

# APPENDIX E

## COMPILATION OF CONSENSUS COMMITTEE REVIEW OF TOOLS

Planning Tools You Think Might Be Most Useful to Help the County Achieve its Vision in the Comp Plan				
TOOL NAME	Implements Comp Plan Vision (A-H)	What You Hope This Tool Would Achieve – Your Reasons WHY This Tool Might be Useful in Implementing the Comp Plan	Total Score <sup>2</sup>	# Who Listed Tool
Purchase of Development Rights (PDR), Transfer of Development Rights (TDR), and Conservation Easements	A, B, C, D, E, F, G, H	<p>Benefits: Preserves real estate values by offering payment to landowners for conserving property. Provides ag future in Valley. Offers landowners options. Protects/promotes preservation of ag, open &amp; rural character &amp; maintains moderate growth. Allows landowners to get equity from land while continuing to farm, etc. Reduces density of developments. Directs growth/transfer density to growth area. Market-based alternatives to subdividing land, keeping rural/ag areas rural and ag.</p> <p>Challenges: Funding. Many taxpayers may not be in favor because of the increase in taxes. Exists in Shenandoah County (new ordinance) but is ineffective (lack of funding). PDR's would not be beneficial to Shenandoah County if they aren't accompanied by a conservation easement in perpetuity. No local government should consider purchasing any development right that will not be perpetually extinguished.</p> <p>Methods: Encourage receiving areas within town limits to protect ag lands. Promote dev in areas with infrastructure. Presently have political will to explore this tool.</p> <p>PDRs put the cost on the developer wishing to purchase rights in a sending area to be transferred to a receiving area - a tax burden would not be place on the community to fund this purchase.</p> <p>TDR'S for specific Ag &amp; Conservation zoned areas should be explored. In combination with sliding scale would further goals of diverting development to areas where services and economically feasible housing can be acquired.</p>	49	11
Sliding Scale (with incentives for cluster ordinances)	A, B, C, D, E, F, G, H	<p>Benefits: Great potential for retaining ag heritage. Protects &amp; promotes ag use by minimizing impact of dev on farmable land parcels. Reduces density of dev./number of developable lots in rural areas. (Prevents sprawl and protects larger parcels for ag and natural areas.)</p> <p>Challenges: None listed.</p> <p>Methods: Use in new Prime Ag &amp; Prime Forest Zoning Districts in conjunction with Large Lot Subdivision. # of lots available for each parcel should be very few (see Clarke County). New lots have a MAX size to restrict loss of ag &amp; forest acreage. (e.g. max 2.5 acres)</p> <p>Multiple tools should be available to landowners to not unduly restrict rights to develop. (Clustering houses reduces impact of roads &amp; scattered dev. Cluster Ord useful as transition from town to county.) Use in conjunction with Cluster Dev, TDRs &amp; Overlay District Zoning. Apply to ALL farm &amp; forest land. Hybridization with incentive to apply cluster dev of allocated lots would be most appropriate (at right density would satisfy both "by-right" dev &amp; maintain open ag space). Use in conjunction with large lot and clustering.</p>	42	11

