

Introduction

Each local government within the Commonwealth in accordance with § 15.2-2223 of the Code of Virginia must possess a comprehensive plan. Planning within the Town of New Market represents a dynamic and ongoing activity, which includes the updating of the comprehensive plan. The purpose of this plan is to provide a guiding vision for the future development of New Market and the immediate surrounding area as well as outline means for achieving or implementing goals that comprise the overall vision.

This document examines a different topic per chapter, which in total represent the matters that impact the Town of New Market. Each chapter in a similar format opens with a quote from the vision statement, provides background on the subject, reviews past development, and addresses current conditions prior to discussing the future. Examining the past and present better positions the Town to achieve the future it desires. An implementation guide pertaining to the *who, what, when, where, and how* of goals and strategies exists at the end of each chapter.

Adopting the comprehensive plan in accordance with the Code of Virginia involves the New Market Planning Commission, Town Council, and at least one (joint) public hearing. § 15.2-2228 enables a comprehensive plan to be adopted in parts. A joint public hearing in regards to Chapters 1-4 was held on December 4, 2017, followed by a recommendation for adoption by the Planning Commission on [REDACTED]. The New Market Town Council adopted Chapters 1-4 of *New Market 2050* on [REDACTED]. A joint public hearing in regards to Chapters 5-9 was held on [REDACTED], followed by a recommendation for adoption by the Planning Commission on [REDACTED]. The New Market Town Council adopted Chapters 5-9 of *New Market 2050* on [REDACTED].

Vision Statement

Vision statements, or purposely and precisely crafted text that structures ideal future conditions, represents the end that planning and related activities as means seek to achieve. Readers and users of the plan should engage and review the body of the comprehensive plan through the context or prism of the Town vision as follows:

People, Prosperity, and Preservation matter within The Town of New Market, which serves as the basis for the Town's trademark as "**A Classic Community**". Accommodating between 4,000 and 7,000 people by 2050 requires both immediate and long-term action connected by a vision that outlines desired change. Defining Town traits like a neighborly atmosphere, ample community services, and dedicated local government that attract and retain residents will nonetheless remain. Tourists and interstate travelers will visit New Market more frequently and stay longer because of dining and shopping options that influence the community's unique personality that exceeds more generic locales. Scenic resources such as Smith Creek and surrounding agriculture combined with outdoor activity spaces like the New Market Community Park that offer numerous opportunities for recreation and exercise further separate New Market from nearby regions. New Market offers citizens, visitors, and future residents a community reminiscent of the past but adapted to the 21st century, which represents a competitive advantage to be leveraged.

The **people** of New Market come 2050 will exhibit greater diversity in terms of age and ethnicity. Public exercise opportunities located in places like the Community Park and additional walking trails will continue to promote healthy living. Additional housing development by following principles of traditional neighborhood design (TND) shall introduce new housing options and promote home-ownership. Adequate housing, transit, and personal services will assist individuals with disabilities and health crises sustain or return to independent living. Festival, civic, and Town-sponsored events will continue to occur regularly and grow to include larger audiences and foster further community.

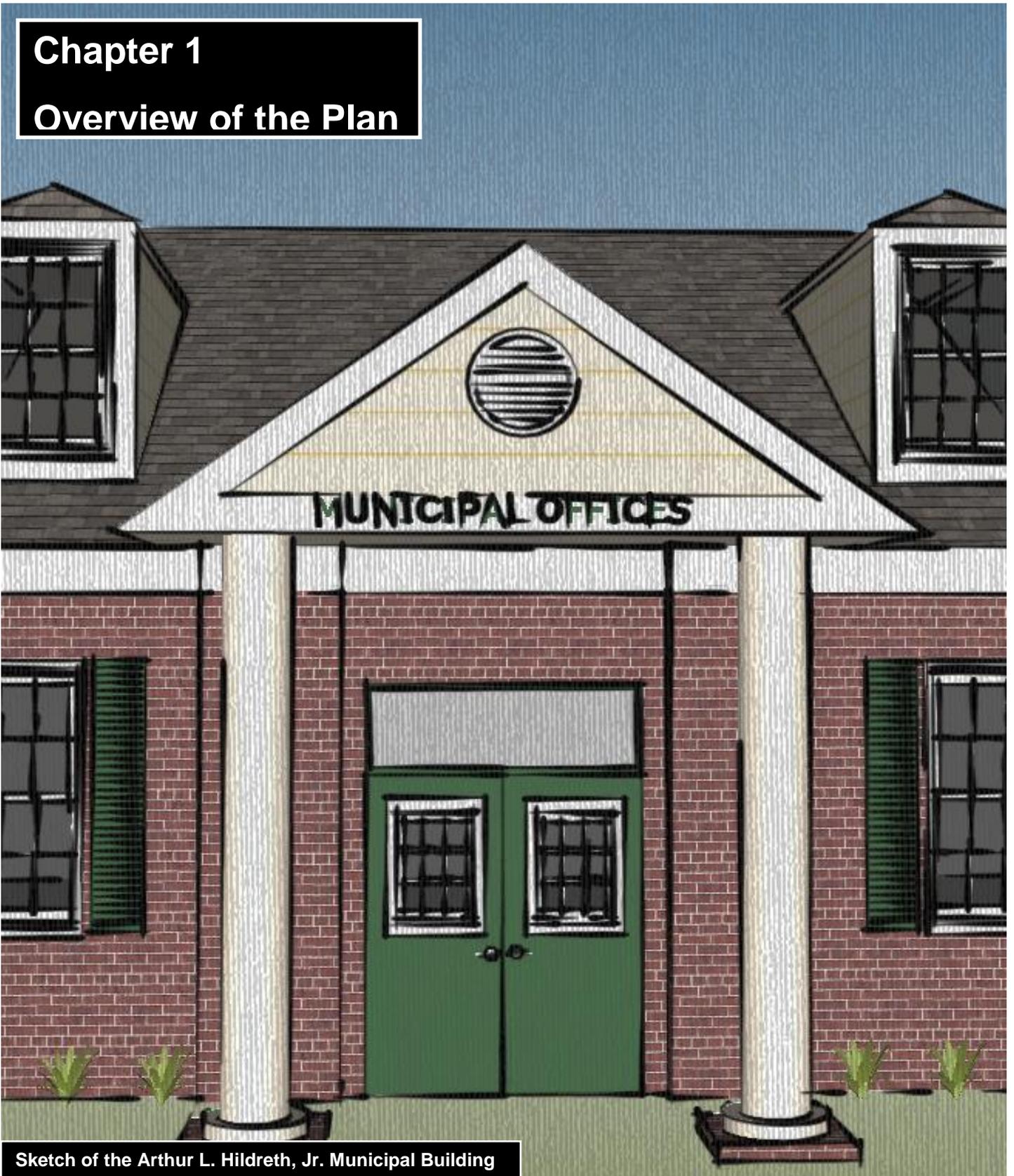
Enhanced local economic **prosperity** in New Market will stem from additions in multiple industries in order to produce a more vibrant and robust economy. Economic development translates to increased local job opportunity as well as a grander, less vulnerable tax base, which enables the provision of more and improved public services. Achieving such requires regular partnership between the public and private sectors in relation to available sites and buildings. A completely occupied downtown with restaurants, shops, and other businesses as a result means consumers can visit the area throughout the day into the evening. Firms also elect to expand or relocate to New Market because of the experience it can provide for employees and the central location that enables serving the greater Shenandoah Valley. Emerging technologies including autonomous vehicles and drones lead to new markets, and choose New Market for similar reasons.

Historic and environmental **preservation** can and will coexist within New Market's future. Facilities including the downtown pocket park will educate on topics that reach beyond the Civil War. New Market can celebrate a wide spectrum of living local history ranging from Henkel Press to the Valley Baseball

League for example. Expanded housing programs such as a revolving loan fund will improve the feasibility of maintaining and rehabilitating historic homes. Substantial greenspace exists within Town limits today, and practices like conservation subdivisions will maintain land in its natural state amidst development. New Market represents a more attractive, livable, and healthy place because of its lasting commitment to providing ample space for forestry and wildlife.

New Market to secure its future vitality must accommodate and maximize ongoing economic, technological, and demographic shifts. Crafting and implementing a Town vision fulfills the fundamental purpose of planning: To achieve better economic, environmental, and equitable outcomes than those resulting from natural forces alone.

Chapter 1
Overview of the Plan



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

“Accommodating between 4,000 and 7,000 people by 2050 requires both immediate and long-term action connected by a vision that outlines desired change.”

Additional context beyond a brief introduction and Town vision is needed for readers and users to use *New Market 2050* to its fullest extent. This chapter addresses why planning matters, legal requirements established by the Code of Virginia, community input, and theoretical perspectives that orient the plan.

Importance and Purpose of a Comprehensive Plan

Planning, put simply, aims to serve the public and their interests. Serving the public comes from reviewing the past and present while determining a desired future and how to achieve such. A diverse array of people and organizations thus engage in planning, but such at the local government level more specifically largely pertains to the coordinating of private and public land. Numerous parcels of public and private property comprise the Town of New Market, and certain activities would endanger or contrastingly enhance public health, safety, and welfare. The comprehensive plan because of its adoption by the elected Town Council reflects a democratic exercise that officially defines the public’s interests so that the Town Council, Planning Commission, and staff can guide development accordingly.

Planning is a difficult process that balances public interests with private property rights. This plan considers all actions affecting development, including utilities, transportation, public facilities, economic development, appearance, public finance and the environment.



*Google Maps

Legal Basis of the Plan

The Supreme Court in *Euclid v. Ambler Realty Company* (1926) ruled that local zoning laws represented an appropriate use of the “police” power provided by the 10th amendment of the U.S. Constitution. Localities as a result could restrict private property rights, particularly the right to use, in relation to promoting public health, safety, and welfare. The Court however did not clearly specify a fair and standard method for how communities should define public interests. The U.S. Department of Commerce published *A Standard City Planning Enabling Act* (SCPEA) in 1927 as a reference for states to follow, which directed a Planning Commission to create a master plan. Localities in all states today craft plans and administer zoning codes under the Court-derived standard where policies must act as a means to an end defined within the comprehensive plan.

§ 15.2-2223-A states that “the local planning commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction and every governing body shall adopt a comprehensive plan for the territory under its jurisdiction. 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.”

§ 15.2-2223 requires that the content of a comprehensive plan include a transportation plan, long-range development recommendations, and address affordable housing.

§ 15.2-2230 of the Code specifies 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.”

Public Input

Planning as a professional practice for multiple decades operated without regard to public input. Cities for example during the 1950s demolished neighborhoods to install interstate highways and replaced homes with apartment towers that negatively influenced crime, poverty, and citizens’ mental health. Contemporary participatory planning however views the public as an invaluable resource that possesses a great body of otherwise inaccessible information essential to the future of their community.

The Town of New Market sought public advice through multiple forums in 2017. Citizens regularly visit Town Hall to voice concerns, praise, or seek answers to

questions. Town Council mailed a survey to every home address in the 22844 zip code area, which extends beyond New Market municipal limits, and received 194 responses. Town planning and events staff welcomed anonymous feedback from people of all ages at events including the July 3rd fireworks celebration, National Night Out, and a Crossroads Fest Concert with their “visioning tent”. A Planning Commission subcommittee assisted with the updating of *New Market 2050* as well. Finally, the Town hosted open house events on November 29, 2017 and [redacted] to gain additional input prior to holding formal public hearings and adopting chapters of the comprehensive plan.

Moving Forward: Population Growth

New Market in 2015 contained about three (3) times as many people as it did in 1970, and it is imperative to consider multiple growth scenarios as part of the planning process. Decennial Census counts and more recent random-sample based Census estimates show that the New Market population increased on average by 3.26% annually from 1970 to 2015. Strong growth of 5.57% annually between 1970 and 1980 strongly influences this value. Town residents from 2000 to 2015 increased by only 1.77% annually. This plan considers future population growth at both 1.77% and 3.26% annually. Such values translate to population estimates of about 4,300 and 7,200 people respectively by 2050. One new large acreage subdivision could substantially alter population trajectories, which elevates the relevance of beginning more frequent comprehensive plan updates.

Table 1-1: Town of New Market Population to Date

Year	Population
1970	718
1980	1,118
1990	1,435
2000	1,637
2010	2,146
2015	2,336

Table 1-2: Town of New Market Population Growth Scenarios

Year	1.77% Annual Growth Rate	3.26% Annual Growth Rate
2020	2,550	2,743
2030	3,039	3,782
2040	3,622	5,214
2050	4,316	7,190

Basis of Planning: Theories Utilized

Planning based merely upon the preferences and biases of those involved lacks legitimacy and likely only serves a portion of the overall public. Theories, which in the case of planning explain how local governments can foster more vibrant and attractive communities, possess objectivity due to their widespread acceptance by practitioners, scholars, and citizens alike. Like plans, theories are dynamic since lessons that benefit future activities are learned as they are implemented.

