

# SECTION ONE INTRODUCTION







## OVERVIEW

Shepherdstown's Comprehensive Plan is a written expression of the community's vision and goals for the future, serving as a dynamic guide for decision making by the Corporation's elected officials and staff. This update to the 2001 Comprehensive Plan is the result of a twelve month process that began in August 2013. As with the 2001 plan, this plan update has established a framework for achieving immediate, mid-range and long-term strategies that will ensure implementation of the plan. Shepherdstown is committed to a long-range planning process adopting its first comprehensive plan in 1978.

## THE SETTING

A town steeped in over 250 years of history, Shepherdstown, the oldest town in the state of West Virginia, is located in the lower Shenandoah Valley and Eastern Panhandle along the storied banks of the Potomac River. The town contains many Federal-style structures from the late 18th century period and is well-known for its vibrant downtown that is established along German Street (Shepherdstown's "Main Street"). Contributing to the success of Shepherdstown are the many restored historic homes surrounding German Street and the vital influence of Shepherd University, which has direct frontage onto the center of German Street. Shepherdstown is connected to the region by West Virginia highway routes 45, 230 and 480, the PanTran (Eastern Panhandle Transit Authority) and by the MARC train (Maryland Rail Commuter train), which provides connection to the Baltimore-Washington metropolitan area. Over its recent history, the town has been a popular regional tourism destination for its arts and cultural offerings.





## Demographic Profile

### Population

The official population count in Shepherdstown has experienced both growth and decline over the last five decades. From a population of 1,328 in 1960, the town reached population of 1,791 residents in 1980 – an increase of nearly 35% since 1960. From that 1980 peak, the town’s official population count declined dramatically, losing 28% of its population between 1980 and 1990 (a loss of 504 residents) and then experiencing another decline of 7% between 1990 and 2000, which left the town with an official population of only 1,202 residents – a decrease of 85 residents from the 1990 population. By 2010, however, the official population had increased to 2,152 residents, which was 79% higher than the 2000 population. The resurgence in the town’s population between 2000 and 2010 was due to the annexation of the residence halls on the western part of the university campus, as there was little organic growth in the town’s off-campus residential population during this period. Of note, both the 2000 and 2010 population counts were revised upward by the Census Bureau due to inaccurate assignments of Shepherd University on-campus residence halls outside of the corporate limits in the initial counts.

Census Year	Population	Change
1960	1,328	
1970	1,688	27%
1980	1,791	6%
1990	1,287	-28%
2000	1,202	-7%
2010	2,152	79%

Table 1 - Shepherdstown Population 1960-2010

Jurisdiction	Population Density
Shepherdstown	5,673
Shepherdstown (off-campus)	2,983
Growth Management Boundary	234
Ranson	549
Charles Town	901

Table 2 - Population Density Per Square Mile

Census Year	Shepherdstown		Growth Management Boundary		Jefferson County	
	Population	Change	Population	Change	Population	Change
1990	1,287	-28%	4,642		35,925	
2000	1,202	-7%	5,185	12%	42,190	17%
2010	2,152	79%	6,625	28%	53,498	27%

Table 3 - Comparison of Population Growth Rates



Given the small physical size of the town, and the lack of available land within the corporate limits for new development, the growth of the town's population will be dependent in greatest part on annexation and the growth or decline of the on-campus population of Shepherd University. Therefore, accurate estimates of future population change are very difficult to predict since such changes will depend on factors that are not easily modeled.

#### **POPULATION QUICK FACTS:**

- The population of the area within the town's Growth Management Boundary increased by over 42% between 1990 and 2010.
- The population of Jefferson County grew by nearly 50% between 1990 and 2010.
- Nearly 1/3 of the population within the Growth Management Boundary resides within the corporate limits of Shepherdstown.
- Approximately 12.5% of the population of Jefferson County lives within the Shepherdstown Growth Management Boundary.
- Only slightly more than 3% of the population of Jefferson County resides within the corporate limits of Shepherdstown.
- The population density within the corporate limits of Shepherdstown is nearly 25 times higher than the population density found outside of town within the Growth Management Boundary.
- The population density in Shepherdstown is 10.5 times higher than the population density in Ranson and over 6 times higher than the population density in Charles town.

### ***Households and Families***

In 2010, the population of Shepherdstown included 1,038 residents who were not part of a household, but rather live in what the Census terms "group quarters". These residents comprised almost 50% of the population of the town, and represent the portion of the student body of Shepherd University that resides on the campus. The increase of over 600 on-campus residents that were gained through annexation also represented a significant shift in the share of the on-campus student population as a share of the town's overall population, which was only around 33% of the total population of the town in 2000.

The average size of households in Shepherdstown is significantly lower than the average household size found in the larger Growth Management Boundary and in Jefferson County as a whole. This has remained true since 1990, when the average household size in





Shepherdstown was only 2.14 residents per household. Shepherdstown, the Growth Management Boundary and Jefferson County, all experienced similar declines in the average size of households between 1990 and 2000 and similar increases between 2000 and 2010. This followed national trends tied to economic prosperity in the late 1990s, which led to the formation of a large number of new households, while the 2007-2008 recessionary cycle caused the opposite effect, leading to the consolidation of households. The smaller size of the average household in Shepherdstown is significantly influenced by the presence of the University, whose students that live off campus have a greater tendency to live in single member households than the population as a whole. This is reflected in the fact that approximately 33% of the total number of households in Shepherdstown includes only one resident.

The average size of family households (a household containing two or more related individuals) in Shepherdstown was 2.79 people. While lower than the average family size found in the large Growth Management Boundary and Jefferson County as a whole, this figure represents an interesting divergence in the overall trend in family size that was observed. The average size of family households found in each of the three geographies that are discussed declined between 1990 and 2000 and increased between 2000 and 2010. The average family size in

Jurisdiction	1990	2000	2010
<b>Shepherdstown</b>	2.14	1.96	2.15
<b>Growth Management Boundary</b>	2.55	2.37	2.40
<b>Jefferson County</b>	2.68	2.54	2.61

Table 4 - Comparison of Average Household Size

Jurisdiction	1990	2000	2010
<b>Shepherdstown</b>	2.74	2.72	2.79
<b>Growth Management Boundary</b>	3.06	2.86	2.89
<b>Jefferson County</b>	3.13	2.99	3.07

Table 5 - Comparison of Average Family Size

Shepherdstown experienced a smaller decrease than the other two and the average size was actually larger in 2010 than it was in 1990. The opposite was true for the Growth Management Boundary and Jefferson County, neither of which recovered to the average size seen in 1990.



## Age Distribution

Note: Due to the inaccuracy of the original 2000 Census count, which enumerated age statistics for the undercounted population, that data point is not included in the following discussion.

With a median age of 21.9 years, the distribution of the age of residents within the corporate limits of Shepherdstown is heavily influenced by the on-campus population of Shepherd University. This is in comparison to a median age of 34.8 years for residents within the Growth Management Boundary and 35.9 years for residents of Jefferson County as a whole. The share of the town's population between the ages of 15 and 24 is approximately 57%, while the share of residents in this age range within the Growth Management Boundary is approximately 28% and around 13.5% in Jefferson County as a whole. The outsized share

Residents over the age of 65 make up 7.6% of the town's population. This is significantly lower than the share of the over 65 population in the Growth Management Boundary, where 14% of the residents are over the age of 65. This is slightly higher than the share of the population over 65 years of age found in Jefferson County as a whole, which has approximately 12% of its population in this age group.

Jurisdiction	Median Age
Shepherdstown	21.9
Growth Management Boundary	34.8
Jefferson County	35.9

Table 6 - Comparison of Age Distribution

Age Group	Shepherdstown	Growth Management Boundary	Jefferson County
Under 15	6.6%	13.3%	19.9%
15 - 24	56.7%	27.7%	13.6%
24-64	29.1%	45.0%	54.8%
Over 64	7.6%	14.0%	11.7%

Table 7 - Age Group Comparison



Residents in the youngest age group (under 15 years of age) make up only 6.6% of the town's population, while residents in this age group comprise over 13% of the population in the Growth Management Boundary and nearly 20% of the population of the county as a whole. The "workforce" age population, between 25 and 64 years of age, makes up only 29% of the town's population, while 45% of the residents of the Growth Management Boundary and 55% of the residents of the county as a whole are in this age group.

### **AGE DISTRIBUTION QUICK FACTS:**

- As a share of the total population, residents in the youngest age group (under 15 years of age) declined by nearly 37% between 1990 and 2010.
- As a share of the total population, residents in the oldest age group (over 65 years of age) declined by approximately 25% between 1990 and 2010.
- The share of the Town's population in the 15-24 year age group increased by over 16% between 1990 and 2010.
- The share of the Town's population in the "workforce" age group (25-64 years of age) decreased by 5% between 1990 and 2010.





## Legal basis for the comprehensive plan

The West Virginia Code, Chapter 8A, Land Use Planning, authorizes the preparation of comprehensive plans and further establishes the vital role that comprehensive plans play in ensuring a sustainable future for communities across the state. This plan follows those principles as stated in West Virginia Code §8A-3-1. Purpose and Goals of a comprehensive plan. (d) The purpose of a comprehensive plan is to:

- Set goals and objectives for land development, uses and suitability for a governing body, so a governing body can make an informed decision;
- Ensure that the elements in the comprehensive plan are consistent;
- Coordinate all governing bodies, units of government and other planning commissions to ensure that all comprehensive plans and future development are compatible;
- Create conditions favorable to health, safety, mobility, transportation, prosperity, civic activities, recreational, educational, cultural opportunities and historic resources;
- Reduce the wastes of physical, financial, natural or human resources which result from haphazard development, congestion or scattering of population;
- Reduce the destruction or demolition of historic sites and other resources by reusing land and buildings and revitalizing areas;
- Promote a sense of community, character and identity;
- Promote the efficient utilization of natural resources, rural land, agricultural land and scenic areas;
- Focus development in existing developed areas and fill in vacant or underused land near existing developed areas to create well designed and coordinated communities; Promote cost-effective development of community facilities and services.

Shepherdstown Comprehensive Plan History	
1978	First Comprehensive Plan Adopted
1997	Visioning Workshops - Vision 20/20
2001	Comprehensive Plan Update
2014	Comprehensive Plan Update



## Quality of Life

Shepherdstown has a distinctive sense of place that is founded upon its historic architecture, picturesque natural landscape, tourism based economy and small town appeal, which have helped nurture a remarkable quality of life for residents and unforgettable experiences for visitors. These foundational features have worked together to ensure the Town's long-term sustainability, economic prosperity and future achievements. Each of the elements that contribute to the Town's desirable quality of life is important to preserve as the community plans for the future.





## Vision for the Future

Building on these foundational components of Shepherdstown's quality of life, Shepherdstown has a recognized shared vision for the future as one in which the community:

- Embraces its small town character;
- Strives to preserve and protect its historic legacy, both architectural and cultural;
- Welcomes growth that reinforces the historic character of the town;
- Provides a range of housing options that fulfills the needs of its residents;
- Supports a thriving downtown business district that serves the needs of residents;
- Enjoys the presence of a wide range of cultural events and activities;
- Promotes the preservation of critical natural resources;
- Maintains a transportation network that is safe and accessible to all residents;
- Warmly invites visitors to enjoy the historic, cultural and natural resources of the community;
- Provides high quality public services to residents and businesses;
- Works in cooperation with its neighbors and partners in the region to achieve common goals;
- Promotes the long-term of sustainability of the town's high quality of life;
- Encourages land use patterns that promote a healthy and active living environment;
- Embraces renewable energy initiatives that reduce residents' dependence on non-sustainable energy sources; and
- Supports locally based business and locally grown food initiatives.



## Plan Development Process

Shepherdstown appointed a Comprehensive Plan Committee to oversee the Comprehensive Plan update. The Town issued a national request for proposals and selected a comprehensive planning consultant to assist the Comprehensive Plan Committee with the preparation of the updated Plan. The committee began work on the plan in August 2013 by formalizing the process and schedule for the plan update.

The general process included:

- Comprehensive Plan Committee Meetings
- Stakeholder Meetings / Interviews
- Public Survey
- Public Meetings
- Plan Drafting
- Plan Adoption

The plan update steps are listed in Figure 1.4: Major Steps in the Process. The descriptions of the public meetings and workshops are described below with the detailed results listed in the appendix.





Comprehensive Plan Update Process	Date
2013 Milestones	
Comprehensive Plan Committee Meeting	August 21
Stakeholder / Focus Group Meetings	September 24 - 25
Comprehensive Plan Committee Meeting	September 25
Comprehensive Plan Committee Meeting	October 24
Public Input Survey	November 6 – December 2
Public Input Meeting	November 21
Comprehensive Plan Committee Meeting	December 18
2014 Milestones	
Comprehensive Plan Committee Meeting	February 26
Comprehensive Plan Committee Meeting	March 27
Public Meeting to review Draft (TBD)	May 1
Comprehensive Plan Committee Meeting	July 2
Planning Commission Public Hearing	TBD
Town Council Presentation and Consideration of Adoption	TBD



## September 24 - 25 Stakeholder/Focus Group Meetings

Over a two day period in September, the consulting team met with over fifty people to discuss the opportunities and challenges in Shepherdstown to provide a foundation of information to inform the plan and the organization of the public input meetings. During meetings held at Town Hall, the consulting team met with those individuals in small focus groups, representing local business, development, real estate, education, arts and culture, historic preservation, public safety, public library, town staff and officials, hospitality, technology, tourism and others. The team also held meetings with County planners to discuss how the Shepherdstown Comprehensive Plan update fit within the broader process and framework of Jefferson County's Comprehensive Plan update.

## November 21 Public Input Meeting

The first public meeting was held on November 21 at the Community Club in the War Memorial Building. Meeting announcements were distributed throughout town and placed in all of the Shepherdstown mail boxes. Approximately 70 persons attended the public meeting that was held from 6:30pm to 9:00pm. At the meeting residents learned about the comprehensive plan process and in small groups, responded to questions and future scenarios regarding five major topic areas. At the end of the meeting, each small group presented the top three to five ideas generated during their discussions.



### Public Meeting Topic Areas

- Land Use, Development & Community Character
- Transportation, Infrastructure & Public Services
- Economic Development & Tourism
- Environmental and Natural Resources and Conservation
- Recreation, Cultural and Historic Resources



## *Committee Review of the Draft Plan*

During the months of February and March, the Comprehensive Plan Committee met to review and guide the development of a draft plan for public review. Once the public input draft was prepared, a meeting was held on May 1 for the public to provide comments for the preparation of the final update to the comprehensive plan.

## *May 1 Public Review Meeting*

At the public input meeting on May 1, residents reviewed the draft plan presented by the consulting team. After the presentation, meeting participants provided feedback and direction for how the Comprehensive Plan Committee should move forward with developing the final draft. The consulting team answered questions along with committee members at stations around the room where art boards were on display with illustrations, maps and information from the draft plan.

## *Plan Adoption*

The consulting team collected additional feedback from the Comprehensive Plan Committee and prepared the final draft of the plan. The Comprehensive Plan Committee provided final direction and endorsed the final draft, sending it forward to be considered by the Planning Commission at a public hearing.





The Planning Commission held a public hearing on (TBD) to review the plan and made a formal recommendation to the Town Council. After receiving the Planning Commission’s recommendation, the Planning Commission presented the plan to the Town Council. After the Planning Commission’s presentation, the Town Council scheduled and held a public hearing on (TBD) and adopted the plan as recommended by the Planning Commission.

### *Plan Overview and Organization*

The Comprehensive Plan is organized into 12 main sections:

#### **SECTION 1: INTRODUCTION**

This section of the plan contains the overview and basic information concerning why and how the plan was developed.

#### **SECTIONS 2-11: COMPREHENSIVE PLAN ELEMENTS**

Sections 2 - 11 discuss the key elements of the Comprehensive Plan. Each element includes a brief overview followed by recommended goals and strategies to guide future decision-making and actions in furtherance of the plan.

#### **SECTION 12: IMPLEMENTATION**

Section 12 sets forth a framework for implementing the plan. An implementation matrix highlights the priorities and the responsible parties needed to implement each goal and strategy identified for each Comprehensive Plan element.

### **APPENDICES**

The appendices includes a detailed summary of the public input survey and public input meeting held during the beginning of the planning process. The results of the survey and public meeting contributed significantly to the overall goals and strategies that are included in this document.

#### **Comprehensive Plan Elements**

Land Use and Community Character

Housing

Economic Development and Tourism

Transportation

Public Services and Infrastructure

Parks and Recreation

Natural and Environmental Resources

Historic Preservation

Cultural Resources

Intergovernmental Coordination

# SECTION TWO LAND USE & COMMUNITY CHARACTER









## INTRODUCTION

The Land Use and Community Character section of the plan is intended to assist the community with the development of goals and strategies that will guide the future growth of the community in a manner that is compatible with Shepherdstown's unique character, respects the environment and builds upon the town's identity to shape the built environment.

### Community Character

Shepherdstown's character is derived, in great part, from the physical patterns of development and the architectural vernacular of the buildings that form the historic core of the community. Shepherdstown's core area exists in stark contrast to the suburban development patterns that have emerged on the fringes of the town. In general, these suburban areas of unincorporated Jefferson County around Shepherdstown have developed with little regard for the historic context of the community that they surround, in terms of architectural style and quality as well as the physical form and pattern of development.

The community recognizes and accepts that growth and change will continue to occur both within and outside of the town limits, and while a number of forces will determine the town's involvement and influence over how growth occurs on its fringes, the community

has expressed a desire for development to occur in a manner that respects the history, identity and soul of Shepherdstown.

### Downtown - Heart & Soul

Downtown Shepherdstown is the heart and soul of the community. As a vital part of the economic, cultural, social and historic fabric of the town, the downtown area was consistently cited by residents during the plan development process as being the single most important part of the fabric of the larger community. As such, it deserves special attention from the town through the implementation of strategies that are designed to achieve the goal of retaining its unique character and strengthening its long term viability as the focal point of the community. Of particular concern going forward are its viability as a retail hub in the community, its aesthetic appearance and its ability to attract tourists to the community by offering a unique experience that cannot be found elsewhere.

### Rural Landscapes

Shepherdstown is defined not only by the historic architecture that lies at the core of the community, but also by the beauty of the natural landscape that surrounds the Town. This contrast in character between the town and the countryside was once well defined with a clear line between the two. In many areas this



definition has been eroded as the community has grown and suburban development has replaced the farm fields and forests that once dominated the rural fringes of the town.

The fragmentation of the rural landscape and the loss of the strong contrast between urban and rural have changed the character of the community by blurring the lines between town and countryside, and thereby reducing the emphasis on the importance of the core of the town as a distinct and unique place. Moving forward, the community desires to preserve those areas where this definition still exists, while also fostering a more balanced approach to development that gives equal weight to growth and the preservation of open space and environmental resources.

## Growth Management / Annexation

While the greater Shepherdstown area has grown and developed over the years, the town's corporate limits have remained virtually unchanged from those that were laid out at its founding. At less than 250 acres in size, the incorporated town encompasses only a small fraction of the larger urbanized area in terms of both population and land area. And while only a small portion of the area's population is within the town, most residents in the area consider themselves to be residents of "Shepherdstown".

Many of the institutions associated with the town, including the elementary and middle schools, Morgan's Grove Park, and a significant portion of Shepherd University lie just outside of the Town's corporate limits. Going beyond the basic idea of "place" and the potential confusion often associated with the small size of the town in relation to the urbanized area, this has led to a situation in which a very small share of the area's population are sharing the responsibilities and enjoying the full range of benefits that go along with living in the corporate limits of Shepherdstown.

In essence, two Shepherdstowns have emerged from this situation. One is the incorporated historic core which is governed locally and provided the full range of services that are necessary to maintain a thriving community. The other is the much larger surrounding suburban area which is governed by Jefferson County and provided only limited services, which are much less robust and not commensurate to the needs of the area given the density and intensity of development.

The small size of the tax base and number of customers receiving services within the town also limits its ability to take advantage of the economies of scale that would be realized if services were able to be expanded throughout the greater Shepherdstown area. By growing the size of the community to include those neighborhoods, commercial areas and potential





*This map depicts the geographic extent of Shepherdstown's adopted Growth Management Boundary that was agreed to and approved by Jefferson County in April of 2014.*

 Growth Management Boundary

Adopted Growth Management Boundary





development sites surrounding the town, Shepherdstown would be able to diversify and broaden its tax base, stabilize revenues and provide the same high quality services that are received by current residents and businesses throughout the community. Residents and businesses that are currently outside of the town could then enjoy the benefits of being in Shepherdstown proper, including sharing in the responsibility of governing their community locally.

## Regulating Development

Ensuring that the town is well equipped to guide and manage development is critical to the future of the community. The current zoning and development ordinances were adopted primarily to preserve and protect the existing conditions of the community, and in many ways have limited applicability to situations that require the management of land use change. Updating the town's development related ordinances to better reflect the needs of the community will provide it with the tools that are necessary to manage change within its Growth Management Boundary while also guaranteeing the stability of those parts of the community the Town desires to preserve as they currently exist.

## Accommodating Growth

Directing growth toward those areas where sufficient infrastructure is available and town services can be easily extended is critical to ensuring that new development does not negatively impact

existing levels of service or cause undue burdens on infrastructure capacity. Tools, such as the Town's Adequate Public Facilities regulations, help to ensure that the community is not negatively impacted by development. Conversely, this type of regulation can also deter growth when not correctly aligned with realistic metrics with which to measure impacts and capacity. The existence of such regulations in Shepherdstown presents an opportunity to guide development within the Growth Management Boundary toward those areas that can be easily served by existing services and infrastructure while directing growth away from those areas that are lacking in those attributes.

## Neighborhood Preservation

The character of Shepherdstown's neighborhoods is a key driver of the quality of life for the residents of the Town. Preserving, maintaining and enhancing the quality of the town's neighborhoods by preventing encroachment from incompatible land uses, improperly scaled development and nonresidential parking were frequently cited throughout the planning process as some of the most important factors that will help to preserve the quality of the town's neighborhoods. Other issues identified by participants in the plan development process included the appearance and safety of some residences, concerns about the quality of rental housing and concerns about the redevelopment of residential lots with new dwellings that could be out of character with historic architecture of the community.



## LAND USE PROFILE

The Land Use Profile is intended to serve as a tool that can be referred to and updated regularly as growth and development occurs and as the Comprehensive Plan is updated over time. The profile contains a summary of existing land use patterns, an examination of land subdivision patterns and an assessment of the current application of zoning within the area covered by the plan. Together, these data points help to form a clear picture of the distribution of land uses throughout the planning area and give the reader a deeper understanding of how land use patterns may affect the community in the future.

### Existing Land Use Summary

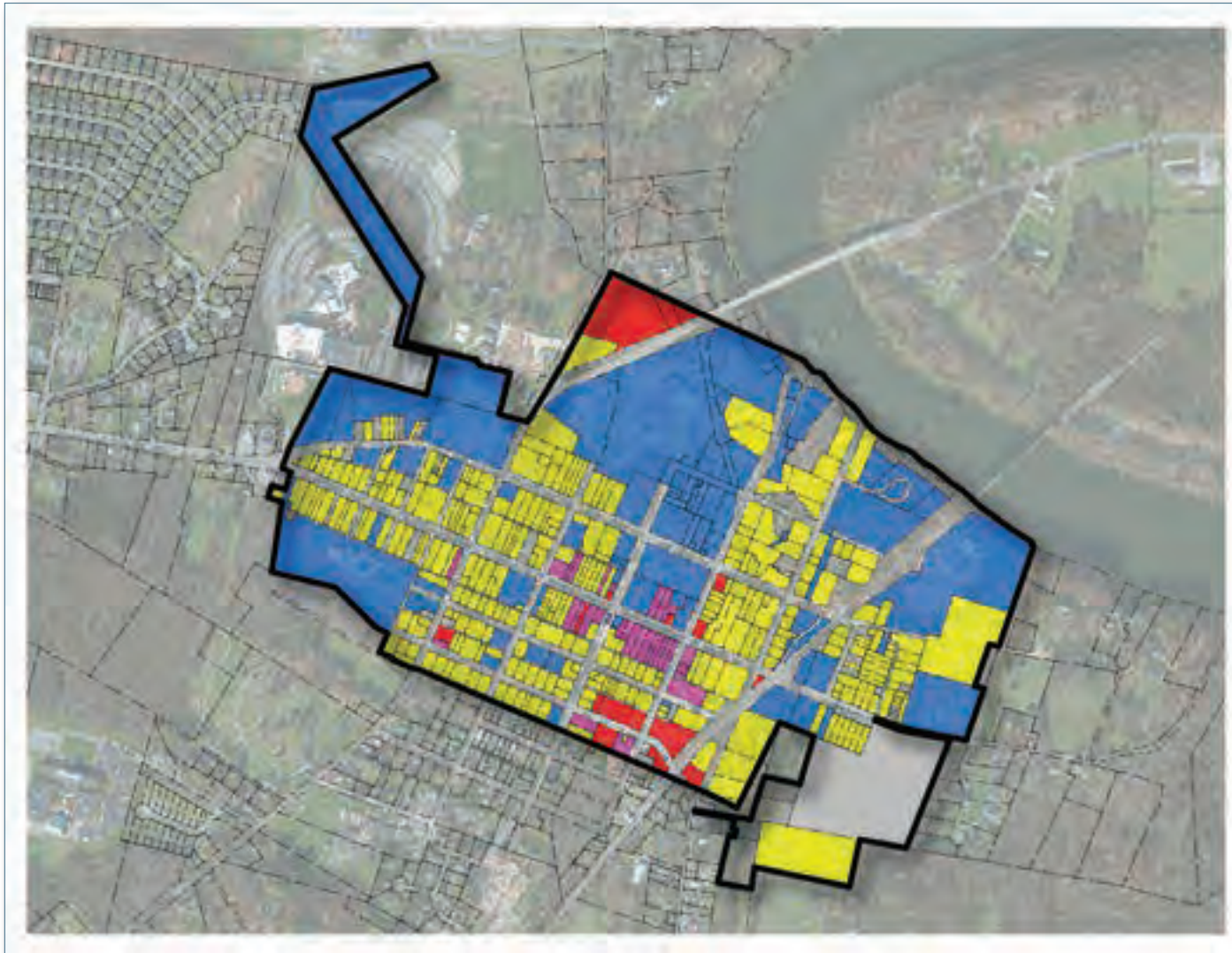
The following is a summary of the existing land use patterns found both within the corporate limits of Shepherdstown as well as in the larger Growth Management Boundary area. Land use classifications used to develop this summary are based upon the land use classifications assigned by Jefferson County.

#### *Shepherdstown Existing Land Use*






Land that has been developed for residential use, which is comprised predominantly of single family dwellings but also includes some small scale multi-family developments, occupies approximately 71 acres, or 36%, of the land within the corporate

limits. The 273 individual lots that have been developed with single family dwellings account for around 85% of the acreage developed for residential purposes in the corporate limits. These single family residential properties have an average size of 0.23 acres, which is approximately 10,000 square feet. Overall, there is very little variation in residential lot sizes, with the exception of residential properties located in close proximity to the river or on the margins of the town. Residentially developed properties are found throughout town, but are concentrated most heavily in the neighborhoods along the eastern and western ends of German Street, New Street and Washington Street south of German Street, Princess Street and Mill Street north of German Street and the eastern and western ends of High Street.

Accounting for around 45% of the land within the corporate limits, property that is used for public and institutional purposes occupies just over 88 acres within the corporate limits of Shepherdstown. While inclusive of all uses of this nature, land used for this purpose is split nearly equally between land that is part of Shepherd University and land that is owned by the town, churches and similar public or institutional organizations. Like residential land uses, property used for this purpose is found throughout the corporate limits. The most significant concentrations, however, are found in the central and north central section of the community on Shepherd University's East Campus, the areas in the corporate limits north of High Street



*This map depicts the current distribution of land uses within the corporate limits of Shepherdstown, based upon the classification system used by Jefferson County.*

-  Residential
-  Commercial
-  Mixed Use
-  Public / Institutional
-  Vacant

Shepherdstown Existing Land Use Pattern



on Shepherd University’s West Campus, the southwestern corner of the town south of West German Street and the northeastern corner of the town on either side of the railroad.

Mixed commercial / residential land uses occupy just over 5 acres, or 3%, of the land in the corporate limits. These land uses are most heavily associated with and concentrated in downtown Shepherdstown along in the central part of the community along German Street and the block of Princess Street immediately south of German Street.

Land used for purely commercial purposes occupies close to 10 acres, or around 5% of the total amount of land within the corporate limits. Land used for commercial purposes is concentrated in the

south central portion of the town along East Washington Street near the railroad and in the north central portion of the town on North Duke Street between the East and West Campuses of Shepherd University. Other commercially used properties are scattered around town along primary streets such as German, Duke and Princess. These scattered parcels, however, make up only a small fraction of the total amount of land used for commercial purposes.

The remainder of the land within town is classified by Jefferson County as being vacant. This consists of a single parcel in the southeastern corner of town along German Street at the eastern edge of the corporate limits in the town.

Land Use Category	Shepherdstown	Percent of Area	Growth Management Boundary	Percent of Area	Combined Area	Percent of Total
<b>Residential</b>	70.8	36.1%	3,038.2	26.4%	3,109	26.6%
<b>Commercial</b>	9.8	5.0%	77.2	0.7%	87	0.7%
<b>Mixed Use</b>	5.3	2.7%	0.2	< 0.1%	5.5	0.1%
<b>Public / Institutional</b>	88.3	45.1%	1,014.7	8.8%	1,103	9.4%
<b>Conservation</b>	-	-	497	4.3%	497	4.2%
<b>Agriculture</b>	-	-	5,730	49.8%	5,730	49.0%
<b>Vacant</b>	22.2	11.3%	1,143.8	9.9%	1,166	10.0%

Table 8 - Existing Land Use Summary





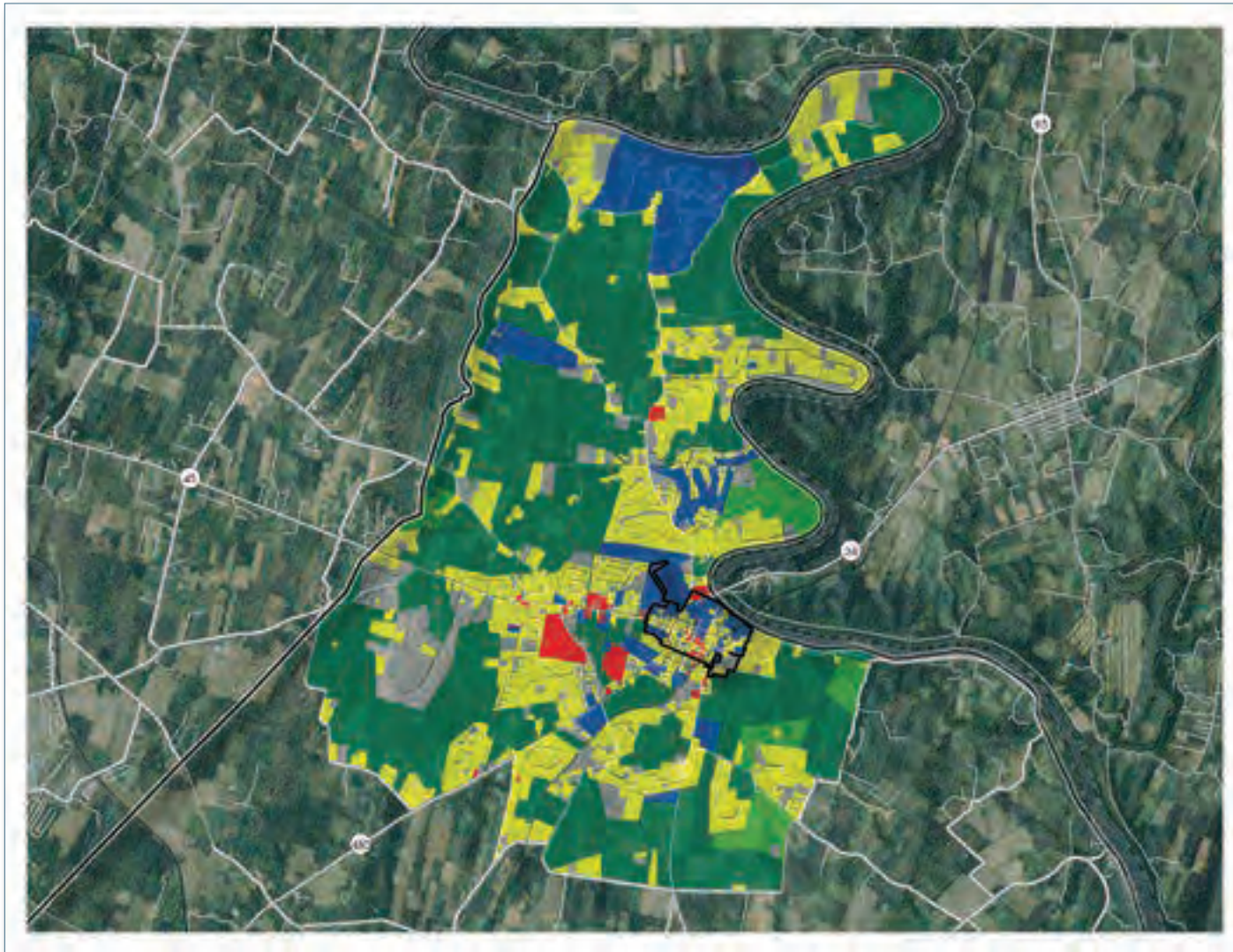
## *Growth Management Boundary Existing Land Use*

The predominant classification of land in the Town's Growth Management Boundary (GMB) is land used for agricultural purposes. With 5,730 acres of property classified in this manner, agricultural land accounts for slightly less than 50% of the area of the GMB. The agricultural land use classification includes land classified by Jefferson County as both "active" and "inactive" farms. The largest individual property classified for agricultural use in the GMB is approximately 260 acres, and as a group, parcels used for agricultural purposes have an average size of 37 acres. Farmland is found throughout the growth management boundary, but is most heavily concentrated in the areas located along the western portion of the GMB, particularly north of Route 45. Other concentrations of agricultural land are found along the southern border of the GMB due south of Shepherdstown and in the areas immediately east of Shepherdstown's corporate limits.

Residentially developed land within the GMB is the second most predominant type of land use in the area outside of the town limits, with over 3,000 acres classified in that manner, which accounts for over 26% of the land area of the GMB. Like residentially developed properties within the corporate limits, land used for residential purposes is comprised primarily of single family dwellings. The 1,715 parcels that contain a single family dwelling account for over 93% of the residentially used land in the

GMB. Single family lots within the GMB have an average size of 1.45 acres, which is almost 7 times larger than similarly developed properties inside of Shepherdstown's corporate limits. Residential development in the GMB is most heavily concentrated in the areas in closest proximity to Shepherdstown's corporate limits, with the exception of areas due east of town. The most intensively developed residential areas are found along the Route 45 and Route 480 corridors west and south of town. The area north of the corporate limits of Shepherdstown along Shepherd Grade Road are broadly developed (from a geographic perspective) with residential uses, but with the exception of the area surrounding the golf course, the intensity of development tends to be lower in this area than along the Route 45 and 480 corridors. The remainder of the GMB has much lower densities and intensities of residential development than what is found in the aforementioned areas.

The GMB contains slightly more than 77 acres of land used for commercial purposes, including the very small amount of mixed commercial / residential land in the area, which together account for less than 1% of the total land area in the GMB. Commercially developed properties in the GMB are concentrated most heavily along the Route 45 corridor west of Shepherdstown's corporate limits, but even in this area commercial development is relatively dispersed, with the exception of the area around the Maddex Square shopping center. The remainder of the land developed



*This map depicts the current distribution of land uses within the town's adopted Growth Management Boundary, including within the corporate limits of Shepherdstown. The classification is based upon the system used by Jefferson County.*

- Residential
- Commercial/Mixed Use
- Agricultural
- Public / Institutional
- Conservation
- Vacant

Growth Management Boundary Existing Land Use Pattern



for commercial purposes in the GMB is scattered throughout the area, though typical found only along the major road corridors.

Property that is used or developed for public and institutional uses in the GMB has a total area of over 1,000 acres, accounting for nearly 9% of the land area of the GMB. Among the properties developed for this purpose is the National Conservation Training Center (located at the northern end of Shepherd Grade Road), which alone accounts for half of the public and institutional land in the GMB. The portion of Shepherd University's West Campus that is located outside of Shepherdstown's corporate limits and the golf course at Cress Creek combine to contribute a significant portion of the remaining amount of land used for these purposes in the GMB. The remainder of the land used for public and institutional purposes that is found in the GMB, including churches, schools and similar uses, is concentrated fairly centrally in the general vicinity of Shepherdstown, particularly along the Route 45 and 480 corridors.

Approximately 500 acres of land, representing slightly more than 4% of the total land area of the GMB, is subject to conservation easements, and therefore classified by Jefferson County as being in "conservation" use. These properties are located primarily in the eastern portion of the GMB, with large amounts of acreage designated for this purpose located north of Shepherdstown along the Potomac River, as well as along Engle Moler Road and River Road near the eastern edge of the GMB.

Land classified by Jefferson County as being vacant is found throughout the area within the GMB. With over 1,100 acres classified in this manner, vacant land accounts for approximately 10% of the land area of the GMB. While generally found widely scattered throughout the area, land classified as being vacant does represent a significant amount of the land in the southwestern portion of the GMB (between Routes 45 and 480).

### *Developed and Undeveloped Land Use Comparison*

Developed land uses, including land classified by Jefferson County as residential, commercial, mixed use and public / institutional account for nearly 90% of the land area within the corporate limits of Shepherdstown. This degree of development and urbanization is in stark contrast to what is found in the GMB outside of the corporate limits where only 36% of the land is used for one of these "developed" purposes. The amount of "undeveloped" land in the GMB, which includes land used for agricultural purposes or is otherwise classified as vacant or conservation, is nearly 7,400 acres, or over 11.5 square miles. Adding together the land use classifications of the areas within the corporate limits of Shepherdstown and outside of the corporate limits in the GMB does little to change the relative proportions of developed and undeveloped land in the combined area. Together, the developed share of the area is around 37%, while the undeveloped share is close to 63%.





Jurisdiction	Developed	Percent of Area	Undeveloped	Percent of Area
Shepherdstown	174.2	88.9%	22.2	11.1%
Growth Management Boundary	4,130.3	35.9%	7,370.8	64.1%
Combined Area	4,304.5	36.8%	7,393.0	63.2%

Table 9 - Comparison of Developed and Undeveloped Land Uses

## Land Subdivision Analysis

The land subdivision analysis is intended to provide a thorough examination of the current density of development, as it relates to the sizes of tax parcels. Coupled with land use data, a review of the degree to which land has been subdivided can help to identify patterns on the landscape that help to differentiate urban vs. suburban vs. rural development patterns. This can also help to identify the location of large tracts of land, or clusters of smaller tracts of land that may be assembled, which might be likely to be developed in the future given the density of land subdivision either surrounding them or otherwise adjacent or in close proximity to an urbanizing influence.

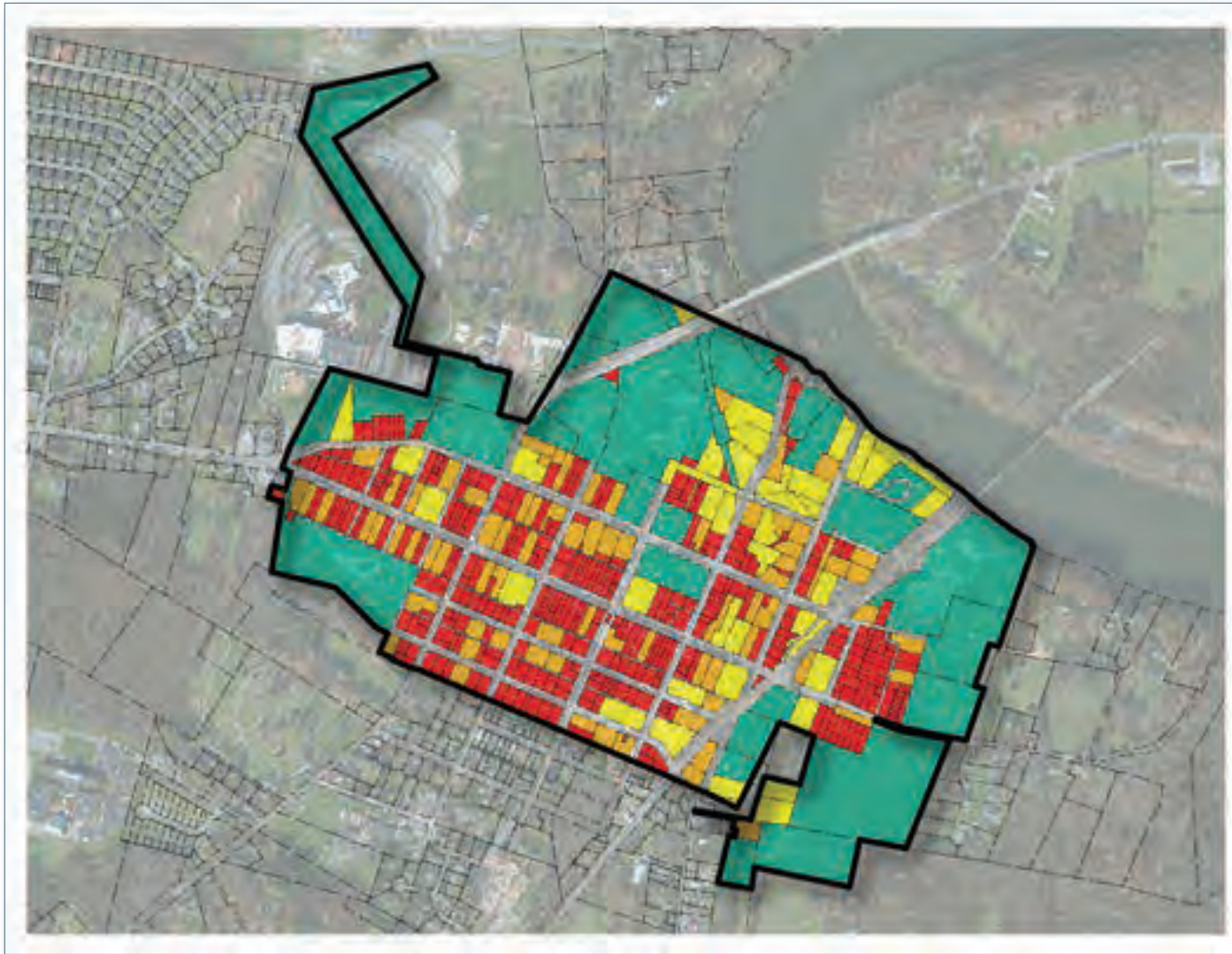
### Shepherdstown Land Subdivision

Despite the overall degree of urbanization found within the corporate limits of Shepherdstown, nearly half of the total

acreage in town is contained in parcels that exceed 1 acre in size. These larger parcels have an average size of 3.7 acres. This is influenced heavily by the large tracts that make up the portions of the Shepherd University campus that is within the town limits. Parcels under 0.25 acres in size (approximately 10,000 square feet) account for around 23% of the total acreage in town. Interestingly, lots in this category have an average size that is less than half (0.12 acres) of the maximum lot size in the category. This is influenced to a great degree by the sheer number of parcels in this category (over 350 - including 211 which are used for residential purposes) and the very small size of typical lots in the core downtown portion of Shepherdstown.

