Market will work with Shenandoah County Parks and Recreation to develop and maintain parks and activity programs that offer a variety of active and passive recreational opportunities for residents of all ages.
- New Market will work with neighboring resources to provide residents with options for recreation in all seasons (including winter).
- The Town will actively seek grants to improve parks and recreation throughout the town and interconnect said parks via biking and pedestrian pathways.
- The Town will continue to endorse the efforts of the Community Center and the programs that it offers.
- The Town will develop a Parks and Recreation Master Plan that will include recreational opportunities for residents of all ages.

### **Public Safety**

Goal: To have emergency services, such as fire protection and emergency health care, readily available to the residents of New Market.

Policies: New Market endorses the efforts of its Volunteer Fire Department and Rescue Squad and will continue to provide them with available financial assistance.

The Town will continue to work with Shenandoah County to ensure adequate staffing for emergency services.

### **Library Services**

Goal: To have a good library available for the convenient use of New Market residents.

Policy: New Market endorses the efforts of its library, and will continue to provide available financial assistance to it.

### **Education**

Goal: To have good quality primary and secondary schools readily available to the children of New Market.

Policy: New Market will continue to communicate with the Shenandoah County School Board, and will continue to express its support for good quality schools.

### **Water Supply:**

Goal: To have all properties within New Market served by a water supply system that provides good quality water in amounts adequate for local consumption and for fire fighting.

Policy: New Market will continue to operate its water system and will make improvements to it as needed.

New Market will take any necessary steps to protect its water resources from existing or potential issues.

Goal: To have a water supply system that provides water to areas outside of New Market, when found to be in the interests of the Town to do so.

Policy: New Market will provide water service to areas outside of its boundaries when found to be technically feasible, economically self-supporting, and in the furtherance of its interests.

Goal: To improve efficiency in use of existing supplies and facilities.

Policies: New Market will participate in a countywide conservation plan.

New Market will take measures to reduce the percent of unaccounted water lost from municipal systems.

**Sewer:**

Goal: To have a sewage collection system serving New Market and nearby areas that has an adequate capacity, is environmentally safe, and is operated at a reasonable economic cost.

Policies: New Market will continue to operate its sewage collection system and will make improvements to it as needed.

The Town will create an inflow and infiltration reduction program to better serve the community.

## Implementation / Action Plan

Once the comprehensive plan is adopted, this document will be used as a guide to update the Zoning Ordinance, Subdivision Ordinance, and Capital Improvement Program. To facilitate implementation, the Mayor will assign sections of the plan to the appropriate Council Committees for the purpose of developing an action plan.

Each committee will review the goals and determine how the policies will be implemented. This will involve prioritizing each goal, determining how much the implementation will cost, and the timetable for completing the project. Once a committee agrees on an action plan to reach a set of goals, it will forward a report to the Town Council for consideration.

Furthermore it is encouraged that the Town Planning Commission review the Comprehensive Plan every year in order to better evaluate where the Town is at with regards to achieving goals presented within the Comprehensive Plan. The Planning Commission as presented in the Introduction should have a thorough review of the Comprehensive Plan once every five years.

Implementation is a critical element of the planning process. Viewed in a cyclical sense, planning is dependent upon the identification of goals and objectives, the inventorying and analysis of current conditions, the identification and evaluation of alternatives, and the implementation of selected actions. The goals throughout the Town of New Market Comprehensive Plan are locality specific and are designed to allow the Town to continue to grow in a progressive, non-aggressive manner. The implementation of this Comprehensive Plan is vitally important in order to protect the history and heritage of the Town, yet moving forward toward a thoughtful, progressive, and vibrant future.

### Amendments and Modifications

The purpose of this section is to establish procedures for amendments to the existing comprehensive plan. Request for amendments or upgrades may be submitted in writing to the Planning Commission by the Town Council, Town Personnel, or citizens of the community. Any submitted request will be reviewed by the Planning Commission and advertised for public comment according to 15.2-2204 of the Code of Virginia. In addition, the amendments will be published in the Town Newsletter with request for public comment.

\*Updates of census material and factual data will not be subject to this process.