Smart Growth

Smart Growth theory posits that a community best serves constituents by maximizing, repurposing, and redeveloping existing infrastructure. Cities like Atlanta, GA and Houston, TX that experienced great growth beginning in the 1950s typically follow a narrative that involves the rapid annexation of adjacent unincorporated territory and households relocating to suburban counties whenever possible. Tremendous infrastructure investment ranging from highways and utilities enabled sprawling regions to form, but the aging of such infrastructure now presents unsustainable maintenance costs and latent consequences such as traffic congestion. Multiple decades of decision-making suggest that planning today should rather aim to preserve undeveloped greenspace to curb sprawl and reinvigorate existing areas. Future development can ultimately work to solve problems instead of creating new issues. The U.S. EPA lists the characteristics of Smart Growth through ten principles:

1. Preserve open space, farmland, natural beauty, and critical environmental areas.
2. Strengthen and direct development toward existing communities.
3. Take advantage of compact building design.
4. Mix land uses.
5. Create a range of housing opportunities and choices.
6. Provide a variety of transportation choices.
7. Create walkable neighborhoods.
8. Foster distinctive, attractive communities with a strong sense of place.
9. Encourage community and stakeholder collaboration.
10. Make development decisions predictable, fair, and cost-effective.

Traditional Neighborhood Design (TND)

Historic residential areas possess a significantly different layout compared to neighborhoods of recent decades. Traditional neighborhood development aims to blend traditional neighborhood configurations with the 21st century. Primarily single-family detached homes along gridded streets, .25 acre or less lots, situated close to the street/sidewalk represent central elements of TND. These design features encourage residents to live healthier, more civically engaged, and diverse lives. TND seeks to prevent a surplus of cul-de-sac communities rather than make existing residences defunct or undesirable. New Market can

utilize TND as a means to leverage the physical environment to attract both new permanent residents and guests.



Figure 1-2: Conventional Neighborhood Design



Figures 1-3: TND Design

Low Impact Development

The degree to which rainwater becomes a form of nonpoint source pollution depends upon the presence of impervious surfaces within a community that channels runoff away from its original point of contact with the ground. Leveraging natural systems to manage stormwater runoff manifested by (re)development represents the main premise of low impact development (LID). Site planning achieves LID by integrating design features commonly referred to as green infrastructure, which include permeable pavement and tree box filters. Future development can revolve around LID by adhering to the following principles:

1. Minimize impervious surfaces

2. Manage stormwater on-site rather than directing runoff into a stormwater utility
3. Bolster on-site infiltration and retention capacity
4. Preserve the natural hydrology and landscape of a site to the greatest extent possible

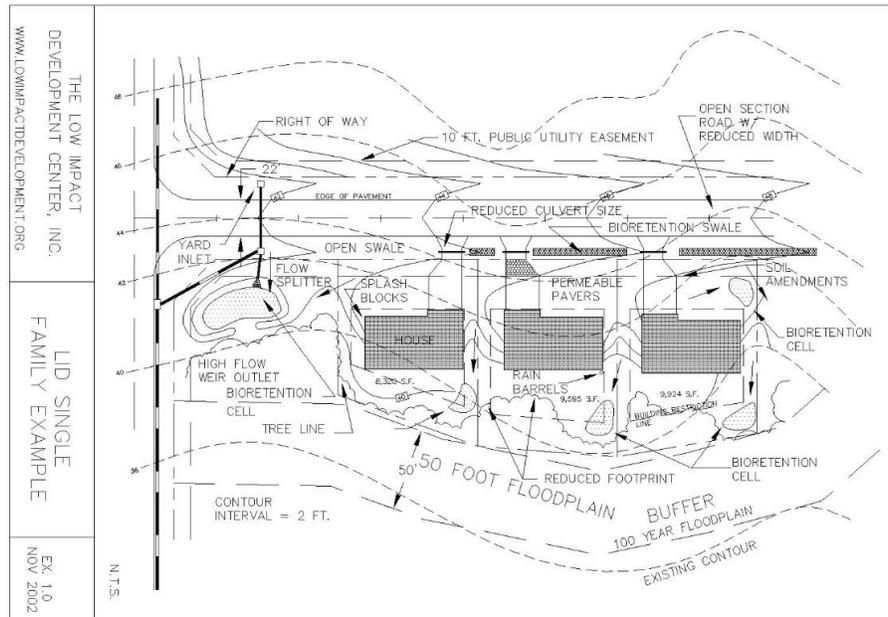
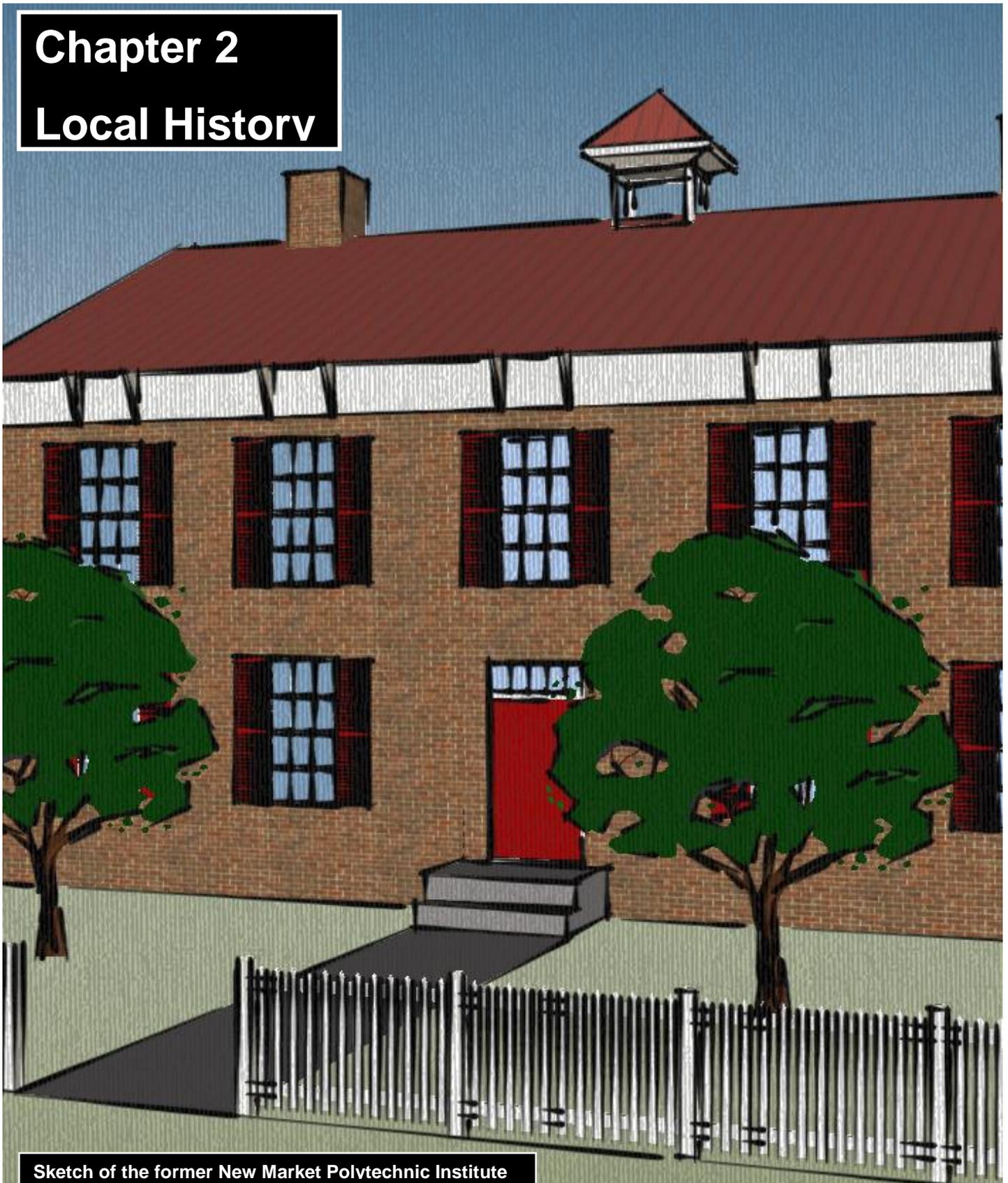


Figure 1-4: LID Site Plan

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Chapter 2 Local History



Sketch of the former New Market Polytechnic Institute

“Facilities including the downtown pocket park will educate on topics that reach beyond the Civil War. New Market can celebrate a wide spectrum of living local history ranging from Henkel Press to the Valley Baseball League for example. Expanded housing programs such as a revolving loan fund will improve the feasibility of maintaining and rehabilitating historic homes.”

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.

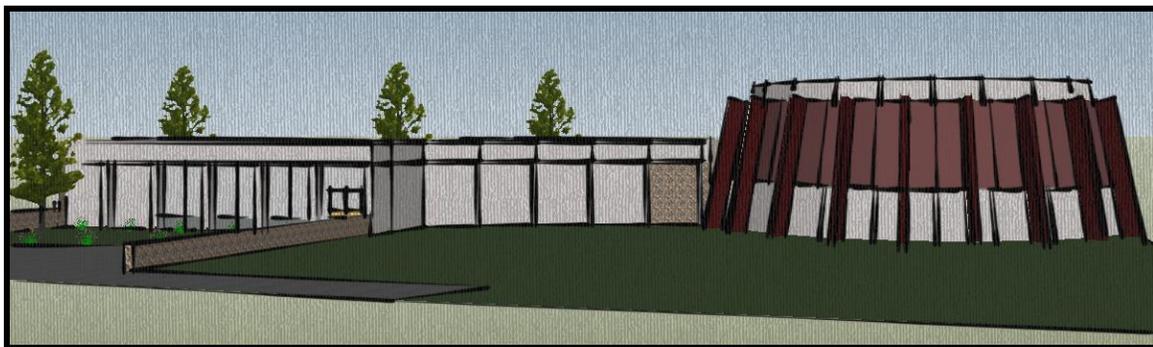
The New Market Female Seminary operated from 1844 until 1915, although classes were not held during the Civil War. In 1867 Mary Lynn Harrison Williamson purchased the building and ran the seminary. She is also the author of several biographies for children including: *The Life of Washington*, *The Life 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 19th 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 20th 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.

Historic Districts and Recognition

Given its 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 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.

Historic Overlay District

Zoning practices can significantly impact historical value and symbols associated with structures. The Town of New Market in 1993 established the Historical Overlay (zoning) District , Sections 70-104 through 70-114 of the Code of New Market, as enabled by § 15.2-2306 of the Code of Virginia. Overlay districts, covering about 175 parcels in this instance, add and/or modify zoning regulations standard to a given zoning district upon select properties. Article XII in so doing also established an advisory review board that offers recommendations whenever applicable buildings and/or structures apply for at least a zoning permit to make changes exceeding ordinary maintenance. Projects for review would include those involving demolition, movement of structures or the construction of new structures. The advisory nature of the Historic Overlay Review Board means that it only offers recommendations to decision-makers which are thus not binding or enforceable.

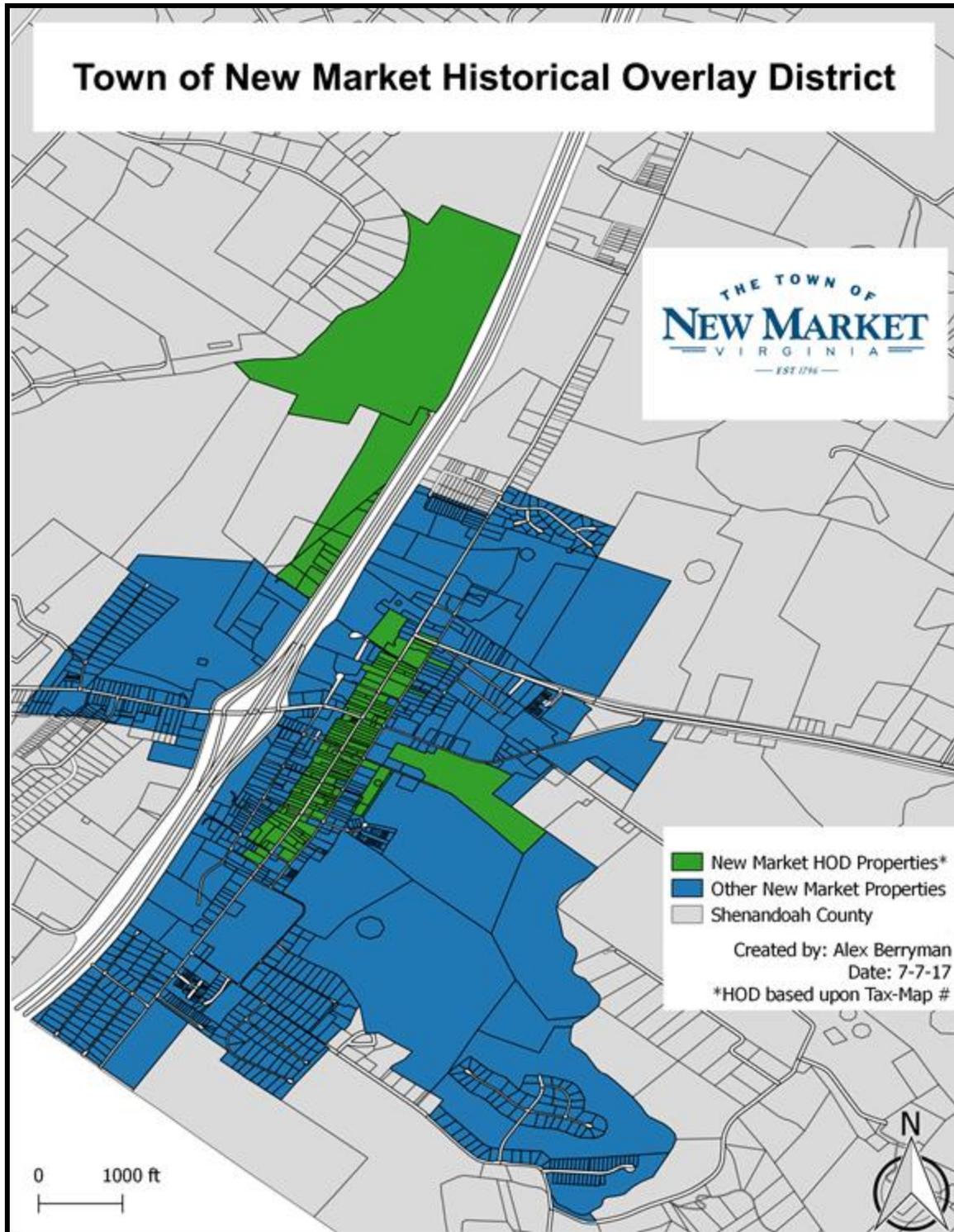


Figure 2-1: New Market Historical Overlay District

Accentuating History in the 21st Century

Investments in local history moving forward should strive to achieve co-benefits that contribute to complementing aspects of the Town's vision. New Market, as with many communities, offer an abundant array of strictly historical education from sources such as the Virginia Museum of the Civil War. Future historical capital needs to support downtown economic development for example as well in order to enhance the use of limited resources.