There are only around one-third as many lots in the categories of parcels between 0.25-0.5 acre and 0.5-1 acre as there are under 0.25 acres (121 versus 354), and together parcels in these two mid-range classifications account for around 28% of the total area of





*This map depicts the density at which land has been subdivided within the corporate limits of Shepherdstown.*



## Shepherdstown Land Subdivision



Parcel Size	Number	Acres	Percent of Total	Average Size
<b>0.25 Acres or Smaller</b>	354	44.7	22.8%	0.12
<b>0.25 to 0.5 Acres</b>	81	26.7	13.6%	0.33
<b>0.5 to 1 Acre</b>	40	27.9	14.2%	0.7
<b>1 Acre or Larger</b>	26	97	49.4%	3.73

Table 10 - Shepherdstown Land Subdivision

the town. Parcels in the 0.25 - 0.5 acre category are weighted toward the lower end of the size category, with an average size of 0.33 acres (14,000 square feet), while parcels in the 0.5-1 acre category are closer to the center of the range, with an average size of 0.7 acres, which is still in the bottom half of the range.

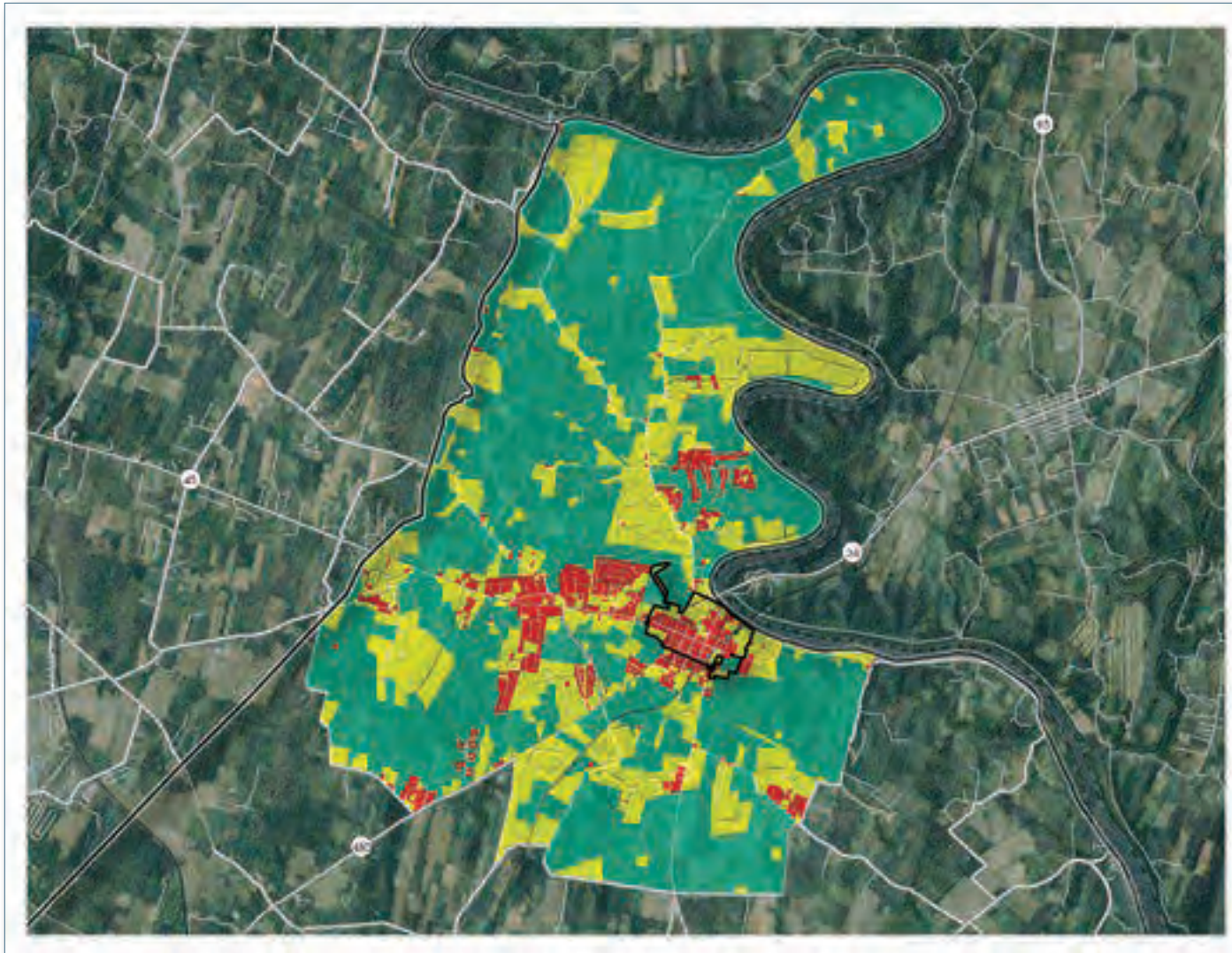
The greatest concentrations of densely divided parcels are found along the central block of German Street between King Street and German Street to its intersection with High Street, the east side of Mill Street, and the neighborhood around East German Street, College Street and Ray Street. The largest parcels in town, those containing 1 acre or more of land, are generally located near the exterior margins of the corporate limits, including along all of the eastern boundary of the town, as well as the northwestern and southwestern portions of the town's western boundary. In general, the western portion of the town is more densely divided than areas east of Princess Street, while the southern portion of

the town (south of High Street) is more densely divided than the northern portion of the town and the central core of the town is more densely divided than areas at a greater distance from the core.

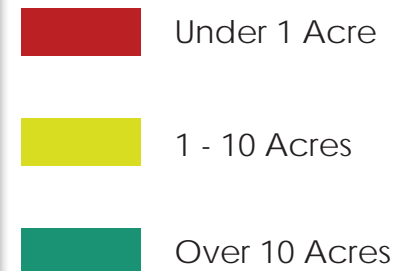
### *Growth Management Boundary Land Subdivision*

Parcels that are 1 acre in size or smaller are typically associated with urban to suburban intensity patterns of development. Over 1,800 parcels of this size are found in the combined area covered by the Growth Management Boundary and corporate limits of Shepherdstown, for a total of nearly 670 acres of land that has been subdivided to this level of density. For comparison purposes, around 100 acres of land within Shepherdstown's corporate limits is contained in parcels that are 1 acre in size or smaller, compared to around 570 acres in the area of the GMB outside of the corporate limits. This means that nearly 6 times as much acreage outside of the town's corporate limits than within is divided to a





*This map depicts the density to which land has been subdivided throughout the town's adopted Growth Management Boundary (including the area within the corporate limits).*



## Growth Management Boundary Land Subdivision



degree of density where it would be considered to have urban or suburban characteristics. This is in contrast to the generally assumed exurban or rural character and density of development that is typically associated with unincorporated areas of a county. With an average size of only 0.36 acres, the average size of parcels in this category is very closely aligned with the average parcel size (0.23 acres) found within the town alone.

The largest amount of the acreage in the combined area of the town and the GMB is contained in parcels over 10 acres in size. Over 66% of the combined area, containing over 7,750 acres (12.1 square miles) falls in this category. The 180 parcels that fall in this category have an average size of around 43 acres, while the largest individual parcel contains almost 525 acres. This parcel, which happens to be occupied by the National Conservation Training Center contains over twice the land area that is contained within the corporate limits of Shepherdstown.

The remainder of the land is divided into parcels with a size of between 1 and 10 acres, which, while generally suburban to rural in nature, can be thought of as being of a size that is transitional between truly rural areas and areas with a character that is more suburban to urban in density. With nearly 3,280 acres (over 5 square miles) of land in this category, parcels within this category represents the remaining 28% of the total land in the combined areas. With an average size of 3.23 acres, the 1,015 parcels in this category are clustered more heavily toward the lower range of the scale, indicating a landscape that tends more toward the suburban rather than rural end of the spectrum.

Outside of the town limits, the most densely subdivided areas are found along the Route 45 corridor. The higher density development pattern in this area extends along the corridor from the western corporate limits of Shepherdstown for over 1.25 miles. The neighborhood around the golf course located on the east side

Parcel Size	Number	Acres	Percent of Total	Average Size
<b>1 Acre or Smaller</b>	1,813	666	5.7%	0.36
<b>1 to 10 Acres</b>	1,015	3,279	28.0%	3.23
<b>10 Acres or Larger</b>	180	7,756	66.3%	43

Table 11 - Growth Management Boundary Land Subdivision





of Shepherd Grade Road has a similar urban to suburban level of density, but is not of the same geographic scale as the more extensive urbanized area along the Route 45 corridor. These two primary areas of development density contain the vast majority of the more densely developed portions of the GMB. The remainder of the acreage divided to this density is found in small pockets scattered throughout the GMB, principally south of Route 45 and the corporate limits of Shepherdstown.

Parcels subdivided at a density of 1-10 acres are fairly well distributed throughout the GMB. They tend, however to be found in clusters where rural, large lot, subdivisions have been developed. These large lot subdivisions tend to be located at a greater distance from the core urbanized area around Shepherdstown, and have typically been developed off of lower volume roadways, or farm to market roads, rather than the primary routes in the area. Found primarily in the eastern section of the GMB, the greatest concentrations of these large lot subdivisions are located north of Shepherdstown along Shepherd Grade Road and south of Town along Engel Moler Road, Shepherdstown Pike and Route 480. Land subdivided at this density is also concentrated to a degree along the western portion of Route 45, particularly along the portion of the corridor that is closest to the western edge of the GMB.

## Zoning Summary

The following summary of existing patterns of zoning regulations is intended to provide basic insight into the regulatory tools that are currently affecting growth and development in the planning area. Given the division of responsibility between the town and county to regulate land use in the planning area, understanding the differences between the different regulatory mechanisms also helps to understand the limitations or benefits of the regulatory environment that exists in each area of responsibility.

### *Shepherdstown Zoning Summary*

Shepherdstown utilizes six base zoning districts to implement its land use and development regulations. The districts and their purpose statements are reprinted below. Much of the property within the corporate limits of Shepherdstown is not subject to one of these six base zoning districts. The lands owned by Shepherd University are exempt from local zoning regulation (designated as SU on the zoning map), and the town has designated other publicly owned or used property, including property owned or used by philanthropic organizations, as "Public Use" (PUB).

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

*The R-1 (low density) District is intended to preserve and encourage the development of single family residential neighborhoods free from land usage which might adversely affect such development.*



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

*The R-2 (medium density) District is intended to provide an attractive, pleasant living environment at a sufficient density to maintain a high standard of physical maintenance and the optimum utilization of land appropriate for residential use.*

## **RC: Residential Commercial District**

*The purpose of the Residential Commercial Zone is to reinforce the economic base of the town by preserving the central business uses unique to Shepherdstown. Secondly, the Residential Commercial Zone is intended to complement the Historic District to more effectively preserve the historic environmental setting of the town.*

## **C: Commercial District**

*The Commercial District is intended to further assure the economic base of the town by providing a heavy commercial service center for the town. It is intended that stores and other facilities be grouped in a convenient manner with particular attention being paid to adequate circulation of pedestrians and vehicles, accessibility from both the central community and the area, off-street parking and loading, and protection of adjoining areas of other use.*

## **P-R: Park-Residential District**

*The Park-Residential District is to support the existing pattern of single family dwellings on large lots and to provide protection for and transition to the Conservation Open Space District.*

## **COS: Conservation Open Space District**

*The Conservation Open Space District is intended to provide permanent open space for its natural beauty and recreational value. It is also intended to preserve natural resources, prevent erosion, pollution, silting, and safeguard the health, safety and welfare of persons and property by limiting development on excessive slopes, on flood plains, on poorly drained lands, or on other areas where protection against natural dangers to life and property, or the lack of such protection, would prove costly to members of the community.*



## Existing Zoning Discussion

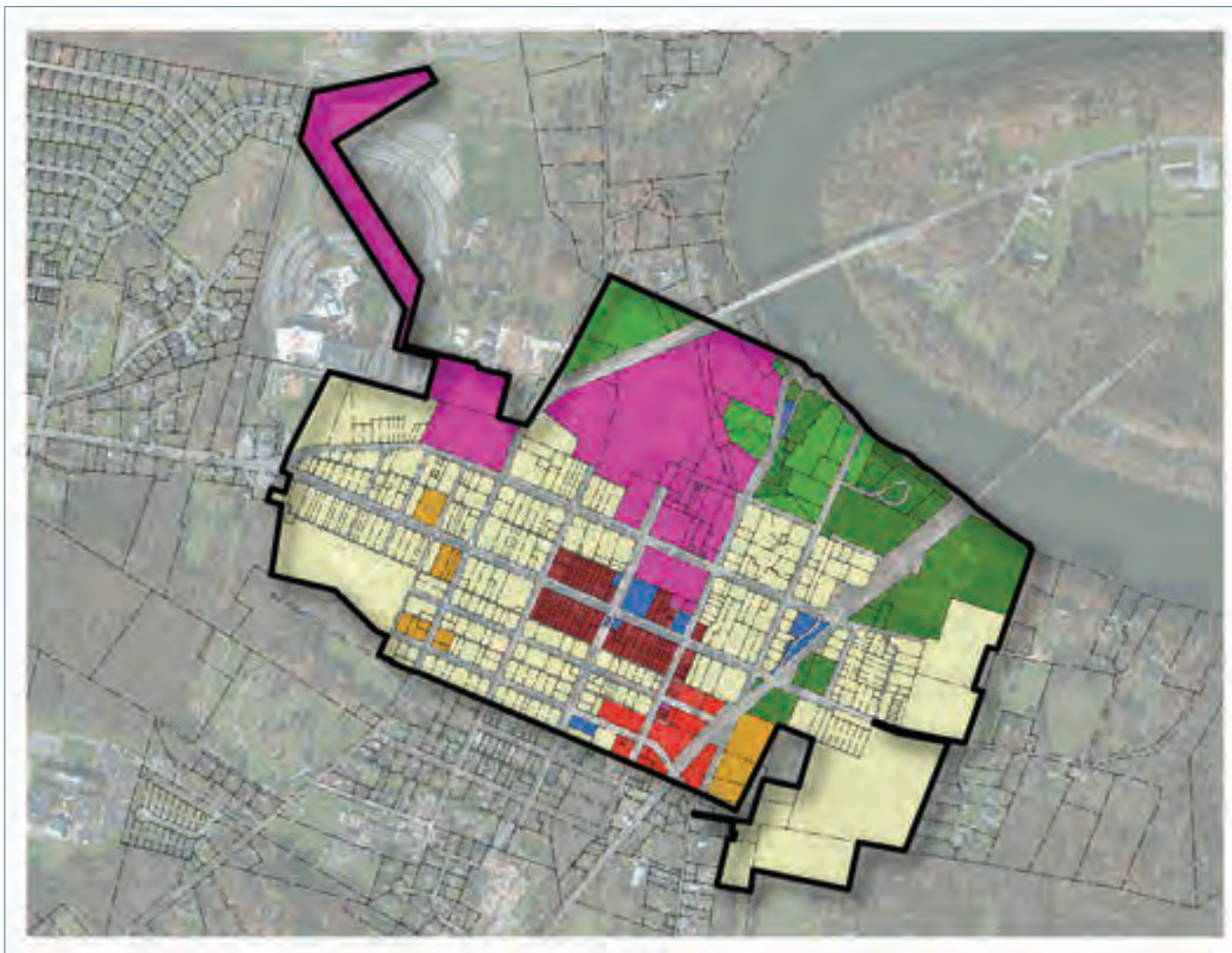
The R-1, Low Density Residential District, is intended to primarily regulate the use and development of single family residential dwellings. With just over 98 acres subject to this district, it accounts for slightly more than 50% of the total area within the town's corporate limits. The geographic extent of this district covers the vast majority of the southern two-thirds of the corporate limits, with the notable exceptions of the core of the downtown area along the two blocks of German Street between Church Street and Princess Street, and the commercially zoned area at the southern end of Princess Street near Washington Street.

The R-2, Medium Density Residential District, differs from the R-1 district in that it makes additional accommodations for the development of multi-family dwellings at higher densities than in the R-1 district, including lower minimum lot sizes for duplexes. The minimum lot size in this district for single family dwellings, however, is identical to the requirements found in the R-1 district. Apparently having been primarily used to accommodate individually established multi-family developments, this district is applied only sparsely throughout the community, accounting for only 5.2 acres of the town, which is less than 3% of the total area of the community. Areas that have been zoned in this manner include two small locations on West German Street just west of Duke Street, properties on either side of South Duke Street at its

intersection with Washington Street and on the southern end of Mill Street on the east side of the railroad at the edge of town.

The RC, or Residential Commercial District, is the town's de facto "downtown" zoning district. This district allows a wide range of uses that are intended to be compatible with the character of downtown Shepherdstown, including making accommodations for residential uses on the upper floors of commercial buildings. With 7.1 acres zoned in this manner, the RC district covers slightly less than 4% of the land in the corporate limits. The geographic extent of this district's application in town is very compact. Focused primarily on the two blocks of German Street between Church Street and Princess Street, the district also extends south along Princess Street from German Street to the area around the intersection with New Street.

The "general" Commercial District, whose intent is to provide a more broadly accommodating area for commercial uses that may not be appropriate in the core of town, is applied to slightly more than 4 acres of land, accounting for just over 2% of the land within the corporate limits. Like the RC District, the Commercial District has been applied to a fairly compact and contiguous set of properties. This area is located along both sides of South Princess Street from New Street to the southern border of the town, including a small area on the east side of the railroad on Washington Street.



*This map depicts the current distribution of zoning districts throughout the corporate limits of Shepherdstown.*

- R-1
- R-2
- Residential / Commercial
- Commercial
- Public
- Conservation
- Park Residential
- Shepherd University

Shepherdstown Zoning Districts





The Park-Residential District is primarily used as a transitional district between higher intensity zones and the very low intensity Conservation Open Space District. With minimum lot sizes of 22,000 square feet, this district allows residential development at a density of around 2 dwelling units per acre, as well as very limited nonresidential uses, focused primarily on parks, agricultural uses and public facilities. With just over 12 acres zoned P-R, this district covers approximately 6% of the land within the corporate limits. The district has been applied in three distinct locations, all in close proximity to the Potomac River. From east to west, these areas include properties along the northern end of Mill Street, two properties on the west side of Princess Street adjacent to the campus of Shepherd University, and the northwestern corner of the town limits on the west side of North Duke Street just before the bridge across the Potomac.

The Conservation Open Space District is primarily intended to apply to lands that have little development value, high conservation value, or are otherwise intended to serve a public purpose. This district covers almost 21 acres of land, or around 11% of the land area within the corporate limits. The district is applied to areas along the river and the railroad, including the majority of the land in the northeastern corner of the corporate limits from Mill Street east across the railroad and ending at eastern edge of town. The COS district is also applied to land along the east side of Princess

Street from the river access at the foot of the street south to Rocky Street and along portions of the railroad near its intersection with German Street.

Though not officially a zoning district, property owned by Shepherd University is designated as such on the town's zoning map. Not being subject to regulation by the town, no local development standards apply, but nevertheless the scope and extent of the campus is important to know to understand the full context of the way that the university and the town interact from a land use and development perspective. Covering slightly more than 44 acres of land within the corporate limits, the portion of the university within the town accounts for almost 23% of the land area of the town. The entire east campus of the university is within the corporate limits, extending from High Street on the south and Princess Street on the east, the main campus extends north and west to Duke Street and the Potomac River. The portion of the west campus inside of town includes land located along West German Street and Duke Street and extends northwestward from there along a narrow strip of land that was annexed into the town to include the population of the residence halls on the west campus with the town's overall population.

Property used for a public purpose, such as town facilities and the property of community service organizations, is given special



status in the town’s zoning ordinance and designated as Public (PUB on the zoning map). Properties designated as this category revert to the predominant adjacent district whenever public use of the property ceases. Although occupying only 2.4 acres of land in the town (around 1% of the town’s overall area), properties designated as Public occupy prominent locations in the community. The most concentrated area of properties designated as Public is in the vicinity of the intersection of German Street and King Street, where properties such as town hall, the library, McMurrin Hall and the War Memorial building are given this designation. It has also been applied to the US Post Office property on Washington Street and the railroad depot on East High Street.

## Growth Management Boundary Zoning Summary

Land outside of Shepherdstown in the town’s designated Growth Management Boundary is subject to the land use and development regulations of Jefferson County. In this part of the county, three zoning districts are currently utilized to regulate the use and development of property. The districts and their purpose statement are shown below:

### R: Rural District

*The purpose of this district is to provide a location for low density single family residential development in conjunction with providing continued farming activities. This district is generally not intended to be served with public water or sewer facilities, although in situations where the Development Review System is utilized, it may be. A primary function of the low density residential development permitted within this section is to preserve the rural character of the County and the agricultural community.*

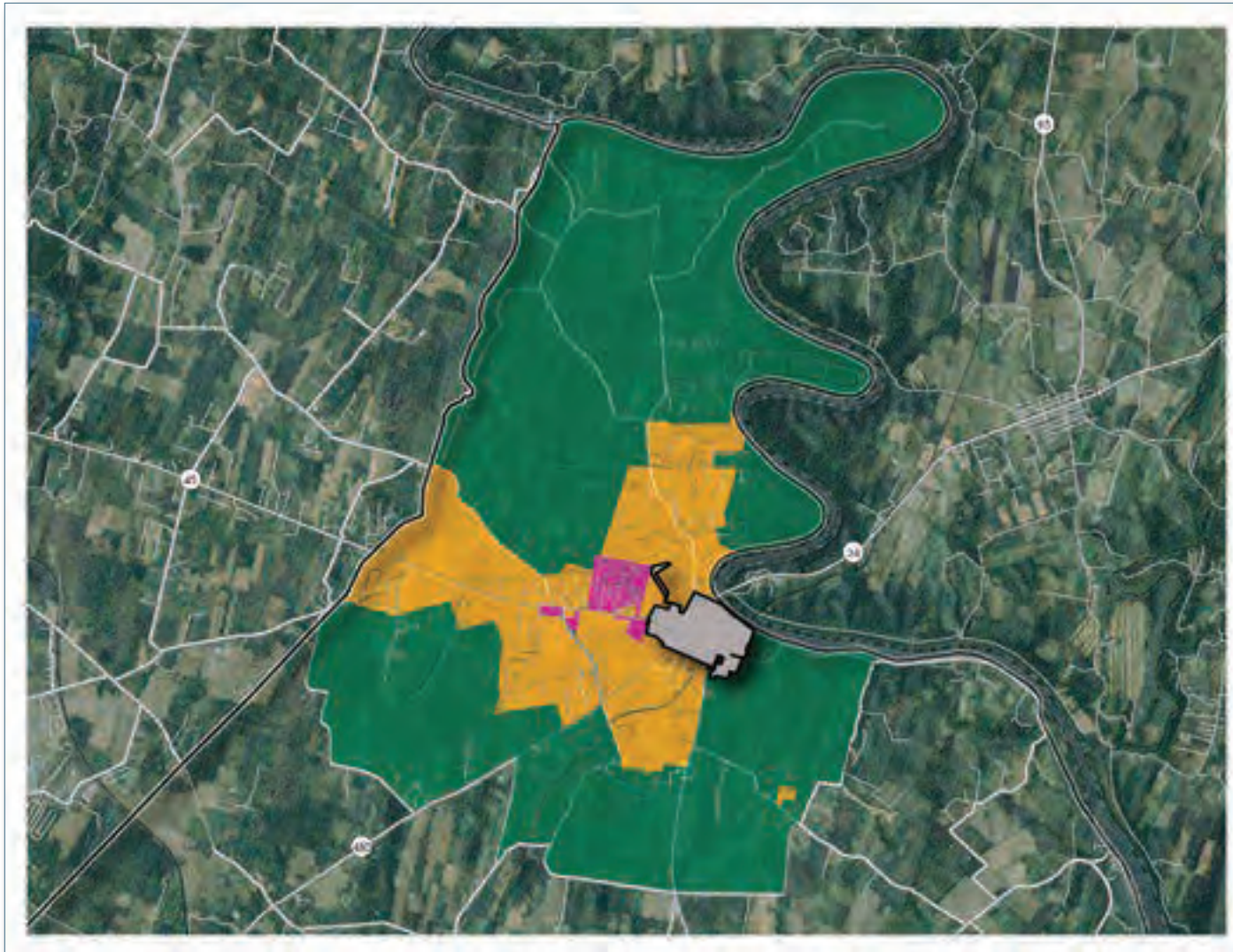
### RG: Residential Growth District

*The Residential Growth District is intended to provide for a variety of residential uses and densities which can be supported by central or public water and sewer and adequate roadways and services. This district encourages commercial growth provided that such growth is deemed to be appropriate and compatible by the Development Review System.*

Zoning District	Acres	Percent of Total
R-1	98.2	50.6%
R-2	5.2	2.7%
RC	7.1	3.7%
C	4.3	2.2%
P-R	12.1	6.2%
COS	20.7	10.7%
PUB*	2.4	1.2%
SU*	44.2	22.8%

\*Special Purpose Districts

Table 12 - Shepherdstown Zoning Summary



*This map depicts the current distribution of the zoning districts used by Jefferson County to regulate development on land located within Shepherdstown's Growth Management Boundary, but outside of the town's corporate limits.*

-  R-LI-C
-  Residential Growth
-  Rural

## Growth Management Boundary Zoning Districts



### **RLIC: Residential – Light Industrial – Commercial District**

*The purpose of this district is to guide high intensity growth into the designated growth area.*

### **Existing Zoning Discussion**

The Rural District is by far the most widely applied of the three districts utilized by Jefferson County in the GMB. Covering nearly 9,000 acres (14 square miles), this district is applied to nearly 80% of the land area of the GMB. Generally intended to accommodate agricultural uses, this district also allows for residential development at a density of approximately 1 dwelling unit per acre. The Rural District covers the southern, southeastern, western and northern portions of the GMB.

The Rural Growth District has been applied to approximately 2,350 acres of land (nearly 4 square miles) in the GMB, accounting for around 20% of the area of the GMB zoned by Jefferson County. In contrast to the Rural District, the Rural Growth district is intended to accommodate development of a suburban to urban nature, with permitted development density of between 1 and 4 dwelling units per acre, with higher densities permitted where public utilities are available to serve more intensive development. This district covers a wide swath of land in the central portion of the GMB, extending along both sides of the Route 45 corridor from

the Berkeley County line to the Shepherdstown corporate limits on the east. The district also wraps around the southern margins of the town, extending from Route 45 south and east to incorporate all of the land between Route 45 and Shepherdstown Pike, generally following a line formed by Potomac Farms Drive. The County's designated Residential Growth District also extends northward around the north side of Shepherdstown from the Route 45 corridor and generally follows the Shepherd Grade corridor, ending in the vicinity of Howard Farm Road.

Portions of the Route 45 corridor have been designated for much higher intensity land use and development with the application of the RLIC District along selected portions of the corridor. Covering approximately 140 acres, this district applies to only around 1% of the unincorporated portion of the GMB. As the name and purpose of the district indicate, much more intensive land uses are allowed in this area than in the Residential Growth or Rural Districts. Permitted uses include a wide variety of commercial and light industrial uses, as well as residential development at densities similar to the Residential Growth District. Currently applied primarily to developed properties, this district has been used to accommodate growth along the Route 45 corridor. Areas where the district have been applied are almost exclusively adjacent to Route 45 between Potomac Farms Drive and the corporate





limits of Shepherdstown. The largest of these areas is the Maddex Farm development on the north side of Route 45. The district has also been applied to several areas on the south side of Route 45, including an area immediately adjacent to the town limits and two smaller areas around the intersection of Route 45 and Potomac Farms Drive.

### ***Growth Management Boundary Development Potential***

The following assessment is intended to help the reader

Zoning District	Acres	Percent of Total
<b>Rural</b>	8,999	78.3%
<b>Residential Growth</b>	2,355	20.5%
<b>RLIC</b>	139	1.2%

Table 13 - Growth Management Boundary Zoning Summary

understand the potential implications of future growth in the GMB, as currently regulated by Jefferson County. This assessment attempts to measure the potential for single family residential growth in the GMB by determining the development potential of undeveloped land in the Rural and Residential Growth Districts. The RLIC district was not included due to the relatively small

area covered by the district and degree of development that currently exists on properties zoned in that manner.

The initial step in the assessment merged the undeveloped land uses in the GMB with properties that are zoned Rural or Residential Growth by Jefferson County. As the following table demonstrates, around 5,800 acres, or 42% of the Rural District, is comprised of land classified as vacant, while nearly 1,000 acres, or nearly 65%, of the Residential Growth District is vacant.

Based upon the first step in the assessment, the residential development density standards of each district were applied to the available vacant land in the district. To account for typical development requirements for roads, buffers, required open space, and similar requirements, the developable acreage was reduced to 80% of the total vacant acreage prior to calculating the maximum development potential.

District	Acres	Percent of District
<b>Rural</b>	5,783	42.3%
<b>Residential Growth</b>	997	64.3%

Table 14 - Undeveloped Land by District



The results of the assessment, shown in the table below, indicate that at the permitted density of 1 dwelling unit per acre, vacant land within the Rural District could produce a total of over 4,600 dwelling units. Unlike the Rural District, the Residential Growth District provides a sliding scale of permitted development densities based on access to public utilities. The base RG density is 1 dwelling unit per acre with no access to water or sewer. This increases to 2 dwelling units per acre with either water or sewer, and 4 dwelling units per acre with water and sewer. With no utilities, vacant RG land could produce around 800 dwelling units. With limited utilities, that doubles to around 1,600 units and then doubles again to almost 4,000 units if full utilities are available. This does not include the potential for multi-family development in the RG District, which is permitted at up to 22 dwelling units per acre, or nearly 6 times the permitted density for single family development. It should be noted that the existence of water and sewer infrastructure in much of the area designated by the

County as “Residential Growth” has the potential to facilitate growth at the higher range of permitted density.

While it can be reasonably assumed that the maximum scenarios will not realistically occur in each instance where development is proposed, this does establish what those maximums could be based on current county policies. If only the 4 largest vacant parcels in the RG district are developed at the maximum single family density permitted, the combined 265 acres in these 4 parcels could generate over 1,000 new dwelling units. This is not intended to say that growth would have a negative impact on the community or dissuade the responsible development of land. It is meant merely to demonstrate the amount of growth that could occur in the GMB without much, if any, input from the town if these areas remain outside of the town’s jurisdiction.

District	Acres	80% Rule	Full Utilities	Water or Sewer	No Utilities
<b>Rural</b>	5,783	4,626			4,626
<b>Residential Growth</b>	997	798	3,192	1,596	798

Table 15 - Development Potential for Undeveloped Properties in Growth Management Boundary



CORPORATION OF SHEPHERDSTOWN  
COMPREHENSIVE PLAN



Shepherdstown will grow in a manner that is complementary to the historic physical and aesthetic patterns of the community, while avoiding development that is generic or **does not reflect the community's unique sense of place.**

### **1.1** Illustrated Architectural and Site Development Standards

**STRATEGY:** Develop and adopt illustrated architectural and site development standards that are consistent with the Town's desired vision for the aesthetic and physical characteristics of new development.

**JUSTIFICATION:** The use of an illustrated approach to regulating land development activities will provide the community with greater certainty about how new development will be integrated with the character of the town and give the town's staff, elected and appointed officials charged with approving development proposals better guidance in their review of applications. This type of approach to regulation will also give developers and the design professionals assisting them a better understanding of the town's expectations than can be provided in a text based format alone, particularly with regard to architectural design.

### **1.2** Community Based Design Standards

**STRATEGY:** Engage the community in the process of developing architectural and site development standards to ensure that there is consensus on the desired aesthetic character for new development.

**JUSTIFICATION:** Involving the community at-large in the development of new architectural and site development standards through a charrette (facilitated design workshop) type of approach will help to ensure that there is broad consensus and buy-in from the town's residents. Involvement in the development of the design guidelines will also help to increase residents' confidence in the quality of future development in town, thereby lessening the potential for opposition to growth.





## 1.3

### Town – University Development Collaboration

**STRATEGY:** Continue to work collaboratively with Shepherd University on the development of the University campus with a goal of maximizing compatibility between the campus and the town.

**JUSTIFICATION:** A collaborative and cooperative approach to the development of the Shepherd University Campus, as well as areas immediately surrounding the campus, will help to achieve better outcomes for both the town and the university. Though not regulated by the town, a number of factors, including parking, the aesthetic appearance of buildings, utility infrastructure and transportation connections, impact the town’s ability to provide adequate public services and the affect the quality of life of its residents. Good two-way communication will help to ensure that the actions of each entity do not affect each other negatively, while also providing opportunities to identify and take advantage of the positive aspects that new development can bring.

## 1.4

### Encourage Traditional Development Patterns

**STRATEGY:** Adopt regulations that require new residential subdivisions on properties that are in close proximity to the core of the town to be platted with a physical layout that is consistent with the Town’s established neighborhood patterns, including street layouts and widths, lot configurations and similar characteristics.

**JUSTIFICATION:** The character of Shepherdstown is heavily influenced by the traditional neighborhood development patterns that are associated with the original street and lot layout of the community that was established when the town was originally platted. Development practices that take a more “modern” approach to land subdivision for residential development often utilize curvilinear streets, cul-de-sacs and lot configurations that do not fit well with Shepherdstown. If developed in close proximity to the core of Shepherdstown, modern development patterns would erode the ability of the town to extend its grid street network and negatively impact the character of the community.



## 1.5

### Extend the Grid Street Network

**STRATEGY:** Adopt regulations that require the extension of the grid street network as land is annexed into the Town and subdivided where such extensions are practical with respect to topography and existing development constraints.

**JUSTIFICATION:** Shepherdstown's historic grid street network provides a strong and efficient transportation network that allows for multiple alternative routes. It also plays a major role in shaping the character of the community since it is the foundation for how the town and its neighborhoods developed. Extending the network, where possible, as growth occurs around the core of the town will help to strengthen the character of the community and ensure greater compatibility and connectivity with future development.

## 1.6

### Incentivize Compatible Architectural Renovation

**STRATEGY:** Explore options to incentivize the exterior renovation of nonresidential properties that are not compatible with the historical architectural patterns found in Shepherdstown. Examples of potential programs could include grants, tax rebates, tax increment financing and similar financial incentives.

**JUSTIFICATION:** Buildings that are architecturally incompatible with the historic character of the community negatively impact the town's unique sense of place. While it may be difficult in many instances to require or expect owners of incompatible buildings to renovate them to fit better with the town's aesthetic, financial incentives can help to bridge the gap. Such incentives would not likely fulfill the entire financial need of a renovation, at least in the short term, but could help to bridge a financial gap for owners who are motivated to improve their properties.



## 1.7

### Municipal Influence Area

**STRATEGY:** Work collaboratively with Jefferson County to establish an “Area of Influence” in the County’s defined growth areas where the County’s development ordinance would be subject to an overlay district that would implement development standards that closely mirror Shepherdstown’s standards.

**JUSTIFICATION:** Although the town has established a Growth Management Boundary, Jefferson County still retains zoning jurisdiction, and thus development approval authority, for land that is located outside of the town’s corporate limits. A significant portion of this area has been designated by the county for future growth, and has been zoned to accommodate suburban scale and density residential and commercial development. Without prior annexation, development in these areas will be subject only to county regulations, and are not likely to meet the expectations and standards of the town. By working with the county to establish a Municipal Influence Overlay District, which would require compliance with certain critical town standards, for instance architectural design, pedestrian infrastructure and street layouts, new growth in these areas could be made more compatible with the town, regardless of whether the property was annexed.

## 1.8

### Revise Development Ordinances to Accommodate New Growth

**STRATEGY:** Review the Town’s development ordinances to ensure that proper standards are in place to accommodate new growth outside of the town’s traditional core area and revise as necessary.

**JUSTIFICATION:** The zoning districts and development standards contained in the town’s current development ordinances do a good job of addressing the needs and character of the area within the traditional core of the town, but do not include the broad range of districts and standards that would likely be necessary to accommodate the regulation of either new or existing development outside of the corporate limits if the town undertook annexation of the suburban or rural areas outside of town. Ensuring that a broader array of development regulations are in place now will better prepare the town to deal with growth in the future, and make the town a more attractive partner to developers that might not otherwise consider annexation. Expanding the scope of the town’s ordinances does not mean eliminating the standards that currently apply within the town, as these can easily be preserved while broadening the ordinances to address new growth or regulate existing suburban development.



## 1.9

### Public – Private Planning Partnerships






**STRATEGY:** Work collaboratively with property owners in areas with high growth potential to develop small area plans to help guide the development of their property in a manner that is consistent with the town’s vision for growth.

**JUSTIFICATION:** Proactive planning in conjunction with private property owners will help both the town and developers establish a clear path to development approval for projects in areas that have high growth potential. Engaging in such public-private partnerships can help to establish expectations prior to the initiation of the development process, add a layer of certainty in the development process and allow the town to plan for the provision of public services for new development. If a fast-track approval process is also included as part of a pre-planning arrangement, this could also encourage the voluntary annexation of land into town.





*This map is intended to demonstrate, conceptually, how the town and property owners in the area immediately west of the town limits could proactively develop a basic plan for general land use and connectivity prior to additional development occurring in this area. By establishing the conceptual vision before development begins, the town, property owners and developers will have an understanding of what to expect from the development process,*

-  Mixed Use
-  Regional Commercial
-  Civic
-  Lodging
-  Residential
-  Open Space

Conceptual Growth Plan - General Land Use and Connectivity



*Once a general concept laying out land use patterns and transportation connections is developed, the plan can be expanded to provide a more detailed growth plan that provides an even greater degree of certainty to property owners, developers and the community as a whole. Establishing more detailed plans for street connections, lot sizes, housing types, open spaces and the character of commercial areas is a necessary step in the development process. By collaborating on these matters early in the development process, the town and interested developers can achieve better and more predictable outcomes.*

Conceptual Growth Plan - Expanding the Concept





Growth and development will be balanced with the need to preserve open space and critical environmental and natural resources.

## 2.1 Establish Conservation Subdivision Regulations

**STRATEGY:** Amend the town’s development ordinance to provide regulations for “conservation subdivisions” in the rural fringe of the community to promote the preservation of working farms, forests and other significant natural resources, while fostering development that is integrated with the context of the landscape in which it is situated.

**JUSTIFICATION:** In contrast to conventional residential subdivision design techniques, conservation subdivision design techniques integrate residential development into the existing natural landscape in which they are situated rather than attempting to alter it. This type of subdivision design technique is particularly suited to allowing for the preservation of significant natural

features on a site, or to allow for the continued use of a working farm. This is typically achieved by clustering new development on the site into areas that will have the lowest impact on the environment or character of the property, and in the case of working farms this technique allows for the monetization of an asset (land) that can help to support the ongoing operation of the agricultural venture on the property.

## 2.2 Develop and Implement a Land Conservation Plan

**STRATEGY:** Work cooperatively with the Land Trust for the Eastern Panhandle, the Conservation Fund and the Jefferson County Farmland Protection Board to develop and implement a local land conservation plan that identifies priority areas around Shepherdstown for permanent protection from development. As part of the implementation of such a plan the Town should



work with Jefferson County to enact development policies that direct growth away from priority conservation areas and simultaneously use its local zoning regulations to encourage the preservation of working farms and other valuable lands that are integral to the cultural and environmental landscape.

**JUSTIFICATION:** By proactively identifying land that is most suited for conservation in its current state, the town and its partners will be able to jointly, through development policies and conservation incentives, protect critical natural resources and working lands from development. Without a clear plan, both the town and the county may inadvertently make infrastructure improvements or plan for future growth in areas that a conservation partner is planning to protect through a conservation easement or purchase. A cooperative approach to land conservation will allow all parties involved to make more effective plans and take actions that support common conservation goals while avoiding conflicting priorities.

## **2.3** Implement a Transfer of Development Rights Program

**STRATEGY:** Implement a Transfer of Development Rights program to allow property owners to sever the development

rights from their property and sell those rights to developers looking to build more intensive projects in growth areas in the community while permanently protecting critical lands from development. Such a program could apply to working farms, forests, watershed areas and other desirable conservation lands.

**JUSTIFICATION:** A transfer of development rights (TDR) program allows property owners in areas that are targeted for conservation to realize a return on their past investment while also protecting their land from future development. In order for such a program to be effective, the local governments with zoning jurisdiction over an area have to establish sending areas, where development rights are transferred from, and receiving areas, where development rights are transferred to. Typically, sending areas are coterminous with areas that are identified for land conservation, such as within a sensitive watershed, along a scenic rural road, or in an important agricultural landscape. Receiving areas are typically established in areas that have been designated for future growth, such as along primary highway corridors, urban centers or in areas where utility service is being expanded. Essentially, this type of program establishes a market based approach that simultaneously provides incentives for the conservation of land and directs growth toward areas where it is desired. Given the limited scope of the town's zoning





jurisdiction at this time, such a program would likely need to be a joint effort between the town and Jefferson County, but could be housed solely with the town if necessary. In such a scenario, the town could identify receiving areas outside of its corporate limits and provide for a fast tracked annexation and development approval process where the program is used to conserve lands that the town has identified for such purpose.

## 2.4 Revise PUD Open Space Requirements

**STRATEGY:** Revise the Planned Unit Development Ordinance to align the open space requirements (currently 10%) for PUDs with the higher open space requirement for major subdivisions and site plans (currently 25%) to eliminate the disparity between the two requirements.

**JUSTIFICATION:** As currently designed, the town's development ordinances provide a negative incentive for the use of conventional development techniques since the PUD regulations allow for a lower open space set-aside. By aligning the open space requirements, the town will achieve a better outcome by guaranteeing that at a minimum 20% of any development site

will be preserved as open space, regardless of the development approval process that is utilized.