Occupants and tenants of historical properties simultaneously need modern features to live comfortably and/or compete economically. Preserving a community to the extent that it exactly matches a given time represents an unrealistic venture except for places of international significance. New Market to actualize its vision rather must blend "yesterday with today". Modernizing historical structures depends upon flexibility from local regulations and the general public alike. Such is offered by the HODRB through its focus of review being centered upon character instead of architectural details. Installing energy-efficient windows to lessen electricity expenses and fiber-optic internet to enable high tech business for example adapt historic buildings to present-day uses, which makes for a unique and vibrant community.

The ongoing downtown pocket park project offers a precedent for integrating local history with broader goals. Ambrose and Solomon Henkel opened Henkel Press in 1806 within New Market, and began printing Lutheran texts in German. The company remains in business today, and a hand-painted wall sign faintly remains along the northern wall of 9420 S. Congress Street. Activities are now underway to restore the sign and create a 20ft x 36ft park within the adjoining greenspace after over a decade of conversation. Park visitors will be able to lounge in the shade amidst beautiful landscaping and experience an additional element of New Market history. Promoting local history in this instance simultaneously enhances the downtown area and boost community attachment. An eclectic collection of public spaces strives to offer a place of interest to every citizen. History can and should serve as an asset for completing other goals.

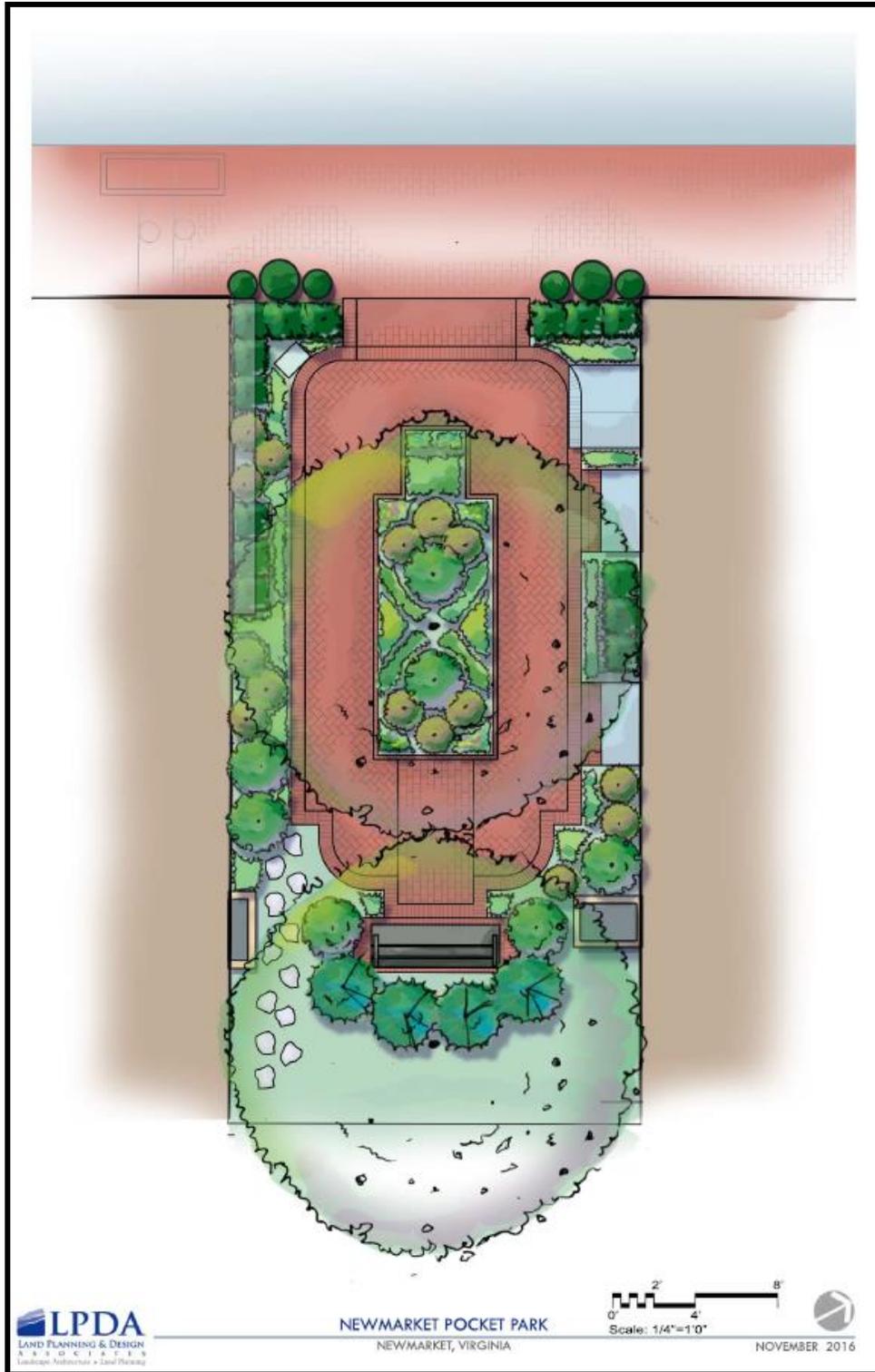


Figure 2-2: New Market Pocket Park Design

Table 2-1: Local History Implementation Guide

Goal (What)	Action (How)	Actors (Who)	Location (Where)	Timeframe (When)
Expand the scope of public history	Identify currently uncelebrated local history worthy of public display.	Town Citizens NPO	Town-wide	Ongoing <ul style="list-style-type: none"> Our Town Development Committee
	Design public spaces attractive to residents and guests that integrate local history.	Town Citizens NPO	Town-wide	Short-Term <ul style="list-style-type: none"> Downtown Pocket Park Long-Term <ul style="list-style-type: none"> Committee recommendations
Sustain and improve the condition of historical structures	Review and encourage fitting changes to historical structures.	Town HODRB Property owners	HOD	Ongoing <ul style="list-style-type: none"> HODRB Short-Term <ul style="list-style-type: none"> Pattern books
	Leverage private investment through public-private partnerships.	Town Property owners Business	Town-wide	Short-Term <ul style="list-style-type: none"> Property owner summit Mid-Term <ul style="list-style-type: none"> Regional marketing
	Strive for near full occupancy of historic residential and commercial structures.	Town Property owners Citizens Business	Town-wide	Short-Term <ul style="list-style-type: none"> Market assessment Mid-Term <ul style="list-style-type: none"> Regional marketing
Modernize the historic building stock	Assess the condition and integrity of all historic properties	Town Property owners	HOD	Short-Term <ul style="list-style-type: none"> Property census

	Assist with the upkeep and enhancement of properties	Town Property owners Business	HOD	Ongoing <ul style="list-style-type: none">• Façade enhancement grant Mid-term <ul style="list-style-type: none">• Revolving loan program
	Coordinate the bringing of structures up to current building code standards	Town Property owners Shenandoah County	Town-wide	Long-Term <ul style="list-style-type: none">• Rental Inspection program• Property maintenance code

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Chapter 3
Natural Environment



“Substantial greenspace exists within Town limits today, and practices like conservation subdivisions will maintain land in its natural state amidst development. New Market represents a more attractive, livable, and healthy place because of its lasting commitment to providing ample space for forestry and wildlife.”

Overview

Communities while experiencing growth in the built environment can severely harm the surrounding natural environment. Automobile and industrial activity both contribute to air pollution, while construction can necessitate the removal of substantial forestry. Pollutants transported from stormwater runoff can enter surface water bodies and infiltrate into ground water. New Market, like all localities, possesses a multifaceted obligation to mitigate the potential negative impact of development upon natural systems. Future growth thus must accommodate 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

Topography, or changes in elevation, largely dictates fitting land-uses for a given area. Over 3/4 of New Market’s geographic area possesses a slope no greater than 5%, and is thus classified as “level to gently sloping”. Moderate slopes ranging from 5% to 15% encompass about 1/10 of the Town’s area.

Steep slopes between 15% and 30% exist across about 1/10 of New Market. A small amount of the area (specifically along the eastern banks of the North Fork of the Shenandoah River) represents “very steeply sloped” terrain over 30%. Steep slopes are considered sensitive environmental features because development in these areas can result in the following outcomes:

- 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.

Generally level land with a slope of 5% or less suit agricultural uses given appropriate soil as well as urban development when located outside of a floodplain. Residential design can accommodate and enable neighborhoods upon land with a moderate slope of 5% to 15%. Commercial and industrial uses with a compact building footprint however are only intermittently feasible upon such property.

Slopes of 15% to 30% typically present engineering and regulatory challenges that increase costs compared to development upon more level sites. Only luxury homes justify the increased site costs of developing a steep slope. Market forces as a result dissuade firms from resolving conditions that prevent locating a more intense land-use upon a given tract. Not even small residential structures should exist along very steep slopes in excess of 30%. Preserving such sites in their natural state represents the best strategy for preventing serious environmental damage.

Geographic features and topographic conditions outside of Town limits include 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.

Most land within or surrounding New Market possesses terrain which poses few problems for urban development. Floodplains or steeply sloping terrain characterize the land not suitable for development and should remain preserved in its undeveloped state.

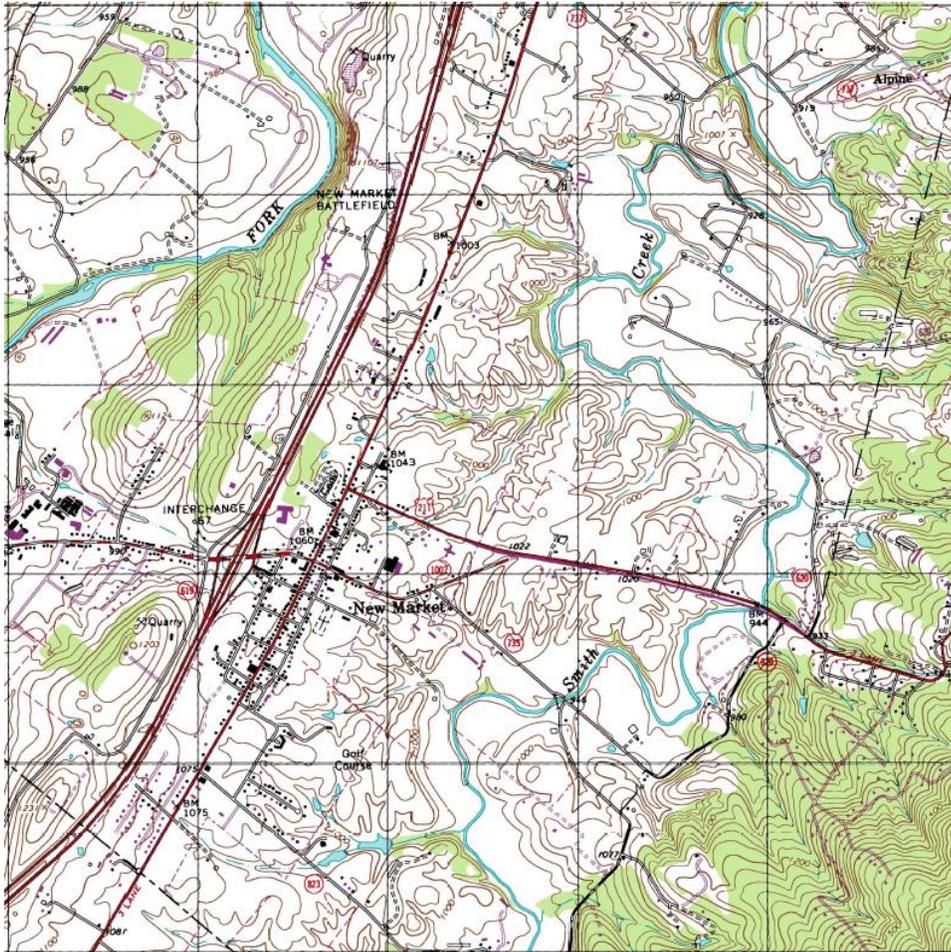


Figure 3-1: Topography of New Market and Surrounding Area (USGS New Market Quadrangle 7.5 minute, 1994)

Vegetation

Trees, shrubs and ground cover operate as part of natural systems that complete significant functions that include retaining water, controlling erosion, cleansing the air of pollutants, tempering the local climate, offering a pleasant community aesthetic, and providing a wildlife habitat.

Farming in and around New Market historically necessitated the clearing of trees from large tracts of land. Forestry as a result within New Market consists of patches of woodland and intermittent trees dispersed across parcels. The only Forested areas exist along I-81 and north of Route 211. Sites including the Shenvalee Golf Club, New Market Community Park, and New Market Battlefield provide the community with large tracts of greenspace. Locating additional development within current Town limits to maximize existing infrastructure as smart growth promotes will equate to the loss of only select greenspace, as practices like conservation subdivisions conserve natural vegetation by

incentivizing designs that concentrate residences upon only part of the original parcel.

Greenspace in the form of pastureland and scattered woodlots comprise much of the property that surrounds New Market. 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. Much of Massanutten Mountain to the east makes up part of the George Washington National Forest and is generally wooded. Channeling future development within Town boundaries preserves surrounding greenfields in their natural state.

Wildlife despite human-centric development can thrive within New Market. Species native to this area can continue natural processes and activities granted a network of undeveloped corridors and patches consisting of diverse vegetation remain in New Market. I-81 poses the greatest challenge to wildlife, as it interferes with west/east migration within the greater landscape.

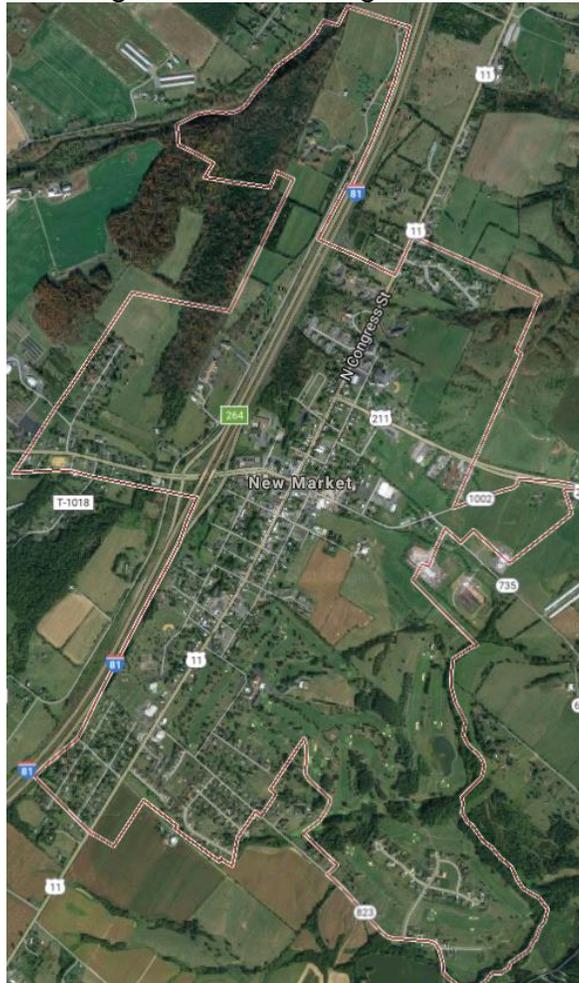


Figure 3-2: Greenspace In & Around New Market (Google Maps, 8-21-17)

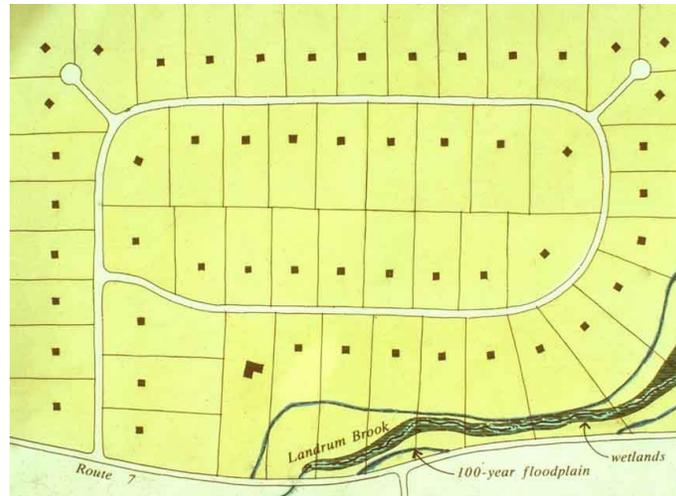


Figure 3-3: Conventional Subdivision (55 2 acre lots)



Figure 3-4: Conservation Subdivision (55 $\frac{3}{4}$ acre lots)

Soils

The U.S. Department of Agriculture provides the Web Soil Survey GIS tool, which contains soil information for 95% of counties nationwide. About 1,300 acres of land exist within New Market town boundaries, and the build-out of the Town largely goes against soil conditions. Nearly 60% of such acreage is classified as very limited in relation to supporting a single-family dwelling without a basement, while 75% is deemed very limited to commercial buildings. Limitations stem from a soils load-supporting capacity and anticipated construction costs. Property owners thus must closely review soil conditions when determining the feasibility of a potential project.

New Market upon heavy rain is susceptible to erosion and non-point source pollution due to its terrain and soil characteristics. Erosion ultimately directs silt into streams and stormwater runoff channels chemicals such as fertilizer and oil off-site to the extent of endangering surface water as well as groundwater.

Capturing excess stormwater unable to infiltrate on-site represents the best practice for preventing erosion and non-point source pollution.

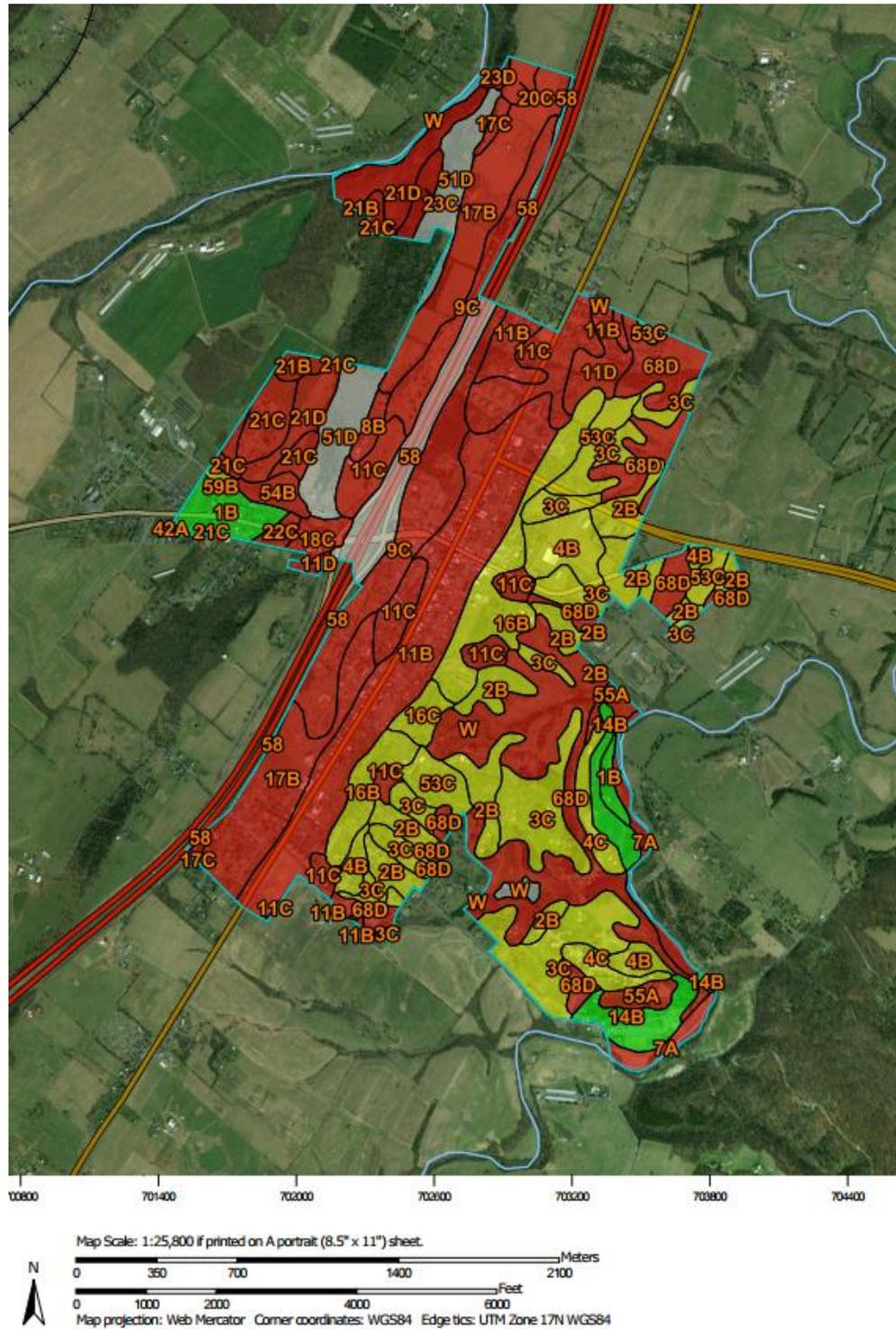
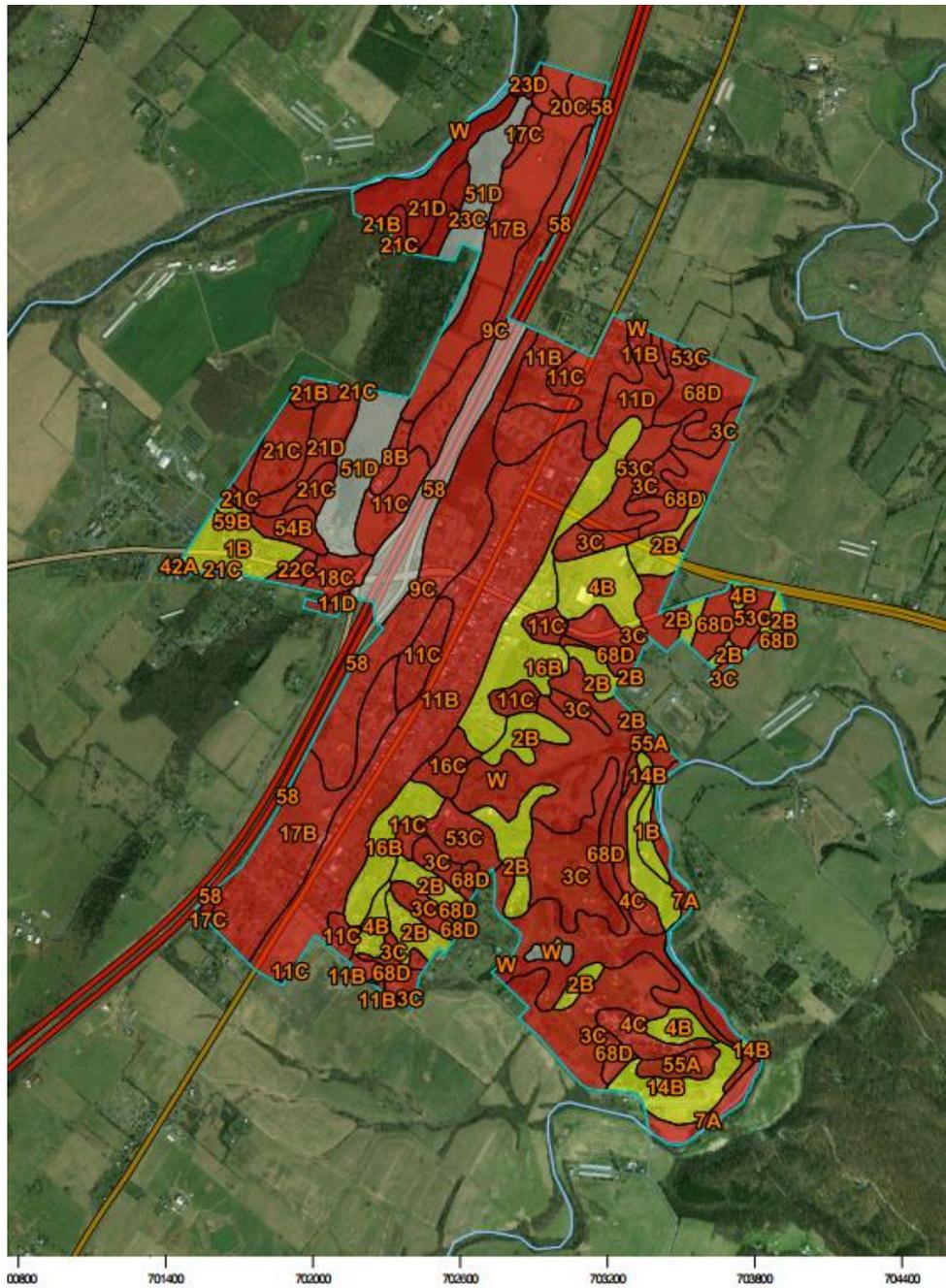


Figure 3-5: Soil Suitability for Dwellings without Basements (USDA WSS, 8-22-17)



Map Scale: 1:25,800 if printed on A portrait (8.5" x 11") sheet.