## 2.5 Develop Context Sensitive Open Space Requirements

**STRATEGY:** Develop context sensitive design and location requirements for required open space to ensure that the type of open space designated on development plans is appropriate for its location within the Town's development framework. Specifically, develop regulations that differentiate between open space requirements for the Town's core urbanized area, suburban areas and the rural fringe areas of the community.

**JUSTIFICATION:** Open space regulations, in terms of the type of open space that is required to be set aside, should be dependent on the context of the development within which the open space is being preserved. For instance, within urbanized areas, a more structured public square or green is more appropriate than an open field or wooded area, while in a rural area, preserving a farm field or forested area would be more appropriate. Since the current regulations make no distinction between the context of the development and the type of open space, there is the



potential for inappropriate open space set-asides to be used to meet the standards of the town's open space requirements.

## 2.6 Encourage the Use of Low Impact Development Techniques

**STRATEGY:** Work cooperatively with Jefferson County to encourage the use of Low Impact Development techniques for new development in rural areas surrounding Shepherdstown, with a specific emphasis on minimizing stormwater runoff from new development.

**JUSTIFICATION:** The use of low impact development (LID) techniques in site design and construction helps to minimize the impact of new development on the natural environment, both during and after development. Often focused on stormwater runoff, these techniques include the siting and design of development in a manner by which vegetated rather than structured conveyances can be used to transport and diffuse stormwater, thereby helping to slow and filter the runoff prior to its discharge into receiving waters,

## 2.7 Strengthen Tree Preservation Standards

**STRATEGY:** Strengthens the current tree preservation regulations to require the preservation of existing mature trees in conjunction with development activity, including a prohibition on the clear cutting of wooded properties for the purpose of development.

**JUSTIFICATION:** Large mature trees contribute significantly to the character of the town and should be preserved wherever possible. While the current standards of the town's development ordinances provide for the protection of trees with a diameter of greater than 4 inches during construction and require the mitigation of the loss of any trees greater than 3.5 inches in diameter that are removed during development activity, there is no explicit authority in the ordinance to prevent the removal of "monument" trees. Adding another qualification to the tree preservation and protection requirements that prohibits the removal of trees over a certain size (12 inches in diameter at breast height (DBH) is a typical threshold) except upon the explicit authorization of the Tree Commission (or other appropriate body) would strengthen these requirements significantly. Increasing the number of trees that must be replanted if one of these larger trees is removed (currently 3 for 1) would also incentivize the preservation of large mature trees on a site.



Downtown Shepherdstown will retain and strengthen its role as the economic, social and cultural hub of the community.

### 3.1 Review Downtown Zoning Regulations

**STRATEGY:** Review regulations of the RC District to ensure that the uses permitted in that district are defined broadly enough to accommodate the evolution of economic activity in downtown Shepherdstown and the associated development regulations can accommodate development and redevelopment that is compatible with the character and historic precedents found in the downtown built environment.

**JUSTIFICATION:** As the de facto “downtown” zoning district, the town’s RC district plays a significant role in defining the character of the core of the community and ensuring the overall economic vitality of the town. Given its important role, the RC district should accommodate a wide range of uses that are compatible with the character of downtown Shepherdstown and accommodate

changes in economic activity as the types of businesses that want to locate downtown evolves over time.

As a second part to this strategy, it is also vital to ensure that the physical limitations imposed on the development or redevelopment of property within the district maintains the historic character of the area and respects existing development precedents. While the historic district guidelines shape the aesthetic appearance of buildings, the basic zoning requirements of the district shape the form of development, how buildings relate to each other and how they address the public realm. Observations from the current regulations in the RC district reveal that there are two provisions that may prevent newly developed buildings (or the redevelopment of existing buildings) in the district from maintaining the existing downtown character. First, the requirement for a minimum 5 foot side yard is antithetical to the current form of development in the district,



which is comprised primarily of buildings that are built immediately adjacent to each other, extending the width of the property on which they are situated. Second is the limitation both on the number of allowed stories (2) and height (30 feet) in the district. While a majority of the buildings do not exceed these limitations, there are at least five significant historic buildings in the RC district that do not conform to these requirements, and whose loss would alter the character of downtown if they were not allowed to be reconstructed if damaged by fire or other means.

### **3.2** Implement Downtown Revitalization Incentives

**STRATEGY:** Explore options for incentivizing the rehabilitation and restoration of commercial structures in the downtown area to encourage the productive use of existing structures, extend their structural life and maintain an aesthetically appealing appearance.

**JUSTIFICATION:** Maintaining a high quality aesthetic appearance in the downtown area is critical to maintaining property values and encouraging positive economic activity through tourism and business development. Couple with a strong property maintenance code, financial or other incentives for property

owners to enhance their buildings will help prevent deterioration of the aesthetic quality of the area. And while financial resources for such a program are likely limited, basic repairs, improvements or maintenance can go a long way toward enhancing the appearance of a building. Therefore, even a limited cost matching façade grant program can provide a significant multiplier effect when coupled with private resources and property owner initiative.

### **3.3** Adopt a Nonresidential Property Maintenance Code

**STRATEGY:** Adopt and enforce a property maintenance code for nonresidential properties that includes standards for maintaining appearance, safety, structural integrity and sanitary conditions. Include enforcement mechanisms that allow the Town to require property owners to abate violations, and, in cases of a property owner's failure to act, gives the Town the ability to abate the violation at the owner's expense.

**JUSTIFICATION:** Ensuring that the town has the ability to assert itself in situations where a property owner is either unwilling or unable to act to maintain the appearance, safety or integrity of a commercial structure is critical to maintaining a positive aesthetic





appearance and guaranteeing that buildings do not deteriorate to the point at which they must be demolished.

### 3.4 Prepare a Downtown Retail Market Analysis

**STRATEGY:** Prepare a retail market analysis to identify opportunities for the expansion of the downtown retail sector and work with property owners, downtown business owners and developers to encourage the establishment of new businesses to fill any identified gaps in the market.

**JUSTIFICATION:** Knowing the quantitative aspects of the downtown retail market will help both the town, as well as both prospective and current downtown business owners identify gaps in the retail market and understand what types of products or services will be most likely to result in growth and sustainment of their business venture. A well prepared analysis of conditions and trends is also a strong marketing tool if it is made freely and publicly available to business owners that are considering starting a business in the downtown area. An analysis of the market will also help to rationalize expectations about the types of businesses that can be successful downtown.

### 3.5 Plan for the Relocation or Burial of Downtown Overhead Utilities

**STRATEGY:** Develop and implement a plan to relocate or bury overhead utilities to improve downtown's aesthetic appearance. It is recommended that a phased approach to this be taken, with the highest visibility areas of downtown Shepherdstown given the highest priority for action.

**JUSTIFICATION:** While the most obvious benefit related to the relocation or burial of overhead utility lines is aesthetic, there is also a public safety aspect to removing overhead utilities in the downtown area. This is relating to the ability of emergency responders to gain quick access to downtown buildings. Employing an aerial master stream on a fire or utilizing an aerial ladder for accessing an upper story window or gaining access to a roof to provide ventilation can be difficult and hazardous to emergency responders in the presence of overhead utilities. Their presence would, in most cases, likely require the use of ground ladders to access upper stories and roofs, delaying response times to save lives and property. The depth of most downtown lots also prevents employing more effective tactics from the rear of buildings given both the distances involved.



## 3.6

### Improve Public Parking Availability Downtown

**STRATEGY:** Work to ensure that adequate public parking is available to foster a business-friendly climate that allows residents to conduct business with merchants and visitors to explore local shops.

**JUSTIFICATION:** Ensuring parking availability is critical to the success of downtown businesses. While the existing metering program and time limits help to generate turnover, the limited number of available spaces in close proximity to downtown businesses can be a deterrent to casual business transactions with downtown merchants, whether coming from residents who may not want the hassle of finding a space or tourists who may be deterred by the time limits. Increasing the supply of public parking, particularly off-street parking, will help to ensure that there are more opportunities for impulsive stops at downtown businesses, which could in turn have the effect of increasing economic activity.



# LU GOAL 4

The Town will expand its corporate limits to include both adjacent developed areas as well as lands that have **significant potential for future development and to meet open space goals.**

## 4.1 Collaborative Growth Management Planning

**STRATEGY:** Work collaboratively with Jefferson County to develop future land use and zoning designations that are compatible with the town's growth plans within the adopted Growth Management Boundary.

**JUSTIFICATION:** Consistency between the town and the county in the location and type of development that will occur in the area covered by the town's growth management boundary is critical to fostering rational development patterns around Shepherdstown. By aligning the county's growth plans, as expressed through its application of zoning, with the town's plans for utility improvements, annexation and transportation improvements, there will be fewer potential land use conflicts and growth can be directed more accurately towards areas that the town can provide municipal services to.

## 4.2 Establish a Municipal Growth Area

**STRATEGY:** Establish a locally designated Municipal Growth Area within the adopted Growth Management Boundary that identifies the long range (20 years) potential for the growth of the town and extension of municipal services outside of the current corporate limits as annexation and development activity occurs.

**JUSTIFICATION:** The act of establishing a definitive long range growth boundary for municipal services will help to better align development expectations with the town's ability and desires to extend services through annexation or improvements to the utility system. The definition of the extent of future municipal service growth will also help to better inform Jefferson County's plans for the unincorporated areas around Shepherdstown and allow for the proper application of zoning districts in the County's jurisdiction.



### 4.3 Review Annexation Policies

**STRATEGY:** Review the Town’s Annexation Policy to ensure that it allows maximum flexibility in the decision-making process for the extension of the corporate limits within the established Growth Management Boundary.

**JUSTIFICATION:** Current annexation policies provide a robust framework within which annexation petitions are reviewed and decided upon. These qualitative and quantitative factors give decision makers and applicants for annexation a good and well-reasoned guide for the evaluation of potential annexations. The adoption of the Growth Management Boundary, however, expands the potential for annexation within this defined area. In order to prepare for future annexations, it is critical to ensure that there are not any unintended obstacles to otherwise beneficial annexations. An example of this is the current prohibition on noncontiguous annexations in the policy. While contiguity is generally agreed to be a desired quality of a potential municipal expansion, consideration should be given to qualifying this, among other policies, to account for situations in which the direct or quantitative benefit of such an annexation may not be readily identifiable, but which would otherwise provide other benefits to the community, particularly as it relates to the ability of the town

to exercise its development review authority on properties within the town’s corporate limits.

### 4.4 Annexation of Split Jurisdiction Properties

**STRATEGY:** Work collaboratively with the owners of properties which are currently divided by the corporate limits to seek voluntary petitions for annexation so that those businesses and residents can enjoy the full range of services offered by the town.

**JUSTIFICATION:** A number of properties lying along the border of the town’s corporate limits are split between the jurisdiction of the town and Jefferson County. Bringing these properties fully within the corporate limits through annexation will help to clarify responsibility for the provision of services and the application of development regulations.

### 4.5 Develop and Implement Strategic Annexation Plan

**STRATEGY:** Develop a strategic annexation plan to identify developed commercial and residential areas that are adjacent or in close proximity to the corporate limits of the Town that may





benefit from annexation into Shepherdstown. The plan should include analyses of the costs and benefits of annexation for each identified area, timelines for the initiation of the annexation process for each area, the most appropriate annexation method for each area and plans for the provision of municipal services to newly annexed areas, including methods of financing such services. Following the adoption of the plan, the town should immediately begin the necessary steps to implement the plan, and revise as necessary to reflect changing circumstances over the life of the plan.

With a population of approximately 1,700 residents and a land area of around 240 acres, the corporate limits of Shepherdstown contain only a fraction of the population and property that is within the urbanized area of "greater Shepherdstown", which has grown up around and along the roads leading into town. While many, if not most, of the residents and businesses within the urbanized area identify themselves as residents of "Shepherdstown" they share neither in the responsibilities of residing within the town, nor do they enjoy the full range of benefits that are available within the corporate limits, though they do impact the town's services given the interconnected nature of the community.

Expanding the corporate limits of the town in a deliberate and

well planned manner will allow for the gradual inclusion of these areas in the town, thereby expanding both the responsibilities and benefits that go along with residence within the town. Expansion of the corporate limits will leverage greater access to state and federal resources, increase the influence of the town as it advocates for its needs and build economies of scale that will lead to greater efficiency in the provision of services, both operationally and from a cost perspective. The growth of the corporate limits will also allow the town to exercise its land use regulatory authority in these areas whose future development is critical to maintaining the character of the town.

The result of a town's failure to expand its geographic limits, especially as growth occurs around it, is usually stagnation (in terms of both its fiscal posture and quality of life) and often decline. Failure to capitalize on the momentum that has been generated by the adoption of the Growth Management Boundary and Comprehensive Plan update will most likely produce similar results for Shepherdstown as the share of the population in the area that is fully vested in the governing of the community continues to decline as growth occurs at the town's doorstep.



## 4.6

### Develop and Implement a Public Outreach Strategy for Annexation

**STRATEGY:** Develop and implement a public outreach strategy for communicating with residents of Shepherdstown and in potential annexation areas about the potential costs and benefits of the expansion of the corporate limits.

**JUSTIFICATION:** Since annexation will be primarily dependent on the assent of the residents and property owners in the areas targeted for annexation (and potentially the residents of the town, depending on the particular method of annexation), it will be critical for the town to provide timely, robust, factual and positive information to those who will ultimately have the final say on annexation. The development and dissemination of a compelling message that is fully transparent, in terms of both the benefits and responsibilities that are associated with annexation, will help the town to drive the storyline of annexation and ensure that accurate and factual information is available to the community.

## 4.7



### Work to Strengthen and Improve Annexation Laws

**STRATEGY:** Work with the West Virginia Municipal League and directly with other municipal governments to lobby for the strengthening and modernization of annexation laws in favor of sound and rational municipal growth strategies.

**JUSTIFICATION:** As a community that is interested in pursuing annexation in the future, Shepherdstown could lend its voice to efforts by other municipal governments in the state to modernize annexation laws. As a representative of the interests of local governments, the West Virginia Municipal League is the most appropriate vehicle for working toward more progressive annexation laws.



*This map depicts the potential extent of a locally designated Municipal Growth Area within the adopted Growth Management Boundary. The Municipal Growth Area represents the potential extent of future annexation and the provision of urban services over the next 20 years.*

-  Growth Management Boundary
-  Municipal Growth Area




Potential Municipal Growth Area





*This map depicts a potential phased scenario for the expansion of the town's corporate limits within a locally adopted Municipal Growth area over the next 20 years. Areas shown in orange indicate those areas that are most likely to become part of the town in the near term, based on their proximity to the corporate limits, development status and potential for future development (or conservation). This potential scenario would then have the town considering incorporating those areas shown in blue over the medium term and the areas in purple toward the end of the 20 year timeframe.*

Growth Timeframe

-  Short Term
-  Medium Term
-  Long Term

Potential Municipal Growth Strategy





Residential neighborhoods will remain strong and vibrant, and will be protected from encroachment by incompatible development and land uses.

### 5.1 Adopt a Residential Property Maintenance Code

**STRATEGY:** Adopt and enforce a strong residential property maintenance code that requires the maintenance of residential structures and their surroundings in a safe, sanitary and aesthetically compatible manner. Such an ordinance should ensure that sufficient remedies and penalties are in place to encourage the voluntary compliance with notices of violation, while leaving the Town with broad authority to abate health and safety issues if voluntary compliance is not achieved.

**JUSTIFICATION:** The failure of a single residential property owner to adequately maintain their dwelling can have an outsized effect on an entire neighborhood. Blight tends to breed blight as apathy about the appearance of homes grows, which in turn can lead to declining property values and negative impacts on the quality of life in a neighborhood. Ensuring that the town

has the ability to assert itself and bring blighted residential properties up to the standards of the town will help to maintain property values, give residents confidence in the strength of their investments and support the quality of life in neighborhoods.

### 5.2 Implement a Rental Property Registration and Inspection Program

**STRATEGY:** Implement a rental property certification and inspection program that would require the registration and periodic inspection of rental properties for compliance with the residential property maintenance code (once adopted).

**JUSTIFICATION:** The large share of the town's housing stock that is comprised of rental properties can lead to negative impacts on the quality of life in the town's neighborhoods as rental property owners and their tenants tend not to invest the same amount of



resources in the maintenance of these properties as the owners of owner occupied properties do. Deferred maintenance, among other potential issues, can lead to problems with certain rental properties. By requiring registration and periodic inspection of rental properties, the town can help to ensure that the stock of rental housing in the community is maintained to the same standards as expected of owner occupied homes.

### **5.3** Maintain On-Street Parking Limits in Neighborhoods

**STRATEGY:** Continue to enforce reasonable limits on parking in residential neighborhoods to ensure that each residence is afforded sufficient parking and to limit nonresidential traffic and parking in neighborhoods.

**JUSTIFICATION:** Given the limited supply of on-street parking in the town, commuters will tend to migrate into residential areas if allowed. Maintaining current limits on parking by nonresidents on neighborhood streets will help to ensure that residents have adequate access to on-street parking and limit traffic on neighborhood streets.

### **5.4** Improve the Appearance and Safety of Alleys

**STRATEGY:** Develop and implement a comprehensive program to improve the appearance of residential alleys and address the safety of structures along alleyways.

**JUSTIFICATION:** Maintaining a positive aesthetic appearance along the town's alleyways will help to reinforce property values and deter activity that may be detrimental to neighborhoods. During the development of the plan, a number of structures along alleyways were observed that appeared to be in substandard condition, potentially impacting the safety of travel along alleys if left uncorrected in the future. Identifying substandard structures and requiring their rehabilitation or demolition will help to ensure both the safety and appearance of alleys.



Land use and development regulations will reflect best practices in current use and promote growth that is compatible with Shepherdstown's character.

### 6.1 Adopt and Enforce Building Code Regulations

**STRATEGY:** Adopt the West Virginia State Building Code and partner with Jefferson County to provide administration and enforcement of the Code to ensure that construction activity is undertaken in compliance with relevant life/safety and energy efficiency standards.

**JUSTIFICATION:** While individual contractors engaged in construction projects in town are required to maintain compliance with the state building code, there is no local review or inspection of building plans or construction activity. Adopting the state building code locally will allow the town to enforce the code and maintain a more vigilant posture with respect to the quality of construction activities occurring in town. Given the limited resources of the community, contracting with Jefferson

County to administer and enforce the code would be the most cost effective and efficient method of ensuring compliance.

### 6.2 Development Review Processes Assessment

**STRATEGY:** Review policies and procedures for development review to ensure that no unnecessary obstacles are present that may serve to discourage investment in the community, while also ensuring that an adequate level of technical review and public input is included in the decision-making process. Examples of policies to review include submittal and review schedules, development review and permitting fees, the level of detail required for preliminary or conceptual development plans, the number of hearings required for development approval and the types of approvals that may be granted administratively.



**JUSTIFICATION:** Lengthy or complicated development review processes can serve as a deterrent to investment. Ensuring that the town maintains an adequate level of technical review and public input, where warranted, in the development review process is critical to realizing positive outcomes, but process should not be more important than the results. A collaborative approach in the initial steps of the development review process, in which the developer and the town work together to iron out any differences prior to formal review or hearings can help to achieve better results and ensure that a submitted development plan is acceptable and will not require significant revision. Delegating as much authority as possible to staff members to approve certain types of development plans (within reason) is also an effective method of streamlining the administration of a development ordinance in that it generally allows for a faster and more efficient process in contrast to review and approval processes that rely on a public board or commission.

characteristics of buildings and sites, with a traditional “use” based approach to ensure that the character and integrity of the community and its neighborhoods are preserved.

**JUSTIFICATION:** The aesthetic character and form of development was consistently identified as the most important factor in the future growth of the town. A form based code approach, such as that provided in the Transect Code, can provide an avenue through which the town can ensure that future growth is consistent with its character. A particular advantage of the Transect Code is that it regulates development in a contextual format, from rural to urban, and does not impose identical regulations throughout a community as some form based codes do. Given the current regulatory environment, it would probably be necessary to combine the transect code with a more traditional approach to regulating land uses and development in some established areas of town to help preserve the character of the town.

## **6.3** Consider Adoption of Form Based Development Regulations

**STRATEGY:** Consider adopting a framework for development regulations that combines a “form-based” approach to the regulation of development, which emphasizes the physical





# LU GOAL 7

**Growth will be directed to those areas that have sufficient transportation and utility infrastructure capacity, as well as convenient access to other public services that are necessary to serve it.**

## **7.1 Enforce Adequate Public Facilities Regulations**

**STRATEGY:** Continue to enforce the Town’s Adequate Public Facilities regulations to ensure that services are available for new development and to fund necessary infrastructure improvements.

**JUSTIFICATION:** Given the small size and limited resources of the town, new development of any size can have a significant impact on the town’s ability to maintain current levels of service. Through the Adequate Public Facilities regulations, the town can analyze the effects of new development or annexation on its service levels and determine whether revenues from the proposed development, or any proffers made, will be sufficient to ensure a continuation of existing service levels.

## **7.2 Expand the Scope of Adequate Public Facilities Regulations**

**STRATEGY:** Amend the Adequate Public Facilities regulations to include the consideration of the provision of fire, police, sanitation, street maintenance and parks to ensure that these other services are either present or can be provided to the development in a cost effective and efficient manner.

**JUSTIFICATION:** The current scope of the adequate public facilities regulations only measures impacts on water and sewer service, schools and road capacity. Expanding the scope to include the services referenced above will help to better assess the true impact of a development on all of the municipal services offered by the town.



### 7.3 Proactive Adequate Public Facilities Determinations

**STRATEGY:** Proactively identify and designate areas that have sufficient road and utility capacity, as well as access to other public services, and allow development in those areas to utilize an abbreviated Adequate Public Facilities review process.

**JUSTIFICATION:** The pre-identification of areas where services can be provided without a negative impact on the overall level of service to the community can help to direct development to desired / beneficial growth areas. Similarly, areas that are limited in their capacity to accommodate new development can be identified to discourage development in those areas. This will help to provide a higher degree of certainty to developers that are looking to invest in the community, while also potentially limiting the amount of time that is devoted to reviewing development proposals in areas where sufficient capacity does not exist to support growth.

### 7.4 Coordination of Land Use and Utility Capacity

**STRATEGY:** Work with Jefferson County to adopt future land use and zoning designations for areas in the town's utility service area that reflect the existing and planned infrastructure capacities in those areas.

**JUSTIFICATION:** Aligning the County's land use and zoning classifications with the capacity of the town's utility system to serve new development will help to ensure that developer and property owner expectations are properly scaled to the carrying capacity of the utility system. This type of alignment can also lower development costs by directing growth towards those areas where costly utility extensions are not necessary.



CORPORATION OF SHEPHERDSTOWN  
COMPREHENSIVE PLAN

# SECTION THREE HOUSING







## OVERVIEW

Two primary housing related themes emerged during the planning process. The first was related to the need to ensure that the housing stock in the area was sufficiently diverse so as to provide reasonable access to the market for individuals and families of all ages and income levels. While the size of the market and its composition within the town proper is limited by its physical size and degree of development, the greater Shepherdstown area has a much more diverse housing stock, particularly in terms of price point. As the town grows, it will be critical to ensure that the market remains sufficiently diverse so as to allow the market to attract a wide range of residents to the area.

The second area of concern that emerged from the planning process was the need to ensure the long term health of the housing stock, particularly in terms of the care and maintenance of existing dwellings in a manner that supports the value of nearby residences. The historic nature of the housing stock can be a barrier to upkeep because of the need to comply with the Historic District Guidelines, which can lead to the deterioration of dwellings that owners cannot afford to repair or rehabilitate in compliance with the guidelines. To ensure the viability of the housing stock over the long term, the competing interests of the public's desire to maintain the integrity of the historic character of Shepherdstown's neighborhoods and the private necessity of maintaining homes in a manner that is cost effective must be balanced to ensure that character is not sacrificed for convenience and that property owners are given the ability to maintain their homes without incurring unreasonable financial burdens.





## Housing Profile

### Housing Units

Between 1990 and 2012, the total number of housing units within the corporate limits of Shepherdstown increased from 409 to 525, which is an increase of 28.6%. The rate of growth in the number of housing units in the area within the town’s Growth Management Boundary was significantly higher, growing from 1,601 units in 1990 to 2,264 units in 2012, which is an increase of 41.4%. If the housing units within the corporate limits of Shepherdstown are excluded from that statistic, the rate of growth in the unincorporated portion of the area within the Growth Management Boundary was marginally higher, growing from 1,192 housing units in 1990 to 1,739 housing units in 2012, or a rate of increase of 45.9%. Note that the statistical profile of housing excludes the “group quarters” housing on the campus of Shepherd University.

Jurisdiction	1990	2000	2010	Change 1990-2010
<b>Shepherdstown</b>	409	447	525	28%
<b>Growth Management Boundary</b>	1,601	1,912	2,264	41%
<b>Jefferson County</b>	14,606	17,623	22,086	51%

Table 16 - Comparison of Housing Units

Jurisdiction	1990	2000	2010
<b>Shepherdstown</b>	2.8%	2.5%	2.4%
<b>Growth Management Boundary</b>	11.0%	10.8%	10.3%

Table 17 - Share of Housing Units in Jefferson County

Jurisdiction	Housing Density (units / sq. mi.)
<b>Shepherdstown</b>	1,406
<b>Growth Management Boundary</b>	91
<b>Ranson</b>	239
<b>Charles Town</b>	389

Table 18 - Housing Density Comparison





## HOUSING UNITS QUICK FACTS

- The corporate limits of Shepherdstown contain 2.4% of the total number of housing units in Jefferson County.
- The area within the town's Growth Management Boundary contains approximately 10% of the total number of housing units in Jefferson County.
- The number of dwelling units in Jefferson County increased by over 51% between 1990 and 2012.
- The 525 dwelling units in the corporate limits of Shepherdstown are equivalent to approximately 1,400 dwelling units per square mile, or 2.2 dwelling units per acre.
- The density of dwelling units within the corporate limits is over 15 times higher than is found in the Growth Management Boundary.
- The density of dwelling units within the corporate limits is 6 times higher than the housing density in Ranson and over 3.5 times higher than in Charles Town.

## Housing Types

Single family dwellings are the predominant housing type both within the corporate limits of Shepherdstown as well as in the larger area within the town's Growth Management Boundary, representing just over 70% of the total number of housing units

within the town and over 85% of the total number of housing units in the town's Growth Management Boundary. When housing units within the corporate limits are excluded, the share of the housing stock made up of single family dwellings in the area covered by the Growth Management Boundary increases to nearly 90%.

Within the town's corporate limits multi-family dwellings comprise nearly 23% of the housing stock, compared to only around 8% in the larger Growth Management Boundary. Excluding the multi-family housing units found within the corporate limits from the Growth Management Boundary, its share of multi-family housing drops to only 3.2%.

Duplexes and manufactured housing units (mobile homes) make up the remaining portion of the housing stock. Within the town, duplexes account for 4% of the housing stock, while manufactured housing units account for around 2% of the housing stock. In the larger area covered by the Growth Management Boundary, duplexes account for less than 3% of the housing stock and manufactured housing accounts for approximately 4% of the housing stock. Excluding housing units within town, the share of manufactured housing within the Growth Management Boundary is nearly 5% of the housing stock.





### HOUSING TYPES QUICK FACTS

- The number of single family dwelling units in the corporate limits of Shepherdstown increased by 33% between 1990 and 2012
- The number of multi-family dwelling units in the corporate limits of Shepherdstown increased by 45% between 1990 and 2010.
- The number of single family dwelling units in the Growth Management Boundary increased by over 53% between 1990 and 2012.
- Jefferson County has nearly 1,500 manufactured housing units, making up nearly 7% of the total housing stock in the county.
- Jefferson County has approximately 1,700 multi-family housing units (excluding duplexes), which make up 7.7% of the county's total housing stock.
- The share of multi-family housing found in the county as a whole is equal to the share found in the Growth Management Boundary, including the area within the corporate limits of Shepherdstown.

Housing Type	Shepherdstown		Growth Management Boundary	
	Number	Share of Housing Stock	Number	Share of Housing Stock
Single Family	372	70.9%	1,935	85.5%
Duplex	21	4.0%	60	2.7%
Multi-Family	120	22.9%	175	7.7%
Manufactured	12	2.3%	94	4.2%

Table 19 - Housing Type Comparison

Jurisdiction	1990	2000	2010	Change 1990-2010
Single Family	279	314	372	33.3%
Duplex	34	29	21	-38.2%
Multi-Family	83	90	120	44.6%
Manufactured	13	14	12	-7.7%

Table 20 - Housing Type Changes Over Time



- Shepherdstown contains approximately 7% of the multi-family housing units in Jefferson County, but only 2.4% of the total number of dwelling units in the county.
- The Growth Management Boundary contains just over 6% of the manufactured housing units in Jefferson County, while it contains over 10% of the total number of dwelling units in the county.

### Age of Housing Stock

The age of the housing stock within the corporate limits of Shepherdstown trends much older than what is seen in the Growth Management Boundary and in Jefferson County as a whole. With nearly 44% of the entire housing stock constructed prior to 1939 (earliest Census data point), the share of the housing stock in that category is twice as high as that found in the Growth Management Boundary (20%) and over 4 times greater than the share of older housing found in Jefferson County as a whole (11.3%). Housing units built after 2000 make up only 6.5% of the housing stock within the corporate limits of Shepherdstown, while over 20% of the housing stock in the Growth Management Boundary and nearly 22% of the housing stock in Jefferson County as a whole was constructed after 2000.

Year Constructed	Percent of Housing Stock
1939 or Older	43.8%
1940-1959	3.8%
1960-1979	26.1%
1980-1999	19.8%
2000 or Newer	6.5%

Table 21 - Age of Housing Stock in Shepherdstown

Jurisdiction	2000 or Newer
Shepherdstown	6.5%
Growth Management Boundary	20.5%
Jefferson County	21.5%

Table 22 - Share of Housing Stock Constructed after 2000



## Housing Vacancy

The housing vacancy rate within the corporate limits of Shepherdstown was 11.1% in 2012. This is slightly higher than the vacancy rates seen in the Growth Management Boundary (9.2%) and within Jefferson County as a whole (9.6%). Given the transient nature of the student population that resides off-campus in town, this observed vacancy rate is not higher than what would be reasonably expected. The vacancy rate in the town is actually lower than the observed rate in 1990, when nearly 14% of the housing stock in town was vacant, but higher than what was seen in 2000, when slightly less than 10% of the town’s housing stock was unoccupied.

## Home Ownership

Fewer than half (47.6%) of the town’s occupied housing units were occupied by the owners of the dwellings, while 52.4% of the occupied housing stock was occupied by renters. The rate of owner occupancy in town was significantly lower than what was seen in the Growth Management Boundary, which had an ownership rate of around 72%, as well as in Jefferson County as a whole, where nearly 77% of the housing stock was occupied by the homeowner. Since 1990, ownership rates have steadily declined in Shepherdstown, while corresponding rates of renter occupancy have increased. In 1990, the ownership rate was over 60%, and declined to just over 53% in 2000. This is in stark contrast to the trend seen in Jefferson County as a whole, where owner occupancy rates increased from around 64% in 1990 to nearly 70% in 2000 before reaching the peak of almost 77% seen in 2012.

Jurisdiction	Occupied	Vacant
<b>Shepherdstown</b>	88.9%	11.1%
<b>Growth Management Boundary</b>	90.8%	9.2%
<b>Jefferson County</b>	90.4%	9.6%

Table 23 - Comparison of Occupancy Rates

Housing Type	1990	2000	2012
<b>Occupied</b>	86.2%	90.3%	88.9%
<b>Vacant</b>	13.8%	9.7%	11.1%

Table 24 - Change in Occupancy Rates in Shepherdstown



Jurisdiction	Own	Rent
Shepherdstown	47.6%	52.4%
Growth Management Boundary	71.7%	28.3%
Jefferson County	76.8%	23.2%

Table 25 - Housing Tenure Comparison

Tenure	1990	2000	2012
Own	61.6%	53.2%	47.6%
Rent	38.4%	46.8%	52.4%

Table 26 - Shepherdstown Housing Tenure Change

Jurisdiction	1990	2012	Change in Dollars	Percent Change
Shepherdstown	\$102,604	\$293,800	\$191,196	186%
Growth Management Boundary	\$98,847	\$314,300	\$215,453	218%
Jefferson County	\$84,141	\$223,700	\$139,559	166%

Table 27 - Median Home Value Comparison

## Home Values

The median home value within the corporate limits of Shepherdstown was \$293,800 in 2012, which was around 6.5% lower than the median value of homes within the Growth Management Boundary (\$314,300) and over 31% higher than the median home value in Jefferson County as a whole (\$223,700). The median home value in Shepherdstown has increased significantly since 1990, when the median value was \$102,604 and 2000, when the median value was \$158,125. The difference between the median values in 1990 and 2012 is \$191,196, which represents an increase of approximately 186% over that time period. During the same time period, the median value in the Growth Management Boundary increased by an even higher 218%, with a 1990 median value of only \$98,847. Jefferson County as a whole had a lower median value in 1990, at only \$84,141, and increased at a lower rate of around 166% between 1990 and 2012.





## Monthly Rent Costs

In 2012, there was very little difference in the median rents seen within the corporate limits of Shepherdstown (\$883), the Growth Management Boundary (\$871) and Jefferson County as a whole (\$850). Between 1990 and 2012, the median rent in Shepherdstown increased by 190%, or \$578 per month, from the median 1990 rent of \$305 per month. This increase closely tracked the percentage increase seen in median home values in town over that same time period.

Jurisdiction	Median Monthly Rent
Shepherdstown	\$883
Growth Management Boundary	\$871
Jefferson County	\$850

Table 28 - 2012 Median Monthly Rent Comparison

Shepherdstown	1990	2000	2012	Change in Dollars	Percent Change
Median Monthly Rent	\$305	\$467	\$883	\$578	190%

Table 29 - Shepherdstown Change in Median Monthly Rent 1990-2012



**The Town's housing stock will be sufficiently diverse to meet the needs of residents in all phases of life and at all income levels.**

### **1.1 Promote Housing Diversity**

**STRATEGY:** Encourage the development a diverse range of housing types and sizes in the community, while ensuring that the integrity of existing residential neighborhoods is preserved.

**JUSTIFICATION:** A diverse housing stock, in terms of price points, types and sizes, will help Shepherdstown attract and retain residents with similarly diverse backgrounds and incomes. A healthy community provides housing for residents in all stages of life and at all income levels. This allows residents to stay in their community as life circumstances and incomes change over time, leading to a stronger and more stable residential base.

### **1.2 Incentivize Affordable Housing Development**

**STRATEGY:** Explore revising the zoning ordinance to provide density bonuses for development proposals that set aside a minimum threshold of dwelling units that will be made available at price points that are affordable for working families.

**JUSTIFICATION:** If properly incentivized, the development of affordable housing can be profitable for developers. This is particularly true if the density or intensity of permitted development is increased proportionally to the developer's investment in affordable housing. By allowing more density, a developer can reduce their overall per unit investment costs, thereby allowing them to set aside a greater number of units to meet an affordable housing goal.



## 1.3

### Require Minimum Inclusions of Affordable Housing

**STRATEGY:** Consider using “inclusionary” zoning regulations to help facilitate the development of workforce housing in conjunction with residential development proposals.

**JUSTIFICATION:** If an incentive based strategy cannot fulfill the local market demand for affordable housing, then alternative method of brining more workforce oriented housing to town would be to require its inclusion as a certain percentage of an overall development proposal. Such regulations, which typically require a 5% to 15% set aside of “affordable” units, can be a more effective tool than incentives since they mandate it, thereby guaranteeing that each development proposal will contain a certain number of workforce oriented dwelling units. If left up to the market through an incentive based approach, there is no guarantee that an affordable housing goal will be met, though mandatory inclusions are often resisted by developers.

## 1.4

### Promote the use of Tax Credits for Historic Homes

**STRATEGY:** Promote the use of federal tax credits for the restoration of income producing residential structures within the National Register District.

**JUSTIFICATION:** Preserving the existing stock of historic homes in Shepherdstown will help to strengthen the town’s neighborhoods and maintain the character of the community. While restoring an historic home in a manner that is consistent with its historic character can be a daunting task, both financially and technically, the use of federal tax credits can allow the owners of income producing residential properties with the extra financial resources needed to help restore their properties. Promoting the use of this incentive based funding option to the owners of these properties will help to build awareness of the program, and could lead to an increase in their use in the community, thereby strengthening the town’s historic housing stock.



## 1.5

### Ensure Adequate Housing for Senior Citizens

**STRATEGY:** Conduct a housing needs analysis to identify any gaps in the local housing market for housing oriented toward senior citizens, and if gaps are identified, work with developers to identify opportunities in the community to construct such housing.

**JUSTIFICATION:**

As residents age out of larger homes, due to a variety of reasons, small towns, such as Shepherdstown, often do not have sufficient housing options available for these residents to continue to reside in their community. Conducting a needs analysis will help the town understand whether there are any gaps in the market for senior housing and give it the ability to work with developers to close those gaps through the construction of this type of housing.

## 1.6

### Expand Opportunities for Accessory Dwellings

**STRATEGY:** Conduct a study of the Town's regulations governing accessory dwelling units to determine whether the locations where they are permitted should be expanded and the types of regulations that are necessary to make them compatible within established neighborhoods.

**JUSTIFICATION:**

Permitting accessory dwellings in established single family residential neighborhoods can provide a wide range of benefits to a community. For homeowners, the ability to lease an accessory apartment can provide much needed income, particularly where housing costs are high. The community as a whole can also benefit from an increase in the availability of housing and a corresponding increase in population. The use of accessory dwellings also helps to fill gaps in the multi-family rental market, which would otherwise be filled by the construction of apartment complexes, which may not be as well maintained over time as accessory dwellings dispersed throughout the community on owner occupied properties.



## H<sub>2</sub> GOAL

Residential structures will be maintained in a manner that promotes the aesthetic appeal of neighborhoods, supports property values and ensures the safety of residents.

### 2.1 Adopt a Residential Property Maintenance Code

**STRATEGY:** Adopt and enforce a strong residential property maintenance code that requires the maintenance of residential structures and their surroundings in a safe, sanitary and aesthetically compatible manner. Such an ordinance should ensure that sufficient remedies and penalties are in place to encourage the voluntary compliance with notices of violation, while leaving the Town with broad authority to abate health and safety issues if voluntary compliance is not achieved.

**JUSTIFICATION:** The failure of a single residential property owner to adequately maintain their dwelling can have an outsized effect on an entire neighborhood. Blight tends to breed blight as apathy about the appearance of homes grows, which in turn

can lead to declining property values and negative impacts on the quality of life in a neighborhood. Ensuring that the town has the ability to assert itself and bring blighted residential properties up to the standards of the town will help to maintain property values, give residents confidence in the strength of their investments and support the quality of life in neighborhoods.

### 2.2 Develop a Homeowner Assistance Program

**STRATEGY:** Work with community organizations to develop homeowner assistance programs to provide volunteer assistance to lower income homeowners to maintain and repair their residences.

**JUSTIFICATION:** Adopting and enforcing ordinances aimed at requiring the maintenance of residential properties is often

not enough to ensure that a town's housing stock will be well maintained. Lower income homeowners, in particular, often have difficulty providing for the routine care and maintenance of their properties. By working with community groups, such as churches, civic clubs and similar organizations, the town could leverage the resources of volunteers to meet the needs of lower income residents and prevent routine maintenance issues from growing into issues that could lead to a home becoming unfit for habitation.

### **2.3** Provide Technical Assistance to Owners of Historic Properties

**STRATEGY:** Explore options for providing free technical assistance to owners of historic residences that are interested in improving or restoring their properties.

**JUSTIFICATION:** Homeowners who would like to improve their historic properties can be at a disadvantage as they navigate the approval process to get permission from the town to make changes to their homes. Developing a program whereby local architects and others that are familiar with historic design requirements are available to assist homeowners with minor issues, such as window and door replacements, roofs, shutters

and similar exterior features, can help to create a more efficient approval process, and potentially lead to the renovation or rehabilitation of more historic homes. This type of program could also provide more extensive assistance to property owners that have major exterior rehabilitation projects, if resources are available.

### **2.4** Revitalize Substandard Housing

**STRATEGY:** Prepare an inventory of substandard housing in the community, with a particular focus on unsafe structures. Utilize the inventory to prioritize the rehabilitation of historic residences and the demolition of non-historic residences that are financially impractical to restore based on their state of deterioration.

**JUSTIFICATION:** With an inventory in place, the town could seek funds through the Community Development Block Grant program or similar state and federal programs to repair or demolish substandard residential dwellings. Repairing or removing substandard structures will help to stabilize neighborhoods and remove potentially blighting influences from the community.



## 2.5 Financial Incentives for Rehabilitating Substandard Historic Homes

**STRATEGY:** Consider options for implementing a financial incentive program directed toward homeowners to encourage the restoration of substandard historic residences.

**JUSTIFICATION:** Renovation and restoration costs for historic properties can be financially restrictive for property owners. While tax credits are available for income producing properties, such incentives are not available for owner occupied dwellings. Establishing a matching grant program, providing local tax incentives or a similar financial benefit, could help to bridge the financial gap for property owners who might not otherwise be financially capable of undertaking restoration projects.

# SECTION FOUR ECONOMIC DEVELOPMENT & TOURISM







  
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## OVERVIEW

In recent years, education, tourism and the arts have played significant roles in the local economy, driving much of the economic growth in Town. With a focus on the future of Shepherdstown, the planning process investigated opportunities that the Town could pursue to both strengthen and diversify its economy. The process also explored the role the Town could play in supporting economic development, such as business retention strategies, providing incentives for new or expanding businesses and similar efforts.

As one of the primary drivers of the local economy (along with Shepherd University), tourism plays an outsized role in the fiscal and economic health of the Town. During the planning process, a great deal of concern was expressed about the changing nature of tourism in Shepherdstown. With changes in demographics, tastes and economic challenges cited as the underlying causes for continuing declines in tourism related spending and visits to the community, it appears that this once reliable source of economic stability is undergoing a significant transformation.

During the comprehensive plan development process, the decline of the local arts community was identified as having

a negative effect on the local economy. In particular, the loss of downtown art galleries and associated businesses was determined as contributing to changes in the local tourism economy, which was once heavily oriented toward the local arts community.

A second major theme that was identified was the changing length of tourist visits. Specifically, what were once primarily multi-day visits to town have been trending more toward shorter visits due to economic constraints and transportation improvements that have essentially shortened the distance (as a function of time) between Shepherdstown and the nearby metropolitan areas from which the majority of the tourist base is drawn.