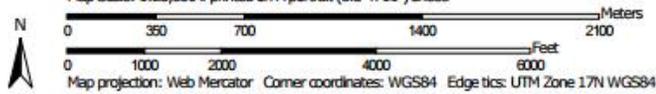


Figure 3-6: Soil Suitability for Commercial Buildings (USDA WSS, 8-22-17)

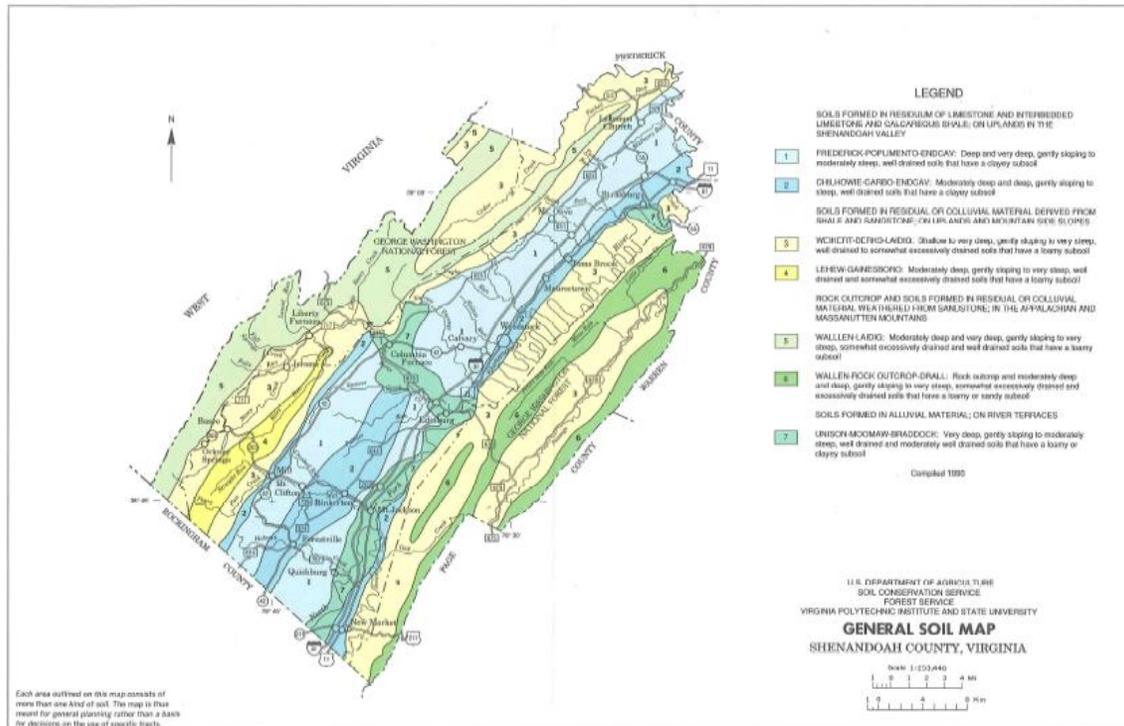


Figure 3-7: Shenandoah County General Soil Map

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.

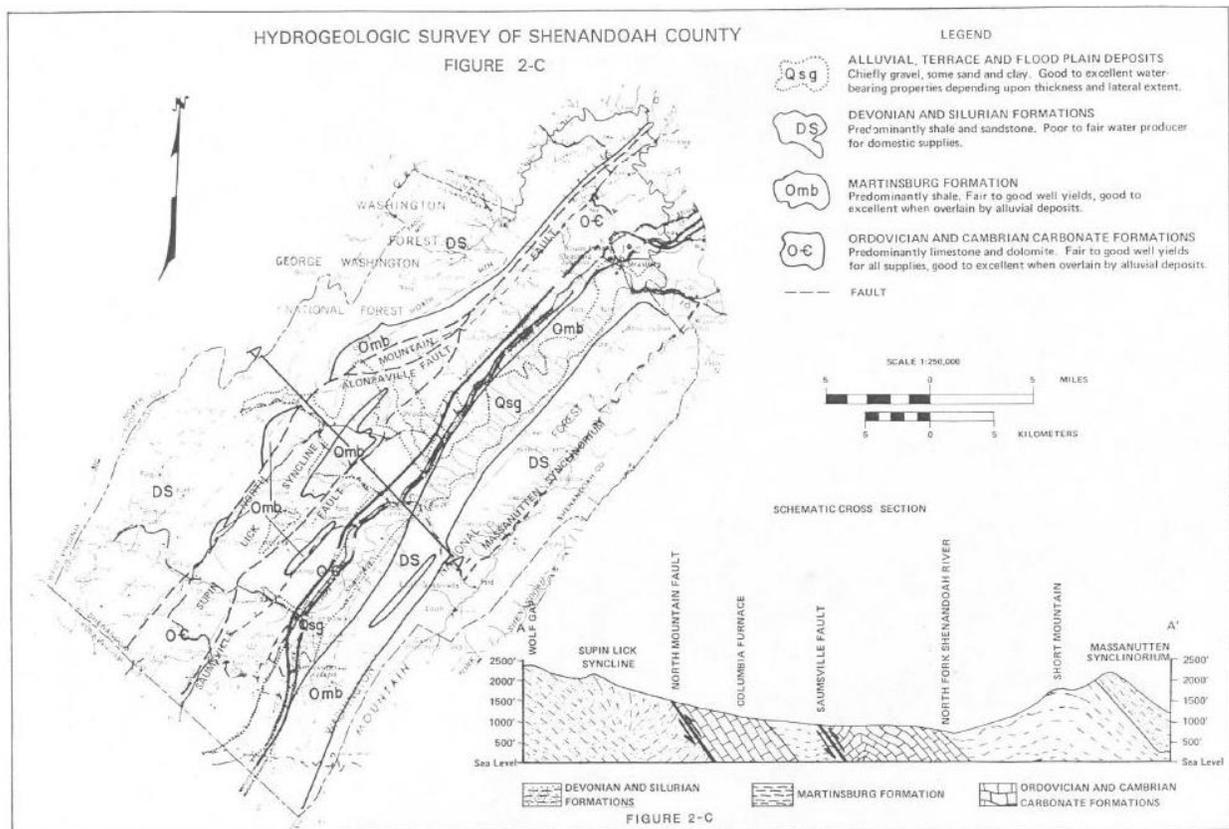


Figure 3-8: Shenandoah County Hydrogeologic Survey (Excerpted from Shenandoah County Comprehensive Plan-2025)

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.

Smith Creek represents an “impaired waterway” according to The Virginia Department of Environmental Quality (DEQ). Best Management Practices (BMP’s) are among the best means of controlling agricultural NPS pollution, and a TMDL implementation project consisting of BMP’s concluded in June 2015. 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. Green stormwater management techniques including rain barrels, rain gardens, and vegetated swales likewise promote infiltration and the on-site retention of stormwater.

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.

Shenandoah County, Virginia

Figure 2-A General Geology

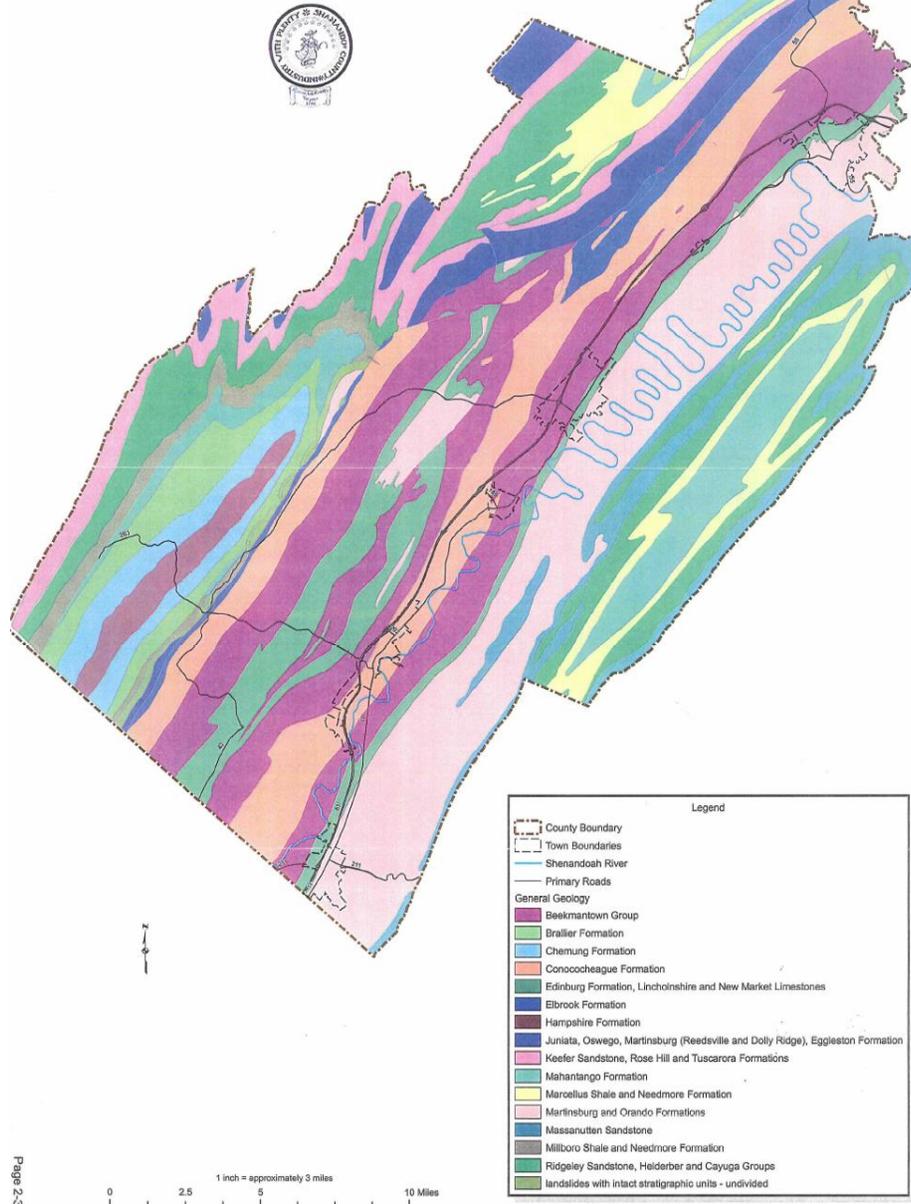


Figure 3-9: Shenandoah County General Geology

Stormwater Management

Stormwater runoff stems from impervious surfaces like parking lots and rain volumes that exceed soil capacity to absorb. Inadequate stormwater management within 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).

Stormwater management historically focused on efficiently routing stormwater off-site through gutters and storm sewers. Maintaining natural runoff flow characteristics to the greatest extent possible represents a more effective approach. Green stormwater infrastructure works to keep stormwater on-site, thus preventing run-off, through enhancing infiltration and/or storage. Forms of green infrastructure include retention ponds, green roofs, rain barrels, and rain gardens. The effectiveness of a stormwater management program depends upon comprehensive planning, policy implementation and sound engineering design.

Inadequate stormwater management poses a significant threat towards the public and the natural environment. Localities (counties and independent cities) and municipalities (towns) with a municipal separate storm sewer system (MS4) must possess a stormwater management ordinance in accordance with the 2012 Virginia Stormwater Management Act. Non-MS4 localities however may defer to the Virginia Department of Environmental Quality and not adopt a Virginia Stormwater Management Program (VSMP) ordinance. Shenandoah County requires a land disturbance permit for projects exceeding 10,000 square feet, while public right-of-way matters are addressed by the Virginia Department of Transportation. Opportunities nonetheless exist for the Town of New Market to collaborate with property owners to reduce stormwater impacts. Zoning incentives, cooperatives that result in reduced costs, and education/outreach collectively can increase the presence of green stormwater infrastructure, reduce storm-based sewer surges, and better the health of natural systems.

Floodplains and Watersheds

Flooding according to FEMA occurs when surface waters from sources such as tidal waters, rivers, and runoff that inundate typically dry land. The 1% or 100 year floodplain represents the FEMA determined area with a 1% chance of being covered with floodwater annually based upon the topography surrounding a body of moving water. Implications of possessing a structure within floodplain boundaries include requirements to hold flood insurance. Land-use regulations should restrict activity within floodplains to recreational and agricultural land-uses that need minimal structural improvements in order to prevent flood-related property damage and loss of life.

FEMA Flood Insurance Flood Map (FIRM) 51171C0370C (2003) (available for review or download online; See References) covers the Town of New Market and

Air Quality

The federal Clean Air Act requires states to monitor air quality against the National Ambient Air Quality Standards (NAAQS) and implement a state implementation plan (SIP) if not in compliance. The NAAQS includes six criteria pollutants: particulate matter, ozone, carbon monoxide, sulfur dioxide, nitrogen dioxide, and lead. 3526 North Valley Pike in Rockingham County represents the nearest air quality monitoring station to New Market, and it measures ozone, sulfur dioxide, and nitrogen dioxide. DEQ provides real-time data online (See References). Although the station reports typically moderate pollution at worst, hot spots can exist around both stationary and mobile sources. Traveling via automobile exposes individuals to a disproportionate amount of air pollution in relation to time spent traveling. Pedestrian routes and transit stops thus should avoid main thoroughfares whenever possible.