The presence of the C&O Canal, Civil War historic sites, the expansive and well preserved stock of historic architecture in town, community events, and the CATF were all cited as examples of attractors in the community for tourism. Better capitalizing on these assets and modifying the local approach to attracting and catering toward the changing needs and desires of tourists was a recurring theme throughout the process.



## ECONOMIC PROFILE

### Income

The 2012 median household income in Shepherdstown was \$81,029, which is 13% higher than the median household income in the Growth Management Boundary (\$71,607) and 26% higher than in Jefferson County as a whole (\$64,314). Since 1990, median household income has increased significantly, going up by nearly \$50,000, or approximately 155%, over that time period.

Jurisdiction	Median Household Income
Shepherdstown	\$81,029
Growth Management Boundary	\$71,607
Jefferson County	\$64,314

Table 30 - 2012 Median Household Income Comparison

Shepherdstown	1990	2000	2012	Change in Dollars	Percent Change
<b>Median Household Income</b>	\$31,741	\$40,642	\$81,029	\$49,288	155%

Table 31 - Shepherdstown Change in Median Household Income 1990-2012

In contrast to the high levels of household income, the per capita income in Shepherdstown is lower than the per capita incomes in the Growth Management Boundary and Jefferson County. This is due in large part to the large share of the population being full time college students, which is generally associated with lower incomes than the population as a whole. At \$31,740, the per capita income in The Urban Growth Boundary is 33% higher than in town, while the Jefferson County per capita income of

Jurisdiction	Per Capita Income
Shepherdstown	\$21,234
Growth Management Boundary	\$31,740
Jefferson County	\$29,655

Table 32 - 2012 Per Capita Income Comparison



\$29,655 is 28% higher than in town. Since 1990, per capita income in Shepherdstown has nearly doubled, increasing by almost \$10,000, or 88%, over the 1990 level of \$11,291.

Shepherdstown	1990	2000	2012	Change in Dollars	Percent Change
<b>Per Capita Income</b>	\$11,291	\$28,539	\$21,234	\$9,943	88%

Table 33 - Shepherdstown Change in Per Capita Income 1990-2012

The poverty rate in Shepherdstown in 2012 was significantly higher than the poverty rates found in the Growth Management Boundary or Jefferson County as a whole. The 2012 poverty threshold for an individual was \$11,170 and \$23,050 for a family of four. In the corporate limits, approximately 21% of the total population lived below the poverty line, while the Growth Management Boundary and Jefferson County had similar rates of 12% and 11% respectively. Like the per capita income, the higher rate of poverty in Shepherdstown proper is likely influenced heavily by the large number of college students, particularly those residing off-campus, who would be more likely to have lower incomes than other adults in town.

Jurisdiction	Poverty Rate
<b>Shepherdstown</b>	21.1%
<b>Growth Management Boundary</b>	12.4%
<b>Jefferson County</b>	11.1%

Table 34 - 2012 Poverty Rate Comparison

## Employment

The 2012 labor force participation rate in Shepherdstown was approximately 61%, which is slightly lower than the rate of 61.3% in the Growth Management Boundary and significantly lower than the rate of 67.8% found in Jefferson County as a whole. The rate of 61% is, however, much higher than the 55.4% of the population who were in the labor force in Shepherdstown in 1990. This increase reflects a





general trend of higher labor force participation by college students. The unemployment rate in Shepherdstown was 8.8% in 2012, which is higher than the unemployment rates seen in the Growth Management Boundary (7.1%) and Jefferson County as a whole (8.1%). The recent unemployment rate in town is in contrast to the much lower rates seen in 1990 (3.7%) and 2000 (4.6%). While reflective of nationally high unemployment rates over the past several years, this too was likely influenced by higher labor force participation rates, particularly among college students.

Jurisdiction	Labor Force Participation
Shepherdstown	60.9%
Growth Management Boundary	61.3%
Jefferson County	67.8%

Table 35 - 2012 Labor Force Participation Rate Comparison

Jurisdiction	Unemployed Labor Force
Shepherdstown	8.8%
Growth Management Boundary	7.1%
Jefferson County	8.1%

Table 36 - 2012 Unemployment Rate Comparison

Shepherdstown	1990	2000	2012
Unemployment Rate	3.7%	4.6%	8.8%

Table 37 - Shepherdstown Change in Unemployment Rate

## Occupations and Industries

As could be expected with the presence of Shepherd University in town, the industry sector comprised of education, health care and social services employed the largest percentage of the town's residents with over 27% of the town's workforce employed in that sector. The arts and entertainment sector and information sector each employed over 15% of the town's workforce, while the retail sector was the only other sector employing more than 10% of the workforce. Industry sectors employing between 5% and 10% of the workforce include



the public administration and professional, scientific and management sectors, each of which employed nearly 8% of the workforce, while the finance, insurance and real estate sector employed just over 5% of the workforce. Of particular note in the industry sector data is that less than 1% of the workforce was employed in the manufacturing sector and only slightly more than 1% were employed in the construction sector. As the data suggests, the town's workforce is heavily aligned to knowledge, service and similar sectors rather than the extraction, production or transportation sectors.

Industry Sector	Percent of Workforce
<b>Educational Services, Health Care and Social Assistance</b>	27.2%
<b>Arts, Entertainment, Recreation and Hospitality</b>	15.7%
<b>Information</b>	15.2%
<b>Retail Trade</b>	12.3%
<b>Professional, Scientific, And Management</b>	7.9%
<b>Public Administration</b>	7.9%
<b>Finance, Insurance and Real Estate</b>	5.4%
<b>Transportation ,Warehousing and Utilities</b>	3.7%
<b>Other Services ( except Public Administration)</b>	1.5%
<b>Construction</b>	1.2%
<b>Resource Extraction (Agriculture, Mining etc.)</b>	0.9%
<b>Manufacturing</b>	0.9%
<b>Wholesale Trade</b>	0.0%

Table 38 - 2012 Employment by Industry Sector

The occupations held by members of Shepherdstown's workforce (the specific type of job within the industry sector) were concentrated most heavily in the management, business, science and arts occupations, with over 43% of the workforce employed in this capacity.



Service occupations and those related to sales or office employment accounted for around 26% and 27% of the employed workforce respectively. The remaining portion of the workforce was employed in jobs related to natural resources and construction (1.8%) and production and transportation (0.9%).

## Commuting Times

The average commute for Shepherdstown’s workforce was much lower in 2012 than for workers in the Growth Management Boundary of Jefferson County as a whole. At 19.3 minutes, workers in Shepherdstown traveled, on average, for 30% less time than workers in the Growth Management Boundary (27.6 minutes) and 51% less than workers in Jefferson County (39.2 minutes). The average commute time for Shepherdstown’s workforce has increased from 1990, when the average time to work was only 15.7 minutes, but has decreased since 2000, when the average commute rose to over 21 minutes.

## Education

Since 1990, the share of Shepherdstown’s population over the age of 25 who hold a bachelor’s degree or graduate degree has steadily increased, from around 44% in 1990

Occupational Category	Percent of Workforce
<b>Management, Business, Science and Arts Occupations</b>	43.4%
<b>Service Occupations</b>	26.3%
<b>Sales and Office Occupations</b>	27.6%
<b>Natural Resources, Construction, and Maintenance Occupations</b>	1.8%
<b>Production, Transportation and Material Moving Occupations</b>	0.9%

Table 39 - 2012 Employment by Occupational Category

Jurisdiction	Average Commute (minutes)
<b>Shepherdstown</b>	19.3
<b>Growth Management Boundary</b>	27.6
<b>Jefferson County</b>	29.2

Table 40 - 2012 Average Commuting Time Comparison

Shepherdstown	1990	2000	2012
<b>Average Commute (minutes)</b>	15.7	21.4	19.3

Table 41 - Shepherdstown Change in Average Commute Times



to over 50% in 2012. In 2000, the share of the population in this age group holding a graduate degree actually exceeded the share of the population with a bachelor's degree. This greatly exceeds the share of the over 25 population in both Jefferson County (28%) and West Virginia (18%) holding a bachelor's degree or higher, and is reflected in the town's exceptionally high median household income. As the share of the town's population with a bachelor's or graduate degree steadily increased since 1990, the share of the population who did not graduate from high school steadily decreased, from almost 19% of the population in 1990 to under 10% of the population in 2012. The 2012 share of the population in this category is significantly lower than Jefferson County's (16%) and the share of the population in West Virginia as a whole (18%).

Education Level	1990	2000	2012
<b>No High School Diploma</b>	18.5%	13.2%	9.9%
<b>High School Graduate</b>	15.0%	14.9%	15.9%
<b>Some College (no degree)</b>	15.9%	20.8%	15.9%
<b>Associate's Degree</b>	6.1%	2.3%	5.7%
<b>Bachelor's Degree</b>	23.5%	22.7%	27.7%
<b>Graduate Degree</b>	21.0%	26.1%	23.8%

Table 42 - Shepherdstown Change in Education Levels (age 25+)

Jurisdiction	No High School Diploma	Bachelor's Degree	Graduate Degree
<b>Shepherdstown</b>	9.9%	27.7%	23.8%
<b>Jefferson County</b>	15.6%	17.0%	10.8%
<b>West Virginia</b>	17.8%	11.0%	6.9%

Table 43 - Comparison of Selected 2012 Educational Levels (age 25+)





## Property Values

Between fiscal years 2005-06 and 2013-14, Shepherdstown has seen the value of property within the corporate limits rise dramatically to a peak in fiscal years 2008-09 and 2009-10, before falling back significantly in later years. In fiscal year 2005-06, the total value of all taxable property in town was \$56.9 million dollars. By 2008, this had increased to over \$94 million, and then began to go down in fiscal year 2010-11, finally settling around \$74 million in fiscal years 2012-13 and 2013-14. Despite the recent decreases in value, the most recent valuation is more than 23% higher than in fiscal year 2005-06, which is around 21% lower than the peak values seen several years ago. The distribution of the value of taxable property between Class II properties, or those which are owned, occupied and used for the benefit of the owner, and Class IV properties, which all other property within the town falls in, has remained fairly constant since fiscal year 2005-06, with Class II properties comprising around 46% of the town's assessed valuation.

Fiscal Year	Assessed Value	Class II	Class IV	Class II Share
2005-06	\$56,906,188	\$27,024,400	\$29,881,788	47.5%
2006-07	\$58,186,759	\$26,573,660	\$31,613,099	45.7%
2007-08	\$67,594,101	\$29,559,350	\$38,034,751	43.7%
2008-09	\$94,246,812	\$43,446,430	\$50,800,382	46.1%
2009-10	\$94,426,973	\$43,938,850	\$50,488,123	46.5%
2010-11	\$81,393,482	\$37,378,170	\$44,015,312	45.9%
2011-12	\$79,901,363	\$36,863,070	\$43,038,293	46.1%
2012-13	\$74,290,616	\$34,056,290	\$40,234,326	45.8%
2013-14	\$74,325,974	\$35,017,400	\$39,308,574	47.1%
<b>Dollar Change 2005-2013</b>	\$17,419,786	\$7,993,000	\$9,426,786	
<b>Percent Change 2005-2013</b>	23.4%	22.8%	24.0%	

Table 44 - Shepherdstown Assessed Property Value



## University Enrollment

Since 1999, Shepherd University has seen a significant increase in both the number of individuals enrolled as students as well as the number of full-time equivalent students. Since 1999, the total number of students enrolled at the university has increased by almost 38%, going from just over 3,000 students in 1999 to over 4,200 in 2013. Increases in enrollment were seen in each academic year, with the exception of 2001, 2010, 2012 and 2013, which all saw small decreases in the total number of enrolled students.

Year	Enrollment	Percent Change	FTE Enrollment	Percent Change
1999	3,063		2,782	
2000	3,125	2.0%	2,770	-0.4%
2001	3,071	-1.7%	2,816	1.7%
2002	3,260	6.2%	2,957	5.0%
2003	3,344	2.6%	3,020	2.1%
2004	3,682	10.1%	3,183	5.4%
2005	3,901	5.9%	3,330	4.6%
2006	4,091	4.9%	3,467	4.1%
2007	4,119	0.7%	3,512	1.3%
2008	4,185	1.6%	3,569	1.6%
2009	4,256	1.7%	3,721	4.3%
2010	4,234	-0.5%	3,748	0.7%
2011	4,393	3.8%	3,837	2.4%
2012	4,326	-1.5%	3,774	-1.6%
2013	4,221	-2.4%	3,642	-3.5%
<b>Change 1999 – 2013</b>	<b>1,158</b>	<b>37.8%</b>	<b>860</b>	<b>30.9%</b>

Table 45 - Shepherd University Enrollment



Strengthen and support local business development and business retention, while embracing the need for a diverse mix of uses and innovative business types.

### 1.1 Develop Enhanced Telecommunications Infrastructure

**STRATEGY:** Support and facilitate the development of enhanced telecommunications infrastructure and similar technological improvements throughout the community.

**JUSTIFICATION:** The development of these improved facilities will help local businesses thrive and grow, as well as to attract and foster the growth of communications-dependent enterprises.

### 1.2 Establish Business Improvement Programs

**STRATEGY:** Develop a program to assist local businesses with enhancing their environmental and financial sustainability through gains in energy efficiency, reduced utility costs and similar practices that can increase their competitiveness.

**JUSTIFICATION:** Due to the age of many of the structures in the business district, a need exists to provide information on improving the energy efficiency of operating a business in a historic property. New businesses will also benefit from general business improvement practices to help them sustain and grow profits in a responsible manner.



### 1.3 Implement a Buy Local Campaign

**STRATEGY:** Work with local business groups and Shepherd University to develop and implement a “buy local” campaign.

**JUSTIFICATION:** The purpose of the program is to help improve the frequency with which local businesses are chosen by residents and other businesses in the community as their goods and services.

### 1.4 Institute an Entrepreneurship Program

**STRATEGY:** Develop business mentoring and entrepreneurship programs that connect Shepherd University with local businesses to encourage young entrepreneurs to start businesses in town, while matching local businesses with students for internship and potential future full-time employment.

**JUSTIFICATION:** An opportunity exists to retain recent graduates that have a desire to start and grow a business locally. Infusing young and talented entrepreneurs into the local economy can help Shepherdstown ensure a vibrant future.

### 1.5 Collaborate with Creative Arts Industry Start-ups

**STRATEGY:** Work with the visual and performing arts communities to support their commercial ventures and help to ensure that they have sufficient resources available to become and remain a part of Shepherdstown’s business community.

**JUSTIFICATION:** Start-up creative arts businesses need specialized assistance in running their creative ventures as a business. Local business leaders and resources from Shepherd University can be made available to help

### 1.6 New Business Ribbon Cutting Program

**STRATEGY:** Provide visible support from the town, such as public announcements, ribbon cuttings by elected officials, Shepherdstown Business Association, Shepherd University and similar actions when new locally owned businesses are opened.

**JUSTIFICATION:** It is important to raise awareness and build local support within the community when new businesses open up or expand. This increased support will help business start on a good note.



## 1.7

### Pursue Coordinated Business Hours and Promotions

**STRATEGY:** Work closely with the Shepherdstown Business Association and other business leaders to develop coordinated marketing campaigns and extended business operation hours.

**JUSTIFICATION:** Local businesses working together can stretch their limited resources through joint marketing and advertising campaigns. Working together on coordinated and extended hours of operation can help create an improved evening atmosphere and encourage new business start-ups that can bring a new and vibrant nightlife to the German Street / Downtown Business area.





Existing developed commercial properties within town will be utilized for their highest and best use.

## 2.1 Utilize Existing Developed Properties as a Priority

**STRATEGY:** Adopt development policies that strongly encourage new and expanding businesses, during the development review and application process, to consider using existing developed properties and sites prior to pursuing a greenfield site for development or expansion.

**JUSTIFICATION:** Encouraging redevelopment of existing properties helps maintain and rebuild business clusters, while utilizing existing infrastructure. Greenfield sites for new or expanding development may increase some service costs delivered by the Town due to the loss of efficiencies gained by businesses being located close to one another and potential expenses associated with utility extension and related infrastructure improvements.

## 2.2 Consider Redevelopment Incentives

**STRATEGY:** Develop financial incentives such as rent subsidies, tax credits and other means to encourage the adaptive reuse of existing commercial structures that are vacant or otherwise underutilized buildings for new or expanding businesses.

**JUSTIFICATION:** In the short-term, historic properties are typically more expensive to redevelop for individuals when compared to the lower building costs of associated with the development of a greenfield site. Financial incentives for entrepreneurs will help fill the gap in traditional financing for the redevelopment and adaptive reuse of existing commercial properties, helping offset the lower initial costs associated with greenfield development. As an important note, the cost to the Town in greenfield situations can be much higher as a result of utility and service expansions in lieu of utilizing existing infrastructure first.



Attract businesses to Shepherdstown that will contribute to the vibrancy of the existing local business base and expand the range of goods and services available in the community.

### 3.1 Develop a Business Recruitment Plan

**STRATEGY:** Prepare a comprehensive business recruitment and retention strategy based on stakeholder input and a market analysis that identifies existing business clusters and desired business sectors (to include the arts, culture and the “creative economy”), key locational strengths, available sites/buildings, rental rates, and incentives for locating in Shepherdstown.

**JUSTIFICATION:** The Shepherdstown market potential is difficult to identify based on available industry standard data due to its smaller market size, geographic location and specialized businesses. A more comprehensive approach that examines retail spending, local buying power and on-the-ground knowledge is needed to more accurately identify traditional business sectors with surplus and leakage and the non-traditional

creative business opportunities. This detailed information on the current and potential market for various industry sectors is needed to help new or expanded businesses better assess and plan for the risks with operating a particular business or offering a particular product line and merchandise in Shepherdstown.

### 3.2 Develop Partnerships for Business Development

**STRATEGY:** Work closely with the Shepherdstown Business Association, other business organizations and leaders, and the Jefferson County Development Authority to develop partnerships for attracting new business and strategies to retain existing businesses.

**JUSTIFICATION:** Support from many partners will be necessary

to develop a detailed business recruitment and retention strategy for Shepherdstown. Actively engaging potential partners will help ensure a comprehensive strategy is prepared. Developing

partnerships helps identify local business needs more quickly, while helping to establish a solid network of available resources for new and existing businesses in Shepherdstown.

## ED GOAL 4

**Ensure that visitors to Shepherdstown are warmly welcomed in the community and are provided with a unique and memorable experience.**

### 4.1

#### Develop a Proactive Tourism Plan

**STRATEGY:** Develop an action oriented tourism marketing plan with input from all sectors of the local tourism community that examines existing tourism related sites, historic resources, activities and businesses in the area, with accompanying recommendations and materials for a marketing and promotions package for Shepherdstown.

**JUSTIFICATION:** Shepherdstown has benefited from well-advertised and well-known events that are frequently reported in local and regional news media, journals and other publications.

However, a more targeted and proactive approach is needed to encourage new and former tourists to choose Shepherdstown as a destination for a weekend getaway or day trip. This plan would benefit from information related to the business and recruitment strategy and should begin after that strategy and study is completed.

### 4.2

#### Assessment of Local Lodging Opportunities

**STRATEGY:** Work with the business community to develop an analysis of existing lodging facilities in the area to determine if



there are any gaps in the availability of rooms, including short-term / vacation rentals at the relevant market price points and amenity levels to accommodate the needs of a wide range of tourists.

**JUSTIFICATION:** The development of an assessment of the current state of the lodging sector in the local area will help the business community identify any opportunities that exist to expand or modify existing establishments to better meet demand, or to build new establishments to capture market share that is currently choosing lodging options in other communities due to the lack of accommodations that meet their needs in Shepherdstown. This type of assessment will also allow the town to better understand the needs to modify or expand its regulations related to short term or vacation rentals, and give property owners better information about this segment of the market and whether they might be able to monetize their properties by converting it for this purpose. Capturing a greater share of the market for overnight accommodations in the area will help to support the local economy by encouraging a larger number of longer stays in the community, thereby supporting associated businesses that cater to tourists, particularly in the food service and entertainment sectors.

## 4.3

### Promote Outdoor Recreation

**STRATEGY:** Work collaboratively with regional stakeholders to promote the availability of outdoor recreation opportunities in the area.

**JUSTIFICATION:** The full potential of Shepherdstown's location and available outdoor recreation opportunities has not been attained. An opportunity exists to raise awareness and promote outdoor recreation with other existing events and opportunities within Shepherdstown in a more formalized way as many visitors have discovered over the years. Comprehensive vacation packages could include cycling, theatrical and musical events and festivals, along with historical tours.

## 4.4

### Develop a Comprehensive Parking and Wayfinding Strategy

**STRATEGY:** Work with local businesses, organizations and the visitors center to develop a comprehensive parking strategy for tourists that includes online mapping and directions for parking, a parking pass program for tourists, potential tourist friendly policies



for parking enforcement, and a unified wayfinding program with Shepherd University that identifies key destinations and parking areas for Shepherdstown and Shepherd University.

**JUSTIFICATION:** Improvements are needed to guide potential tourists to key locations and parking areas in Town and on Shepherd University in a clear and consistent manner. The opportunity exists for the University to work collaboratively with the Town on a unifying wayfinding sign design and the identification of the most important destinations to ensure that the experience is seamless for all visitors to Shepherdstown and Shepherd University. The wayfinding program needs to be translated to online resources as well to help visitors plan their visit ahead of time. The Town and University need to identify parking policies and areas together to help ensure that visitors clearly understand where public parking is available.

## 4.5 Tourism Ambassador Program

**STRATEGY:** Work with local tourism, history and business groups to develop an “ambassador” program that would use volunteers to interact with visitors in the downtown area on weekends, major events, first year or transfer student orientation days, and

during peak tourism season to offer advice, provide historic perspectives, distribute discounts for local businesses, answer parking questions and perform similar duties.

**JUSTIFICATION:** Ensuring visitors have a positive and memorable experience will help Shepherdstown retain and attract businesses and more tourists. This program can also provide for coordination among many organizations in Town, creating an atmosphere for additional collaboration between businesses, tourism interest, historical groups, arts organizations and other interests in Town toward realizing a common goal of improving the visitor experience in Shepherdstown. This program could include volunteers dressed as important historical figures to add to the visitors experience and entertainment.

## 4.6 Public Restroom Downtown

**STRATEGY:** Explore opportunities to develop a downtown public restroom facility in a convenient location that is accessible to visitors.





**JUSTIFICATION:** Access to public restrooms will improve the visitor experience as some businesses have limited use of bathrooms for the general public, especially during major events.

## 4.7

### Secure Bicycle Storage in Downtown

**STRATEGY:** Develop a secure public bicycle storage facility in a downtown location where bicyclist with large amounts of gear can safely store their bikes.

**JUSTIFICATION:** Shepherdstown is often a destination for bicyclists that are passing through along regional trails. Secure and convenient storage boxes or facilities for bikers with these storage needs will help encourage more bicyclists to choose Shepherdstown as a destination, while potentially generating more foot traffic for local businesses and overnight stays.

# SECTION FIVE TRANSPORTATION







## INTRODUCTION

In many communities, the primary needs and concerns about the future transportation network are related to the need to move greater volumes of vehicular traffic, and to move it quickly in, around and through the town. Shepherdstown, however, has a much different set of needs and desires, with the majority of the community's aspirations for its transportation network focused on ensuring that it is community in which pedestrians and bicyclists can move easily in and around town and where automobiles are just one of several forms of transportation that need to be accommodated.

Situated at the crossroads of several regional highways and having one of the few regional crossings of the Potomac right next to its downtown brings significant volumes of vehicular traffic through town. The presence of Shepherd University compounds the traffic congestion issues, with commuter students flowing in and out of town at regular intervals throughout the day. The heavy traffic volumes and limited number of routes in and around town creates chokepoints at the intersection of Duke Street and German Street and other locations in town and puts stress on the local street network to handle peak traffic conditions. Solutions to these issues must be balanced with the need to maintain the historic character of the community, which limits opportunities for widening roads or making significant modifications to traffic patterns in the core of the town.

Moving forward, the community has decided on a path that will help it retain the features of the local transportation network that give the community its unique character, while also building a future transportation network that achieves the goal of being a community where there is true choice on how people move about town, whether on foot, by bicycle or by car.



*Shepherdstown's historic grid street network provides a strong and interconnected foundation for the expansion of the local transportation network*



*This map demonstrates the walkability of Shepherdstown. As the map shows, a significant portion of the town is located within one half mile of the intersection of German Street and Princess Street, meaning most of the Town's residents are within a 5 to 10 minute walk of downtown.*



Walking Distance from Downtown Shepherdstown





An interconnected, safe and accessible network of pedestrian and bicycle infrastructure will span the entire community and connect it to the larger region.

### 1.1 Require Pedestrian and Bicycle Infrastructure

**STRATEGY:** Continue to enforce development regulations that require the inclusion of bicycle and pedestrian facilities in the design of new streets.

**JUSTIFICATION:** Shepherdstown is a community in which biking and walking are an integral part of life. As new development occurs, it is imperative that the town continue to require the provision of infrastructure to allow for safe biking and walking to help support this aspect of Shepherdstown's high quality of life. The provision of this type of infrastructure also has the added benefit of reducing overall demand for parking, decreasing the number of car trips necessary (thereby saving energy and reducing air pollution, and contributed to a healthier lifestyle.

### 1.2 Develop a Regional Bicycle and Pedestrian Plan

**STRATEGY:** Work with the MPO, WVDOT and other local governments in the region to develop a regional bicycle and pedestrian plan.

**JUSTIFICATION:** Integrating the town's pedestrian and bicycle network into a larger regional network, with connections to destinations outside of the corporate limits, will contribute to the ability of Shepherdstown's residents to have greater access to external destinations and promote tourism, particularly bicycle tourism. As part of a regionally integrated plan for bicycle and pedestrian infrastructure, the town and its partners should also be more successful in leveraging state and federal funds to construct both internal and regional connections.



*This map identifies the potential locations of the primary bicycle and pedestrian routes in town and through the greater Shepherdstown area. Routes and portions of routes that are in closest proximity to the corporate limits are generally designated for mixed pedestrian and bicycle use, while the more rural routes would likely be utilized as bicycle routes only.*

-  Multi-Use Routes
-  Bicycle Routes

Conceptual Bicycle and Pedestrian Plan Primary Route Map



### 1.3 Develop Greenway Trails

**STRATEGY:** Identify corridors for the establishment of greenway trails in and around Shepherdstown, and work to acquire easements for the construction of trails along those corridors.

**JUSTIFICATION:** As land is developed, the community will often lose opportunities to establish greenway trail connections if adequate plans are not in place to establish them prior to development. Once development occurs, acquiring easements for trails can be a difficult and expensive proposition, leading to lost opportunities to make critical connections between neighborhoods and regional destinations.

### 1.4 Regional Coordination for Greenway Development

**STRATEGY:** Encourage Jefferson County to participate in the identification of greenway corridors and to require the dedication of easements for greenway corridors in the area around Shepherdstown.

**JUSTIFICATION:** Like other bicycle and pedestrian facilities, greenway trails can provide important regional connections.

Collaborating with Jefferson County to identify and develop these corridors will ensure a greater degree of connectivity throughout the area and ensure that new development outside of the corporate limits can be connected to a larger regional greenway network.

### 1.5 Install Shared Lane Markings for Bicycles

**STRATEGY:** Explore options for the retrofitting of bicycle routes with pavement markings indicating road sharing requirements where dedicated bicycle lanes are not feasible.

**JUSTIFICATION:** Adding pavement markings along routes used by bicycle riders that remind drivers of the requirement to share the road will help to improve safety for bike riders and increase awareness of the presence of bicycles on these routes. Since the development of dedicated bike lanes or off-road paths can take years to complete, this is a cost effective interim solution to the need to provide accommodation for bicycles on more heavily traveled routes.



## 1.6

### Require Bicycle Parking Facilities

**STRATEGY:** Amend commercial development regulations to require dedicated bicycle parking wherever off-street automobile parking is provided.

**JUSTIFICATION:** Being a bike friendly community means not only having on-road facilities for bike riders to be able to safely travel between destinations, but also a way for them to safely and securely park their bicycles once they arrive. The lack of adequate bicycle parking can discourage biking for purposes other than recreation, or lead to bikes being parked in locations that are not appropriate for that use. Like automobile parking, providing sufficient space for bike riders should become a standard part of the development process.

## 1.7

### Expand Public Bicycle Parking Facilities

**STRATEGY:** Develop a public bicycle parking facilities plan and install bicycle parking facilities in accordance with the plan.

**JUSTIFICATION:** Not all of the community's needs for bicycle parking can be met through the provision of privately developed

facilities. Planning for the installation of public bike parking facilities in locations such as downtown, at parks and in other public spaces / destinations will help to fill in gaps in available resources, encourage biking as a form of transportation, and most importantly, demonstrate the community's ongoing commitment to biking as an alternate form of transportation.

## 1.8

### Expand Bicycle and Pedestrian Access to Schools

**STRATEGY:** Participate in the State's Safe Routes to School program to assist in the development of policies, programs and funding for the improvement of pedestrian and bicycle access to local schools.

**JUSTIFICATION:** The Safe Routes to Schools program provides an opportunity to leverage grant funds to develop or improve pedestrian and bicycle facilities between neighborhoods and schools. Ensuring that safe access is provided for children to walk or ride a bike to school contributes to the community's quality of life by reducing the reliance on parents to drive children to school while also teaching children good walking and biking habits that can lead to a lifetime of preference of choosing these forms of transportation over driving. The policies and programs that participation in Safe Routes to School provides access to



also help the community support walking and biking in addition to the funding of infrastructure.

## 1.9 Improve Bicycle and Pedestrian Connections

**STRATEGY:** Collaborate with WVDOT and Jefferson County to improve bicycle and pedestrian connections between the core of the town and parks, schools shopping areas that are located outside of town.

**JUSTIFICATION:** Since many of the destinations that residents of Shepherdstown want to access on foot or by bicycle are located outside of the corporate limits of the town, the cooperation and participation by the county and WVDOT will be necessary to help improve these routes. Improving access to these destinations will help to reduce car trips and support a healthy and active lifestyle for residents of the town as well as residents of the unincorporated areas around town.

## 1.10 Improve Pedestrian Safety

**STRATEGY:** Identify opportunities to increase pedestrian safety

through the use of appropriately placed pedestrian warning signage and high visibility pedestrian crosswalks.

**JUSTIFICATION:** As the town works to support pedestrian travel as a means of transportation, ensuring the safety of walkers will be important to maintaining confidence in residents' ability to walk rather than drive to destinations around town. Adding and improving crosswalks, installing pavement markings and adding warning signage increase the visibility of pedestrian activity areas and helps to build awareness among motorists of the need to be mindful of pedestrians and drive safely .

## 1.11 Develop a Community Bike Sharing Program

**STRATEGY:** Explore opportunities for creating a local bike-sharing program that could be used by residents, tourists and Shepherd University students.

**JUSTIFICATION:** Installing either free or paid bicycle sharing stations at key locations in the town, including on the campus of Shepherd University will help to increase participation in biking as an alternate form of transportation in the community and encourage active and healthy lifestyles. Bike sharing also allows





*The addition of a dedicated mixed bicycle and pedestrian path on the north side of Martinsburg Pike between the town limits and Mad-dex Square would greatly improve the safety and attractiveness of the route for pedestrians and bicyclists.*

casual riders, the opportunity to bike around town, or make a quick trip for an errand, without the investment in purchasing a bike or needing a place to store it. Developing interest among casual riders can help, over time, to build greater support for biking and lead to more participation in biking as a regular form of transportation as these casual riders become more accustomed to biking around town. Bike sharing also allows tourists to experience more of the community than they may have otherwise had an opportunity to on foot, and provides a different perspective as opposed to riding around in a car. If coupled with remote parking areas, this can also allow tourists more freedom to explore the town while freeing up public parking in more centralized locations.





## T GOAL 2

The local street network will grow in a manner that provides the maximum amount of connectivity for **automobile traffic and respects the historic street grid pattern** as it expands outward from the core of town.

### 2.1 Expand the Grid Street Network

**STRATEGY:** Adopt regulations that require the extension of the grid street network as land is annexed into the Town and subdivided where such extensions are practical with respect to topography and existing development constraints.

**JUSTIFICATION:** Shepherdstown's historic grid street network provides a strong and efficient transportation network that allows for multiple alternative routes. It also plays a major role in shaping the character of the community since it is the foundation for how the town and its neighborhoods developed. Extending the network, where possible, as growth occurs around the core of the town will help to strengthen the character of the community and ensure greater compatibility and connectivity with future development.

### 2.2 Promote Neighborhood Connectivity

**STRATEGY:** Prohibit the use of cul-de-sacs or permanent dead-end streets where there are opportunities for connections to adjacent properties or existing streets, and require developers to extend streets to adjacent property lines where connections to existing or planned streets can be made.

**JUSTIFICATION:** Internal roads within new developments that provide limited or no connectivity to surrounding properties negatively impact the overall community transportation network by limiting the number of routes available to a destination and channelizing traffic flows onto a small number of roadways. In addition to distributing traffic, enhanced connectivity provides for quicker access for emergency vehicles as well as lower costs

for the provision of municipal services that are dependent on transportation access, such as solid waste collection, due to more efficient routing options.

## **2.3** Establish Minimum Connectivity Ratios

**STRATEGY:** Require minimum connectivity ratios for internal streets within subdivisions.

**JUSTIFICATION:** Internal connectivity within a new development is just as important as external connectivity. By establishing a minimum ratio between the number of links (roads) and nodes (intersections), the use of dead end and cul-de-sac streets can be discouraged.





## T3 GOAL

The local highway network will provide for the safe and efficient movement of vehicular traffic to and through the community in a manner that reduces congestion, calms traffic and promotes safe access.

### 3.1 Limit Driveway Access to Thoroughfares

**STRATEGY:** Adopt regulations to minimize the number of vehicular access points from individual parcels or newly created subdivisions onto adjacent thoroughfares, and encourage Jefferson County to enforce similar regulations in the area outside of town.

**JUSTIFICATION:** Frequent curb cuts along major thoroughfares to provide access to individual businesses or subdivisions can negatively impact the safety, functionality and efficiency of the transportation network, especially when these access points allow full turning movements without restriction or control. As this is an issue with potential implications along roadways leading to town from unincorporated areas of the county, cooperation with Jefferson County will be necessary to help guarantee the future efficiency of the highways leading to and from town.

### 3.2 Require Cross Access

**STRATEGY:** Adopt regulations to require cross access between adjacent commercial developments that exceed a minimum traffic generation threshold and encourage Jefferson County to enforce similar regulations in areas outside of town.

**JUSTIFICATION:** If access limits are placed on development along major thoroughfares, alternative means of connecting to the adjacent street network will be necessary. Requiring cross access between properties, in lieu of allowing direct access to a thoroughfare, is an effective tool to both guarantee access while also limiting the number of potential conflict points along a major roadway.



### 3.3 Pursue Highway Capacity and Safety Upgrades

**STRATEGY:** Collaborate with the MPO and WVDOT to identify needed capacity and safety improvements on local highways and encourage the state to fund such improvements.

**JUSTIFICATION:** Since traffic on the highways leading to and through Shepherdstown has regional origins and destinations, the town should work in cooperation with state and regional partners to seek funding to improve the capacity of these regional facilities. Involvement by the town will also help to ensure that any improvements that are made are consistent with the town's needs and desires for the design and function of the primary roads leading to and through the community.

### 3.4 Provide Alternate Truck Routes Around Town

**STRATEGY:** Work with the MPO and WVDOT to identify alternate routes for truck traffic around town to lessen congestion on Shepherdstown's core street network.

**JUSTIFICATION:** The current levels of truck traffic traveling through town can lead to significant delays at key intersections in the

community. This type of regional truck traffic also contributes to air pollution in to the residential areas it passes through, impacts the safety of local roads, detracts from the town's character and increases maintenance costs on local roads. Identifying an alternate route for truck traffic on the most heavily used corridors would significantly lessen the impacts that this regional traffic has on the community.





## T GOAL 4

The community will be served by an efficient public transportation system that provides convenient and efficient access to regional destinations.

### 4.1 Expand the Availability of Public Transportation

**STRATEGY:** Explore opportunities for expanding the availability of public transportation to serve the greater Shepherdstown area.

**JUSTIFICATION:** Surveys, interviews and community discussions held as part of the development of the Comprehensive Plan consistently identified expanded access to public transit as a primary concern of the community. An expansion of current limited service between Martinsburg and Shepherdstown could help provide additional employment opportunities for Shepherd University Students who lack access to other means of transportation, and could provide better regional access for other residents in the community with similar transportation needs.

### 4.2 Expand Passenger Rail Service

**STRATEGY:** Work with other local governments in the region to expand the quality and frequency of passenger rail service to the Washington / Baltimore area.

**JUSTIFICATION:** As a community that is one of a number in the larger region served by MARC with passenger rail service to the Washington / Baltimore metro area, the town has a role in advocating for increased frequency and quality of the service provided to its residents. By expanding the frequency of trains that continue to or depart from the Duffields station (versus transfer bus service), residents in the region would have a wider range of options about when to leave and return from their long commutes. Improving the quality of service, perhaps with smaller express trains to West Virginia or by improving accommodations aboard the trains, could make the line a more attractive option



and increase ridership, which could help to financially support this vital service.

### 4.3 Establish Direct Public Transit Connections to MARC

**STRATEGY:** Work with PanTran to establish direct bus connections between Shepherdstown and the Duffields MARC station.

**JUSTIFICATION:** Shuttle service from Shepherdstown to the MARC station at Duffields would enhance the ability of residents to access the MARC commuter rail service, while also increasing the capacity of the existing parking at the station since the share of the commuters driving from Shepherdstown would decrease. Direct shuttle service would also expand access to residents who do not have access to other means of transportation to travel to the station.

### 4.4 Provide Additional Local Access to Shepherd University Shuttles

**STRATEGY:** Encourage PanTran and Shepherd University to reroute the campus shuttle through downtown Shepherdstown,

include scheduled stops in downtown and extend service to the Maddex Square area.

**JUSTIFICATION:** Shepherdstown has a unique opportunity to leverage the existing campus shuttle service at the university to expand public transit options in the community as a whole. By adding a scheduled stop in the downtown area and extending service along Route 45 to reach the Maddex Square area, the shuttle could more effectively transport students to destinations in town, allow residents in the core of the community to access the shopping center and provide residents in neighborhoods around MAddex Square with another transportation option to reach the core of the community. Allowing free community use of the shuttle service and expanding the geographic scope of service would also promote interactions between residents and university students and give the shuttle greater support in the community.



## Transportation infrastructure will reflect the historic character of the community and contribute positively to Shepherdstown's unique sense of place.

### 5.1 Develop Compatible Transportation Infrastructure

**STRATEGY:** Adopt standards for the design and construction of streets and sidewalks that are compatible with the prevailing precedents for the widths for right-of-way, travel lanes, on-street parking, planting strips and sidewalks found in the community.

**JUSTIFICATION:** As the town grows and new streets are built to accommodate development, or as improvements are made to the existing street network, the new infrastructure should match the existing precedents in town, particularly for new residential streets. The full composition of a street, from the width of pavement and travel lanes, on street parking accommodations, planting strips and pedestrian amenities all contribute to the character of neighborhoods. Transferring these attributes to new development will help growing areas be compatible with

the aesthetic character of Shepherdstown, and avoid the monotony of typical subdivision streets that are found in most new developments.

### 5.2 Limit Regulatory Signage

**STRATEGY:** Limit the size and number of regulatory signs to the minimum standards necessary to comply with the standards of the Manual on Uniform Traffic Control Devices and to ensure public safety.

**JUSTIFICATION:** While it is imperative to ensure that streets in town have adequate signage for controlling traffic and providing directions, the overuse of signage, including the number of signs and excessively sized signs, can detract from the character of the community. Limiting the number and size of signs to that



which is absolutely necessary will help Shepherdstown retain its character and reduce / prevent excessive sign clutter along primary roadways in town.

### **5.3** Limit Signalized Intersections in Historic Areas

**STRATEGY:** Continue to utilize static signage and pavement markings instead of stoplights to regulate traffic at major intersection in the historic core of the town.

**JUSTIFICATION:** A key aspect of the character of the community that was consistently identified during the development of the Comprehensive Plan was the absence of traffic signals in the core of the community. As long as the existing traffic control signage that is currently in place continues to ensure functionality of the system, keeping this method of traffic control will help Shepherdstown retain its unique small town character. An added benefit of 4-way stop intersection control is that it prevents excessive idling during periods of low traffic (such as at night) while waiting for lights to change. Requiring all traffic to stop also provides more frequent opportunities for pedestrians to cross busy streets.

### **5.4** Develop Unique Street Signage

**STRATEGY:** Develop a system of unique street identification signage that is in keeping with the historic character of the community than the currently utilized design.

**JUSTIFICATION:** Designing and installing street identification signs with a unique logo / color that reinforces the character of the town and provides more differentiation from streets just outside of town will help to establish a stronger brand identity for the community. While these signs will typically come with a higher cost, due to nonstandard design and graphics, they are generally very popular additions to a community.





Automobile parking will be available in convenient locations and in sufficient quantities to meet the needs of residents, businesses and visitors.

## 6.1 Ensure Adequate Student Parking Availability

**STRATEGY:** Continue working with Shepherd University to ensure that sufficient automobile parking is available to meet the needs of their commuter students.

**JUSTIFICATION:** As the student body of Shepherd University has grown in recent years, so has the University's commuter student population, which, in turn, has increased demands on public parking in town. Due to existing development patterns, there is some mismatch between available parking resources and the destinations served by a large percentage of the available on-campus parking. Recent cooperative efforts have focused on improving public access to university parking lots during non-peak hours and days, but the availability of parking for university students continues to be mismatched with desired destinations, which leads to high rates of usage of parking in the downtown

area by commuter students. Moving forward, it will be important for the town to support and collaborate with the university as both entities develop and manage automobile parking resources so that each can receive the greatest benefit from their investments.

## 6.2 Town – University Parking Partnership

**STRATEGY:** Explore opportunities to partner with Shepherd University to provide public access to the University's planned parking garage for special events and during hours and times of year when the University's parking demand is lower.

**JUSTIFICATION:** As the development of a structured parking facility on the campus of Shepherd University comes closer to being a reality, it will be important for the town to secure access

to the deck for special events and to support tourism during times of the year when it is not being utilized fully by the university. The addition of these spaces in closer proximity to downtown than existing remote lots in the area gives the town a significant opportunity to expand the availability of parking for visitors to town, thereby increasing the economic potential of downtown businesses and expanding the capacity of local festivals.