Table 3-1: Natural Environment Implementation Guide

Goal (What)	Action (How)	Actors (Who)	Location (Where)	Timeframe (When)
Protect surface water bodies like Smith Creek and the Shenandoah River from non-point source pollution	Sustain riparian buffer zones	Town Property Owners NPO	River and creek banks	Ongoing <ul style="list-style-type: none"> • Site plan review Long-Term <ul style="list-style-type: none"> • Conservation easements
	Promote low-impact development	Town Property Owners	Town-wide	Short-Term <ul style="list-style-type: none"> • LID incentives Mid-Term <ul style="list-style-type: none"> • Rainwater harvesting campaign
Protect ground water from pollutant contamination	Identify areas susceptible to pollution	Town	Town-wide	Short-Term <ul style="list-style-type: none"> • DRASTIC analysis
	Reduce pollutant sources and threats to groundwater quality	Town Property Owners NPO Regulatory agencies Shenandoah County	Town-wide Outside Town limits	Ongoing <ul style="list-style-type: none"> • Water treatment Mid-Term <ul style="list-style-type: none"> • LID initiatives Long-Term <ul style="list-style-type: none"> • DRASTIC implementation
Mitigate natural hazards to property and life	Prevent incompatible land-uses from occurring within floodplain	Town Property Owners	FEMA designated 1% flood plain	Ongoing <ul style="list-style-type: none"> • Floodplain zoning

	Match development with soil characteristics	Town Property Owners Shenandoah County	Town-wide	Ongoing <ul style="list-style-type: none"> Shen. County erosion and sediment control
	Monitor local air quality agencies	Town Regulatory agencies NPO	Town-wide	Mid-Term <ul style="list-style-type: none"> Data collection per street
Sustain natural features and their beauty amidst development	Maintain significant tracts of greenspace	Town Property Owners NPO	Town-wide	Ongoing <ul style="list-style-type: none"> Greenspace requirements Mid-Term <ul style="list-style-type: none"> Conservation subdivision amendment

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Chapter 4
Land Use



Sketch of New Market North Apartment Building

“Scenic resources such as Smith Creek and surrounding agriculture combined with outdoor activity spaces like the New Market Community Park that offer numerous opportunities for recreation and exercise further separate New Market from nearby regions.”

Overview

Land-use rather discretely impacts most aspects of everyday life. How parcels of land are configured in a community for example dictates where and if a household can recreate outdoors, what types of homes are available, and how often an automobile is needed to reach essential destinations. New Market in following the tenets of smart growth must facilitate market conditions and craft policies oriented towards:

1. Maintaining desirable, current land-uses consistent with the comprehensive plan.
2. Enhancing currently undeveloped land not preserved in perpetuity for residential and commercial uses.
3. Redeveloping select commercial and residential sites because of their potential to host and benefit from future growth.
4. Annexing portions of the New Market Future Growth Area (2007) as needed.

Current Land Use

Although similarities exist between a property’s present-day land-use and zoning classification, they differ in scope and detail. Land-uses are general descriptors for what type of activity is occurring upon a parcel of land. Zoning districts restrict permitted land-uses to a finite amount and simultaneously establish numerical standards for dimensions such as building setback. The current land-use of New Market properties however is largely a product of Section 70 (Zoning) of the Code of New Market, but property owners retain a substantial degree of autonomy in regards to utilizing their parcels of land.

About 2 square miles or 1,300 acres of land exist within New Market town boundaries. Plotting a course for future land-uses first requires an accurate understanding of land-use conditions today, which stems from a parcel-level analysis comprised of site visits, tax records, and GIS information. This review distinguishes land-uses across ten categories explained in more detail below.

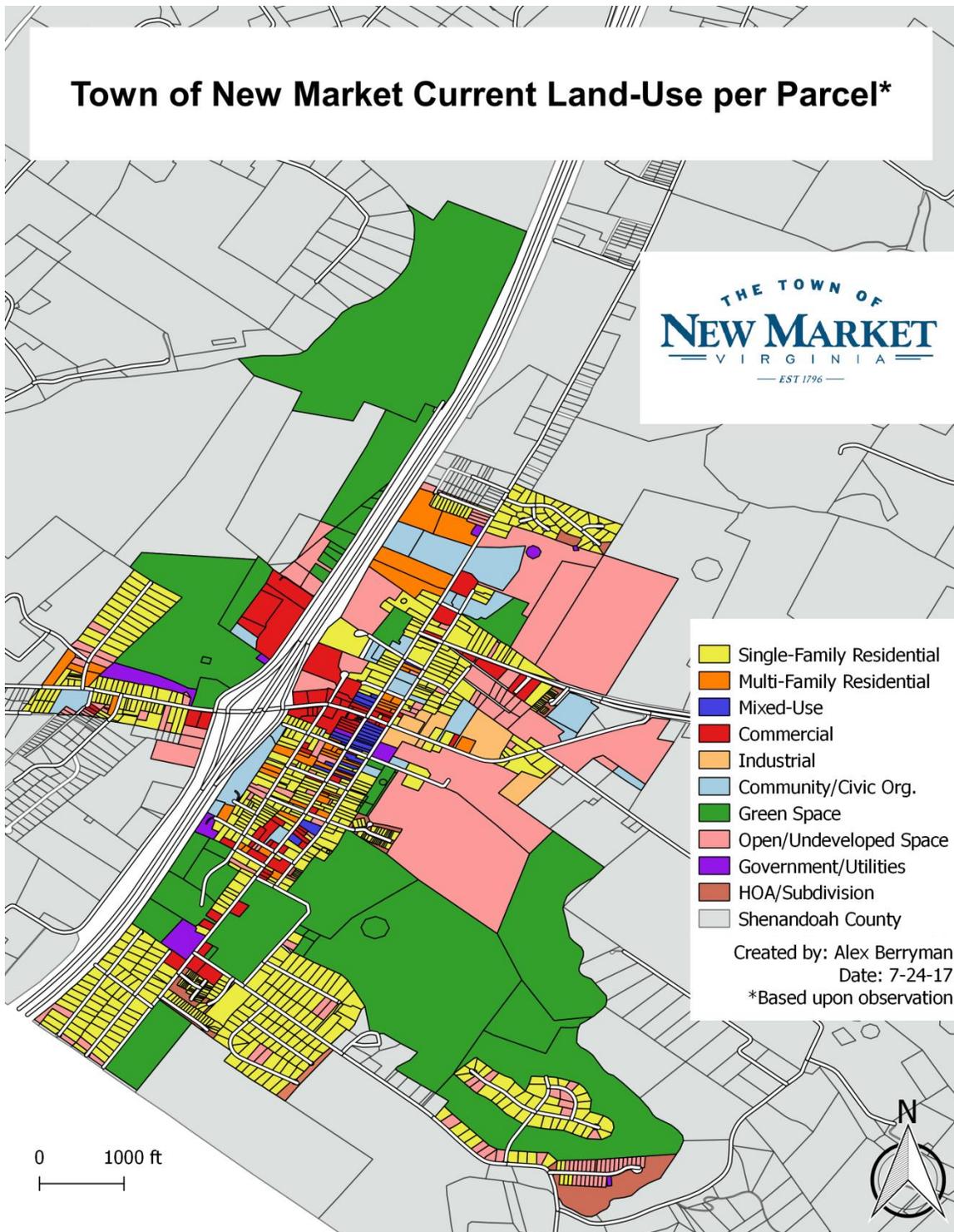
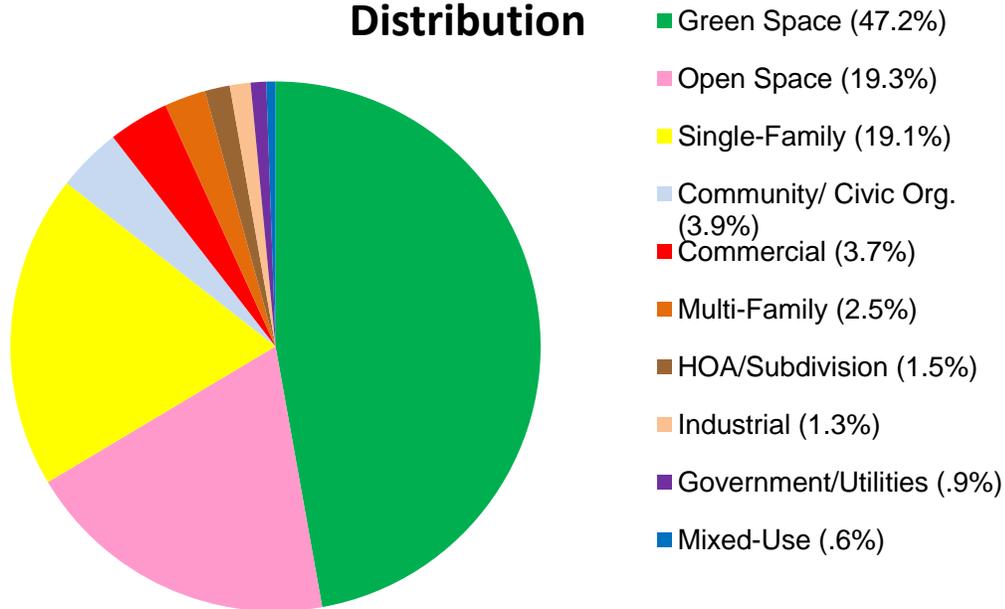


Figure 4-1: New Market Current Land-Use

Figure 4-2: New Market Current Land-Use Distribution



Green Space: Properties which host outdoor recreation, agriculture, cemeteries, and conservation in perpetuity comprise the more than 600 acres of green space within New Market. The New Market Battlefields (VMI & SVBF properties), Shenvalee Golf Resort, and New Market Community Park represent the main sources of purposely unimproved land with limited structures and impervious surface within Town limits. Such space as discussed in other chapters possesses significant utility by performing functions like minimizing flooding and projecting natural beauty.

Open Space: Parcels containing minimal improvements at most and not fulfilling any particular land-use characterizes open space. Lots unfit for development, ready for construction as part of a subdivision community, second buildable lots adjoining a home, and large tracts in their natural state all qualify as open space. About 250 acres of open space land exists within New Market, and the large parcels near E. Old Cross Road and E. Lee Hwy could host much of New Market’s future residential and commercial development.

Single-Family Residential: Both detached and attached structures that occupy an individual parcel of land per residence fall under this definition. Single-family homes exist throughout New Market, nearly matching open space in area, and signify the most common type of housing in the community. Improved diversity in relation to single-family housing forms would better accommodate households of varying size and income.

Community/Civic Organizations: Healthcare, long-term nursing care, disability service, religious, and civic organizations occupy about 50 acres of land across

New Market. Community service providers can often operate alongside residents without intruding because of their limited hours and docile nature. Residents for health, financial, social, and other reasons depend upon such land-uses to exist throughout the community.

Commercial: Properties engaged in the for-profit sale of goods and services in settings such as shops, offices, eateries, and hotels resemble commercial land-uses which cover about 50 acres in New Market. Sites hosting commercial activity typically front along an active roadway or are located in close proximity to I-81. Clustering within the downtown and interstate corridor for example mutually benefits consumers and businesses. Less intense adjoining land-uses however can conflict with a commercial site that particularly hosts large volumes of travel and operates outside the standard workday, but proper management through techniques including buffering and zoning district design mitigates most issues.

Multi-Family Residential: At least two dwelling units upon one parcel of land represents a multifamily land-use, which constitutes about 30 acres of property in New Market. The Congress Street/Shenandoah Commons and New Market North apartment complexes contain a large number of housing units, while converted single-family homes can also house at least two households. Low quality conversions compounded by inadequate maintenance, purely speculative at this time, however potentially expose residents to endangering substandard housing conditions. Demand for multi-family housing exists due to factors including class, ability, and personal preference. Planning thus must work to ensure that the supply is of ethical quality.

HOA/Subdivision: Land unfit for residential development and required greenspace within a neighborhood generally falls under the ownership of a Homeowner's Association. This type of property, which accounts for about 20 acres of New Market, will remain in a rather natural state for perpetuity. Although the environmental state of HOA uses matches green space, it typically is restricted to members and offers less recreation opportunity.

Industrial: The manufacturing of goods and/or use of heavy machinery corresponds with industrial land uses, which collectively cover about 16 acres around E. Old Cross Road. Traffic volume around industrial uses such as New Market Poultry stems from multiple sources that include employees as well as shipments. Excessive noise, odor, and other nuisances most likely would come from industrial sites, and so their location in relation to other land-uses matters immensely. Accommodating industrial uses without externality however is certainly possible and necessary, as they channel funds into the local economy through a multiplier effect.

Government/Utilities: Administrative facilities like Town Hall represent the most prominent government land-uses, but less obvious sites facilitate the New Market water and sewer system. Most government like community and civic organization

uses can coexist alongside a broad array of other land-uses. Well stations however need separation from development in order to protect the integrity of groundwater below.

Mixed-Use: Sites with first-floor commercial space and residential dwelling units above represent traditional mixed-uses as found along Congress Street in downtown New Market. About 7 acres of land exhibit mixed-uses, and future mixed-use development would diversify the local housing stock and commercial spaces.

Future Land Use

Planning future land-uses represents a delicate exercise. Property ownership associated with many parcels will change in coming decades, and owners always possess the right to use their property as they please within the confines of zoning and nuisance regulations. An individual development event could generate a snowball of effects that necessitate the comprehensive and capital improvements plan. Future land-use planning thus should be interpreted dynamic, imperfect, and subject to change. Achieving the vision which orients *New Market 2050* will likely involve redeveloping certain sites, improving select open spaces, as well as maintaining existing uses.

The future land-use map below operates under the large assumption that all current green space, commercial, and community service uses continue to exist in 2050. Additional factors considered include:

- Site Characteristics (Topography, road access, etc.)
- Surrounding Land-Uses
- Structure Condition
- Current Land-Use and Zoning
 - Not Considered- Easements and restrictive covenants

Redevelopment Areas noted below as a result represent poorly configured and deteriorating sites that would benefit from an increase in density and/or change in land-use that would enhance their economic productivity while also improving the condition of New Market overall.

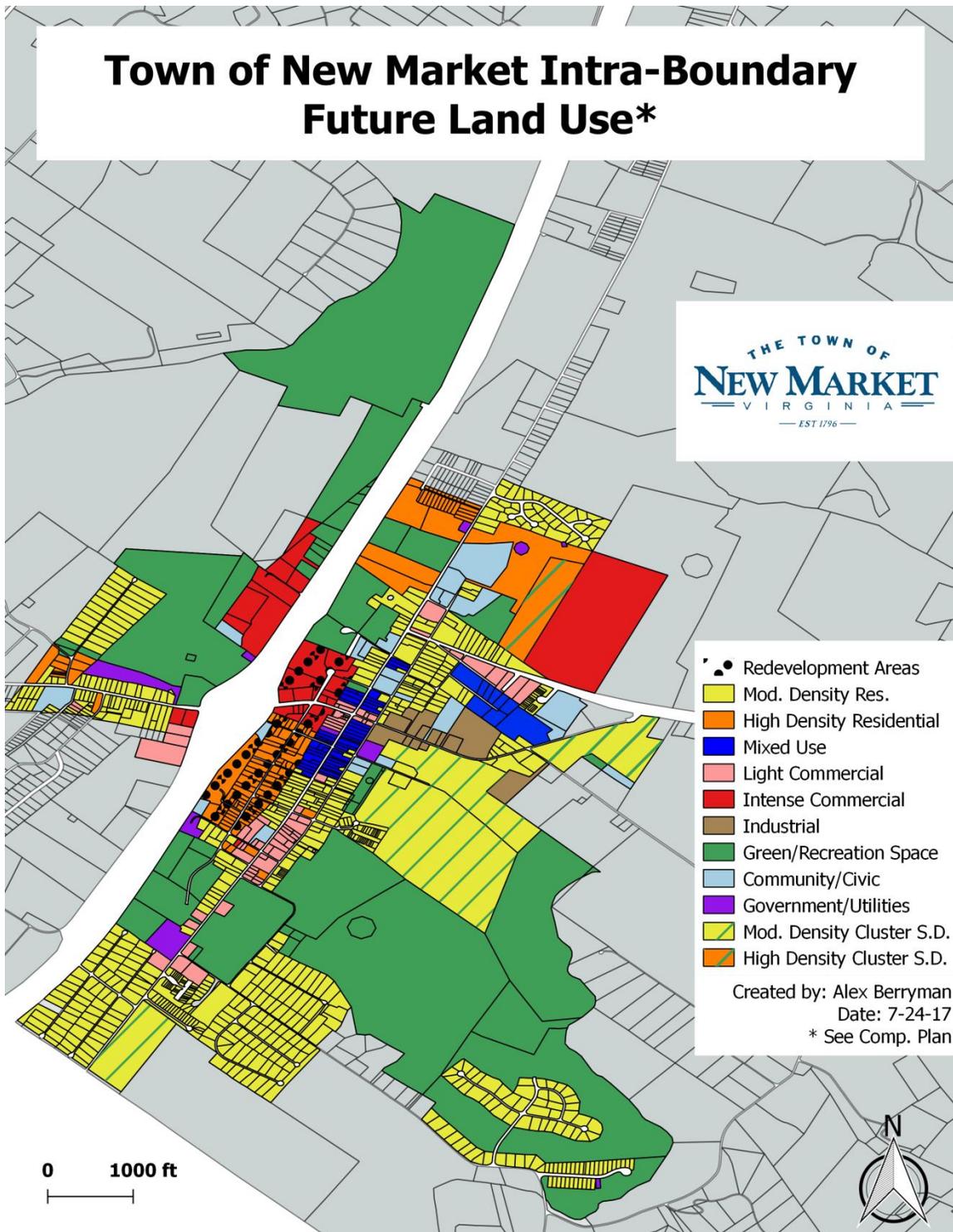


Figure 4-3: New Market Future Land Use Map (Within Current Boundaries)

Moderate Density Residential: New Market cannot afford to promote sprawling large-lot residential neighborhoods due to the infrastructure burden such would impose. Single-family detached residential density no greater than about 4.5

units per acre supports community character ranging from existing conditions along John Sevier Road to conventional subdivision neighborhoods. Other housing types including townhomes however can coexist with traditional single-family residences within a moderate density area, which manifests a more diverse housing stock. Green-space and community/civic uses could also exist within or nearby residential areas.

Compatible Zoning Districts: R-1, R-2, & R-2A

High Density Residential: More than multi-family apartment housing constitutes a high density residential area. Affordable homeownership opportunities can stem from smaller detached homes placed on particularly shallower lots as well as homes requiring less maintenance beneficial to independent seniors. A greater mixing of commercial and community/civic uses suits a high density residential area compared to moderate density due to representing a more walkable area.

Compatible Zoning Districts: R-3 & B-1

Mixed Use: Traditional mixed-use structures involve first floor commercial space and residences above. Such a configuration exists and should continue to exist along the downtown corridor, but mixed-uses can also anchor new commercial hubs by placing the home of potential consumers upon the same property. Multi-story condominiums further diversify the Town's housing stock, which provides a housing option attractive to young adults.

Compatible Zoning Districts: R-2A, R-3 & B-1

Light Commercial: The lack of light, noise, smell, and traffic obtrusive to neighboring less-intense uses characterize light commercial land-uses. Examples thus include professional offices, shops, and restaurants situated along roadways like Congress Street (Route 11) and East Lee Highway (Route 211). A thriving small business community is essential to the Town's vision, and such cannot exist without an adequate supply of properties capable of supporting commercial activity.

Compatible Zoning Districts: B-1

Intense Commercial: Commercial land-uses that prefer to locate near I-81 or upon a large parcel differ from light commercial uses. Large stores, gas stations, wholesalers, and eateries with long operating hours all reflect intense commercial operations. Interstate travelers exit into New Market because of these enterprises, while their presence can also prevent residents from needing to travel elsewhere. Natural and built features ideally provide a buffer between intense commercial uses and adjoining, different land-uses.

Compatible Zoning Districts: B-2

Industrial: The pocket of industrial land-uses along East Old Cross Road currently could expand and yield a significant economic impact. Characteristics including the use of heavy machinery, overnight shiftwork, and the manufacturing

of goods coincide with industrial uses. Lots thus must be of ample size and design to match traffic requirements, ranging in features from loading docks to parking, with the building footprint. Eliminating negative consequences of industrial processes in their entirety represents an untenable standard, and so preference should be given to specific industrial uses that pose the least risk to public health and the environment at the expense of an occasional by-product like an undesirable smell contained to a limited surrounding area.

Compatible Zoning Districts: M-1

Green/Recreation Space: Public areas to recreate and exercise enhance the livability of the community. Such facilities will arise from development greenspace requirements and capital projects like a downtown pocket park. Preserving additional land without improvements through conservation easements for example within Town limits or the future growth area described below poses avoidable challenges and expense. Removing property from potential development for perpetuity forces the Town to excessively possess a larger footprint that increases infrastructure and congestion costs. Preserving natural systems and environmentally sensitive features like Smith Creek near their natural state however is of great importance. A balance can coexist between development and green space which enables activities and sustains natural systems.

Compatible Zoning Districts: R-1, R-2, R-3, & B-1

Community/Civic & Government/Utilities: Increased government or community service uses such as healthcare facilities are contingent upon demand. Design features can ensure no such use will interfere with adjoining land-uses.

Compatible Zoning Districts: R-1, R-2, R-3, B-1, & M-1

Future Growth Area

New Market adopted the *New Market Growth and Annexation Area Concept Plan* in 2007. This document focuses identifies property suited for annexation and outlines a coherent system of future land uses to accommodate anticipated population growth. The proposed growth area in total consists of 214 properties that account for approximately 1,918 acres. Factoring 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 reduces the growth area to approximately 764 acres for residential development and 143 acres for non-residential development. A voluntary settlement agreement now exists between the Town of New Market and Shenandoah County, which structures how properties will be annexed in the future. *New Market 2050* does not supersede the 2007 *New Market Growth and Annexation Area Concept Plan*, but rather renews the document as the guide for development outside of the Town's current boundaries.

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

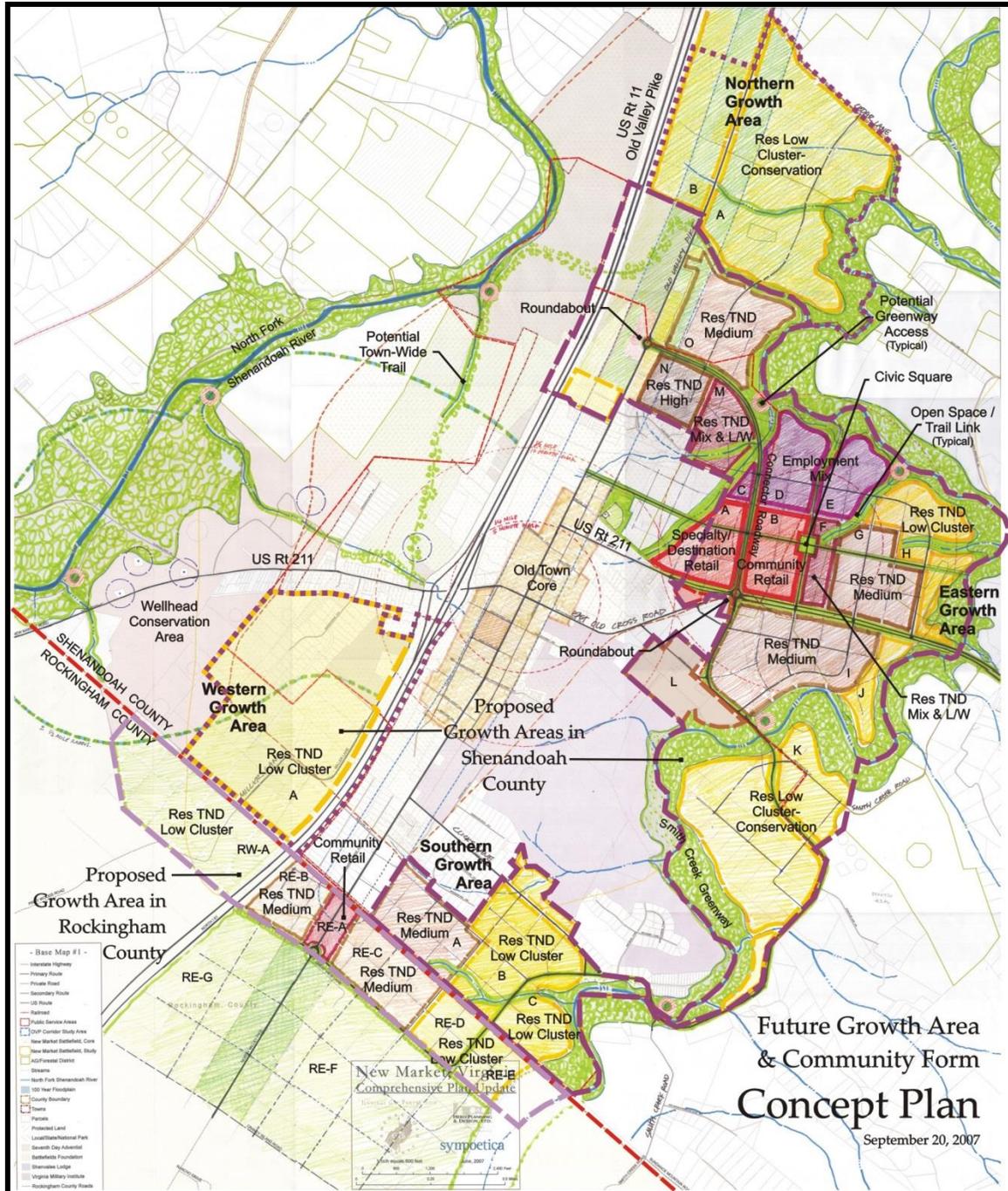


Figure 4-4: New Market Future Growth Area

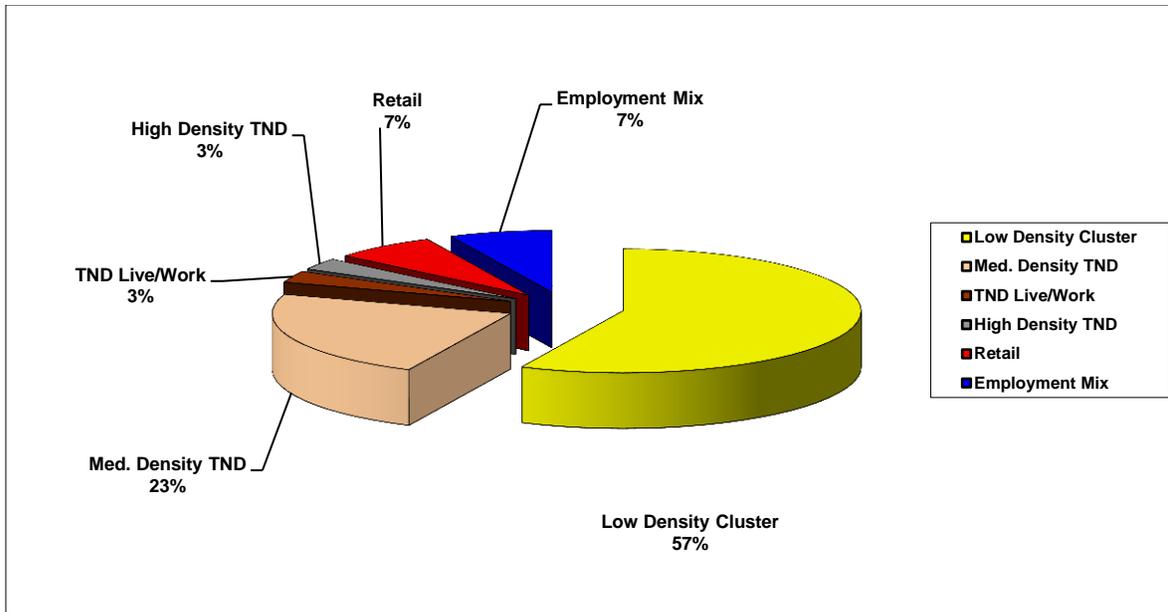


Figure 4-5: New Market Future Growth Area Land-Use Distribution

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

The Code of Virginia historically required localities encountering substantial population growth to incorporate urban development areas (UDA) into their comprehensive plans, but UDA’s today represent a voluntary planning tool. §15.2-2223.1 of the Code of Virginia defines an urban development area as:

An area designated by a locality that is (i) appropriate for higher density development due to its proximity to transportation facilities, the availability of a public or community water and sewer system, or a developed area and (ii) to the extent feasible, to be used for redevelopment or infill development.

The urban development areas identified below could in total accommodate more than the recommended 10-20 years of residential and commercial growth as projected. Such is necessary since property owners can exercise property rights as zoned in ways that do not comply with the comprehensive plan.

§15.2-2223.1(B)(5) of the Code of Virginia specifies that a UDA if designated must follow principles of traditional neighborhood design (See Chapter 1).

Elements referenced include:

- Pedestrian-friendly road design
- Interconnection of new and existing streets
- Connected road and pedestrian networks
- Greenspace preservation
- Mixed-uses, including diverse housing types
- Reduced yard setbacks
- Reduced street widths and turning radii.

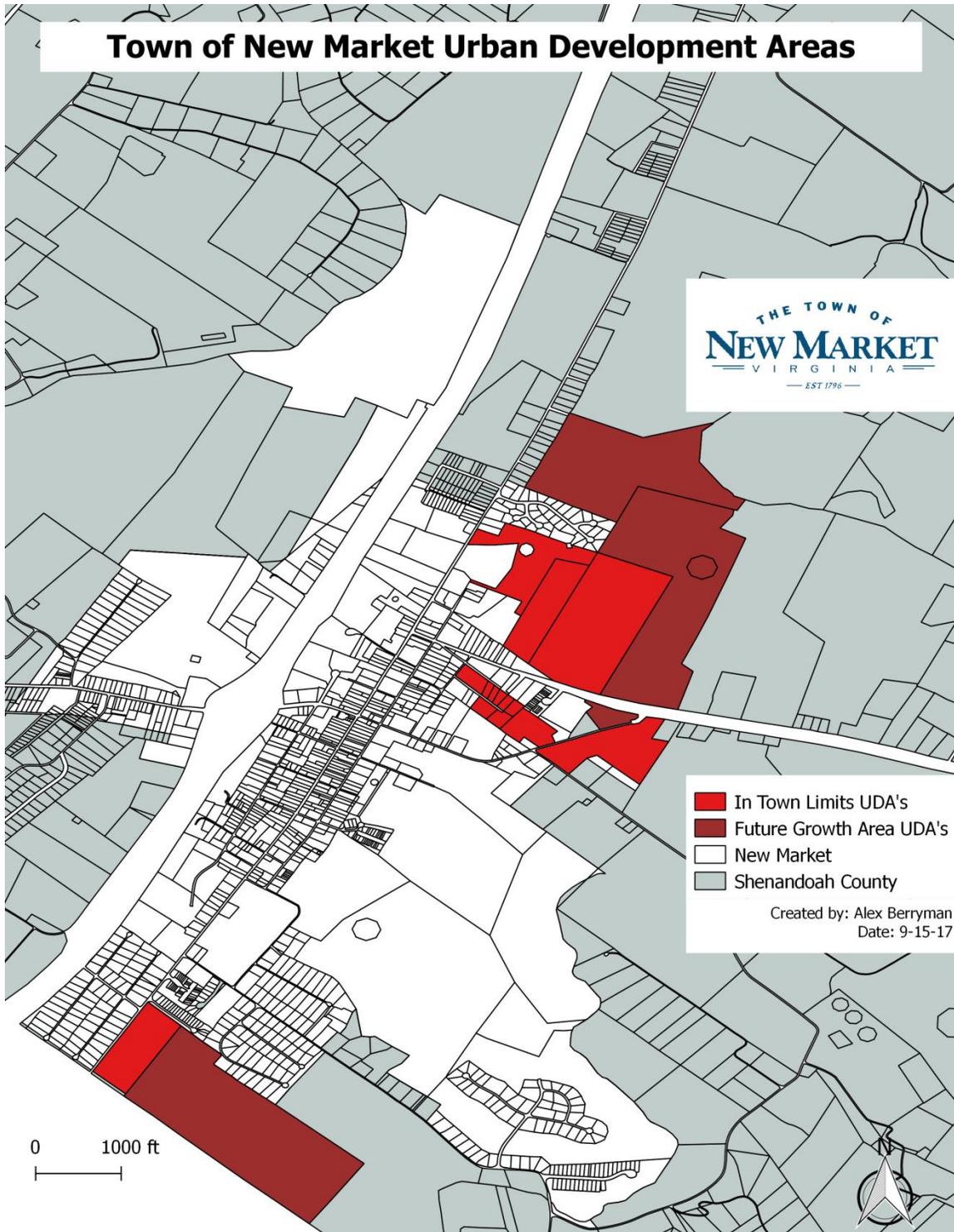


Figure 4-6: Town of New Market Urban Development Areas

New Market's urban development areas involve 119 acres located within present Town boundaries and 166 acres within the unincorporated future growth area. These areas will likely not experience full development during the next 10 to 20 years even with full property owner cooperation, but identifying these areas

assists with complementing efforts to properly accommodate growth and meet infrastructure needs accordingly.

75 acres located within the town limits and 119 ½ acres within the future growth area encompass the UDA located north of Route 211. This area provides good access to Route 11 and 211, and part of this section was rezoned in 2007 with proffers to accommodate a mix of residential housing at 3.32 units per acre. The overall UDA will possess a higher residential and commercial density. Adequate sewer infrastructure exists in the area, but water mains and a storage tank in the area will need to be upgraded and constructed respectively prior to major development occurring.

Approximately 28.5 acres within town limits and 2.5 acres within the growth area comprise the UDA south of Route 211. Water and sewer is readily available, but achieving maximum water capacity will require connecting the mains along East Old Cross Road and Route 211. A recently constructed commercial entrance and installed utilities just west of 225 East Lee Highway provide access to the open space situated between East Lee Highway, Clark Street, and East Old Cross Road. These parcels together could support mixed-use development. Property east of East Old Cross Road was rezoned and proffered to include only single-family dwellings in 2006.

61 acres (15/46 acres within Town/Future Growth Area respectively) make up the southernmost UDA in New Market, located directly adjacent to Route 11. 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.

Zoning and Subdivision Ordinances

Section 50 and 70 of the Code of New Market contain subdivision and zoning regulations respectively. Both represent means for implementing the comprehensive plan, which and so the content of *New Market 2050* should guide amendments to regulations and decision-making. Achieving the Town's vision will require the incremental consideration of rezoning requests and conditional-use permit applications. Current zoning designations are depicted below:

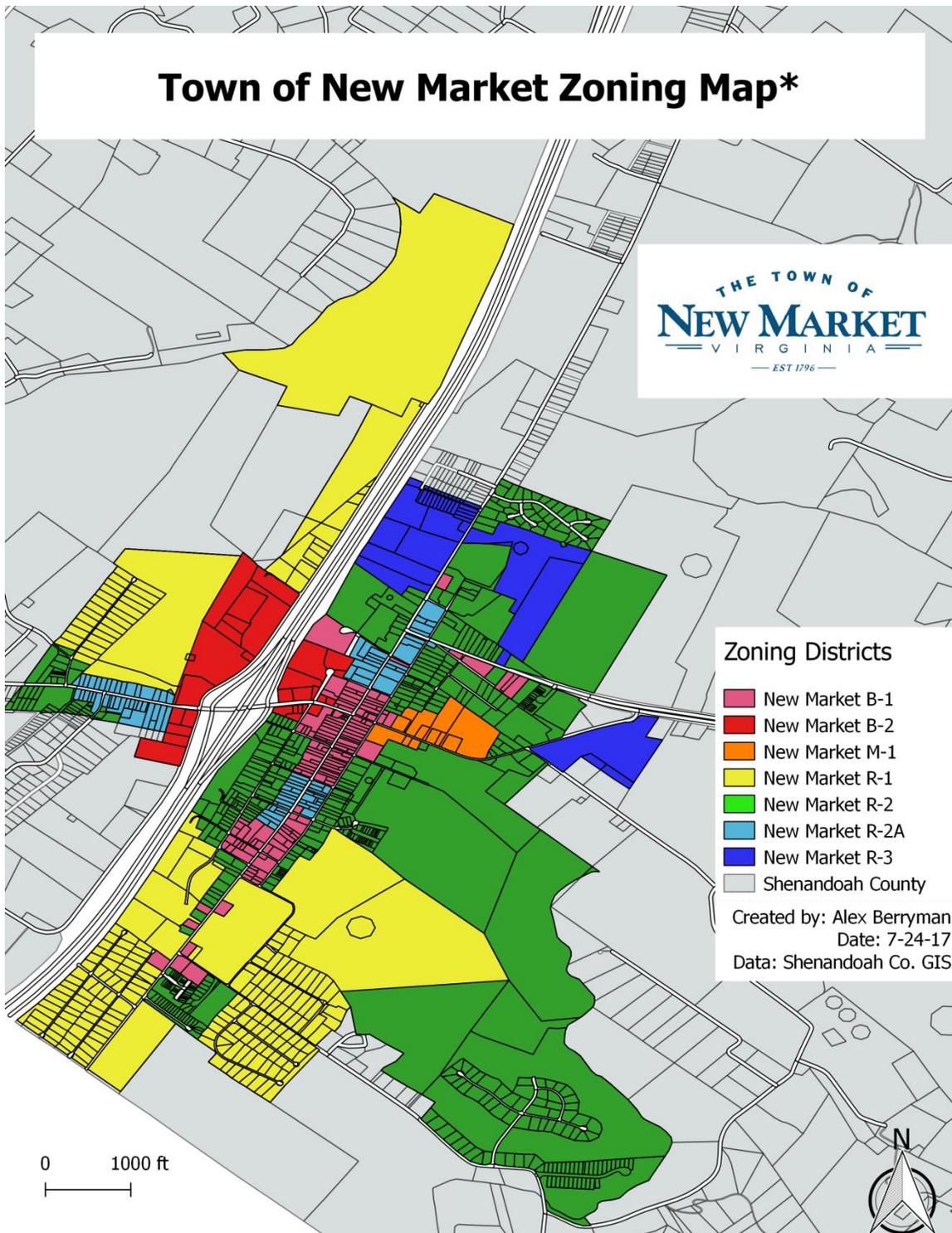


Figure 4-7: Town of New Market Zoning Map

Table 4-1: Land-Use Implementation Guide

Goal (What)	Action (How)	Actors (Who)	Location (Where)	Timeframe (When)
Promote and enable diverse and orderly land-uses	Administer regularly updated land-use regulations	Town Property Owners Citizens	Town-wide	Ongoing
Prepare for and adequately accommodate population growth	Annex surrounding properties as needed.	Town Property Owners Shenandoah County	Future Growth Area	Ongoing <ul style="list-style-type: none"> Data monitoring Mid-term <ul style="list-style-type: none"> Build-out analysis Long-term <ul style="list-style-type: none"> Exercise voluntary settlement agreement
Preserve community character amidst future development	Balance innovative development proposals against community standards	Town Property Owners Citizens	Town-wide	Ongoing <ul style="list-style-type: none"> HODRB Conditional use permits Short-Term <ul style="list-style-type: none"> Pattern books Long-Term <ul style="list-style-type: none"> Marketing campaign Multi-modal transit routes
Retain significant greenspace throughout Town	Make and require investments in greenspace	Town Property Owners Citizens	Town-wide	Ongoing <ul style="list-style-type: none"> Greenspace requirements Short-Term

				<ul style="list-style-type: none">• Conservation subdivision reg. Long-Term <ul style="list-style-type: none">• Capital improvements
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Chapters 5-9: Updated at a later date