### 6.3 Expand Off-street Parking Options

**STRATEGY:** Identify underutilized properties on the margins of downtown Shepherdstown that could be put into more productive use for off-street parking and work with property owners to develop new parking resources through acquisition and development of parking by the town, acquiring parking leases and making necessary improvements, or by encouraging property owners to develop privately owned, but publicly accessible, paid parking lots.

**JUSTIFICATION:** Expanding the availability of parking on the margins of downtown, particularly on sites that may not be in use during normal business hours, such as churches, would allow downtown business owners and their employees, as well as visitors

to the area, additional options to park away from the downtown core with fewer restrictions on time. This, in turn, would free up additional downtown spaces for use by customers who need to make a quick stop or have a meal, but who do not need to park for long periods of time.

### 6.4 Public Access to Private Parking Lots

**STRATEGY:** Identify opportunities for the town to partner with the owners of existing off-street parking lots to make those spaces accessible to the public as paid parking during their off-peak business hours and times of year.

**JUSTIFICATION:** Installing meters for use on private property, with the town responsible for enforcement and collections, would allow property owners around the downtown area to monetize their parking resources during periods when it may typically go unused. This promotes a more effective use of land versus idle parking lots, and provides a potential incentive for property owners who may not otherwise consider such an arrangement without a revenue generation component.



## 6.5

### Promote Parking Demand Reduction

**STRATEGY:** Continue to support parking demand reduction policies, such as encouraging the greater use of bicycles and walking for short trips in town.

**JUSTIFICATION:** Expanding the supply of parking will ultimately not be able to keep up with demand as growth pressures from new development, tourism, an improving economic climate and a growing student population continue to affect the availability of parking. Therefore, encouraging less automobile use for short trips by residents by promoting walking and biking, will need to play a primary role in guaranteeing sufficient downtown parking for those patrons and visitors coming from outside of the local area.

## 6.6

### Downtown Employee Parking

**STRATEGY:** Work with downtown business owners to encourage them and their employees to park in locations that are more distant from their businesses so that centrally located on-street parking spaces are left open for customers and visitors.

**JUSTIFICATION:** The owners of downtown businesses and their employees can have an outsized effect on the availability of parking in a downtown. Uses, such as restaurants, that have large numbers of employees, can occupy a block's worth of parking if all of the employees parked in the most convenient locations to their jobs. Regardless of time of day, keeping on-street parking spaces available for customers and visitors to town is critical to ensuring the economic success of downtown Shepherdstown. Therefore, providing remote parking resources and reaching out to downtown business owners to encourage their use of these more distant spaces for themselves and their employees can help to ensure that customers are not discouraged by a perceived lack of parking.

## 6.7

### Implement Tiered Approach to Parking Violations

**STRATEGY:** Implement a tiered parking violation penalty structure that increases the degree of penalty based on the number of violations, ranging from a warning or very low cost for an initial violation to a high penalty for repeat violations, in order to allow some permissiveness for violations by visitors to town, while ensuring that the cost is high enough so that it is prohibitively expensive to regularly violate parking regulations.

**JUSTIFICATION:** Enforcing parking restrictions is a critical component of managing the availability of downtown parking resources. Onerous fine structures, however, can have a negative effect on a community, particularly when applied equally to tourists or others who may not be familiar with local parking regulations. Implementing a tiered structure, utilizing a warning for first time violators, for instance, can help to ensure that parking regulations are enforced in a manner that is sensitive to the context of the violation. On the other hand, repeat violators should be given much harsher financial penalties. An individual that violates parking limits on a weekly basis can have a regular and recurring effect on the availability of parking in the community, especially if they are joined by multiple other parking violators. Therefore, a much higher financial penalty should be levied at repeat violators to help discourage regular violation of the town's parking limits and remove any potential incentive that may be associated with a low cost ticket in relation to the cost of other parking options.





## T7 GOAL

**A new highway facility will be constructed to reroute traffic moving across the Potomac from the current route through the center of town to a new route along the northern margins of the community in order to relieve congestion along local streets in town and more efficiently move traffic through the region.**

### 7.1 Identify Alternate Highway Routes

**STRATEGY:** Work with the Hagerstown / Eastern Panhandle Metropolitan Planning Organization (HEPMPO) to prepare a study of alternative routes for a new highway connection to the Potomac River crossing.

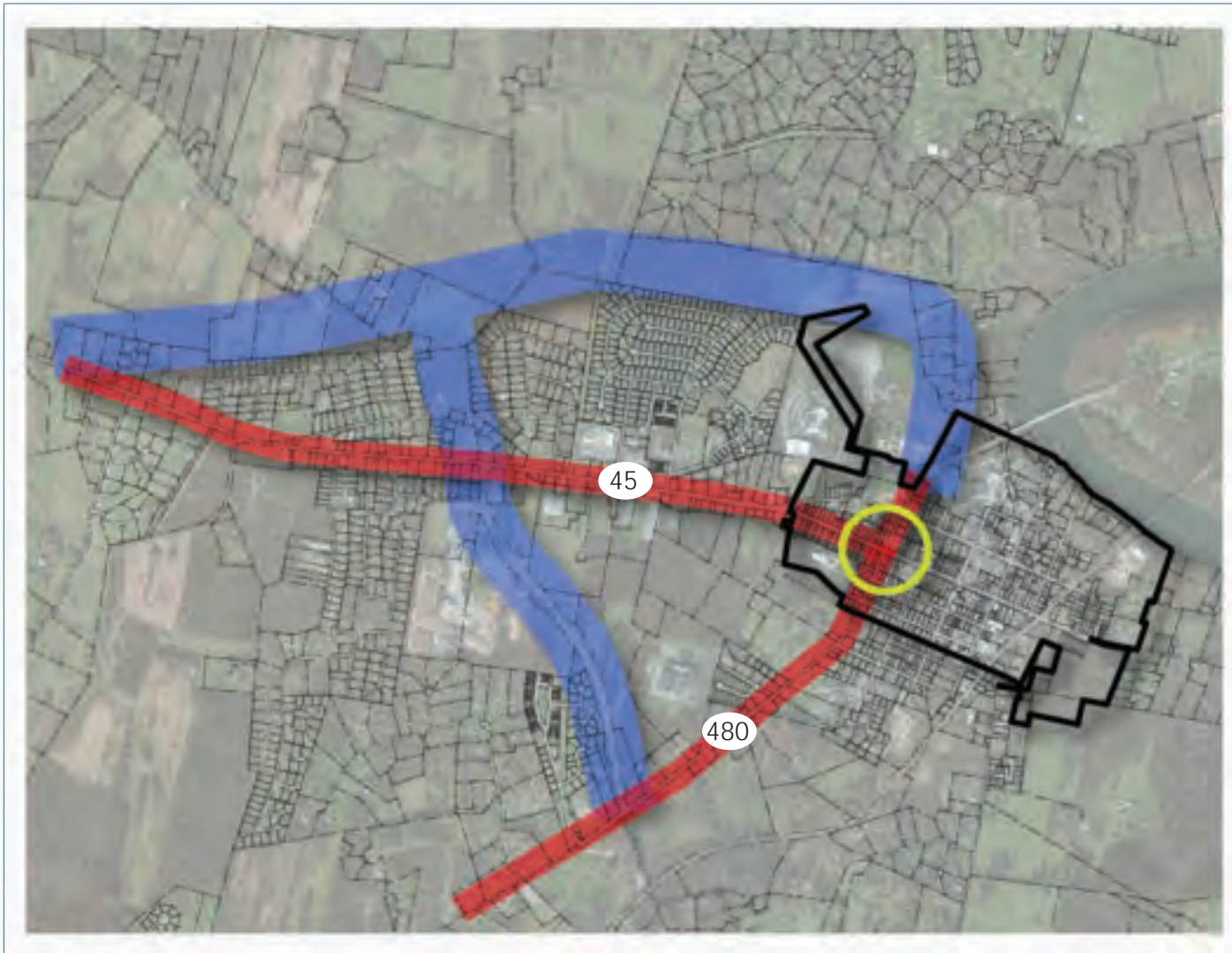
**JUSTIFICATION:** The confluence of traffic and its channelization through the core of the community has a disrupting effect on the town and its residents, and is a negative influence on the town's quality of life due to the additional traffic congestion, safety impacts of large volumes of traffic and increased air pollution associated with truck traffic traveling through urban areas. Therefore, it is imperative that the town begin work on

planning and securing funding to provide an alternate route that would take the majority of through traffic around the town instead of through its core. Developing an alternative highway route around town to the Potomac River crossing is a regional scale project that the town would have difficulty undertaking on its own given the complexity of the project.




### 7.2 Promote the Rerouting of Highway Traffic

**STRATEGY:** Actively promote the need to reroute traffic from the historic core of the community to reduce congestion and improve safety.





This map depicts a potential alternative route for heavy truck traffic that would provide relief to the intersection of German Street and Duke Street in the heart of historic Shepherdstown. The intersection, indicated by the yellow circle on the map, currently experiences heavy volumes of truck traffic moving to and from the Potomac River crossing in Shepherdstown. In order to relieve congestion at the intersection, a new designated truck route paralleling Route 45 could be constructed to bypass the intersection via Shepherd Grade Road. This route could also be connected to Route 480 via Potomac Farms Drive to eliminate the majority of truck traffic in the heart of Shepherdstown.

-  Traffic Chokepoint
-  Current Routes
-  Alternative Routes

Alternative Potomac River Bridge Traffic Routes



**JUSTIFICATION:** Given the size and scale of such a project, significant public support, from both residents of the community as well as commuters and other users of the current route, will be necessary to secure political backing at higher levels and ultimately funding of this project. A clear and concise public outreach strategy that identifies the benefits to all parties will be necessary to gain that support, and should be developed in conjunction with planning for a new route.

working with potentially affected businesses to determine the true impacts, and looking at mitigation measures, such as business district signage or maintaining quick access, can help lessen the degree of resistance to change and provide businesses with good forecasts with which to plan for their future.

## 7.3

### Identify Impacts to Existing Businesses

**STRATEGY:** Work with business owners along the existing route to explore the impacts of rerouting through traffic on their businesses and identify measures that can be taken to mitigate the effects of rerouting traffic.

**JUSTIFICATION:** Business owners along routes that may see declining traffic volumes due to the development of an alternative transportation route that bypasses them are often the most outspoken critics of such projects given the potential impacts associated with reduced customer traffic. Proactively

# SECTION SIX PUBLIC SERVICES & INFRASTRUCTURE



6





STEPHENSTOWN  
FIRE DEPARTMENT  
BINGO WED 6 30 PM  
APPLE BUTTER FOR SALE  
50 GAME CASH BINGO  
SAT APRIL 12 2PM



## PUBLIC SERVICES & INFRASTRUCTURE

As a full service community, residents within the corporate limits of Shepherdstown enjoy a wide range of services that contribute positively to the quality of life and livability of the community. Ensuring that the types of services that are being provided meet the needs and expectations of the community, and that they are being provided as efficiently and effectively as possible is critical to maintaining faith in local government and making Shepherdstown an attractive place to live and do business.

The town's situation is somewhat unique in that it is quite small, in both physical size and population, when compared to the surrounding urbanized area. Many times the number of residents of the larger community benefit to some degree, whether directly or indirectly, from the services that the town provides. The small size of the tax and fee paying base, however, makes it difficult to achieve the economies of scale that are necessary to provide some services in a cost effective manner. This, in turn, limits the town's ability to provide certain services and can restrict the scale at which other services are provided.

Moving forward, it will be critical for the community to seek efficiencies at every opportunity to ensure that it can continue to provide the services that make Shepherdstown such an attractive place to live. To do so, the town will need to expand the size of the base to which these services are provided (and supports them financially) to help guarantee the long term sustainability of the current levels of service.







The Town will provide high quality, efficient and cost effective services to its residents and utility customers.

### 1.1 Identify Growth and Annexation Impacts on Services

**STRATEGY:** Evaluate all annexations and development proposals to ensure that current town service levels will not be negatively impacted by growth or annexation. Where potentially negative impacts are identified, require mitigation or develop expansion plans and identify funding to maintain current service levels.

**JUSTIFICATION:** Given the small size and limited resources of the town, new development of any size can have a significant impact on its ability to maintain current levels of service. Through the Adequate Public Facilities regulations, the town can analyze the effects of new development or annexation on its service levels and determine whether revenues from the proposed development, or any proffers made, will be sufficient to ensure a continuation of existing service levels.

### 1.2 Provide Internet Based Customer Service Tools

**STRATEGY:** Consider the implementation of additional internet-based customer service tools and resources to expand the availability of customer service options for residents and businesses that do not require paper based forms or a visit to town hall.

**JUSTIFICATION:** Expanding the types of internet based customer service tools that are offered by the town would allow residents to access these services during evening hours, on weekends, or during other times when town hall is not open for business. Making such tools available also reduces the need for customers to make trips to town hall to conduct routine business.



### 1.3 Develop Performance Dashboards

**STRATEGY:** Consider developing “dashboards” or similar information tools that can be made available on the Town’s website to demonstrate the efficiency and effectiveness of Town services.

**JUSTIFICATION:** Performance dashboards are an effective tool to communicate the activity levels associated with town services and demonstrate the efficiency with which those services are being provided. By developing and promoting such tools, the town will be able to demonstrate, on an ongoing basis, the overall effectiveness of the services that it provides in relation to the taxes and fees that it collects to fund them.

### 1.4 Partner with Jefferson County to Expand Access to Services

**STRATEGY:** Explore opportunities to partner with Jefferson County to expand the availability of county services in the local area.

**JUSTIFICATION:** The distance between Shepherdstown and county offices in Charles Town can make it inconvenient for residents of Shepherdstown, and the northern section of the county as a whole, to access some government services. Making services available locally, if only on a part time basis, will help to improve the quality of life for residents in the area, allowing them to do county business or access services closer to home.

### 1.5 Town – University Public Service Partnerships

**STRATEGY:** Explore opportunities to partner with Shepherd University to achieve economies of scale through the joint provision of services in the community.

**JUSTIFICATION:** Whenever the town and the university are providing identical services there is an opportunity for the two entities to partner to provide the service together in a more cost effective and efficient manner. By jointly providing services, redundant overhead, capital and operating costs can be eliminated. Cost savings and improvements in efficiency can also be realized as the scale of the operation and customer base increases, thereby creating economies of scale, which tend to reduce costs.



## 1.6

### Build Economies of Scale for Town Services

**STRATEGY:** Pursue growth and annexation opportunities that will help to build economies of scale for town services.

**JUSTIFICATION:** Embracing opportunities for growth, whether through new development or annexation, will be the most effective way to increase the financial efficiency of providing services to residents. The limited population base receiving services from the town increases the proportional share of costs borne by each resident who pays taxes or fees for that service. This is particularly true with respect to the fixed costs associated with providing a particular service, but even use dependent costs can be proportionally more expensive per resident when spread among a small population. By expanding the number of customers who receive town services, the town should ultimately be able to realize the financial efficiencies associated with the economies of scale that are created by serving a larger customer base.



**Municipal buildings, infrastructure and capital equipment will be maintained in the best possible condition in order to support the provision of services to the community and to stand ready to adapt to new growth or other demands.**

## **2.1** Town Facilities Management Planning

**STRATEGY:** Develop and implement a facilities management plan that establishes long term capital maintenance needs for town buildings and other facilities and fund those improvements and maintenance activities in accordance with the plan.

**JUSTIFICATION:** The development of a facilities management plan will help the town to budget, or reserve, an adequate level of funding to maintain and repair its major facilities. Such a plan will also allow the town to have a greater amount of predictability into its long term budget forecasts. In the absence of a facilities management plan, even routine repairs and maintenance can be overlooked as budgets are prepared, leading to a greater potential to incur unbudgeted expenses to meet emergency needs. Properly planning for maintenance and repairs for

facilities should also extend their period of usability, potentially preventing the need to replace substandard facilities prior to their anticipated obsolescence.

## **2.2** Capital Equipment Replacement Planning

**STRATEGY:** Develop and implement a cyclical capital equipment replacement schedule to ensure that all capital equipment is replaced according to equipment lifecycle guidelines and local needs.

**JUSTIFICATION:** Planning for and funding the regular replacement of capital equipment will help the town to ensure that it can continue to provide services without interruption or diminished capacity when equipment cannot perform as



required due to age or obsolescence. Developing such a plan will also allow the town to forecast and budget the financial resources necessary to keep equipment up-to-date, thereby lowering the chances that unanticipated capital expenses will arise in the future.

## 2.3 Street Maintenance Planning

**STRATEGY:** Develop and implement a street maintenance plan that includes a street condition inventory and prioritizes scheduled street maintenance and improvement activities based on the severity of needs that exist in the street network.

**JUSTIFICATION:** The development of a street maintenance plan based on an analysis of pavement conditions and forecasted funding availability will allow the town to develop an objective long term strategy that ensures that streets in greatest need of rehabilitation are repaired in a timely manner. Such a plan will also allow the town to budget its anticipated revenues and expenditures more effectively and forecast the financial resources needed to maintain local streets over the long term.

## 2.4 Develop a Space Needs Analysis

**STRATEGY:** Prepare a space needs analysis to identify potential future deficiencies and plan for the development or acquisition of additional offices, storage, maintenance facilities and other space to continue to provide services as the community grows and changes over time.

**JUSTIFICATION:** As the town grows, whether through new development or annexation, its staffing, storage and maintenance needs will grow as well. Identifying the population and service level thresholds that will trigger the need for new facilities will help the town better prepare for growth and determine the necessary mitigation funding levels that are imposed through its adequate public facilities regulations. With a plan in place, the town can identify potential locations for future town facilities and plan for the acquisition of land and/or construction of new facilities in a timely manner. Ensuring that the town has adequate space available to meet the needs of its staff will also help to ensure that services can continue to be provided in an efficient manner as growth occurs.



## PSI GOAL 3

Water and sewer infrastructure will be maintained to the highest standards, and operated in a manner that provides the highest quality service to utility customers and the lowest impact on the environment.

### 3.1 Utility Capital Improvement Planning

**STRATEGY:** Develop and implement a long range capital improvement plan to guide strategic investments in the maintenance and growth of the public water supply and wastewater collection systems.

**JUSTIFICATION:** The development of a long term capital improvement plan for the town's public water and wastewater systems will help to ensure that the system has its revenues aligned with its long term maintenance and expansion needs. A capital improvement plan that establishes target dates for system expansions and capacity upgrades will also help the town, property owners and developer adequately prepare for the growth that will follow such improvements. A utility capital improvement plan will also help to inform the community's land use and growth policies by giving policymakers better indicators

of the types of land uses, including the potential density or intensity of development, that can be supported by the utility system.

### 3.2 Utility System Public Outreach

**STRATEGY:** Provide utility customers with regular updates on the status of improvements to the utility system, including promoting the environmental benefits of the town's new wastewater treatment plant and the quality of the town's municipal water system.

**JUSTIFICATION:** As investments are made in the utility system, keeping its customers and the community at-large informed of the progress being made in developing the system. The recently completed upgrade to the town's wastewater treatment plant



is one example of a major investment in the quality of the system that has both a significant environmental benefit, but also comes with a cost to the customers who are served by it. Promoting the benefits of this, and similar improvements in the system, will help customers understand how their funds are being used to guarantee the quality of their utility system. This in turn can help to build support for continued upgrades to the system.

### 3.3 Implement “Smart” Metering Technology

**STRATEGY:** Develop and implement a “smart meter” program, utilizing wireless technology, to provide utility customers with real time access to water consumption information.

**JUSTIFICATION:** The deployment of water meters that can provide real time usage data can provide a wide range of benefits to individual customers as well as the community as a whole. A major benefit of this type of technology is the ability of customers to monitor their water usage in real time, giving them a better understanding of how various activities and appliances affect their water consumption. This, in turn, allows residents to identify those activities and appliances that consume excessive quantities of water so that they can modify their behavior, upgrade fixtures or

acquire water saving appliances to decrease their consumption. Real time monitoring also allows customers to detect leaks or other issues with their water systems, enabling more timely repairs and potentially preventing damage from occurring to structures. Overall, such technology would help the community conserve water as customers gain more awareness of their consumption.

### 3.4 Wastewater System Inflow and Infiltration Improvements

**STRATEGY:** Develop and implement a program to monitor and repair stormwater inflow and infiltration issues in the town’s sanitary sewer collection network.

**JUSTIFICATION:** Proper monitoring of the inflow and infiltration of stormwater into the wastewater collection system will aid in the early identification of problems with the sewer network. By correcting issues with the system as they are identified (with monitoring) the capacity impacts and financial costs associated with treating stormwater in addition to sanitary sewer flows can be minimized.

### 3.5 Utility Service Area Planning

**STRATEGY:** Develop and regularly update a utility system service area plan that defines existing service areas and establishes future service areas that are consistent with the extent of the town's Municipal Growth Area.

**JUSTIFICATION:** Establishing the planned geographic scope of the future extent of the utility system, and aligning that closely to the town's established municipal growth area, will help to better coordinate future development with planned expansions of the utility system and direct growth in a manner that more closely tracks the town's preferred growth strategy.



The safety of the public will be assured through the provision of a level of police and fire protection that is sufficient to meet the needs of the community.

### 4.1 Town – University Law Enforcement Cooperation

**STRATEGY:** Continue to work closely with Shepherd University to provide police protection to the community and explore opportunities for the town to assume a greater role in providing police protection services through a potential partnership with Shepherd University.

**JUSTIFICATION:** The close cooperation between the town and university on providing law enforcement services in the community is a major contributor to the town's high quality of life. Given the limited resources that are available to the town and university to provide police protection, the partnerships that have been developed between the two entities enables them to ensure that adequate resources are available to provide coverage throughout the community with a relatively small force.



of officers. Continuing this partnership will allow the community to maintain the level of service that it expects while making the best use of the resources that are available to provide it.

## 4.2

### Provide Full Time Police Coverage

**STRATEGY:** As growth occurs, ensure that sufficient resources are available for the town to provide law enforcement on a full-time basis without any gaps in coverage.

**JUSTIFICATION:** The growth that is anticipated by this plan will add stress on the resources that are currently used to provide police protection in the town. Growth will bring both an expanded service area as well as a larger population, who will all expect to receive adequate law enforcement coverage. Growth, however, also provides opportunities for the town to increase the revenues that are available to dedicate toward providing this service. As revenues increase, dedicating sufficient funds to provide a basic level of law enforcement coverage within the corporate limits 24 hours per day, 7 days per week, will help the community maintain confidence in the safety of the town and realize the benefits of the taxes that they pay to support this critical service.

## 4.3

### Maintain Law Enforcement Mutual Aid Agreements

**STRATEGY:** Maintain strong mutual aid agreements with law enforcement agencies located in surrounding communities.

**JUSTIFICATION:** Given the small size of the town's police force, it is important for it to maintain mutual aid agreements with other law enforcement agencies. Such agreements allow for the dispatch and response of officers from other jurisdictions to incidents within the town when local resources are not sufficient to deal with a situation without outside assistance, or the call volume exceeds the capacity of local resources to respond to multiple emergency calls for service simultaneously. Similarly, such an arrangement allows Shepherdstown's resources to be made available to surrounding communities in similar situations as resources permit.

## 4.4

### Establish Stable and Recurring Fire Department Funding

**STRATEGY:** Work cooperatively with the Shepherdstown Volunteer Fire Department to establish regular and recurring funding for the provision of fire and EMS services in order to guarantee the



long term sustainability of the department, promote economic development, ensure public safety and allow the department to develop long range plans for equipping, maintaining and staffing fire protection and EMS services.

**JUSTIFICATION:** Maintaining a strong fire department is a critical tool to both guarantee a high quality of life in a community and promote economic development. A well organized, equipped and funded fire department with access to a sufficient water supply can help home owners maintain lower property insurance costs and allow business owners to receive more favorable insurance rates as well. A stable, recurring and reliable source of revenue is critical to maintaining a department's ability to retain a strong organizational structure and equip itself with the equipment and apparatus necessary to fulfill its mission. By working with the Shepherdstown Volunteer Fire Department to identify methods by which it can secure a more reliable source of funding than the current structure that relies primarily on fundraising, donations and grants, the town can help to ensure that it maintains the best possible fire service to meet the current and future needs of the town and the community at large.

## 4.5 Include the Fire Department in Development Review

**STRATEGY:** Include the Shepherdstown Volunteer Fire Department in the development review process to ensure that necessary considerations for the provision of fire protection are incorporated into development plans.

**JUSTIFICATION:** The involvement of those agencies responsible for providing emergency services in the review of development proposals will help to create better outcomes with regard to the provision of emergency services following development. Giving fire officials a role in working with developers on their proposals will help to ensure that proper access is given to neighborhoods and businesses that will allow for the most efficient response possible. This will also help to ensure that fire officials are able to give input on the location and installation of firefighting equipment, such as hydrants, to help ensure that they meet minimum standards and best practices for the installation of such equipment.



# SECTION SEVEN PARKS & RECREATION



7





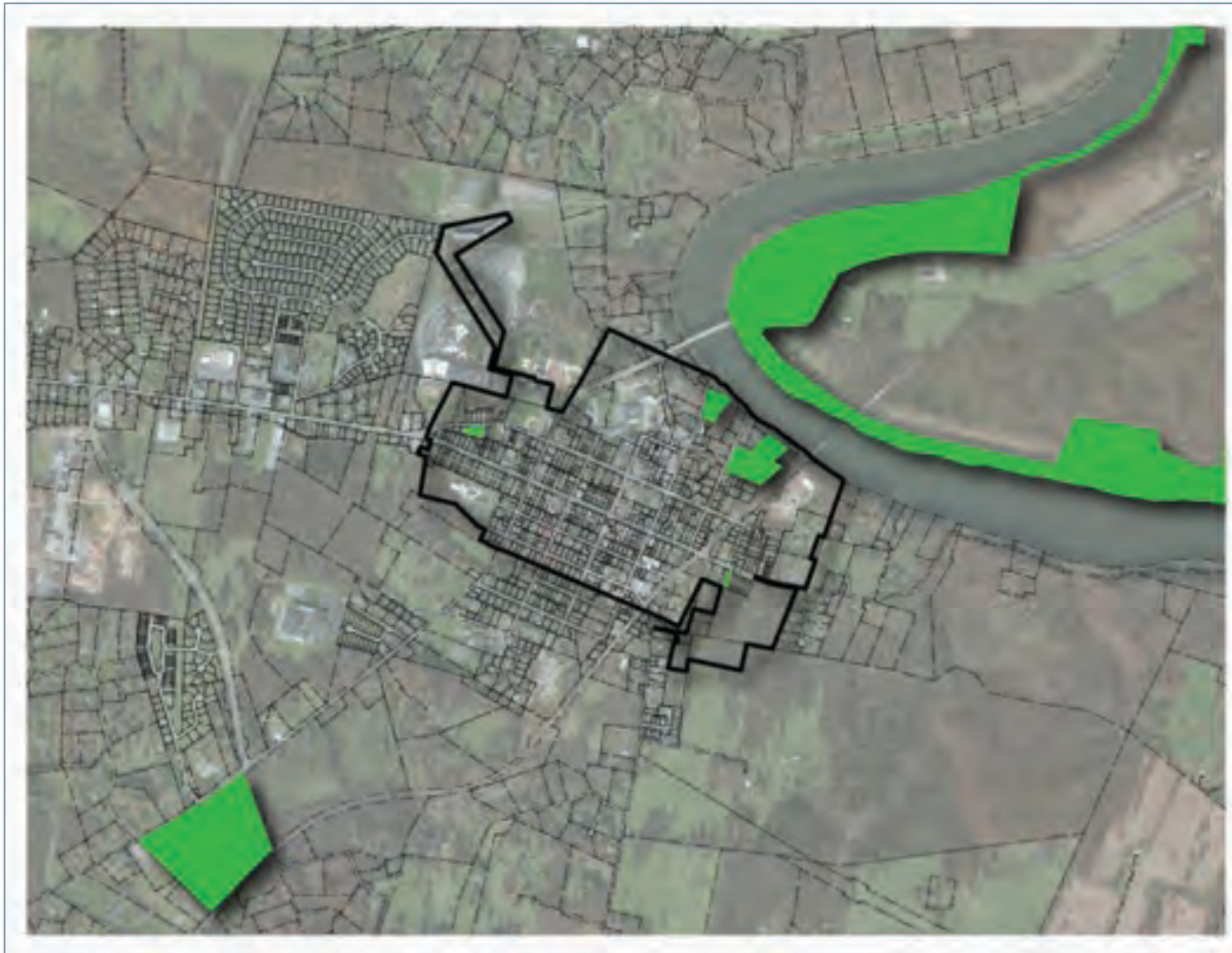
## PARKS AND RECREATION

The parks and outdoor recreation resources found in town and throughout the greater Shepherdstown area play a key role in enhancing the quality of life for both residents of the area and visitors who come to visit and take advantage of the abundant opportunities that exist in the area. The variety of the locally available parks and recreation resources is extensive given the size of the community. The town's location next to the Potomac River, the C&O Canal Towpath and the presence of Shepherd University in the community contribute greatly to the availability of recreational resources that would not otherwise be available in a community of Shepherdstown's size.

*Moving forward, the community should continue to leverage these assets to maintain and expand the types of parks and recreational activities that are available to residents and visitors. Promoting these assets to visitors will help to strengthen the town's position as a regional recreational tourism destination, particularly given the nexus between the river, the towpath and the accommodations available in the community.*

*At a smaller scale, the local parks and recreational facilities, such as the Princess Street boat launch on the Potomac, Morgan's Grove Park and the Rumsey Monument park help to provide local residents with convenient and diverse opportunities for recreation, leisure and sports. Combined, these assets help to make Shepherdstown a more livable community and foster an active lifestyle that contributes to the overall health of its residents.*





*This map shows the location of parks in the greater Shepherdstown area. While the largest parks and recreation facilities are outside of the corporate limits of the town, the short distance to the C&O Canal Towpath and Morgan's Grove Park provide residents with easy access to an abundance of outdoor recreation opportunities.*

 Parks

## Public Parks and Recreation Facilities

# PR GOAL 1

Excellent park facilities and abundant recreational programs will be available to meet the needs of all residents of the community, regardless of age or physical ability.

## 1.1 Town – University Recreation Partnership

**STRATEGY:** Explore opportunities to partner with Shepherd University to allow residents of Shepherdstown to access on-campus recreational facilities and programs.

**JUSTIFICATION:** Community access to the recreational facilities and programs offered on the Shepherd University campus would allow the town to leverage these extensive facilities to provide recreational opportunities that would not otherwise be publically available in a town of its size. Access to facilities, such as the university's pool, could also play a significant role in the health of the community given that low impact exercise opportunities, such as swimming or water aerobics, are frequently prescribed as part of physical therapy programs. The extensive facilities, in general, would provide more opportunities for a host of activities

that would help local residents maintain a healthy lifestyle, particularly during winter months when the indoor facilities on campus could provide recreation opportunities that would not otherwise be feasible using outdoor facilities. Community access to campus recreational facilities will also provide more opportunities for social interaction between residents and university students, thereby helping to strengthen the relationship between the town and the university.

## 1.2 Develop a Parks and Recreation Master Plan

**STRATEGY:** Prepare and implement a parks and recreation master plan to identify community needs for park facilities and recreational programs.





**JUSTIFICATION:** A parks and recreation plan that is based on detailed surveys of the needs of the community and extensive public involvement will help the town to determine the needed investments in its park and recreation infrastructure and programs. This will allow the town to identify goals for land acquisition and the construction of facilities to meet the needs identified in the plan and develop funding sources to finance the desired infrastructure. Without a clear plan in place, limited resources can be mismatched with the needs and desires of the community, and potentially lead to the development of facilities that will see little use. Having a plan in place can also assist with grant funding from outside sources to fill gaps in local funding, if clear needs are demonstrated in the plan.

### **1.3** Formally Establish Morgan’s Grove as a Public Park

**STRATEGY:** Work with the Jefferson County Parks and Recreation Commission, the Shepherdstown Community Club and other local sports and community groups to permanently establish Morgan’s Grove as a public park.

**JUSTIFICATION:** Morgan’s Grove Park, which is located outside

of the town’s corporate limits, plays a major role in providing community access to outdoor recreation opportunities in the local area. The park is currently operated by Jefferson County under a lease agreement with the Shepherdstown Community Club, who owns the site. Transitioning this arrangement in the future to public ownership of the park would allow for a greater investment of public funds to improve the property, and open up more opportunities for grant funding.

### **1.4** Improve Princess Street River Access

**STRATEGY:** Develop and implement a plan to make better use of the Town’s Potomac River access on Princess Street as a public park facility, including accessibility upgrades and dedicated funding for maintenance and upkeep of the access.

**JUSTIFICATION:** The town-owned river access and park at the foot of Princess Street is a unique and vitally important asset in the town’s park and recreation portfolio. Improving this area to provide better accommodation to paddlesports participants, as well as generally improving the appearance and functionality of the property for passive public recreation opportunities will



provide the town and its residents with a significant multiplier effect in terms of quality of life compared to the investments that would be required to improve the property. The Potomac River is a key element in the historic and cultural legacy of the

community, and providing enhanced access to this unique and vital asset will help the entire community to embrace its heritage and enjoy the beauty of the river.



## Shepherdstown will be known as a community that embraces an active and healthy lifestyle built around outdoor recreation.

### 2.1 Increase Promotion of Local Outdoor Recreation Opportunities

**STRATEGY:** Work with tourism officials to promote the availability of outdoor recreational opportunities in the area as part of Shepherdstown's tourism marketing plan.

**JUSTIFICATION:** The wealth of outdoor recreation opportunities that are available in the local area give Shepherdstown a significant opportunity to promote itself as a destination for outdoor recreation. This growing segment of the tourism economy is a natural fit for the community given its location on the Potomac River and the nearby C&O Canal Trail. With easy

access to these assets, Shepherdstown can capitalize on its location to attract paddlesports enthusiasts, hikers and bicyclists to the town. This in turn can have a significant effect on the local economy, and simultaneously serve as an attractant for outdoor recreation enthusiasts looking to relocate to an area that has these types of assets.

### 2.2 Coordinate Promotion of the C&O Canal Towpath Trail

**STRATEGY:** Continue to work with the National Park Service and



the Canal Towns Partnership to identify opportunities to promote Shepherdstown to hikers and bicyclists traveling along the C&O Canal Towpath trail.

**JUSTIFICATION:** The partnership that has been established by communities along the C&O Canal offers an excellent opportunity for the town to participate in a coordinated marketing effort to attract outdoor recreation tourism. By leveraging the resources of the partnership, the town can multiply its investments in the partnership through the economies of scale that are created by the pooling of resources and coordination that takes place between the members of the organization.

### **2.3 Utilize the Tobacco Warehouse as a Paddlesports Support Facility**

**STRATEGY:** Establish a public-private partnership to renovate and utilize the Tobacco Warehouse on Princess Street for a community oriented paddlesports facility.

**JUSTIFICATION:** The tobacco warehouse near the foot of Princess Street provides the community with an excellent opportunity to leverage its location adjacent to the Potomac River and utilize

the building as an outfitter's facility for paddlesports. Working with a nonprofit organization or business to establish the facility would allow the town to maximize the value of this asset while minimizing the necessary investment by the town in the facility. This type of facility would serve as a regional destination for casual paddlesports participants, tourists interested in a short float on the river, and could even serve as the base of operations for local paddlesports club, providing storage, maintenance and office space for the organization and its members.

### **2.4 Develop a Community Health and Wellness Program**

**STRATEGY:** Work with local health and wellness agencies to adopt and implement a community-wide plan to improve health and increase physical activity.

**JUSTIFICATION:** A community based approach to improving community health and encouraging active and healthy lifestyles could provide the town and its residents with a wide range of benefits. Chief among the benefits of this type of effort is increased awareness of the value of exercise, good nutrition and other factors that contribute to healthy outcomes. This type of





program can help to build greater support in the community for additional parks, increase demand for recreational programs, promote walking and biking as alternatives to automobile transportation and heighten interest in locally grown agricultural products that support healthy eating.

## 2.5 Provide Community Access to Shepherd University Outdoor Recreation Activities

**STRATEGY:** Explore opportunities for the town to partner with Shepherd University to allow residents to participate in outdoor recreation clubs and similar campus groups.

**JUSTIFICATION:** Participation by local residents in on-campus clubs and groups that engage in outdoor recreation activities could provide the community with access to a greater variety of activities. Partnering with the university to allow residents to join these organizations would promote more social interaction between residents and students, and give residents with experience in outdoor activities to serve as mentors to these groups.

## 2.6 Bring Paddlesports Events to Town

**STRATEGY:** Explore opportunities to partner with paddlesports oriented organizations to hold events on the Potomac that would use Shepherdstown as the starting or ending point of the events.

**JUSTIFICATION:** Leveraging its location on the Potomac River to attract paddlesports events to Shepherdstown's stretch of the river the town could attract a significant amount of additional outdoor recreation tourism to the community. Working with paddlesports organizations to map a course that would allow the town to serve as either the starting or ending point for races or similar events would help increase the prominence of the town in the regional paddlesports community, which could then lead to repeat visits from event participants who might return for recreational visits to the local stretch of the river.

## 2.7 Improve Accommodations for Bicycle Tourism

**STRATEGY:** Encourage local lodging establishments to provide enhanced accommodations for long distance bicyclists traveling through the area.



**JUSTIFICATION:** If the number and types of accommodations for bicycle tourists in the community was expanded, the town could benefit from an increase in the choice of bike tourists on the C&O Canal Towpath to overnight in Shepherdstown. Improved accommodations could include dedicated indoor storage space for bicycles in lodging establishments, setting aside ground floor rooms for bicycle tourists, offering shuttle service, or even onsite bike repair stations.

## 2.8 Provide a Public Bike Repair Station

**STRATEGY:** Establish a public bike repair and maintenance station in downtown Shepherdstown.

**JUSTIFICATION:** Installing a public bike repair station in the downtown area will help to demonstrate the community's support for bicycling. These types of facilities, perhaps coupled with a nearby vending machine that dispense common replacement parts, help to support the needs of both local bicyclists as well as tourists travelling by bicycle. If located near, and perhaps sponsored by, a local bicycle shop, this could generate additional business for more complex repairs than can be accomplished by a casual rider.





Parks will be located throughout the community in a manner that ensures accessibility for all residents.

### 3.1 Require Recreational Space in New Development

**STRATEGY:** Continue to require the development of active and passive recreation spaces in conjunction with the residential development.

**JUSTIFICATION:** Requiring the inclusion of both passive and active open spaces for recreational purposes in conjunction with new development will help to support the town's needs for public parks with only limited investments (perhaps ongoing maintenance) in acquiring or developing new park properties. Requiring their inclusion within new developments also supports the town's goal of locating parks in close proximity to residents and promoting easy access to park facilities.

### 3.2 Develop Additional Neighborhood Parks

**STRATEGY:** Work with Jefferson County and other stakeholders in the community to identify and acquire strategically located properties to develop parks and other recreational amenities for both active and passive recreation so that such facilities are located within 1/8 to 1/4 mile of each home in the greater Shepherdstown area.

**JUSTIFICATION:** Closely spaced neighborhood parks located in close proximity to residences helps to support a high quality of life. Developing these facilities within a short walk or bike ride of their primary users also promotes more frequent outdoor recreation activity, particularly among children who may not have the ability to travel greater distances on their own to visit a larger community or regional park facility. Locating these facilities in neighborhoods also helps to guarantee their safety by increasing



*This map depicts the spatial distribution of town parks and their proximity to each other and areas within the town. The reference distances used are based on the recommended distance of between 1/8 and 1/4 mile between park facilities.*



Distribution and Proximity of Town Parks





their visibility and limiting opportunities for casual criminal activity, like loitering or vandalism, which can plague parks located in more remote locations.

### 3.3 Improve Bike and Pedestrian Connections Between Parks and Neighborhoods

**STRATEGY:** Develop and implement a plan to connect all parks in the area so that they are in convenient walking and bicycling distance from residential neighborhoods, and develop a signage system to identify the locations of parks and preferred walking and biking routes to access them.

**JUSTIFICATION:** Establishing safe and efficient connections between neighborhoods and parks will help to ensure that they are accessible to residents of all ages, particularly young residents and older residents who may not have access to vehicular transportation or the ability to drive. Encouraging walking or biking to parks also limits the need to provide onsite parking, thereby making more of park land available for recreational activities.

### 3.4 Partner with Shepherd University to Develop the Proposed River Overlook

**STRATEGY:** Partner with Shepherd University to develop the planned river overlook park area on the campus adjacent to the Potomac and work to ensure public access to the overlook park.

**JUSTIFICATION:** The overlook park proposed in the recently completed Shepherd University Master Plan provides a significant opportunity to develop a unique and valuable facility that would provide the public with a signature feature along the river. Given that much of the land along the river is privately owned, or otherwise inaccessible, a facility along the river close to downtown would help to better connect the community to this important aspect of its cultural and natural heritage. If the town were to partner with the university in the development of the site, which would come after the demolition of the residence hall that currently occupies the site, then it may be able to leverage its participation to secure the overlook and adjacent proposed terraced amphitheater for community events. This would serve as an excellent location for concerts or other community events, particularly during summer months when there is less activity on the campus.

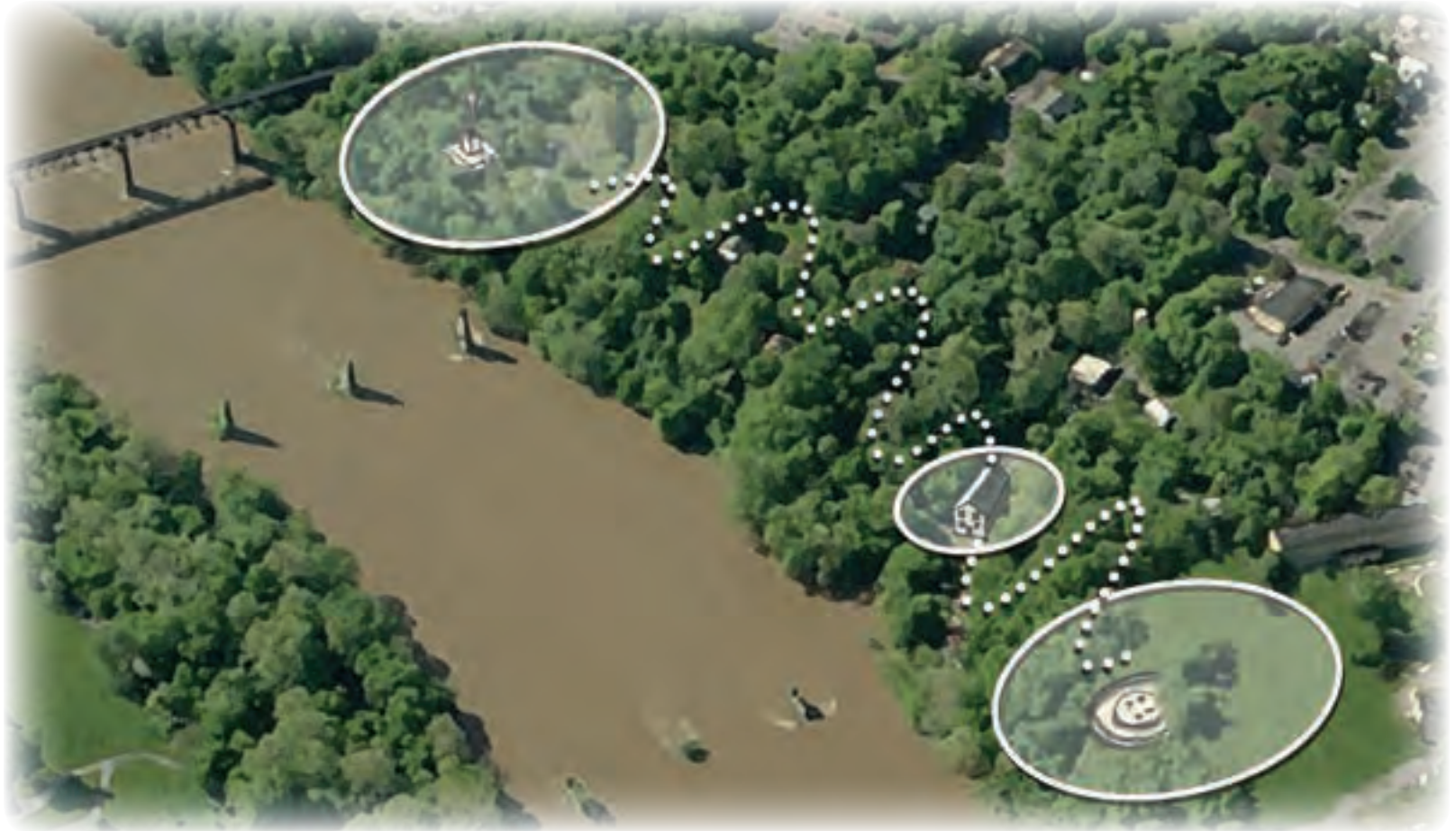


## 3.5 Develop Connections Between Park Facilities on the River

**STRATEGY:** Explore opportunities to provide more direct pedestrian connections between the planned Shepherd University river overlook park, the town’s river access on Princess Street and the Rumsey Monument.

**JUSTIFICATION:** Connecting the proposed overlook park on the Shepherd University campus to the Princess Street river access and park, and finally the Rumsey Monument and Cullison Park with a walking trail would provide a unique recreational opportunity for residents and give tourists better access to these three important sites along the river without having to make individual trips to each site. Connecting these sites would also help to reinforce the town’s identity as a river town, which has been somewhat diminished by the limited access opportunities that now exist on the West Virginia bank of the river. It is recognized that a trail linking the sites would necessarily have to cross private property, and the support of the owners of those properties that a trail might cross would be critical to the development of this proposed connection.





This illustration depicts a potential trail connection between the planned river overlook park at Shepherd University, the tobacco barn and boat launch area on Princess Street and the Rumsey Monument.





# SECTION EIGHT NATURAL & ENVIRONMENTAL RESOURCES







## NATURAL AND ENVIRONMENTAL RESOURCES

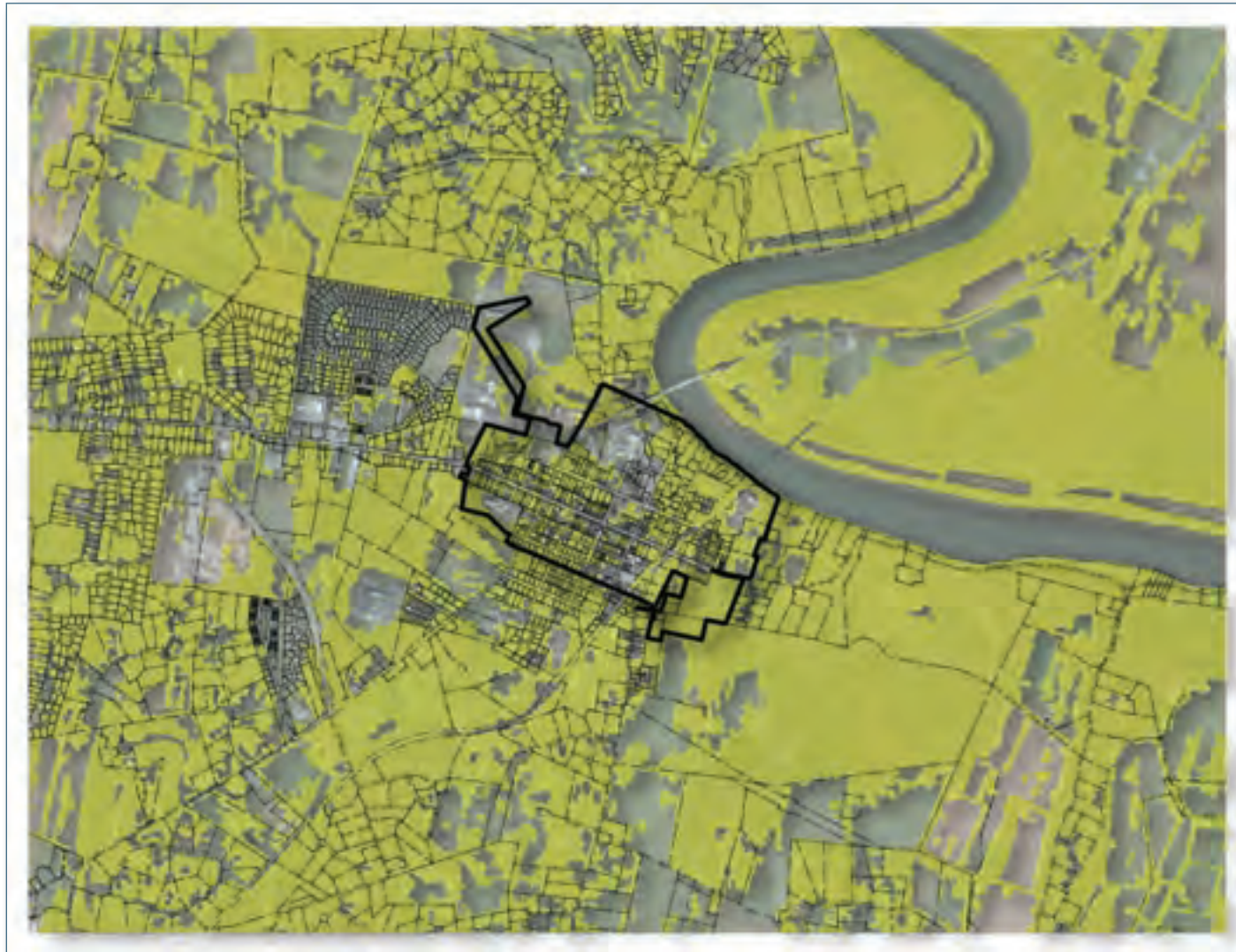
The significant natural and environmental resources that are present in the greater Shepherdstown area are closely guarded by the community. Town residents embrace natural assets for their intrinsic values, contributions to quality of life, and ability to draw visitors to enjoy the region's natural beauty. The community understands that the forests, farm fields, waterways, and the flora and fauna that they support, are irreplaceable assets that must be protected and conserved.

From protecting farmland from development, to improving the quality of the water in Town Run and the Potomac, to embracing walking and riding bikes to improve air quality, the community has already taken major steps toward realizing a future in which there is balance between the town and the surrounding natural landscape. This long term vision of balance and sustainability is critical to the success of the town, and a dedication to this ideal will help the community distinguish itself in coming years as it competes for residents, businesses and jobs that also embrace environmental sustainability practices.

Moving forward, the town should take a holistic approach to evaluating its actions, whether in terms of development activity occurring in town or how it provides services, to ensure that it is moving along the path of sustainability and protecting the environment in everything that it does.





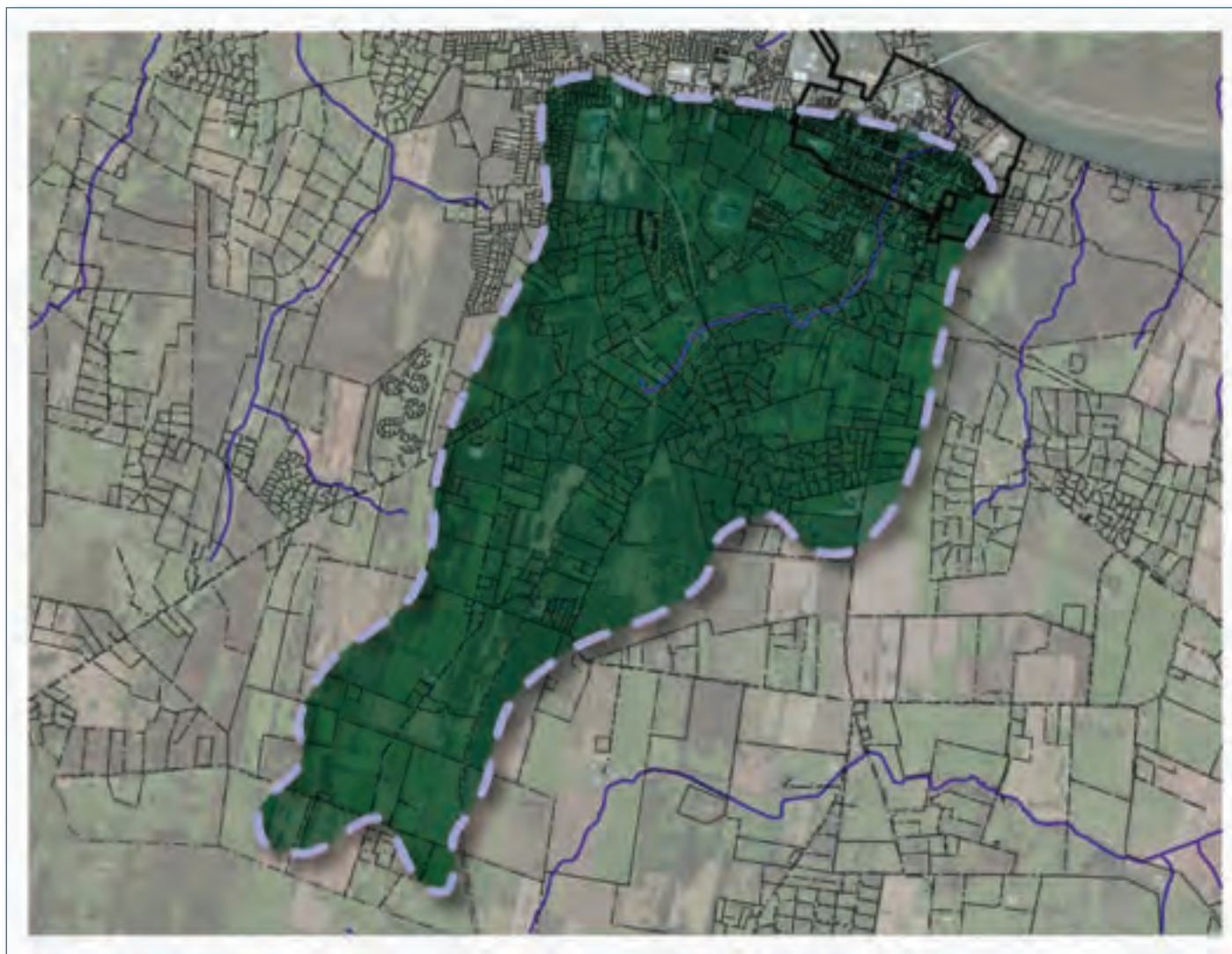


*This map depicts the extent of the tree canopy in the greater Shepherdstown area. In general, the tree canopy in the urbanized portions of the area is more fractured, or in some cases nonexistent, while rural areas have a more dense tree canopy, with the exception of those areas in active use for agriculture.*

 Tree Canopy

Tree Canopy Map





*This map depicts the general extent of the Town Run watershed. The lower portions of the watershed, within and closer to Shepherdstown are more intensively developed, while the upper portion of the watershed is characterized by agricultural and low density rural residential development.*

 Watershed Area

Town Run Watershed



*This map depicts the location of permanent conservation easements in the greater Shepherdstown area.*

 Conservation Easements

## Conservation Easements





*This map depicts soils that have been determined by the National Resource Conservation Service to have properties that make them exceptionally suitable for farming purposes*

 Prime Farmland Soils

Prime Farmland



# NER GOAL 1

The integrity and quality of land, water, air and other natural resources will be protected from negative impacts to preserve the overall environmental health of the community.

## 1.1 Incentivize Green Building Techniques

**STRATEGY:** Provide development incentives for projects that use LEED certified or similar low impact / energy efficient design, construction and development techniques.

**JUSTIFICATION:** Providing incentives for the use of “green” building techniques, such as reducing water and sewer impact fees, allowing higher density or intensity development, or similar incentives, can help a community reduce its environmental footprint. This is achieved through the construction techniques which seek to limit water and energy usage and by utilizing techniques that reduce stormwater runoff and preserve existing vegetation. Making these incentives available can also have the effect of attracting more developers and homebuilders to a community, thereby increasing development interest from

the “green” building sector of the overall development industry, which can in turn lead to a higher proportional share of new development adhering to these techniques.

## 1.2 Implement the Tree Canopy Plan

**STRATEGY:** Implement the recommendations of the Jefferson County Urban Tree Canopy Plan.

**JUSTIFICATION:** The Jefferson County Urban Tree Canopy Plan establishes a reasonably attainable goal for the preservation of trees in the corporate limits of Shepherdstown, while also promoting an increase in the percentage of the community covered by mature tree canopy. A healthy tree canopy provides a wide range of benefits within an urban environment,

including diffusing the effects of night lighting, removing carbon dioxide from the air, providing shade to cool pavement and other surfaces that tend to retain heat, and contributing to the aesthetic quality of the built environment.

### 1.3 Promote Alternative Forms of Transportation

**STRATEGY:** Encourage residents of Shepherdstown to use non-vehicular transportation whenever possible to reduce air quality impacts.

**JUSTIFICATION:** Although many of Shepherdstown's residents are actively engaged in walking and biking as a form of green transportation, an opportunity exists to encourage a much larger share of the population to utilize walking and biking as alternative means of transportation to the automobile. Reducing vehicular trips through the promotion of walking and biking transportation choices, can improve the health of the community, expand social interaction in public spaces, reduce air pollution and energy usage, as well as reducing parking demand where limited supply exists.

### 1.4 Promote Land Preservation Efforts

**STRATEGY:** Partner with local conservation organizations to promote the permanent protection of working farms, forests, wildlife habitat and other open spaces.

**JUSTIFICATION:** By working with local partners to preserve critical lands, the town can help to conserve these limited resources, thereby directing development away from rural and agricultural landscapes and toward areas that are more suited for development. Developing such partnerships can also support the creation of parks, greenways and other publically accesible open spaces as part of land conservation efforts.

### 1.5 Develop Electric Vehicle Infrastructure

**STRATEGY:** Explore opportunities to install electric vehicle charging stations adjacent to public on-street parking spaces or in town owned parking lots. Encourage private property owners to do the same.





**JUSTIFICATION:** Providing electric vehicle charging stations in publically accessible locations in town will help to demonstrate the community's commitment to supporting alternative fueled vehicle use, and make the town a known destination for tourists visiting the local area who drive these vehicles. Stations could charge a small premium over the basic cost of electricity to help generate additional revenue for the town, and potentially allow for free parking in an otherwise metered space while in use. If no suitable locations are available adjacent to on-street spaces, then the town could explore options for using existing off-street public parking areas or perhaps partner with Shepherd University to install stations in their parking lots that are located conveniently to downtown. A partnership to provide this service could serve the needs of both the town and university, particularly if both entities invested in electric vehicles, thereby also providing overnight charging facilities for their vehicles while a number of the spaces were made available to the public during the day.

## 1.6

### Divert Food Waste from Landfills

**STRATEGY:** Develop a program for the collection of food waste, from both residential and commercial sources, for composting so that the waste is diverted from the general solid waste stream.

**JUSTIFICATION:** Food waste, which is a compostable material, has become a major target of waste reduction efforts in many communities in recent years, with a focus on both commercial and residential sources of waste. This material, which generally has a high water content, can significantly add to a community's waste disposal costs due to the weight and bulk of the material. As a compostable material, its diversion from the municipal solid waste stream into a composting landfill can actually save money and provide a community benefit over time. A voluntary program aimed at commercial and residential waste generators can help to build interest in a program and lead to an eventual mandatory diversion of this type of waste from local landfills. With a large food waste generator in the community (Shepherd University) the necessary economies of scale may be in place to make this a cost-effective alternative for the community.

## 1.7

### Oppose Environmentally Damaging Industrial Development

**STRATEGY:** Oppose the construction or development of any heavy industrial or intense resource extraction ventures in the area, and ensure that the Town's land use ordinances do not allow uses which negatively impact environmental resources.



**JUSTIFICATION:** Maintaining the environmental quality found in the local area is critical to preserving the character of the greater Shepherdstown area. Large scale industries, particularly those that generate off-site impacts, such as air pollution, heavy truck traffic, or discharge industrial wastewater, would have both a negative environmental effect and a negative impact of the character of the community. Working to ensure that such industries are properly sited, in locations closer to larger urban areas and in closer proximity to major highway routes by opposing zoning changes or incentives that would facilitate their development in the local area is critical to maintaining both the character of the community and its high quality of life.

## **1.8** Develop Pervious Pavement Requirements

**STRATEGY:** Explore options for requiring the use of pervious pavement or similar materials in off-street parking areas for both residential and nonresidential uses to reduce stormwater runoff.

**JUSTIFICATION:** The use of pervious pavement, which allows for stormwater infiltration while also providing a suitable parking surface, can help to reduce stormwater runoff and improve

water quality outcomes. While not necessarily suitable for large scale use on a parking area of a significant size, pervious pavement installations in areas close to sensitive environmental features, along the edges of parking lots, or on small lots, or around landscaping areas can provide an effective method of mitigating stormwater impacts. Most typically, pervious pavement is required by ordinances for installation in parking lots exceeding a certain size threshold, or for spaces exceeding a percentage of the minimum parking requirement. And while typically applied only to nonresidential development, these materials and techniques are equally effective for individual residential driveways and parking pads where it is compatible with Historic District design guidelines.

## **1.9** Develop a Watershed Management Plan for Town Run

**STRATEGY:** Develop and implement a plan, in cooperation with Jefferson County, for the management of the Town Run Watershed that is focused on both restoring water quality and ensuring that new development does not negatively impact the health of the stream.

**JUSTIFICATION:** With its prominent course through town, Town



Run is a significant feature in both the urban and rural landscape, and since it drains directly into the Potomac River, maintaining the quality of the water in the stream is important to ensuring the health of the local stretch of the river. Managing the watershed through a plan jointly developed and adopted by both the county and the town would help to ensure that local and regional water quality and other environmental goals are met. Such a plan should address allowed development density, impervious surface limitations, preferred stormwater management techniques, land conservation and set goals for total maximum daily loads (TMDL) for pollutants and suspended solids to ensure that all aspects of watershed management are covered.

amount of off-site runoff and can reduce the amount of potable water from the domestic water supply that is used for outdoor purposes.

## 1.10 Promote Rainwater Harvesting for Irrigation

**STRATEGY:** Develop and promote a rainwater harvesting program for residential and commercial properties in town for use in landscape irrigation.

**JUSTIFICATION:** Capturing rainwater from the roofs of residential and commercial structures can provide a significant source of water for irrigating lawns and landscaping. Capturing and storing stormwater on site also has the added benefits of reducing the

## NER GOAL 2

Public services will be provided to the community in a manner that has the lowest possible environmental impact while remaining cost effective for residents.

### 2.1 Install Energy Efficient Street Lighting

**STRATEGY:** Explore the feasibility of utilizing high efficiency LED technology for street lighting to reduce energy consumption.

**JUSTIFICATION:** Recent improvements in LED street lighting technology allow communities to reduce energy consumption, lengthen the lifecycle of bulbs and provide night lighting that enhances safety by illuminating public spaces with light that is more natural than legacy sodium vapor, metal halide or mercury lighting fixtures. While the installation of modern LED fixtures does come with an expense, the improvements in energy efficiency and longer replacement cycles can provide significant long term financial benefits to a community. The low electricity requirements of LED fixtures also allow for the installation of

miniature solar collectors or wind generators on the mounting poles to power the fixtures, reducing the otherwise absolute need for hardwiring of the fixtures.

### 2.2 Utilize Alternative Fuel Vehicles for Town Operations

**STRATEGY:** Explore the feasibility of replacing all or a portion of the Town's conventionally powered vehicle fleet with low impact alternative fuel vehicles.

**JUSTIFICATION:** Vehicles used in the provision of municipal services often consume a great deal more energy than personal passenger vehicles due to long periods of idling and frequent stops and starts as vehicles travel around town. While not all vehicles would necessarily be candidates for replacement with





alternative fuel vehicles, such as heavy duty work trucks and similar specialized vehicles, there are opportunities to utilize more energy efficient and lower polluting vehicles in the provision of municipal services. Developing a small fleet of electric vehicles could also help to support the creation of infrastructure for public electric vehicle charging stations.

## 2.3 Conduct and Environmental Audit of Town Services

**STRATEGY:** Conduct an environmental audit of all town services to identify ways in which the town can reduce its environmental footprint.

**JUSTIFICATION:** Developing an understanding of the environmental impact of how municipal services are provided will help the town identify areas in which it can improve its environmental stewardship and reduce potentially negative impacts on the community. Frequently, inefficiencies identified in this type of audit can lead to the development of cost saving alternatives as waste and excessive consumption are eliminated in favor of more efficient methods of service delivery or less impactful operational practices.

## 2.4 Reduce Hard Copy Mailings for Town Business

**STRATEGY:** Explore options for reducing or eliminating hard copy mailings by the town to reduce paper consumption, such as providing online payment options.

**JUSTIFICATION:** Providing options for paperless transactions, and eventually eliminating all but those legally required hard copy mailings by the town will, over time, lead to significant cost savings and reduce the town's environmental impact. As a greater share of the town's residents become more comfortable with doing business by email or other internet based options, the need for mailing hard copies of bills, notices and other documents will decrease. This, in turn can also benefit the town by allowing it to communicate larger volumes of information to residents and utility customers since there is little or no additional cost involved in sending additional information via electronic means, while printing and mailing or otherwise distributing hard copies is limited by budgets, envelope capacity and weight limits.



## 2.5 Adopt Local Sourcing Policies

**STRATEGY:** Adopt policies encouraging town employees to source supplies from manufacturers and distributors that are located in closer proximity to Shepherdstown to reduce delivery related energy consumption.

**JUSTIFICATION:** While the volume of goods consumed by town operations is relatively small when compared to even marginally larger municipal governments, each transaction that requires delivering or picking up an item from a distance farther than absolutely necessary does add to the town's environmental impact. Sourcing goods locally, where possible and financially feasible, will help the community to reduce its overall carbon footprint and help to support local businesses.

## 2.6 Develop a Reclaimed Water Distribution System

**STRATEGY:** Explore the feasibility of developing a reclaimed water system to distribute treated "gray water" for irrigation uses by large consumers such as farms and golf courses.

**JUSTIFICATION:** Providing reclaimed water for use by large water consumers, such as golf courses and large agricultural producers, could help the town generate additional revenue from its water and wastewater utilities, while also reducing the volume of its discharges into the Potomac River. Reclaimed water, which is the result of treatment in a municipal wastewater facility, is generally approved for use for these purposes without further treatment. This can provide a reliable water source for large nonpotable water users, particularly during times of drought, thereby helping to guarantee the ongoing viability of their operations.

## 2.7 Develop and Implement a Community Energy Reduction Program

**STRATEGY:** Develop a community-wide energy usage reduction program in cooperation with the electric service provider to establish energy conservation goals and provide the public with a method of monitoring progress on reaching those goals.

**JUSTIFICATION:** Many communities have established goals to reduce energy consumption, but monitoring progress toward those goals can be difficult to measure. Emerging technology is allowing communities to provide real time monitoring of community-wide energy usage, thereby helping to demonstrate



the ongoing rates of consumption, or reductions that have occurred. While this would require the cooperation of the local electric utility to achieve, a community-wide effort could help to provide another environmental focus for the community as it works toward a goal of reducing its environmental impacts. Such a program could begin with a small set of users, such as municipal buildings and the university, which could have targets set for energy reduction. Publicly viewable monitors displaying energy consumption in participating buildings can help to demonstrate the efficiency gains that are being made and let managers monitor energy consumption levels in real time. Along with monitoring progress, the community could establish a program to improve energy efficiency, with components such as providing weatherization assistance to homeowners, conducting energy audits of commercial buildings and distributing free or reduced cost energy efficient light bulbs to help encourage lower energy consumption. Combined, an achievable goal, monitoring and assistance program can help the community realize significant reductions in energy usage while also giving the town a measurable goal to work towards as a community.

# NER GOAL 3

The community will have access to clean, efficient and sustainable energy resources.

## 3.1 Expand Renewable Energy Options

**STRATEGY:** Explore opportunities to partner with private entities to provide sustainable and renewable electricity to residential and business customers in the community.

**JUSTIFICATION:** Identifying locations for larger scale renewable energy generation opportunities in the community and partnering with or advocating for the developers of such projects will help to bring a more diverse and sustainable energy supply to the community. While typically more expensive than fossil fuel or nuclear based energy resources, the use of renewable energy resources, particularly when generated locally, can play a significant role in reducing the immediate and identifiable energy related impacts of a community. When coupled with strong links to the legacy power distribution system, locally available

renewable energy resources also help to provide a more reliable and resilient source of electricity generation, particularly in time of energy shortages or natural disasters that can impact larger regional power transmission networks.

## 3.2 Generate Renewable Energy on Town Property

**STRATEGY:** Prepare a feasibility analysis for the installation of renewable energy collection facilities on town-owned property.

**JUSTIFICATION:** While the space available for generating energy from renewable sources on town owned property is not extensive, the installation of small scale generation facilities where space permits would help the town to lead by example and provide encouragement for private property owners to generate at least some of their electricity needs on-site. In





addition to reducing the external energy needs of town buildings and other operations, the installation of these devices could also help the town generate revenue (via reductions in its energy bills) through net metering, whereby the local electric utility would purchase excess power generated at town owned sites when production exceeded consumption levels.

### 3.3

#### Promote Small Scale Renewable Energy Generation

**STRATEGY:** Develop regulations for inclusion in the Town’s Zoning Ordinance to expressly permit the installation of small scale renewable energy facilities on private property, while ensuring that such installations do not negatively impact the character of the town or surrounding properties (similar to the Historic District Guidelines).

**JUSTIFICATION:** Distributing the generation of the town’s electricity needs throughout the community will allow for a more stable and environmentally friendly energy supply. Ensuring that local ordinances address both the need to allow such facilities on private property, as well as the potential impacts of their installation, will help the town as a whole develop small scale renewable energy resources in a manner that does not introduce a negative impact on neighborhoods. The proliferation of small

scale renewable energy generators will also allow the town to become more resilient in the event of outages in the local power distribution network due to natural disasters or by other means. This in turn will allow for quicker recoveries from such situations and reduce the need for outside aid during emergencies.

### 3.4

#### Promote Solar Energy Generation Facilities on Nonresidential Buildings

**STRATEGY:** Encourage the installation of solar collection facilities on the rooftops of larger nonresidential buildings when such installations will not negatively impact the character of the community.

**JUSTIFICATION:** The roofs of larger nonresidential buildings, particularly those with “flat” roof forms, provide ideal opportunities for the installation of solar power generation facilities. Given the potential size of such installations, they have the ability to not only supply power for use onsite, but also to help monetize the unused rooftop space through net metering of excess energy that is generated on the site. If properly mounted and screened, these types of installations can be highly compatible with the character of the community while also helping to reduce the town’s overall environmental impact.

## 3.5 Develop a Waste to Energy Facility

**STRATEGY:** Explore the feasibility of utilizing biosolids produced at the town’s wastewater treatment plant to generate electricity to assist in powering the facility.

**JUSTIFICATION:** The organic matter that results from the treatment of municipal wastewater is generally viewed as a burden that must be dealt with through expensive disposal methods, such as land application or transportation to a landfill. Opportunities, do exist, however, to monetize this matter, known as biosolids (or more commonly as “sludge”), by converting it into heat energy that can be used to generate electricity in a waste to energy power generator. While the locally produced amount of biosolids may not be sufficient to economically operate a generator on a full time basis, the location of the town’s wastewater treatment plant adjacent to the rail line, could provide an opportunity to construct a siding that could facilitate the importation of biosolids by rail from external sources. With a sufficient supply of organic matter for use in power generation, a generator on-site could simultaneously generate electricity from renewable resources, while also eliminating the need to dispose of the solid waste that results from the wastewater treatment

process, leaving only small amounts of ash that can be more easily disposed of in landfills. While air quality impacts would definitely be a concern associated with such a facility, their design, which typically utilizes very high temperature processes and includes extensive modern pollution control mechanisms, can make these small scale energy generators very compatible with both the environment and nearby developed land uses.



## NER GOAL 4

Significant amounts of open space on the rural fringes of the community will be permanently protected from development and ultimately create a larger interconnected system of preserved land.

### 4.1 Develop and Implement a Land Conservation Plan

**STRATEGY:** Work cooperatively with the Land Trust for the Eastern Panhandle, the Conservation Fund and the Jefferson County Farmland Protection Board to develop and implement a local land resources conservation plan that identifies priority areas around Shepherdstown for permanent protection, with a focus on working farms and forests, land with prime agricultural soils and undeveloped properties in important watershed areas.

**JUSTIFICATION:** By working with local partners to preserve critical lands, the town can help to conserve these limited resources, thereby directing development away from rural and agricultural landscapes and toward areas that are more suited for development. Developing such partnerships can also support the creation of parks, greenways and other publically

accessible open spaces as part of land conservation efforts. Working to preserve working farms will also help to strengthen the local food economy and reduce pressure to convert these critical resources into developed land uses, thereby helping to limit sprawl and preserve the agricultural heritage of the region.

### 4.2 Preserve Historically Significant Landscapes

**STRATEGY:** Work with local history groups to develop a plan for the acquisition of land for the preservation of the area where the Battle of Shepherdstown occurred as permanently protected park land. If fee simple acquisition is not feasible, opportunities for acquiring conservation easements or scenic easements should be explored.



**JUSTIFICATION:** The cultural heritage of the region is directly tied to the rural landscapes that surround the community, particularly with respect to the lands upon which the Battle of Shepherdstown was fought. Conserving this area in a state that is consistent with the era of its historical significance will help to reinforce the importance of the events that took place in the area during the Civil War, while also preserving the scenic landscape that is found in the rural areas around Shepherdstown.

## 4.3

### Promote Farmland Preservation

**STRATEGY:** Work with local agricultural producers to acquire the donation of farmland conservation easements on working farms to guarantee their continued use for this vital purpose.

**JUSTIFICATION:** Preserving working farms is critical to the local economy, the health of the environment and limiting suburban sprawl. Working with groups whose mission it is to protect these working lands from develop will help to support the local food economy, particularly when tied to the development of local outlets to make produce from area farms available in the community. Providing incentives for the preservation of working lands in their current state also helps to prevent suburban

sprawl by removing financial barriers to maintaining the land in its current state and enhances environmental sustainability by limiting the creation of new impervious surfaces or converting land from undeveloped to developed land uses.

## 4.4

### Develop a Greenway Plan

**STRATEGY:** Develop a greenway corridor plan in coordination with Jefferson County and use the Town's development regulations to require the dedication of designated greenway corridors in conjunction with new development. Where development has already occurred along a corridor, work to secure easements or donations of land for the preservation of greenway corridors.

**JUSTIFICATION:** Like other bicycle and pedestrian facilities, greenway trails can provide important regional connections. Collaborating with Jefferson County to identify and develop these corridors will ensure a greater degree of connectivity throughout the area and ensure that new development outside of the corporate limits can be connected to a larger regional greenway network.





## 4.5

### Protect Landscapes Along the Potomac River

**STRATEGY:** Develop a plan, in coordination with Jefferson County, Washington County, MD and local conservation organizations to protect the scenic beauty and environmental quality of the lands along the Potomac River through the acquisition of scenic easements and conservation easements on lands that, if developed, could significantly alter the landscape of the river through the area.

**JUSTIFICATION:** The scenic beauty of the landscape along the Potomac River is part of the historic, cultural and natural heritage of the town and the region as a whole. Preserving the river landscape from development or other potentially negative visual influences will help the region retain its identity as a bucolic rural region of the Potomac River basin. Coordinating these efforts, whether related to acquiring conservation easements or introducing development restrictions, should be a regional effort given the scale and extent of the geography involved. Therefore, partnering with Jefferson County and Washington County will be critical to ensuring the success of this strategy.

## 4.6

### Promote the Use of Conservation Subdivision Design Techniques

**STRATEGY:** Encourage the use of conservation subdivision techniques to protect open space in rural areas where residential development is occurring.

**JUSTIFICATION:** In contrast to conventional residential subdivision design techniques, conservation subdivision design techniques integrate residential development into the existing natural landscape in which they are situated rather than attempting to alter it. This type of subdivision design technique is particularly suited to allowing for the preservation of significant natural features on a site, or to allow for the continued use of a working farm. This is typically achieved by clustering new development on the site into areas that will have the lowest impact on the environment or character of the property, and in the case of working farms this technique allows for the monetization of an asset (land) that can help to support the ongoing operation of the agricultural venture on the property.



## 4.7

### Partner with Environmental Organizations to Manage Protected Lands

**STRATEGY:** Engage the Freshwater Institute and similar organizations to assist the town and local landowners in implementing best practices for the management of conserved lands.

**JUSTIFICATION:** Protecting land from development through a conservation easement or other means is only part of the overall goal of land conservation efforts. Once protected, these lands need to be managed properly, either through maintenance or restoration efforts, to ensure that they serve the purpose for which their conservation was intended. Providing technical assistance and other resources to the owners of conserved lands through partnerships with local environmental and land stewardship organizations will help the community receive a greater return on the investments that have been made in land conservation.

## 4.8

### Protect Scenic Byways

**STRATEGY:** Work with WVDOT, the MPO and Jefferson County to establish Scenic Byways along major road corridors in rural areas leading to town.

**JUSTIFICATION:** The visual aesthetic of the rural highways and farm to market roads that lead into Shepherdstown help to shape the character of the town and give it its context in the rural landscape. Preserving the scenic quality of these rural roads, through land conservation, viewshed easements, or restrictions on development, will help to maintain the character of the rural areas that set the stage for a traveler's entry into the heart of Shepherdstown. As the majority of the roadways lead into the community area outside of the geographic scope of the town's jurisdiction, it will be necessary to partner with other governments and agencies to help realize the implementation of this strategy.



Development activity will occur in a manner that respects the natural landscape.

### 5.1 Incorporate Environmental Review into the Development Review Process

**STRATEGY:** Require existing conditions surveys for development proposals to identify critical natural features and work with developers to protect these critical areas.

**JUSTIFICATION:** The use of existing conditions surveys as part of the development review process will help the town to identify critical natural areas or features on a proposed development site. Coupled with the town's open space preservation requirements, the identification of these areas can be used to help prioritize the location of preserved open space and assist in ensuring that environmental quality regulations related to buffering, stormwater management and the preservation of trees are followed properly.

### 5.2 Provide Incentives for Tree Preservation

**STRATEGY:** Develop an incentive program to encourage the preservation of mature trees and stands of trees on properties proposed for development.

**JUSTIFICATION:** While there is a disincentive in the town's development ordinances related to the removal of mature trees, since a 3 to 1 replacement ratio is required when such trees are removed, there is no other type of incentive for preserving them. Mature trees are a very valuable asset that support the environmental and aesthetic quality of the town, and also supports the tree canopy goals of the Jefferson County Urban Tree Canopy Plan. By providing development related incentives, such as reducing parking requirements, allowing smaller setbacks or similar relaxations of development rules to accommodate the preservation of existing mature trees can help reduce conflicts in

the development review process while also providing a tangible incentive and alternative to the removal and replacement of mature trees.

### **5.3 Incentivize the Preservation of Oversized Stream and Wetland Buffers**

**STRATEGY:** Implement buffer regulations along perennial streams and around wetland features to minimize the impact of development on these natural features.

**JUSTIFICATION:** The minimum standards that currently are in place for the provision of buffers along streams and other water bodies provides a minimum level of environmental protection. Incentivizing the preservation and protection of undisturbed buffers along streams can help to mitigate the negative effects of stormwater runoff by providing larger amounts of vegetative filtering capacity and allowing for greater dispersion of runoff across the landscape prior to the runoff entering a stream. The relaxation of rules that require the creation of more impervious surfaces, such as minimum parking requirements, can provide an incentive to a developer to preserve more of their property as a buffer. Similarly, allowing a greater amount of density, through

smaller lot sizes and clustering lots away from streams, can allow for a similar return on investment while also achieving more favorable water quality outcomes.

### **5.4 Require Native Vegetation in Landscape Plans**

**STRATEGY:** Require the use of native species of trees and shrubberies where development ordinances require the installation of such landscaping materials.

**JUSTIFICATION:** The use of native vegetation for required landscaping improvements or tree replacement can help to support the ecological landscape of the community by providing food sources and habitat for native species of wildlife. The negative consequences of installing non-native plant species include such issues as increased maintenance, intolerance to local soil and water conditions, shortened lifespans, vulnerability to insects or disease. Native plant species are ecologically adapted to local conditions.





## 5.5

### Prohibit Mass Grading and Clear Cutting

**STRATEGY:** Prohibit mass grading and clear cutting in conjunction with residential development, and encourage Jefferson County to adopt similar regulations.

**JUSTIFICATION:** The use of mass grading and clear cutting is an unfortunate and environmentally costly method of development. Typically associated with the development of large tracts of housing or commercial sites, this context incentive development method tends to negatively alter the landscape by making significant changes in topography and removing soil stabilizers such as grass, shrubs and trees, thereby negatively impacting downstream water quality through the introduction of additional runoff and large amounts of sediment (regardless of the installation of silt fences or catch basins on the site). Implementing requirements to conduct smaller, site specific, grading operations and prohibiting the clearing of all vegetation on a development site, while marginally more expensive, will help to achieve better outcomes, in terms of both the preservation of the natural character of a site as well as maintaining better water quality during and following development.

## 5.6

### Implement Steep Slope Development Restrictions

**STRATEGY:** Implement a steep-slope development ordinance to manage development in areas that have significant topographic issues.

**JUSTIFICATION:** While not a significant issue throughout the landscape around Shepherdstown, the bluffs along the Potomac River do present opportunities for the development of property on sites that may not be suitable due to the steep slopes that are found in these areas. Development on excessively steep slopes can lead to public safety issues due to the greater propensity for landslide activity and greater susceptibility to undermining or earthquake damage. Limiting the density of development in these areas, or prohibiting it in those cases of extreme topography, will help to guarantee public safety by reducing the risk of casualty damage to property.

# SECTION NINE HISTORIC PRESERVATION









## OVERVIEW

As West Virginia's oldest town, the preservation of the Town's historic architectural resources and landmarks has been one of the community's most important goals for many years. Nearly the entire jurisdiction of the Corporation is designated as a local historic district and listed as a National Register Historic District. The community has worked together toward preserving the town's architectural heritage by preserving many of its historical structures and adaptively reusing them. To that end, one of the primary strategies implemented from the 2001 plan involved the creation of a Historic Landmarks Commission and design guidelines with architectural standards to assist property owners in improving properties and officials in reviewing and making decisions on applications for changes in historic areas. As the Town looks to the future, historic preservation remains a key quality of life that the citizens of Shepherdstown hold in high regard.

## BRIEF HISTORY

Beginning as a small settlement near Pack Horse Ford on the Potomac River, the Town was founded in 1734 by Thomas Shepherd, who established the largest grist mill in the area. The Town of Shepherdstown was later chartered in 1762 and has survived through several cycles of growth and decline.

After the French and Indian War the growth of the town was rapid. During the Revolution many industries were carried on at this point, and few places rendered more useful and valuable services to the cause. Clothing was made; shoes, hats, rifles, shotguns, and all other military accouterments; wagons, saddles and many other things were manufactured for the use of the soldiers. The town was like a "hive of industrious bees," according to Danske Dandridge in Historic Shepherdstown.

In 1787, James Rumsey made a successful trial of his steam-propelled boat on the Potomac at Shepherdstown. The newspaper, "The Potomac Guardian and Berkeley Advertiser", was begun in 1790. The town retained its importance as a center of trade for many years.

Construction of the Chesapeake and Ohio Canal, which began at Georgetown in 1828 and reached Cumberland in 1850, brought growth and prosperity to Shepherdstown again in the early 1800's.

In the period following the Civil War, the town was the county seat of Jefferson County (1865 to 1871). Shepherd College was established in 1871 as a local institution of higher learning.



The large homes and commercial and institutional buildings which establish the historic character of the town date back to these early periods of economic and social growth and vitality. (Source: 2001 Shepherdstown Comprehensive Plan)

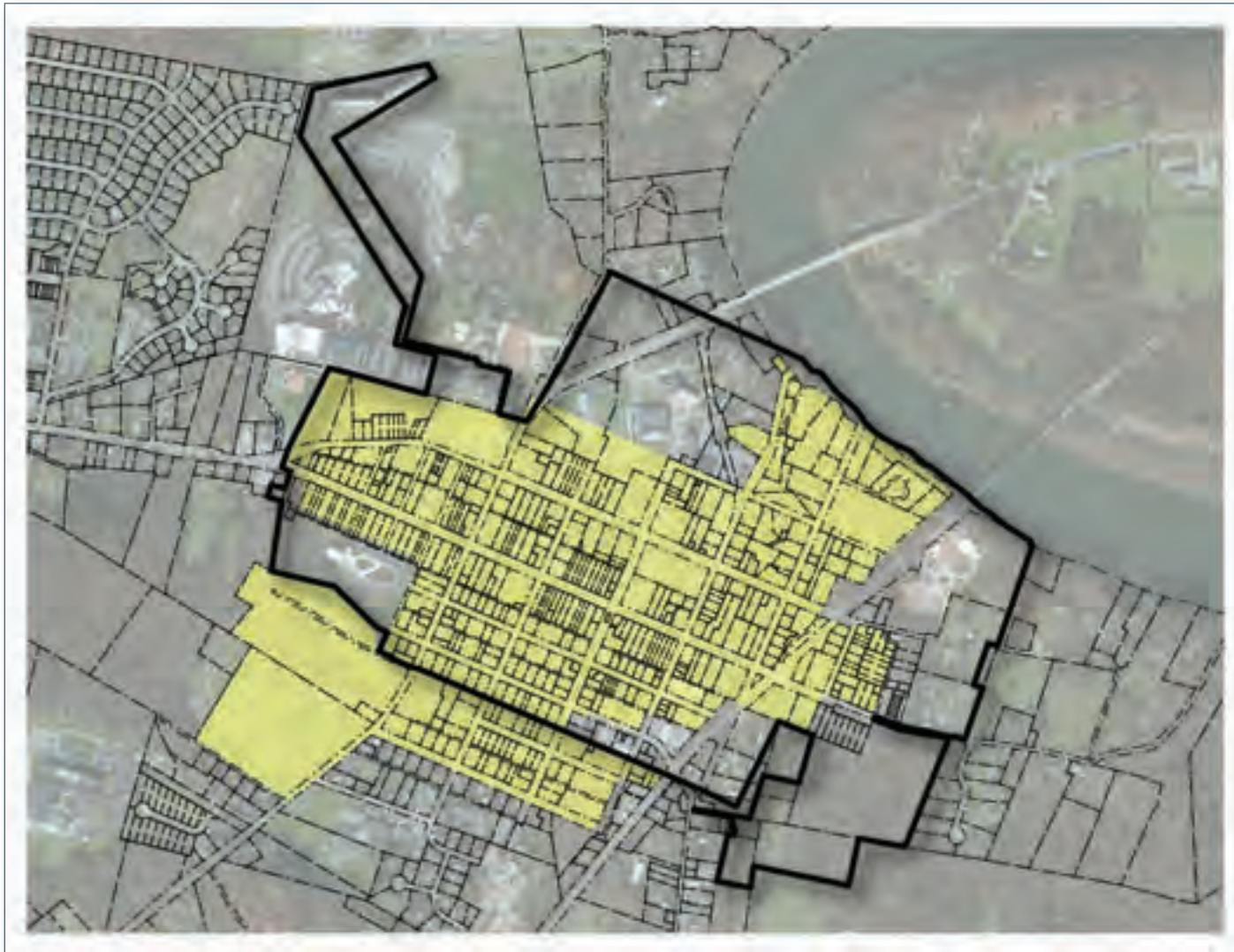
## Historic District and Individual Structures

As depicted in the map below, approximately 73 percent of the land or 174 acres within the Corporate Limits has been designated as part of a Historic District. The major resource utilized for this section is the Historic Shepherdstown website found at [www.historicshepherdstown.com](http://www.historicshepherdstown.com). This active, non-profit membership organization began in 1961 and is dedicated to preserving Shepherdstown's architectural character, and building public understanding of Shepherdstown's distinctive history. In 1972, the group played a major role in the community's first large effort to preserve the historic Entler Hotel, which was scheduled for demolition. Historic Shepherdstown and other volunteers worked closely together to save and restore the Entler Hotel. In 1973, the State Historic Preservation Office formalized a Historic District, establishing a number of sites within the District with entry on the National Register of Historic Places. In 1986, an expansion of the boundaries of the Historic District were completed, covering all but approximately two and a half disaggregated blocks of property and those lands under control of Shepherd University.

Although not all structures are listed, below is a listing of many properties of major historic significance in Shepherdstown that have been placed on the Historic Shepherdstown's website and walking tour (See Walking Tour Map):

1. **ENTLER HOTEL AND HISTORIC SHEPHERDSTOWN MUSEUM**, NW corner of German and Princess Sts. In 1786 Phillip Adam Entler, Jr. built a residence on the west side of the property. In following years, others built substantial brick buildings on the lot extending eastward from Entler's residence to Princess Street. By 1809 Daniel Bedinger owned all of the property that became the Entler Hotel and leased it to others. For more than a century the Entler thrived. In 1912, the Entler residence on the west side of the property burned. During the 20th century the Entler briefly took the name Rumsey Hotel and then became Rumsey Hall, a college dormitory. It housed students, World War II Navy and Air Force cadets, and college faculty. When the building appeared scheduled for demolition in the early 1970s, townspeople organized to save and restore it. Today the Entler helps tell the story of Shepherdstown as the Historic Shepherdstown Museum. The Museum is housed in the west side of the building and is open weekends from April through October. The first floor is used by the community for meetings, art exhibits, parties, and receptions. The Shepherdstown Visitors' Center occupies space on the corner.

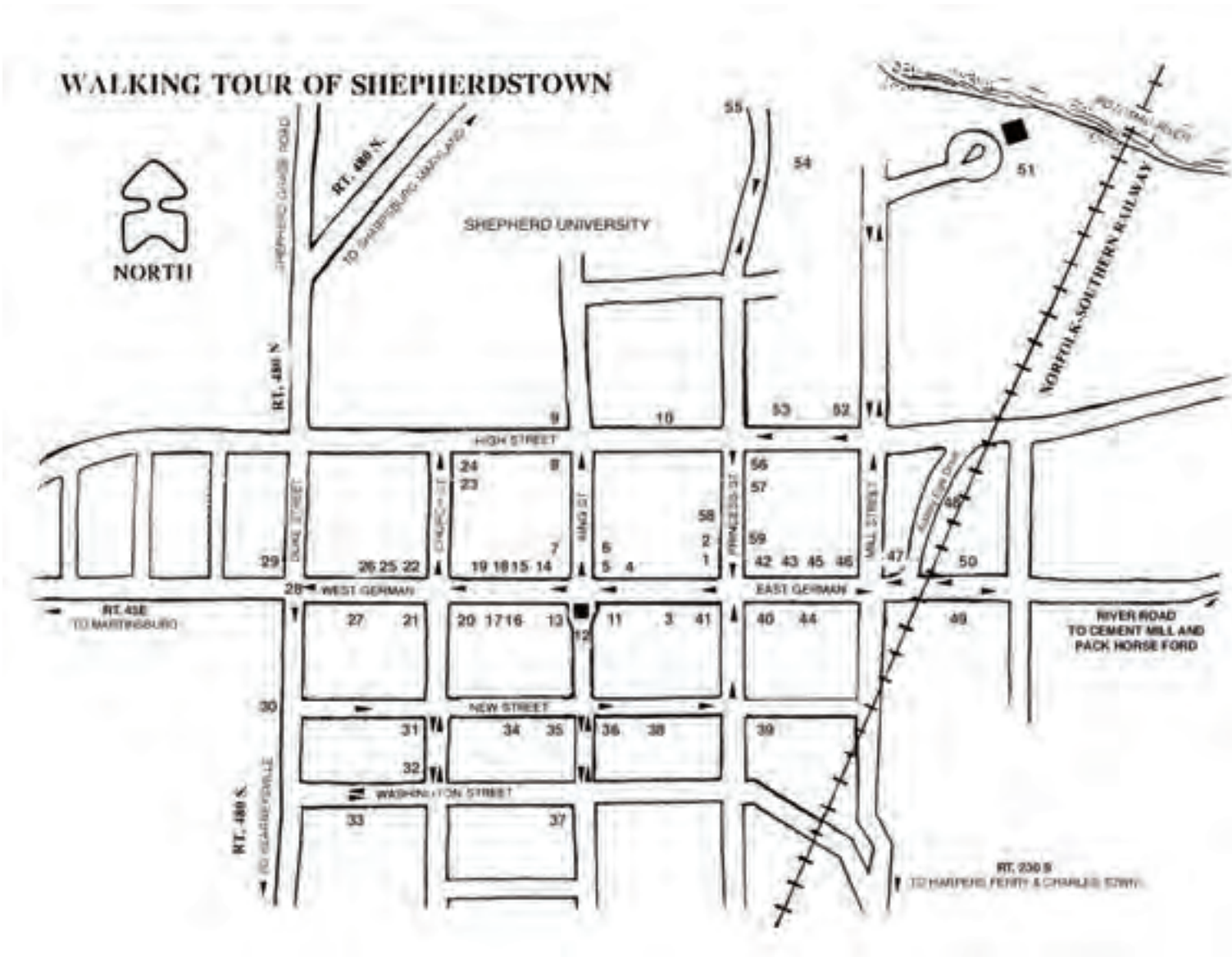




*This map depicts the extent of areas that are within a designated historic district, and thus subject to the Town's historic district regulations.*

 Historic District

## Shepherdstown Historic Districts



Walking Tour of Shepherdstown (Source: Historic Shepherdstown, Inc.)



2. **RUMSEY STEAMBOAT MUSEUM**, on the Entler grounds. Houses a half-size working replica of Rumsey's steamboat and an exhibit reviewing James Rumsey's life and work.
3. **MECKLENBURG INN**, 128 E German St. Might be the only building on the south side of this block surviving from early Shepherdstown that has not been significantly changed or replaced. From c. late 1790s to the mid 1850s, it was a stately residence where John F. Hamtramck, one of the town's military heroes, lived for a time. Later it became a business address and in recent times has become a part of the Shepherdstown tradition of inns and taverns.
4. **PENDLETON PROPERTY**, 109- 111 E German Street St. Built in early 1800s and spared from the 1912 fire which burned adjacent buildings to the east on East German, including part of the Entler property. Charles Harper started an apothecary shop here in 1816. After the Civil War, B.S. Pendleton, a Confederate veteran, bought the property and opened his green grocer store. In the early 20th century, Pendleton was still selling Confederate Generals Lee, Jackson, and Stuart lead pencils, and "Blind John" Lamb operated his roasted peanut stand just off the sidewalk. Across the alley to the right, a brick wall from 1798 survives in a structure built in 1913, after the big fire.
5. **MCMURRAN HALL**, NE corner of German and King Sts. This imposing Greek Revival structure was erected in 1859 by Rezin Davis Shepherd, who intended it to be a town hall. A major benefactor of the town, Shepherd grew wealthy as a businessman in New Orleans after the Louisiana Purchase of 1803. At the time of his death in 1865 he was said to be one of the major property owners of New Orleans though he also maintained a residence in Shepherdstown. The clock in the tower, donated to the town by Shepherd in 1842 and originally housed in the old Episcopal Church, was moved to the town hall tower in 1860. Though neglected during some periods, the clock has been maintained in recent decades and still strikes the hour. After the Civil War, the building served briefly as the county courthouse, and the wings were added. When the county seat returned to Charles Town in 1871, the Shepherd heirs deeded the property to a board of trustees for the town. In 1872, the trustees in turn leased it to the state, and the town hall became the first building of what is today Shepherd University. In 1927 it was named in memory of Joseph McMurrin, Shepherd's first principal. Construction of the "**College Wall**" along two sides of the lot began in 1859, but the wall, of hand cut stones, remained incomplete until after the Civil War. Generations of the town's youth have congregated at the wall to observe the passing scene, ignoring an 1896 town ordinance imposing a dollar fine for loafing on or near the wall.





6. **REYNOLDS HALL**, 109 N King St, attached to McMurrin. Was built through the fund-raising efforts of townspeople. Katherine Reynolds, wife of the town's long time doctor, John Reynolds, led the campaign. Completed in 1889, the building contained an auditorium and a stage. In 1912, the town placed the building at the disposal of the growing college, and in 1929, it was named in Mrs. Reynolds' honor. Still used by Shepherd University, it also remains available for town meetings and entertainment.
7. **TOWN HALL**, 104 N King St. A modern brick structure, replaced an older, smaller building in 2011. Note the Bee Line March display outside
8. **ST. PETER'S LUTHERAN CHURCH**, SW corner of King and High Sts. Dedicated in 1908, this structure became the second church for the Lutheran congregation. The church bell, dating from 1879, was brought from the first church and installed in the tower. An escutcheon made by local locksmith Michael Rickard in 1795 also was transferred from the old building and placed on the tower door, where it remains today.
9. **SHEPHERD UNIVERSITY, EAST CAMPUS**. Begins north of the High St—King St intersection. A campus map is displayed on the grounds of Knutti Hall at 102 E High St.
10. **ENTLER-WELTZHEIMER HOUSE**, on N side of High St, midway between King and Princess Sts. Allegedly an 18th century structure, it has been said to date to as early as 1770 or as late as 1793. Built of logs and now clad in wood siding, it is the last survivor of several similar structures of early vintage that once lined the north side of High Street in this block. After their home on German St. burned in the 1912 fire, Annetta "Nettie" Entler and her son Frederick Weltzheimer moved into the house. Local tradition has it that the ghost of a murdered cobbler haunted the building. In 1925, the state acquired the property for the use of Shepherd College. For a time home economics classes and college organizations met here.
11. **WAR MEMORIAL BUILDING**, SE corner of German and King Sts. Also known as the Men's Club Building. Built in 1868 to house the Methodist Episcopal Church, South, it was the first substantial building on the eastern half of the block. Until then a large tannery occupied the entire area. Just before World War I, Pearl S. Buck's uncle served as pastor of the church. In 1940, the Methodists reunited at the New Street Methodist Church. The Shepherdstown Men's Club purchased the property in 1947 and named it the War Memorial Building. The club, now called the Community Club, holds its dinners and meetings here and makes its large meeting rooms available for many community activities.





**12. OLD MARKET HOUSE**, just west of War Memorial Building, in the middle of King Street. This area served as a market space beginning in the mid 1700s. The town built the market house in 1800, placing the whipping post and public hog pen on the south end. Offenders of town ordinances suffered public punishment. Hogs running loose could be seized for public auction. In 1845 the International Order of Odd Fellows added the second story in exchange for a 999-year lease. After the town market closed in 1854, the town enclosed the stalls with brick exterior walls, and the building became a firehouse. It also served from time to time as council chambers, private school, and meat market. In 1926, the Shepherdstown Women's Club obtained permission to use the building as a library, sharing the premises for some years with the town jail. The Shepherdstown Library, Inc. had the Odd Fellows' 999 year lease voided in 1962. A unique characteristic of the building remains the Odd Fellows' symbol of the Seeing Eye, peering at passersby from a semi-circular niche above the front door. Some say the eye moves.

**13. MOULDER HALL**, SW corner of King and German Sts. Was used as a general store or grocery store from the early 1800s until the late 1980s. During the antebellum era local militia organizations used the brick double house attached to the rear of the building as a meeting and drill room. Following the battle of Antietam (September 17, 1862) wounded men were carried to the

second floor, one of the main surgeries pressed into action in the emergency. Contemporary accounts reported amputated limbs being thrown from upper windows into waiting wagons. Here also Joseph McMurrin, who was to become the first principal of Shepherd, had his private schoolroom after the Civil War.

**14. SHEETZ BUILDING**, NW corner of German and King Sts. One of the oldest buildings in town, it is located on Town Lot No. 1. Three generations of the Sheetz family manufactured guns and stocks here from before the American Revolution to c.1830s. The gun shop was in a structure behind the Sheetz building facing King Street. From c.1810 to 1821 the family also maintained a tavern. The brick building held the saloon, the adjacent stucco house contained the dining room, and the living quarters were upstairs. William Sheetz manufactured gun stocks for the armory at Harpers Ferry. After the armory was destroyed during the Civil War, Sheetz used the left over gun stocks to build a picket fence.

**15. TABLER'S STORE**, 119 W German St. The oldest general store location in town, it began as Morris and Brown's general store in 1804 and continued for the next 158 years. Among the long-time proprietors, the Tabler family occupied this building from 1922 to 1962. It also contained the US Post Office 1823-1853.



- 16. YEASLEY HOUSE**, 122 W German St. A large limestone dwelling built in 1790 by German-born Revolutionary War veteran Michael Yeasley, it predates most of the brick buildings. Here Yeasley operated a mercantile store. He owned other properties, both town lots and farm lands. With his first wife Catherine (the widow of Philip Entler, Jr), Yeasley had seven daughters. He was a stalwart of the German Reformed Church. The narrow building wedged between the Yeasley House and the next brick house was the law office of the Honorable Henry Bedinger, poet, congressman, diplomat and one of the town's leading lights of the mid-19th century.
- 17. ALEXANDER LINDSEY'S TAVERN**, 126 W German St. Abutting Bedinger's law office, it was Lindsey's Tavern in 1800. By the mid 1800s it had become the site of the flourishing general store of John McEndree.
- 18. OPERA HOUSE**, 131 W German St. The Opera House replaced a one hundred year old building in 1909. Here moving pictures were shown continuously until 1956. Thirty-five years later, after extensive renovation, it reopened as a movie theater. It is currently used as a venue for both film and live music.
- 19. BILLMYER BUILDING**, NE corner of German and Church Sts (known as "Billmyer's Corner" for generations). This is one of the oldest buildings in town. A log building occupied the site in 1776; the third story and the brick façade were added after the Civil War. During the Civil War the federal post office was located in the store. When the Confederates controlled the town, the store remained open, but the post office didn't. Two different banks used the corner room from 1873 to 1940.
- 20. CONRAD SHINDLER HOUSE or REFORMED PARSONAGE**, SE corner of German and Church Sts. Was built by Shindler, a coppersmith, in the late 1790s. He used the cellar to forge his pieces. Later the building served for a time as the parsonage of Christ Reformed Church. In 1995 actress Mary Tyler Moore, a direct Shindler descendant, purchased the property and deeded it to the Shepherd College Foundation in honor of her father. It now houses the George Tyler Moore Center for the Study of the Civil War.
- 21. TRINITY EPISCOPAL CHURCH**, SW corner of German and Church Sts. It features a grey stone spire that rises high above the town. A Gothic Revival structure of native stone, it was completed in 1859 on the eastern end of the old Parade Grounds, where local militia drilled from the French and Indian War until the Civil War. After the Battle of Antietam, town clergymen, realizing their churches would be swamped with the wounded, agreed that one should remain open as "a house of prayer." Because Trinity had just been consecrated in 1859, it was chosen. The church



remained a dedicated place of worship, always open and providing services acceptable to both Union and Confederate troops and their sympathizers throughout the war. The Episcopal Chapel, on the back part of the lot, dates from 1870.

**22. KEARSLEY HOUSE or PRESBYTERIAN MANSE**, NW corner of German and Church Sts. Grew from a dwelling built in 1795 by John and Mary Line. John Kearsley, a Revolutionary veteran, long time Presbyterian elder, substantial property owner, and president of the town board of trustees for 9 years, added the larger front portion in 1814. The back portion, with an entrance on Church Street, housed a general store and from 1869 to 1873, Shepherdstown's first bank. Later the residence of Presbyterian pastors for many years, it is now a privately-owned residence.

**EPISCOPAL CEMETERY**, east side of N Church St. Contains the graves of several members of the founding families. Nine Revolutionary soldiers also are interred here. Another, William Morgan, Sr., is said to have been buried under the east chancel of the adjacent Mecklenburg Chapel in 1788.

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**24. OLD TRINITY CHURCH**, SE corner of Church and High Sts. The "Old English Church" began as a log cabin in 1745. A stone structure called the Mecklenburg Chapel replaced the original building in 1769. Though it has gone through several renovations, the basic structure of 1769 still remains. It is among the earliest surviving church buildings west of the Blue Ridge Mountains. The town's founder, Thomas Shepherd, willed the lot upon which the structure stands to the church parish in 1776. After the Revolution, the building fell into neglect with the disestablishment of Anglicanism in Virginia. In about 1815, the church was rebuilt. The first use of the name Trinity Church appears in the records in 1836. A clock given by Rezin D. Shepherd remained in the tower here from 1841 to 1858. After the Civil War, the Old English Church became the first Freedman's School and the African Methodist Episcopal Church. The original steeple blew off in a storm in the 1890s. Today the property is privately owned.

**25. MICHAEL RICKARD HOUSE**, 211/213 W German St. Rickard was among the German artisans who settled here in the 18th century. The west side of this two-story brick house provided residential quarters for the family, and the east side housed Rickard's locksmith shop. In 1795, Rickard crafted the escutcheon that has graced doors of two successive Lutheran churches. Three generations made locks at this location. The screw lock, used as switch locks by railroads, was invented here, and the handcuffs



worn by John Brown at his trial in Charles Town (1859) were crafted here.

**26. BAKER HOUSE**, 215 W German St. In 1800 John Baker, a local attorney, purchased this house, adjacent to the Rickard House. He served in Congress and the Virginia legislature as a Federalist. In 1817 he bought the New Street property that would later become the Episcopal Rectory. Elias Baker (no relation) bought the German Street house just before the Civil War and served as federal postmaster 1862- 1867. When his son Newton joined the Confederate Army, the elder Baker refused to speak to him. Newton became a physician after the war and practiced in Martinsburg. There, Newton's son, Newton Diehl Baker, Jr., was born. He became the Secretary of War in Woodrow Wilson's cabinet. The Martinsburg Newton D. Baker Veterans Hospital is named for him.

**27. GREAT WESTERN HOTEL**, 214 W German. This rambling two-story stucco house has a colorful history. During the Revolutionary War a log tavern on the site became a rendezvous for American forces. A large yard behind provided a drill ground for troops. Joseph Entler bought the property in 1808 and established Entler's Tavern (not to be confused with the Entler Hotel). At some point in the early 19th century the establishment became known as the Great Western Hotel. During the War of 1812, it served as a barracks for troops. After the war, Entler catered

to the wagon trade. Many drivers and workers with wagon trains, Conestogas, ox carts and the like stayed here before and after crossing the Potomac at Pack Horse Ford. A 25 horse limestone stable behind the hotel enhanced its appeal. The hotel sustained much interior damage by soldiers during the Civil War and never reopened as a hotel. After extensive repairs it became a private residence.

**28. FOUR WAY STOP**, at the intersection of Duke and W German Sts. has been called through the years somebody's corner: Byers', Beltzhoover's and Weis's, depending on who lived on the corner at the time. Occasionally during the 20th century it had a stoplight. Negotiating the turn has proved a challenge for large trucks of recent times.

**29. WEIS HOUSE AND POTTERY KILN**, NW corner of German and Duke Sts. In the early 1800s the Weis family began turning out a reddish brown pottery in a wooden house on this site. In 1815 a fire spread from the kilns behind the house and destroyed the wooden structure. The Weis's then built the large brick house. The smaller brick structure attached to the west side of the house became a shop for the display of Weis pottery ware, now prized by collectors. Like many of the products of early artisans, examples of Weis pottery may be seen at the Historic Shepherdstown Museum.





- 30. SITE OF JAMES RUMSEY HOUSE**, SW corner of where Duke (Route 480) and New Sts once intersected. The log cabin in which James Rumsey lived (1785-1788) stood on this spot where now stands a brick house built in 1860. A plaque on the side of the house identifies the site. The town's first jailhouse, a limestone structure, stood in the middle of New Street adjacent to the Rumsey house site from 1794 to 1865.
- 31. NEW STREET UNITED METHODIST CHURCH**, SW corner of New and Church Sts. The original building, constructed of wood, also stood here, but burned in 1854, leading to its replacement by the current brick structure. Differences over slavery caused a split in the Methodist Church in the antebellum era, and the Northern Methodists retained control of the building. In 1868, Southern Methodists built what is now known as the War Memorial Building on German Street. Northern and Southern Methodists reunited in 1940 at the New Street site.
- 32. ST. AGNES CATHOLIC CHURCH**, NW corner of Washington and Church Sts, one block south of the United Methodist Church. Dedicated in 1891 in honor of Agnes Gibson (1853-1941), a lay person who played a major role in raising funds for the building of the church. It is now the St. Agnes Chapel. On July 28, 2008, the St. Agnes congregation dedicated a striking new church edifice located at 106 South Duke Street, behind the parish house.
- 33. CROOKED HOUSE**, 204 Washington St., built c. 1790 and home to the Miller family for over a century. Solomon Miller and his wife Sophia Cookus Miller were both children of Revolutionary War veterans and produced a family of artisans including weavers, carriage makers, painters, cabinet makers and needle crafters. Eleazer Hutchinson Miller was a painter of watercolors and oils, etcher, and illustrator whose work is on display at the Corcoran Gallery in Washington and at the Historic Shepherdstown museum. Mid-twentieth century owner Edmund Jennings Lee IV (great grandson of Edmund Jennings Lee, the uncle of Robert E. Lee) was born in Shepherdstown, became an Episcopal priest and spent 25 years as a missionary in China as well as several years as headmaster of Chatham Hall girls' school in Virginia. He and his wife retired to "the Crooked House," a name he coined.
- 34. EPISCOPAL RECTORY AND SHEPHERD BURIAL GROUND**, 104 W New St. The large federal style brick house, constructed in 1814, was purchased by Thomas Van Swearingen in 1815 and sold to John Baker in 1817. It has served as the rectory since 1846. The Shepherd burial ground, inside the adjacent stone walls, was established in 1776 upon the death of Thomas Shepherd and is said to contain his unmarked grave. Over thirty family members are interred here, the last in 1941. On the opposite side of the street, a boys school known as the "Salt Box School" operated in the decades before the Civil War under a New England trained schoolmaster, John Pierce.



- 35. CHRISTIAN CLISE HOUSE**, 100 W New St., built as a log house c. 1786 by Christian Clise, who purchased the lot from Abraham Shepherd in 1785. Clise sold the house in 1790 and moved to Lexington, Va., where he and his son built and operated an ordinary. Succeeding owners including the Cookus and McCauley families enlarged the house, adding a center hall, siding, and unique architectural details. On January 21, 1892, near the front steps, a rejected suitor shot a popular town belle. Removed to the parlor of the house (then owned by Methodist minister A.A.P. Neel), the victim died, as outraged townsmen sought the killer. Sentenced to hang by a Charles Town court, the killer was found dead in his cell before the execution. Some allege that the house is haunted by the ghosts of that long ago tragedy.
- 36. COMMUNITY BUILDING AND FIRE HALL**, SE corner of King and New Sts. Built in 1912, this red brick building of Gothic design with a square steepled tower at one corner housed the fire department and served as a community building, town hall, jailhouse, basketball court, sometime movie theater, and a gathering place for church suppers, bazaars, and entertainments by various religious and civic groups. After the fire company moved to a new fire house on Route 45 in 1987, the building remained empty for a time and now is privately owned.
- 37. SHEPHERDSTOWN PRESBYTERIAN CHURCH**, SW corner King and Washington Sts. Officially chartered in 1743, this is the oldest continuous congregation in town. In the early 1780s, the congregation built a log church on the corner opposite the present site and shortly thereafter replaced it with a frame building on the same site. When the frame building burned in 1831, the church traded its former lots for the current site. The structure dates from 1836. A plain red brick building, it has a belfry and cupola atop the front gable. As the largest building in town at the time of the Battle of Antietam, the church served as a primary hospital for the wounded. During much of the 19th century, across King Street on the south side of Washington and near the Town Run, a large building known as the Virginia House served as the home of the Fayman family, makers of wool and fur hats.
- 38. STONE ROW**, S side of E New St, between King and Princess Sts. The long two-story building has been called Stone Row for generations. Built in the early 1790s, it began as Philip Shutt's Brewhouse. Irish workingmen building the C&O Canal in the 1830s enjoyed "Shutt's Cream Beer."
- 39. SHEPHERD DISTRICT FREE SCHOOL**, SE Corner of New and Princess Sts. One of the two public schoolhouses in town built by the state of Virginia in 1848, it continues to serve the cause of education



as office space for Shepherd University professors. It is believed to be the oldest free schoolhouse in West Virginia.

**40. TOLLIVER'S HOTEL AND ICE CREAM PARLOR**, SE corner of Princess and German Sts. Owner J. Matt Tolliver seems to have been the downtown area's first successful black businessman. His name appears in the town records during the years 1877 to 1908. After his popular restaurant burned in 1894, he built this brick building, where he ran a hotel and ice cream parlor. From 1899 to 1909 the town granted him an annual hotel license.

**41. HODGES BUILDING**, SW corner Princess and E German Sts. A large brick structure and residence from the early 1800s to the 1880s. Resident families included three generations of the Reinhart family, then the Line family. From 1854 until his death in 1858, it was the home of the Honorable Henry Bedinger, the first U.S. Ambassador to Denmark. In the 1880s, G.T. Hodges established a large general store in the front corner room. The old entrance is still visible from the Princess Street side.

**42. YELLOW BRICK BANK**, NE corner of German and Princess Sts. In 1906 Jefferson Security Bank removed an older brick building from this site and erected the current structure, a modified Beaux Arts style building. When the bank moved in 1975, new owners converted the old bank into a restaurant.

**43. GRAY LODGE**, 203 E German St, adjacent to the Yellow Brick Bank. A complex of three structures built for the Shepherd family as a town home, including a small rectangular brick building (which served as a doctor's office from c. 1850 to 1890), a carriage house (converted into a tea room and tourist inn c.1920), and a Greek Revival brick house with iron grill work on the front said to have been brought from New Orleans by a member of the Shepherd family. Author Willa Cather spent a summer at the Gray Lodge working on a novel.

**44. WYNKOOP'S TAVERN**, 204 E German St, opposite the Gray Lodge. A log cabin owned by Martin Entler housed a tavern on this site as early as 1769. In 1781 Cornelius Wynkoop acquired the tavern. Here, some alleged, steamboat builder John Fitch stayed while spying on James Rumsey's experiments. Wynkoop erected the present brick structure c.1791. During the early 19th century it became a fashionable stopover place for visitors. Six generations of one family—with different surnames—occupied the house from 1800 to 1986. Among them were Selby, Hamtramck, and Billmyer. Notable among the residents was Col. John Francis Hamtramck, a West Point graduate who commanded a volunteer regiment in the Mexican War, helped train local militia units in the antebellum era, and served as town mayor.



**45. REYNOLDS HOUSE**, 207 E German St. Built in 1865 by Dr. John Reynolds who served the town as a doctor for more than 40 years. As town mayor 1860 to 1862 he had to deal with a dangerous situation when unknown persons on the Shepherdstown side fired at Union pickets across the river, drawing a protest and threat from authorities on the Union side. Reynolds' wife Katherine led a community fundraising drive for the town hall attached to McMurrin Hall in 1889. The building was later named in her memory.

**46. POORHOUSE**, 213 E German St. Town records list the poorhouse as early as 1805. Here, following Elizabethan tradition, the town provided a modicum of care for the poor and elderly. Though it began as a log house, it has been enlarged and covered with wooden siding. Iron rings in the attic rafters suggest that some of the residents may have been restrained.

**47. PARRAN HOUSE**, 301 E German St. In 1796, this brick house replaced an earlier log house. The trials of the Parran family poignantly illustrate the tragic impact of the Civil War. Dr. Richard Parran, a physician, died in 1851 leaving his widow and five daughters. The widow Parran remarried on the eve of the Civil War, but her husband joined the Confederate Army and was killed early in the war. One of her daughters, Lily, married William "Willie" Fitzhugh Lee, a cousin of Confederate General

Robert E. Lee. Willy died as a result of wounds at the First Battle of Bull Run. Another daughter married Dr. William Tinsley, also in the Confederate service, who helped organize the town's care for the wounded after Antietam. Lily Lee and her husband had known Confederate General Jeb Stuart and his wife in happier times. Stuart visited Lily at the Parran House during the War. Eyewitness accounts of Stuart's deathbed will in May, 1864, differ, but one version reports that Stuart ordered that his golden spurs be given to Lily Lee. There are reasons to doubt that Lily ever received them.

**48. TRAIN STATION**, Between E German and E High Sts, on Audrey Egle Dr. The Norfolk and Western Railroad built the passenger station in 1909. Waiting rooms and rest rooms were segregated. After nearly a half century of service, passenger traffic ended in 1957 and the station closed, to be used by the railroad for storage. In 1996 the railroad deeded the passenger station to the town for \$1.00, and the building was restored and redesigned as a multiple use facility.

**49. CHRIST REFORMED CHURCH**, S side of E German St., just beyond the N&W Railroad tracks. The German Reformed congregation built this church in 1839 on the site used by the German Reformed congregation since its organization about 1780. Its graveyard (still used) was established in 1774 and contains graves of





Revolutionary War soldiers and patriots. A square tower of native stone, part of an earlier stone church built in 1798, rises at the back of the building surmounted by a steeple and belfry. The belfry contains three bells imported from Germany a few years after the Revolution by Michael Yeasley, a Revolutionary soldier. The largest bell contains the engraved date 1732 and "Rouen," suggesting French manufacture.

**50. THE FIRST ST. PETER'S LUTHERAN CHURCH**, N side of E German St, directly across the street from Christ Reformed Church. Here in 1795, the Lutherans built a beautiful brick church which served the congregation until 1908, when they constructed a new St. Peter's on the SW corner of King and High Sts. The old church building burned in 1924. The church graveyard, established in 1774, remains intact but is no longer used. The old German schoolhouse still stands in the graveyard.

**51. JAMES RUMSEY MONUMENT**, at end of Mill St. Affords a panoramic view of the Potomac and the historic setting of Shepherdstown. Efforts of the Rumseian Society led to the construction and dedication of the monument as a state park in 1915 to commemorate Rumsey's steamboat experiments. After the state stopped appropriations for the park in the 1960s, private efforts kept the park from deteriorating. In the mid 1990s, the town assumed maintenance.

**52. THOMAS SHEPHERD GRIST MILL**, 207 E High. A two story stone mill built c. 1738. About 1835, a wooden third story was added. Sometime in the 19th century, a huge overshot wheel of 12 tons and 40 feet in diameter was built, positioned some 200 feet north of the mill in the Town Run. A sluice, supported on trestles, carried water from the southeast corner of Princess and High streets and discharged it onto the top of the wheel. In 1905, the wheel was moved to its present location. The mill operated until 1941. The mill is privately owned and closed to the public.

**53. TOWN RUN WASHHOUSE**, Near NE corner of Princess and High Sts. Built over Town Run by the owners of the residence to the left for the purpose of washing clothes. From the 1920s to mid-1950s it was used as a residence.

**54. TOWN RUN WATERPOWER AREA and TOBACCO WAREHOUSE.** From the corner of Princess and High Sts, N Princess makes a steep descent to the Potomac. Town Run falls here through a steep ravine where once gristmills, sawmills, manufacturing mills and warehouses took advantage of the water's power. The only building left is the tobacco warehouse, authorized by Virginia's General Assembly in 1788. The large stone building perhaps replaced an earlier wooden structure c.1800.



**55. FERRY LANDING AND BRIDGE TOLLHOUSE**, at the bottom of N Princess St. At the river's edge, one stands at the border between West Virginia and Maryland. Here too is the former ferry landing, still in use as a boat ramp. The old piers in the river supported several bridges from 1849- 1936. The former bridge tollhouse, built in 1850, remains as a private residence.

**56. GETZENDANNER'S CORNER**, SE corner, Princess and High Sts. The site of Getzendanner's mill in late 1790s, the current structure on the corner dates to 1920 and exemplifies the architectural style of service stations in the early automobile age. The front part has been enclosed and the pumps have been removed. The two houses abutting the former service station on High St. were associated with a cotton mill that operated on the site before the Civil War. In 1930, the service station added a miniature golf course on the south side of the property. The service station closed in the 1980s. Where cars formerly stopped for service, patrons now enjoy a restaurant.

**57. WELTZHEIMER'S TAVERN**, 109- 113 N Princess St. A combination brick and clapboard building. Here, according to local lore, in November, 1790, Nathaniel Willis published the Potowmak Guardian and Berkeley Advertiser, the first newspaper in what is now West Virginia. Willis had participated in the Boston Tea Party of 1773. Between 1795 and 1823 first Frederick Weltzheimer

and then his widow Catherine operated a tavern here in the brick section and let rooms in the wooden section.

**58. LITTLE HOUSE AND MINIATURE FARM**, W side of Princess St. between German and High Sts. Built in 1929 as a Shepherd College teacher training project largely through the efforts of education professor Florence Shaw. The farm includes a small limestone cottage in full detail, near the street. Behind the house and across Town Run is a miniature dairy barn. At one time the grounds included tiny gardens and fields. Here too, Town Run drops beneath Princess Street and descends towards the Potomac. Much loved by local children, the Little House is often opened for special events.

**59. CHAPLINE-SHENTON HOUSE**, 101 N Princess St, adjacent to Yellow Brick Bank. Built in the late 1790s in the Federal style, this was the in-town residence and law office of the Hon. Thomas Van Swearingen, Esq. from 1817 until his death in 1822. He spent his summers at Bellevue, the family estate outside of town on Shepherd Grade Road. He represented this region in the Virginia Assembly from 1814 to 1816 and in the U.S. Congress from 1819 to 1822.

# HP GOAL 1

The Town will continue to promote the preservation of the historic architectural resources and landmarks that **contribute to Shepherdstown's distinctive character and sense of place.**

## 1.1 Historic Preservation Incentives

**STRATEGY:** Develop resources and incentives, financial or otherwise, to support property owners in their efforts to maintain and renovate historic structures and sites in a historically appropriate manner.

**JUSTIFICATION:** The restoration, renovation and maintenance of historic structures can present a financial burden to many property owners, resulting in the inaction of property owners to attempt to maintain or restore their properties. Establishing affordable resources within the community to assist property owners with needed financial or knowledge-based expertise can help the Town work with property owners to carefully restore and maintain the treasured Town's treasured historic structures.

## 1.2 Illustrated Architectural Guidelines

**STRATEGY:** Prepare and adopt illustrations for the historic district guidelines.

**JUSTIFICATION:** While the Town has adopted detailed written guidelines that promote the preservation of historic structures, it should also consider the adoption of a more illustrative approach to the implementation of the guidelines to aid property owners and town officials in reviewing and making decisions on applications for certificates of appropriateness within the historic district. Illustrations should include illustrations of building elements and architectural details that more clearly articulate how to look at a historic structure and how to properly renovate and maintain the structure.



## 1.3

### Expand Techniques for Sustainable Historic Preservation

**STRATEGY:** Continue to examine and consider ways historic properties can maintain compliance with the historic guidelines while incorporating sustainability principles and energy efficiency techniques that are compatible with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

**JUSTIFICATION:** Many of the Town's residents desire to preserve their properties in the most sustainable and energy efficient way possible. The Secretary of the Interior continues to evaluate and recommend new sustainable, energy efficient techniques for the renovation, remodeling and maintenance of historic structures. The Town should continue to evaluate and incorporate new techniques and practices as recommended by the Secretary of the Interior into its existing guidelines.

## 1.4

### Develop Educational Materials, Resources and Workshops

**STRATEGY:** Develop a comprehensive public outreach program, materials and resources for owners of historic properties

to explain the design guidelines, development review process, and maintenance techniques, holding workshops to provide this information on a regular and targeted basis.

**JUSTIFICATION:** During the planning process, it became apparent that some residents in Town were not familiar with why it was important to care for their historic property in manner that is architecturally appropriate. A comprehensive public outreach program with public outreach materials and workshops will help raise the awareness of the historic preservation process and practical techniques for maintaining the historic characteristics of individual structures. The program may also include events that provide basic information concerning how individual properties impact the overall integrity of the historic district.

## 1.5

### Capital Improvements Planning and Project Review

**STRATEGY:** Adopt a policy that requires the Town to assess the impact of its construction projects and other capital investments on historic properties.





**JUSTIFICATION:** It is important for the Town to continue to provide leadership in the preservation of historic properties, ensuring that the construction of new structures, like the recent Town Hall construction, are carried out in a manner that maintain the highest degree of compatibility with the Town’s historic character. New infrastructure projects and other capital improvements should be planned so that each improvement will maintain the integrity of the Town’s historic resources ensuring that requirements private property owners must meet are being applied to Town owned and operated facilities.

monitoring and measuring. By continuing to improve the inventory and monitoring of historic properties, the Town will be able to more effectively measure its success in helping to maintain those resources and more effectively engage in preservation of those resources in a proactive manner.

## 1.6 Protect Threatened Historic Properties

**STRATEGY:** Work with local and regional historic preservation organizations to identify threatened historic properties and develop plans for preserving them.

**JUSTIFICATION:** It is important to leverage the expertise of the local and regional historic preservation community in maintaining the historic architectural resources and properties throughout Shepherdstown. A key step in maintaining these resources is



The Town will maintain a current and accurate accounting of its historic architectural resources.

## 2.1 Maintain Historic District Inventory

**STRATEGY:** As contributing structures are renovated and altered, the historic district inventory should be updated upon completion of each project, or on an annual basis to ensure that the inventory is accurate and reflects existing conditions.

**JUSTIFICATION:** Updating the inventory when properties have appropriate or inappropriate renovations or alterations will help the Town and local preservation groups identify where improvements are needed for educational resources and regarding specific topics.

## 2.2 Monitor Condition of Historic Structures

**STRATEGY:** Monitor the deterioration of buildings and note such changes in the historic district inventory.

**JUSTIFICATION:** Monitoring and updating the condition of historic properties will help the Town more quickly identify at-risk properties and target its resources in a timely manner. Monitoring properties on a regular basis helps the Town ensure that substandard structures can be readily identified. This up-to-date monitoring will help the Town respond in a proactive manner in situations where historic properties need minor improvements before they enter into a state of decline that may lead to demolition by neglect.



## 2.3

### Online Historic District Inventory

**STRATEGY:** Develop an online geographic information systems (GIS) based tool for both maintaining the historic district inventory as well as providing the information to the public.

**JUSTIFICATION:** Preparing a digital spatial inventory will create an opportunity for sharing information online with the public as part of a comprehensive public outreach program. This tool will help inform the general public and individual property owners who are seeking to learn more about their individual property and the overall conditions of the historic district in which their property is located.



Contributing structures and sites will not be demolished or altered in a manner that eliminates their contribution to the historic district.

### 3.1 Adopt Demolition by Neglect Ordinance

**STRATEGY:** Consider adopting a “demolition by neglect” ordinance to apply to contributing structures in the historic district to prevent property owners from allowing contributing structures to fall into disrepair. Such an ordinance should give the town the authority to order the repair of historic structures or cause such repairs to be made at the owners’ expense if they fail to act. While this term is defined in the town’s current ordinance, there is no explicit prohibition on allowing it to occur, nor any procedures established to remedy such situations.

**JUSTIFICATION:** In situations where a property owner refuses to work within the guidelines set forth by the historic district to maintain a contributing structure, this tool in the ordinance will

allow the town to be proactive with its actions to maintain the integrity of the historic district. While this would not be the first path to ameliorating the decline and disrepair of a structure, it will allow the town the opportunity to enact this severe course of action where compliance with the town’s standards and rules are not being met.

### 3.2 Establish a Historic Preservation Fund

**STRATEGY:** Consider establishing a revolving loan fund or a historic preservation trust for use in preserving and protecting threatened historic properties in town.



**JUSTIFICATION:** An identified monetary source for preserving historic properties will ensure that the town and local preservation groups can act quickly to protect and preserve threatened properties through the purchase of said properties or through a low interest loan to interested property owners.

## 3.3

### Acquire Historic Preservation Easements

**STRATEGY:** Work with local historic preservation groups to acquire historic preservation easements for significant contributing structures.

**JUSTIFICATION:** Acquiring easements to significant contributing structures helps ensure that they cannot be arbitrarily demolished.



# SECTION TEN CULTURAL RESOURCES









## OVERVIEW

The past, present and future role of the arts community in Shepherdstown was a frequent topic that was addressed during the planning process. The presence of a large arts community in the area was cited as a potential source for reinvigorating the once significant presence of the visual arts as a part of the Town's economy, particularly downtown. It was observed that as the visual arts community grew, it led to new businesses that catered to tourists. This led to increased rents which in turn led artists and their galleries to leave town. As a way to combat this cycle, and to provide a more sustainable model for future growth, several paths forward emerged, including the establishment of an "artists' colony" using underutilized structures along the rail corridor, as well as better integration into the overall downtown business community rather than attempting to revive the single purpose gallery spaces that once existed.

The greater role played today by the performing arts was cited as having significant economic potential for the Town. The Contemporary American Theater Festival, and the tourism potential generated by this event provides the Town with a unique event that many feel can be better integrated into the Town's marketing to draw tourists and spin-off further economic opportunities. While relegated primarily to the campus of Shepherd University,

the festival has a significant impact on the community, and better coordination between local businesses and the festival was often cited as being necessary to realize the full potential of this event.

Other arts and cultural related topics discussed during the process included the potential that was associated with the Opera House, ongoing talks to bring the National Symphony to town for performances, the need to better promote the historic architectural resources in town, and the potential for integrating regional arts organizations to take advantage of economies of scale.

The Town recognizes the value of its arts and cultural resources and understands the relationship of a sustainable and successful arts and cultural atmosphere to the overall quality of life and vibrancy those resources bring to the community from an economic and social perspective.

## EXISTING FESTIVALS, EVENTS & ATTRACTIONS

On the page that follows, a brief list of the Shepherdstown and greater Shepherdstown festivals, events and attractions.



## Theater & Film Festivals & Events

Contemporary American Theater Festival at Shepherd University  
American Conservation Film Festival  
Cut to the Chase Film Festival  
Ryan Film Institute

## General Festivals & Events

Shepherdstown GardenFest  
Shepherdstown Boo!Fest  
Shepherdstown DogFest  
Shepherdstown StreetFest  
Christmas in Shepherdstown

## Arts and Cultural Resources

Goose Route Arts Collaborative  
The Entler Hotel & Museum  
Shepherdstown Public Library  
Scarborough Library  
Friends of Music Concert Series  
Performing Arts Series at Shepherd University  
Upper Potomac Music Weekends  
Over the Mountain Studio Tour  
Shepherdstown Music and Dance  
The Shepherdstown Opera House

## Additional Area Attractions

Antietam National Battlefield (Maryland)  
The Civil War Discover Trail & Civil War Sites  
George Tyler Moore Civil War Center  
James Rumsey Steamboat Museum  
Little House  
Thomas Shepherd Grist Mill  
Morgan's Grove Park  
Popodicon  
Historic Shepherdstown Walking Tour  
Potomac Heritage National Scenic Trail  
The Elmwood Cemetery  
The Tobacco Warehouse  
Washington Heritage Trail  
Yankuer Nature Preserve

# CR1 GOAL

The Town will actively promote and participate in the artistic and cultural resources and events that are vital to the economic prosperity and vibrant quality of life in Shepherdstown.

## 1.1 Develop Comprehensive Inventory

**STRATEGY:** Develop a complete inventory of local arts and cultural resources, artisans, musicians, organizations, and events.

**JUSTIFICATION:** A key step in promoting resources and events is ensuring that all events have been identified along with key contacts and information for each resource and event. The list will need to be maintained on a regular basis to keep it current.

## 1.2 Coordinate Marketing Efforts with the Town and Local Businesses

**STRATEGY:** Coordinate artistic, cultural, and live music events with civic and business leaders to assist with promotional and marketing efforts.

**JUSTIFICATION:** Maintaining close coordination with civic and business leaders during the marketing and promotions associated with events and festivals will help local businesses realize greater benefit from local events and festivals. This coordination provides local civic and business leaders opportunities to develop special events and business promotions that are related to the planned festival or event, generating more promotions for the event itself and local businesses.

## 1.3 Joint Marketing of Festivals and Events

**STRATEGY:** Identify complementary arts and cultural resources and events that can benefit from joint marketing

**JUSTIFICATION:** It is important to maximize and leverage the





planning and promotion of related events, while identifying events that may compete against one another. Events need to work together to ensure that resources are not duplicated or conflicted during the promotions leading up to the event and during the day of the event.

**JUSTIFICATION:** Many of the arts and cultural events that benefit Shepherdstown are held on Shepherd University's campus. The Town and Shepherd University should work closer together to develop spin-off events and activities that strengthen existing and future cultural and arts events and festivals.

## 1.4 Create a Public Appreciation Campaign

**STRATEGY:** Launch a local public appreciation campaign in support of the arts and cultural organizations and events.

**JUSTIFICATION:** An opportunity exists to garner greater support and interest in events and organizations that support the arts and culture within the greater Shepherdstown area.

## 1.5 Foster Partnerships between the University and the Town

**STRATEGY:** Identify ways to create synergy among the arts, cultural resources and Shepherd University to help strengthen and grow the creative arts community in Shepherdstown.



## Artistic and cultural enterprises and events will play a significant role in the local economy.

### 2.1 Arts and Culture Improvement Plan

**STRATEGY:** Develop an action plan to promote the sustainment and growth of artistic and cultural events and businesses in the community.

**JUSTIFICATION:** The arts and culture have played significant roles in the local economy. However, this a cyclical pattern of short-term success of those business clusters led to higher rents and the demise of their success over time. This action plan is needed to identify impediments and actions needed to sustain the long-term viability and growth of the arts and culture business sectors and events.

### 2.2 Economic Impact of the Arts and Culture

**STRATEGY:** Conduct an economic impact analysis of artistic and cultural businesses and events on the community.

**JUSTIFICATION:** A more firm understanding of the impacts related to arts and cultural businesses and events will help demonstrate the level of existing needs within those business sectors. The analysis will help build greater support and identify resources that are needed to help grow and further develop those sectors of the local economy.



## 2.3

### Expand Local Arts and Cultural Businesses

**STRATEGY:** Set realistic goals for the expansion of local art and cultural businesses based on the economic impact from this sector and work to promote its growth to meet those goals.

**JUSTIFICATION:** Once the impacts and actions needed to sustain and grow the arts and cultural business sectors have been identified, clear actions are needed to begin implementation.

## 2.4

### Develop Arts and Cultural Based Business Incentives

**STRATEGY:** Consider the development of an incentive based strategy to reinvigorate and return the artisan and craft sectors to the local economy.

**JUSTIFICATION:** After identifying impediments to the sustainment and growth of arts and cultural businesses, incentives should be developed that help businesses in that sector overcome those obstacles to ensure those sectors of the economy are preserved to maintain the quality of life that is expected in Shepherdstown.

## 2.5

### Identify Redevelopment Sites/Areas

**STRATEGY:** Consider sites and areas for redevelopment that can utilize arts and cultural based businesses, activities and initiatives as the drivers of change and improvements.

**JUSTIFICATION:** This strategy can help accomplish multiple planning objectives by revitalizing sites and areas of town with desired arts and culture related businesses.

# SECTION ELEVEN INTERGOVERNMENTAL COORDINATION









## OVERVIEW

It is important for all units of government within a county and or region to cooperate and plan together to ensure the region grows in a coordinated manner – maximizing resources of the local government jurisdictions. Even though this plan is focused on the Corporation of Shepherdstown, other units of government, county, state and federal agencies influence Shepherdstown's growth and future. In particular, a significant amount of growth has occurred and may occur in the future right outside of the corporate limits in the jurisdictional control of Jefferson County.

During the planning process, county and regional plans were considered during the review and preparation of meetings and as background for this plan update. Jefferson County planning staff provided information to the Town and the Town worked with County staff to provide input as the County developed its update to the County Comprehensive Plan – Envision Jefferson 2035. Shepherdstown staff and the Planning Consultant met with various county, state, and federal agencies and organizations throughout the development of this plan. Efforts to coordinate the various elements with the county comprehensive plan update were addressed through staff meetings during the drafting process.

## COORDINATION WITH EXTERNAL PARTNERS

Many of the plans goals and strategies will require intergovernmental coordination to effectively implement the plan. The table below lists some of the primary agencies that may require external coordination beyond the existing resources in Shepherdstown. It will be important for key committee members identified in the implementation section to understand who major players and contacts are outside of Shepherdstown that need to be part of the implementation process for many of the Comprehensive Plan goals and strategies. For example, to establish better coordination with the Hagerstown-Eastern Panhandle Metropolitan Planning Organization (HEPMPO) Shepherdstown should become a full member of the organization.



## State Government

State of West Virginia ([www.wv.gov](http://www.wv.gov))

West Virginia Department of Transportation ([www.transportation.wv.gov](http://www.transportation.wv.gov))

West Virginia Economic Development Authority ([www.wveda.org](http://www.wveda.org))

## Regional Organizations

Canal Towns Partnership ([www.canaltowns.org](http://www.canaltowns.org))

Eastern Panhandle Regional Planning and Development Council - Region 9 ([www.region9wv.com](http://www.region9wv.com))

Hagerstown-Eastern Panhandle Metropolitan Planning Organization (HEPMPO) ([www.hepmo.net](http://www.hepmo.net))

Land Trust of the Eastern Panhandle ([www.landtrustepwv.org](http://www.landtrustepwv.org))

The Conservation Fund – Freshwater Institute ([www.conservationfund.org](http://www.conservationfund.org) & [www.freshwaterinstitute.org](http://www.freshwaterinstitute.org))

## Jefferson County

County Commission ([www.jeffersoncountywv.org](http://www.jeffersoncountywv.org))

County Planning & Zoning ([www.jeffersoncountywv.org/government/departments/planning-and-zoning-department.html](http://www.jeffersoncountywv.org/government/departments/planning-and-zoning-department.html))

County Farmland Protection Board ([www.wvfarmlandprotection.org/co\\_jeff\\_main.cfm](http://www.wvfarmlandprotection.org/co_jeff_main.cfm))

County Board of Education (<http://boe.jeff.k12.wv.us/domain/42>)

County Assessor ([www.jefferson.wvassessor.com](http://www.jefferson.wvassessor.com))

## Other

West Virginia Municipal League ([www.wvml.org](http://www.wvml.org))

Shepherd University ([www.shepherd.edu](http://www.shepherd.edu))

# SECTION TWELVE IMPLEMENTATION









## IMPLEMENTATION OVERVIEW

The Corporation of Shepherdstown Comprehensive Plan Update has produced a document that is intended to guide the actions of the Town's elected and appointed officials and staff, as well as other stakeholders in the community, as they move forward to achieve the vision established by the plan. This is a plan of action, with a significant number of goals identified to achieve and corresponding implementation strategies set out to assist the community in achieving those goals.

Moving forward, it will be critical to continuously monitor the status of progress on achieving the plan's goals, as the Town has diligently done with previous planning efforts. At a minimum, town staff, the Planning Commission and Town Council should review progress on plan implementation on an annual basis and set priorities for implementation during each budget cycle to ensure that the budget accounts for plan implementation needs and staff or other responsible parties are given the resources and direction necessary to realize the plan's vision and achieve the goals that lead to it.

The goals and strategies outlined in the study were compiled into an implementation matrix to be used as a quick and easy reference for the community to review priorities and to allow the Town to

monitor the progress on implementing the goals and strategies outlined in the plan. The matrix assigns priorities, resources, timeframes and responsible parties to each implementation strategy, to help stakeholders understand the most effective approach to implementing the strategies.

The following are descriptions of each of the categories:

- 1. Implementation Strategies** – Each major strategy was derived through the research of current conditions and input from stakeholders. Each strategy is intended to be an action item that will occur during the process of achieving the goal that it is associated with.
- 2. Priority** – Due to the limited resources that are faced by all levels of government, priorities are identified for each strategy to help guide the community toward achieving the most critical goals. Priorities are indicated as “high”, “medium”, or “low”, with “high” being the most pressing or urgent. Since some high priority items may take longer to achieve than low priority items, the community may see some of those lower priority strategies underway due to the quick turnaround associated with them or their ease of accomplishment. As resources become available, or as community needs or desires change during the implementation of the plan, decisions will likely be made





to increase the priority of certain actions while decreasing the priority of others.

**3. Resources** – Resources are primarily related to financial resources necessary to complete the implementation strategies. The tables uses the “\$” symbol to represent a theoretical range of necessary capital. Actual resources could be more or less depending on the final scope of the project or more detailed cost estimates. The ranges are as follows:

- \$ - Less than \$10,000
- \$\$ - \$10,000-\$50,000
- \$\$\$ - \$50,000-\$100,000
- \$\$\$\$ - More than \$100,000
- Policy – Not outside of normal annual budget expenditures

**4. Timeframe** – Represents the timeframe in which each action step should be addressed. Generally, shorter timeframes infer a higher priority. Timeframes are indicated in the matrix as short-term, intermediate, or long-term. Below is a description of each timeframe.

- Short-term - should be achieved in less than two years.
- Intermediate - should be achieved in two to five years.

- Long-term - may take longer than five years.
- Ongoing - Some strategies are designated as “ongoing” due to need for constant efforts toward achieving the goal.

**5. Responsible Parties** – This category identifies partners associated with the Corporation that should be responsible for the completion of each action step. The inclusion of a consultant or other outside party may be necessary to help implement and achieve certain objectives. The abbreviations for each responsible party listed in the matrix are listed below.

#### **Responsible Parties (Town)**

- TC - Town Council
- CPC – Comprehensive Planning Committee
- FC – Finance Committee
- HLC – Historic Landmarks Committee
- PKC - Parking Committee
- PRC – Parks and Recreation Committee
- PC - Planning Commission
- POC – Police Committee
- PWC – Public Works Committee
- TRC – Tree Committee
- WSB – Water & Sewer Board



### Partner Organizations

- HIS - Historic Shepherdstown, Inc.
- SBA – Shepherdstown Business Association
- SVC – Shepherdstown Visitors Center
- SU – Shepherd University

## PRIORITY STRATEGIES

Through the plan development process, the following high priority strategies were identified as being the most important to undertake at the outset of the implementation process. It will be important to engage external partners identified in the Intergovernmental Coordination section to ensure strategies are implemented in a cooperative manner with the region.

### **ANNEXATION & GROWTH MANAGEMENT**

- LU-4.1: Collaborative Growth Management Planning
- LU-4.5: Develop and Implement Strategic Annexation Plan
- PSI-1.1: Identify Growth and Annexation Impacts on Services

### **UPDATE ZONING & DEVELOPMENT STANDARDS**

- LU-1.8: Standards to Accommodate New Growth
- LU-2.4: Revise PUD Open Space Requirements
- LU-2.5: Develop Context Sensitive Open Space Requirements
- LU-6.1: Adopt and Enforce Building Code Regulations

### **IMPROVE CONNECTIONS TO THE RIVER**

- PR-1.4: Improve Princess Street River Access
- PR-2.3: Utilize the Tobacco Warehouse as a Paddlesports Support Facility
- PR-3.4: Partner with Shepherd University to Develop the Proposed River Overlook

### **DEVELOP A JOINT WAYFINDING AND PARKING IMPROVEMENT PROGRAM WITH SHEPHERD UNIVERSITY**

- ED-4.4: Develop a Comprehensive Parking and Wayfinding Strategy
- T-6.1: Ensure Adequate Student Parking Availability
- T-6.5: Promote Parking Demand Reduction
- T-6.6: Downtown Employee Parking

### **ACTIVELY SUPPORT LAND CONSERVATION INITIATIVES**

- NER-1.4: Promote Land Preservation Efforts
- NER-1.7: Oppose Environmentally Damaging Industrial Development
- NER-4.2: Preserve Historically Significant Landscapes
- NER-4.3: Promote Farmland Preservation
- NER-5.1: Incorporate Environmental Review into the Development Review Process
- PR-3.1: Require Recreational Space in New Development



### ***ENHANCE ACCOMMODATIONS FOR PEDESTRIANS AND BICYCLISTS***

- T-1.1: Require Pedestrian and Bicycle Infrastructure
- T-1.4: Regional Coordination for Greenway Development
- T-1.9: Improve Bicycle and Pedestrian Connections
- PR-2.7: Improve Accommodations for Bicycle Tourism

### ***PURSUE THE DEVELOPMENT OF A HIGHWAY BYPASS***

- T-7.1: Identify Alternate Highway Routes
- T-7.2: Promote the Rerouting of Highway Traffic

### ***ACTIVELY SUPPORT HISTORIC PRESERVATION INITIATIVES***

- H-1.4: Promote the use of Tax Credits for Historic Homes
- HP-1.3: Expand Techniques for Sustainable Historic Preservation
- HP-1.4: Develop Educational Materials, Resources and Workshops
- HP-1.5: Capital Improvements Planning and Project Review
- HP-2.1: Maintain Historic District Inventory
- HP-3.1: Adopt Demolition by Neglect Ordinance

### ***STIMULATE THE LOCAL ARTISTIC & CULTURAL ECONOMY***

- CR-1.1: Develop Comprehensive Inventory
- CR-1.2: Coordinate Marketing Efforts with the Town and Local Businesses
- CR-1.3: Joint Marketing of Festivals and Events
- CR-1.5: Foster Partnerships between the University and the Town
- CR-2.1: Arts and Culture Improvement Plan

### ***ESTABLISH LONG-TERM PUBLIC INFRASTRUCTURE PLANS***

- PSI-2.2: Capital Equipment Replacement Planning
- PSI-3.1: Utility Capital Improvement Planning
- PSI-3.5: Utility Service Area Planning



## LAND USE AND COMMUNITY CHARACTER

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Land Use Goal 1						
LU-1.1	Illustrated Architectural and Site Development Standards	Medium	Policy / \$\$	Short	PC, TC	
LU-1.2	Community Based Design Standards	Medium	Policy	Short	PC, TC	
LU-1.3	Town – University Development Collaboration	High	Policy	Short	TC, PC, SU	
LU-1.4	Encourage Traditional Development Patterns	High	Policy	Short	TC, PC	
LU-1.5	Extend the Grid Street Network	Medium	Policy	Short	TC, PC, PWC	
LU-1.6	Incentivize Compatible Architectural Renovation	Low	\$\$-\$	Intermediate	HLC, TC, FC	
LU-1.7	Municipal Influence Area	High	Policy	Short	PC, CPC, TC	
LU-1.8	Revise Development Ordinances to Accommodate New Growth	High	Policy / \$\$	Short	PC, TC	
LU-1.9	Public – Private Planning Partnerships	Medium	Policy	Long	PC	
Land Use Goal 2						
LU-2.1	Establish Conservation Subdivision Regulations	Medium	Policy / \$	Intermediate	PC, TC	
LU-2.2	Develop and Implement a Land Conservation Plan	Medium	Policy / \$	Long	PC, TC	
LU-2.3	Implement a Transfer of Development Rights Program	Low	Policy / \$	Long	PC, TC	



## LAND USE AND COMMUNITY CHARACTER

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
LU-2.4	Revise PUD Open Space Requirements	High	Policy	Short	PC, TC, PRC	
LU-2.5	Develop Context Sensitive Open Space Requirements	High	Policy	Short	PC, TC, PRC	
LU-2.6	Encourage the Use of Low Impact Development Techniques	Low	Policy	Short	PC, TC	
LU-2.7	Strengthen Tree Preservation Standards	Medium	Policy	Short	TRC, PC, TC	
Land Use Goal 3						
LU-3.1	Review Downtown Zoning Regulations	Medium	Policy	Intermediate	PC, TC, SBA	
LU-3.2	Implement Downtown Revitalization Incentives	Low	\$ - \$\$	Long Ongoing	TC, FC	
LU-3.3	Adopt a Nonresidential Property Maintenance Code	Medium	Policy / \$	Short Ongoing	TC	
LU-3.4	Prepare a Downtown Retail Market Analysis	High	\$	Short	TC, SBA	
LU-3.5	Plan for the Relocation or Burial of Downtown Overhead Utilities	Low	\$\$\$\$	Long	TC, PC, HLC	
LU-3.6	Improve Public Parking Availability Downtown	High	\$\$\$ - \$\$\$\$	Long	PKC, PC, TC, SU, SBA, SVC	
Land Use Goal 4						
LU-4.1	Collaborative Growth Management Planning	High	Policy	Short	CPC, PC, TC	
LU-4.2	Establish a Municipal Growth Area	Medium	Policy	Short	CPC, PC, TC, PWC, WSB	





## LAND USE AND COMMUNITY CHARACTER

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
LU-4.3	Review Annexation Policies	Low	Policy	Intermediate	CPC, PC, TC	
LU-4.4	Annexation of Split Jurisdiction Properties	Medium	Policy / \$	Intermediate	PC, TC	
LU-4.5	Develop and Implement Strategic Annexation Plan	High	Policy / \$\$\$	Short	CPC, PC, TC	
LU-4.6	Work to Strengthen and Improve Annexation Laws	Medium	Policy	Long	TC	
Land Use Goal 5						
LU-5.1	Adopt a Residential Property Maintenance Code	Medium	Policy / \$	Intermediate Ongoing	TC	
LU-5.2	Implement a Rental Property Registration and Inspection Program	Low	Policy / \$	Long Ongoing	TC	
LU-5.3	Maintain On-Street Parking Limits in Neighborhoods	High	Policy	Short Ongoing	TC, PKC	
LU-5.4	Improve the Appearance and Safety of Alleys	Low	Policy	Long	TC, PWC	
Land Use Goal 6						
LU-6.1	Adopt and Enforce Building Code Regulations	High	Policy / \$\$	Short	PC,TC	
LU-6.2	Development Review Processes Assessment	Medium	Policy	Intermediate	PC, TC	
LU-6.3	Consider Adoption of Form Based Development Regulations	Medium	Policy / \$\$\$	Intermediate	PC, TC	



## LAND USE AND COMMUNITY CHARACTER

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Land Use Goal 7						
LU-7.1	Enforce Adequate Public Facilities Regulations	High	Policy	Short	PC, TC	
LU-7.2	Expand the Scope of Adequate Public Facilities Regulations	Medium	Policy	Intermediate	PC, TC, FC, POC, VFD, PWC, PRC	
LU-7.3	Proactive Adequate Public Facilities Determinations	Low	Policy	Long	PC	
LU-7.4	Coordination of Land Use and Utility Capacity	High	Policy	Intermediate	CPC, WSB, PC, TC	



## HOUSING

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Housing Goal 1						
H-1.1	Promote Housing Diversity	Medium	Policy	Short	PC, TC	
H-1.2	Incentivize Affordable Housing Development	Low	Policy	Intermediate	PC, TC	
H-1.3	Require Minimum Inclusions of Affordable Housing	Low	Policy	Long	PC, TC	
H-1.4	Promote the use of Tax Credits for Historic Homes	High	Policy	Short	HLC, HSI	
H-1.5	Ensure Adequate Housing for Senior Citizens	Medium	Policy / \$\$	Long	PC	
H-1.6	Expand Opportunities for Accessory Dwellings	Medium	Policy	Intermediate	PC, HLC, TC	
Housing Goal 2						
H-2.1	Adopt a Residential Property Maintenance Code	Low	Policy / \$	Long	TC	
H-2.2	Develop a Homeowner Assistance Program	Low	Policy	Long	TC	
H-2.3	Provide Technical Assistance to Owners of Historic Properties	Medium	Policy	Short	TC, HSI	
H-2.4	Revitalize Substandard Housing	Medium	Policy / \$\$	Intermediate	TC	
H-2.5	Financial Incentives for Rehabilitating Substandard Historic Homes	Low	Policy / \$\$	Intermediate	TC, HLC, FC, HSI	



## ECONOMIC DEVELOPMENT & TOURISM

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Economic Development & Tourism Goal 1						
ED-1.1	Develop Enhanced Telecommunications Infrastructure	High	\$\$\$\$	Intermediate	TC, FC, PWC	
ED-1.2	Establish Business Improvement Programs	Medium	\$	Intermediate	TC, SBA, HLC	
ED-1.3	Implement a Buy Local Campaign	High	\$	Short	TC, SBA	
ED-1.4	Institute an Entrepreneurship Program	Medium	\$	Intermediate	TC, SBA, SU	
ED-1.5	Collaborate with Creative Arts Industry Start-ups	Medium	\$	Long	TC, SBA, SVC, SU	
ED-1.6	New Business Ribbon Cutting Program	High	Policy	Short	TC, SBA	
ED-1.7	Pursue Coordinated Business Hours and Promotions	Medium	Policy	Intermediate	TC, SBA	
Economic Development & Tourism Goal 2						
ED-2.1	Utilize Existing Developed Properties as a Priority	High	Policy	Short	TC, PC	
ED-2.2	Consider Redevelopment Incentives	Medium	Policy / \$\$\$	Intermediate	TC, FC, PC, SBA	
Economic Development & Tourism Goal 3						
ED-3.1	Develop a Business Recruitment Plan	Medium	\$\$	Intermediate	TC, SBA, SVC	



## ECONOMIC DEVELOPMENT & TOURISM

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
ED-3.2	Develop Partnerships for Business Development	High	Policy	Short	TC, SBA	
Economic Development & Tourism Goal 4						
ED-4.1	Develop a Proactive Tourism Plan	High	\$\$	Short	TC, PC, SBA, SVC	
ED-4.2	Assessment of Local Lodging Opportunities	Medium	\$	Intermediate	TC, SBA, SVC	
ED-4.3	Promote Outdoor Recreation	High	Policy / \$\$	Intermediate	TC, SBA, SVC	
ED-4.4	Develop a Comprehensive Parking and Wayfinding Strategy	High	Policy / \$\$\$\$	Short	TC, PC, SU, SVC	
ED-4.5	Tourism Ambassador Program	Medium	Policy / \$	Intermediate	TC, SBA, SVC	
ED-4.6	Public Restroom Downtown	Low	\$\$\$	Long	TC, SBA, SVC	
ED-4.7	Secure Bicycle Storage in Downtown	Medium	\$	Intermediate	TC, SBA, SVC	





## TRANSPORTATION

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Transportation Goal 1						
T-1.1	Require Pedestrian and Bicycle Infrastructure	High	Policy	Short	PC, TC, PWC	
T-1.2	Develop a Regional Bicycle and Pedestrian Plan	Low	Policy / \$	Intermediate	PC, TC, PWC	
T-1.3	Develop Greenway Trails	Medium	Policy / \$\$\$\$	Short	TC, PWC, PRC	
T-1.4	Regional Coordination for Greenway Development	High	Policy	Short	TC, PRC	
T-1.5	Install Shared Lane Markings for Bicycles	Medium	\$	Short	TC, PWC	
T-1.6	Require Bicycle Parking Facilities	Medium	Policy	Short	PC, TC	
T-1.7	Expand Public Bicycle Parking Facilities	Medium	\$	Long	TC, PKC, PWC	
T-1.8	Expand Bicycle and Pedestrian Access to Schools	High	\$\$	Intermediate	TC, PWC	
T-1.9	Improve Bicycle and Pedestrian Connections	High	\$\$\$	Short	TC, PWC	
T-1.10	Improve Pedestrian Safety	Medium	\$ - \$\$	Intermediate	PWC	
T-1.11	Develop a Community Bike Sharing Program	Low	\$\$	Long	TC, SVC, SU	



## TRANSPORTATION

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Transportation Goal 2						
T-2.1	Expand the Grid Street Network	Medium	Policy	Short	PC, TC, PWC	
T-2.2	Promote Neighborhood Connectivity	Medium	Policy	Short	PC, TC, PWC	
T-2.3	Establish Minimum Connectivity Ratios	Medium	Policy	Short	PC, TC, PWC	
Transportation Goal 3						
T-3.1	Limit Driveway Access to Thoroughfares	High	Policy	Short	PC, TC	
T-3.2	Require Cross Access	Low	Policy	Short	PC, TC	
T-3.3	Pursue Highway Capacity and Safety Upgrades	High	Policy	Short	TC	
T-3.4	Provide Alternate Truck Routes Around Town	High	Policy	Long	TC	
Transportation Goal 4						
T-4.1	Expand the Availability of Public Transportation	Low	Policy / \$\$	Intermediate	TC	
T-4.2	Expand Passenger Rail Service	Low	Policy	Intermediate	TC	



## TRANSPORTATION

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
T-4.3	Establish Direct Public Transit Connections to MARC	Medium	Policy / \$	Short	TC	
T-4.4	Provide Additional Local Access to Shepherd University Shuttles	Medium	Policy / \$	Short	TC, SU	
Transportation Goal 5						
T-5.1	Develop Compatible Transportation Infrastructure	Medium	Policy	Short	TC, PWC	
T-5.2	Limit Regulatory Signage	Low	Policy / \$	Short	PWC	
T-5.3	Limit Signalized Intersections in Historic Areas	High	Policy	Short	TC, PWC	
T-5.4	Develop Unique Street Signage	Low	Policy / \$\$	Intermediate	TC, PWC	
Transportation Goal 6						
T-6.1	Ensure Adequate Student Parking Availability	High	Policy	Short	SU, TC, PKC	
T-6.2	Town – University Parking Partnership	Medium	Policy	Short	TC, SU, PKC	
T-6.3	Expand Off-street Parking Options	Medium	\$\$\$	Intermediate	TC, PWC, PKC	
T-6.4	Public Access to Private Parking Lots	Low	\$\$	Intermediate	TC, PKC	
T-6.5	Promote Parking Demand Reduction	High	Policy	Short	TC, PKC	



## TRANSPORTATION

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
T-6.6	Downtown Employee Parking	High	Policy	Short	TC, PKC, SBA	
T-6.7	Implement Tiered Approach to Parking Violations	Medium	Policy / \$	Intermediate	TC, PKC, POC, FC SVC	
Transportation Goal 7						
T-7.1	Identify Alternate Highway Routes	High	\$\$	Short	PC, TC	
T-7.2	Promote the Rerouting of Highway Traffic	High	Policy	Short	TC	
T-7.3	Identify Impacts to Existing Businesses	Medium	Policy / \$\$	Intermediate	TC	



## PUBLIC SERVICES & INFRASTRUCTURE

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Public Services & Infrastructure Goal 1						
PSI-1.1	Identify Growth and Annexation Impacts on Services	High	Policy	Short	PC, TC, VFD, FC POC, SWB, PWC	
PSI-1.2	Provide Internet Based Customer Service Tools	Medium	Policy / \$\$	Intermediate	TC, FC	
PSI-1.3	Develop Performance Dashboards	Medium	Policy	Long	TC, FC	
PSI-1.4	Partner with Jefferson County to Expand Access to Services	Low	Policy	Long	TC	
PSI-1.5	Town – University Public Service Partnerships	Medium	Policy	Short	TC, PWC, POC	
PSI-1.6	Build Economies of Scale for Town Services	Medium	Policy	Short	TC	
Public Services & Infrastructure Goal 2						
PSI-2.1	Town Facilities Management Planning	Medium	\$\$	Intermediate	TC	
PSI-2.2	Capital Equipment Replacement Planning	High	Policy	Short	TC, FC	
PSI-2.3	Street Maintenance Planning	Medium	\$	Short	TC, PWC	
PSI-2.4	Develop a Space Needs Analysis	Low	\$ - \$\$	Long	TC	





## PUBLIC SERVICES & INFRASTRUCTURE

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Public Services & Infrastructure Goal 3						
PSI-3.1	Utility Capital Improvement Planning	High	\$\$ - \$\$\$	Short	WSB	
PSI-3.2	Utility System Public Outreach	Medium	Policy / \$	Short	TC, WSB	
PSI-3.3	Implement "Smart" Metering Technology	Medium	\$\$ - \$\$\$	Long	WSB	
PSI-3.4	Wastewater System Inflow and Infiltration Improvements	Low	\$\$\$\$	Medium	WSB	
PSI-3.5	Utility Service Area Planning	High	\$	Short	WSB, PC, TC, CPC	
Public Services & Infrastructure Goal 4						
PSI-4.1	Town – University Law Enforcement Cooperation	High	Policy	Short	TC, SU, POC	
PSI-4.2	Provide Full Time Police Coverage	Medium	Policy / \$\$\$	Intermediate	TC, POC, FC	
PSI-4.3	Maintain Law Enforcement Mutual Aid Agreements	High	Policy	Short	TC, POC	
PSI-4.4	Establish Stable and Recurring Fire Department Funding	High	Policy	Short	TC, VFD	
PSI-4.5	Include the Fire Department in Development Review	High	Policy	Short	TC, PC, VFD	



## PARKS & RECREATION

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Parks & Recreation Goal 1						
PR-1.1	Town – University Recreation Partnership	Medium	Policy	Intermediate	TC, PRC, SU	
PR-1.2	Develop a Parks and Recreation Master Plan	Medium	\$\$	Short	TC, PRC, PC	
PR-1.3	Formally Establish Morgan’s Grove as a Public Park	Low	\$\$\$ - \$\$\$\$	Long	TC, PRC	
PR-1.4	Improve Princess Street River Access	High	\$\$\$	Intermediate	TC, PRC, PWC	
Parks & Recreation Goal 2						
PR-2.1	Increase Promotion of Local Outdoor Recreation Opportunities	High	\$\$	Short	SVC, TC, PRC	
PR-2.2	Coordinate Promotion of the C&O Canal Towpath Trail	Medium	\$	Short	TC, SVC	
PR-2.3	Utilize the Tobacco Warehouse as a Paddlesports Support Facility	High	\$\$\$	Short	TC, PRC	
PR-2.4	Develop a Community Health and Wellness Program	Low	\$ - \$\$	Long	TC	
PR-2.5	Provide Community Access to Shepherd University Outdoor Recreation Activities	Low	Policy	Intermediate	TC, SU, PRC	
PR-2.6	Bring Paddlesports Events to Town	Low	\$ - \$\$	Long	TC, PRC, SVC	
PR-2.7	Improve Accommodations for Bicycle Tourism	High	Policy	Short	TC, SVC	
PR-2.8	Provide a Public Bike Repair Station	Medium	\$	Short	TC, PWC, PRC	



## PARKS & RECREATION

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Parks & Recreation Goal 3						
PR-3.1	Require Recreational Space in New Development	High	Policy	Short	PC, PRC, TC	
PR-3.2	Develop Additional Neighborhood Parks	Medium	\$\$\$ - \$\$\$\$	Short	PRC, TC	
PR-3.3	Improve Bike and Pedestrian Connections Between Parks and Neighborhoods	Medium	\$\$\$ - \$\$\$\$	Long	TC, PWC, PRC	
PR-3.4	Partner with Shepherd University to Develop the Proposed River Overlook	High	Policy / \$\$	Short	TC, SU, PRC	
PR-3.5	Develop Connections Between Park Facilities on the River	Low	\$\$\$\$	Long	TC, PRC, SU, PWC	



## NATURAL & ENVIRONMENTAL RESOURCES

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Natural & Environmental Resources Goal 1						
NER-1.1	Incentivize Green Building Techniques	Low	Policy	Short	PC, TC	
NER-1.2	Implement the Tree Canopy Plan	Medium	Policy / \$	Short	TRC, TC	
NER-1.3	Promote Alternative Forms of Transportation	High	Policy	Short	TC	
NER-1.4	Promote Land Preservation Efforts	High	Policy	Short	TC	
NER-1.5	Develop Electric Vehicle Infrastructure	Low	\$\$ - \$\$\$	Intermediate	TC, PWC, PKC	
NER-1.6	Divert Food Waste from Landfills	Low	\$\$	Long	PWC, TC	
NER-1.7	Oppose Environmentally Damaging Industrial Development	High	Policy	Short	TC, PC	
NER-1.8	Develop Pervious Pavement Requirements	Low	Pollicy	Intermediate	PC, TC	
NER-1.9	Develop a Watershed Management Plan for Town Run	High	Policy / \$	Intermediate	PC, TC, CPC	
NER-1.10	Promote Rainwater Harvesting for Irrigation	Low	\$	Long	TC, PWC	
Natural & Environmental Resources Goal 2						
NER-2.1	Install Energy Efficient Street Lighting	Low	\$\$\$ - \$\$\$\$	Long	TC, PWC	
NER-2.2	Utilize Alternative Fuel Vehicles for Town Operations	Low	\$\$\$ - \$\$\$\$	Long	TC, PWC, POC, FC	



## NATURAL & ENVIRONMENTAL RESOURCES

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
NER -2.3	Conduct and Environmental Audit of Town Services	Low	\$ - \$\$	Intermediate	TC	
NER-2.4	Reduce Hard Copy Mailings for Town Business	Low	Policy / \$	Short	TC	
NER-2.5	Adopt Local Sourcing Policies	Low	Policy	Short	TC	
NER-2.6	Develop a Reclaimed Water Distribution System	Low	\$\$\$\$	Long	TC, PWC	
NER-2.7	Develop and Implement a Community Energy Reduction Program	Low	\$ - \$\$	Long	TC	
Natural & Environmental Resources Goal 3						
NER-3.1	Expand Renewable Energy Options	Medium	Policy	Intermediate	TC	
NER-3.2	Generate Renewable Energy on Town Property	Low	Policy / \$\$\$	Long	TC	
NER-3.3	Promote Small Scale Renewable Energy Generation	Medium	Policy	Short	TC, PC, HLC, HSI	
NER-3.4	Promote Solar Energy Generation Facilities on Nonresidential Buildings	Low	Policy	Intermediate	TC, PC	
NER-3.5	Develop a Waste to Energy Facility	Low	\$\$\$\$	Long	TC, WSB	
Natural & Environmental Resources Goal 4						
NER-4.1	Develop and Implement a Land Conservation Plan	Low	\$ - \$\$	Intermediate	PC, CPC, TC	
NER-4.2	Preserve Historically Significant Landscapes	High	Policy	Short	PC, TC	





## NATURAL & ENVIRONMENTAL RESOURCES

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
NER-4.3	Promote Farmland Preservation	High	Policy	Short	PC, TC	
NER-4.4	Develop a Greenway Plan	Medium	\$\$	Short	PC, PRC, TC	
NER-4.5	Protect Landscapes Along the Potomac River	Medium	Policy	Short	PC, TC	
NER-4.6	Promote the Use of Conservation Subdivision Design Techniques	Medium	Policy	Intermediate	PC, TC	
NER-4.7	Partner with Environmental Organizations to Manage Protected Lands	Low	Policy	Long	TC	
NER-4.8	Protect Scenic Byways	High	Policy	Intermediate	PC, TC, CPC	
Natural & Environmental Resources Goal 5						
NER-5.1	Incorporate Environmental Review into the Development Review Process	High	Policy	Short	PC, TC	
NER-5.2	Provide Incentives for Tree Preservation	Medium	Policy	Short	TRC, PC, TC	
NER-5.3	Incentivize the Preservation of Oversized Stream and Wetland Buffers	Medium	Policy	Intermediate	PC, TC	
NER-5.4	Require Native Vegetation in Landscape Plans	Low	Policy	Short	PC, TC, TRC	
NER-5.5	Prohibit Mass Grading and Clear Cutting	Medium	Policy	Short	PC, TC	
NER-5.6	Implement Steep Slope Development Restrictions	Low	Policy	Intermediate	PC, TC	



## HISTORIC PRESERVATION

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Historic Preservation Goal 1						
HP-1.1	Historic Preservation Incentives	Medium	Policy / \$\$\$	Intermediate	TC, HLC, SBA	
HP-1.2	Illustrated Architectural Guidelines	Medium	Policy / \$\$	Intermediate	TC, PC, HLC, HSI	
HP-1.3	Expand Techniques for Sustainable Historic Preservation	High	Policy	Short	PC, HLC, HSI	
HP-1.4	Develop Educational Materials, Resources and Workshops	High	Policy / \$	Short	PC, HLC, HSI	
HP-1.5	Capital Improvements Planning and Project Review	High	Policy	Short	TC, PC	
HP-1.6	Protect Threatened Historic Properties	Medium	Policy / \$	Ongoing	HLC, HSI	
Historic Preservation Goal 2						
HP-2.1	Maintain Historic District Inventory	High	Policy	Ongoing	HLC, HSI	
HP-2.2	Monitor Condition of Historic Structures	Medium	Policy	Intermediate	HLC, HSI	
HP-2.3	Online Historic District Inventory	Low	Policy / \$	Long	HLC, HSI	
Historic Preservation Goal 3						
HP-3.1	Adopt Demolition by Neglect Ordinance	High	Policy	Short	TC, HLC	
HP-3.2	Establish a Historic Preservation Fund	Medium	\$\$\$\$	Intermediate	TC, HLC, HSI	
HP-3.3	Acquire Historic Preservation Easements	Medium	\$\$\$\$	Long	TC, HLC, HSI	



## CULTURAL RESOURCES

ID	Implementation Strategy	Priority	Resources	Timeframe	Responsibility	Status
Cultural Resources Goal 1						
CR-1.1	Develop Comprehensive Inventory	High	Policy / \$	Short	PC, SVC, SU	
CR-1.2	Coordinate Marketing Efforts with the Town and Local Businesses	High	Policy	Short	TC, SBA, SVC, SU	
CR-1.3	Joint Marketing of Festivals and Events	High	Policy	Short	TC, SBA, SVC, SU	
CR-1.4	Create a Public Appreciation Campaign	Medium	\$	Intermediate	TC, SBA, SVC, SU	
CR-1.5	Foster Partnerships between the University and the Town	High	Policy	Short	TC, SBA, SVC, SU	
Cultural Resources Goal 2						
CR-2.1	Arts and Culture Improvement Plan	High	\$\$	Intermediate	TC, SBA, SVC, SU	
CR-2.2	Economic Impact of the Arts and Culture	High	\$\$	Intermediate	TC, SBA, SVC, SU	
CR-2.3	Expand Local Arts and Cultural Businesses	Medium	Policy	Intermediate	TC, SBA, SVC, SU	
CR-2.4	Develop Arts and Cultural Based Business Incentives	Medium	Policy / \$\$	Intermediate	TC, SBA, SVC, SU	
CR-2.5	Identify Redevelopment Sites/Areas	Medium	Policy	Short	PC, SBA, SVC	