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Overlay Districts	A, B, C, D, E, F, G, H	<p>Benefits: Defines/protects/preserves scenic, historic, cultural, archeological, commercial and natural county assets, increasing tourism &amp; preserving quality of life. Help direct best use decision. Reduces density of development</p> <p>Challenges: Exposes limitations, which can be overcome</p> <p>Methods: Specifically for Battlefields, Historic Districts, river, steep slopes, ag &amp; forested lands. Planning tool only. Must be flexible. Can provide additional design requirements. Include specific environmental standards. Useful along our scenic by-ways, also in &amp; around our villages. First step is to overlay the county map with transportation routes, soil types, defined paths of dev, existing highly productive farmland, and floodplain, conservation districts.</p>	41.5	13
Cluster Housing	A, B, C, D, F, G, H	<p>Benefits: Allows development footprint to be smaller. Efficient dev of ag land while preserving max open space. Allow landowner to continue farming open space. Able to get equity from land, providing financial monies needed to continue farming, etc. Reduces need for county to purchase &amp; dev parks since each development has own. Reduces impact of dev on natural drainage &amp; reduces flood risk.</p> <p>Challenges: Unless densities were greatly reduced on a parcel, I don't foresee cluster zoning being beneficial in our ag/rural areas.</p> <p>Methods: Currently limited to areas served by public water / sewer - should be expanded to include the A-1 (Ag) Zoning District, but NOT for Prime Agric &amp; Prime Forrestral Districts (proposed above). Include provisions for limiting road-front dev, providing for vegetative screening, and use /management of common septic systems. Should include MAX lot size of 2.5 acres &amp; provide at least 70% open space (30% developed). Place cluster housing on land not suitable for farming. One lot should be reserved for the open acreage - could be sold as a farm/farmette. Use in transitional areas around the towns. Allow certain areas of county to be zoned allowing for some rural and sensible growth without large amounts of 3-5 acre parcels being the norm. For small &amp; medium properties (less than 100 acres), require all new parcels be clustered on 15% or less of property.</p>	29	7
Large Lot Subdivision/ Ag Zoning	A, B, C, D, E, F, G, H	<p>Benefits: Min. parcel size sustains parcels adequate for ag (e.g., min 25 acres). Reasonable, controlled dev of resid. lots in ag areas. Reduces density &amp; helps preserve ag land. Useful if applied with a large enough lot size. Useful to a small degree as method to determine overall density "by-right" in a cluster zoning.</p> <p>Challenges: Ag zoning &amp; 3.5 ac lot sizes in A-1 zoning district are incompatible.</p> <p>Methods: Use in new Prime Ag &amp; Prime Forrestral Districts (see above) with Sliding Scale. 15 acre min lot size tied to soil suitability. Envision different, sustainable, ag ventures. Use large lot subdivision for farming &amp; conservation areas (forests &amp; other natural resources) to protect from encroachment of resid dev. More intensive dev encouraged to locate in areas where water &amp; sewer are provided. Note loc of Large Lot Ag zoning on official zoning map. Min lot sizes can allow for a cluster option. Large lot restrictions would be necessary in absence of any other applicable Ag. Zoning method. Permit 50+ acre subdivision of large lots (100+acres). Include clustering &amp; concentrate on density rather than lot sizes (Density Lot Zoning).</p>	26.5	9

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TOOL NAME	Implements Comp Plan Vision (A-H)	What You Hope This Tool Would Achieve – Your Reasons WHY This Tool Might be Useful in Implementing the Comp Plan	Total Score <sup>2</sup>	# Who Listed Tool
Floodplain Ordinance	A, B, H	Benefits: Protects natural resources & watershed. Reduces density of development. Keep homes out of floodplain. Floodplains within growth areas can be valuable as open, recreational or green space. Challenges: Do not prohibit some uses such as drainfields, recreational facilities, etc. Methods: Address flooding (long-range) to ensure safe & healthy living & protect natural aqua system. A program on how areas are designated as floodplains & why the lines are drawn as broadly as they are would be hugely beneficial to this discussion. They are not rendered useless when protected from development. Acreage surrounding the many waterways in Shen. Co. (North Fork of the Shen. River, Smith Creek, Stoney Creek, Passage Creek and Cedar Creek being the major ones.) Definitely subtract floodplain from acreage before considering density allowed for parcel.	23	6
Service Districts & TDAs	A, B, C, D, E, F, G, H	Benefits: Help direct growth to public w&s, develop criteria for specific zoning w/in these districts, & to define urban/rural boundaries. Individual districts allow local areas to set their own standards of service and cost. A combination of FBC and conservation subdivision design to ensure growth is directed to towns & minimized/directed in outlying areas, protecting large open spaces for ag/natural uses. Challenges: Would require coordination between the towns and the county. Methods: Direct growth to areas determined to be serviced. Specify target dev areas around the Basye area served by the county's Stoney Creek Sanitary District, as well as Tom's Brook & Mauretown, served by the TBM Sanitary District - develop mapped growth areas in Comp Plan & define zoning standards & understand capital facility improvements investments, applicable to a defined area. The county and towns should be included in emergency service districts and a tax levied on all property owners in that district for fire protection and the delivery of emergency medical services. Targeted commercial & industrial growth will create jobs for people in county (maintain stable economy & prevent turnover or govt revenue crises that allow too much growth). Needed in combination with other tools.	19.5	5
Stormwater Management Ordinances (Water Quality protection)	A, B, G, H	Benefits: Protects natural resources. Karst ecosystems need special care. Critical for health and reduction of pollution in river. Challenges: None listed. Methods: Address flooding (long-range) to ensure safe & healthy living & protect natural aqua system.	18	4
Urban Growth Boundaries (in conjunction with Community Design, PUD's, TND, New Urbanism and Form Base Code)	A, B, D, E, F, G, H	Benefits: Conserve our agricultural land, maintain our rural and historic character and heritage and create livable spaces within our existing communities. Directs growth around towns where services are available. Offers alternative transportation options for town residents, & allows for growth in areas in a way that sustains towns & rural/ag character of surrounding landscapes. Challenges: None listed. Methods: Defining growth areas so developers know upfront where growth can occur. Towns work together with county to dev zoning ords & guidelines to reflect useful urban design-(proactive with educational/assistance programs to help town govts)	16	6

Planning Tools You Think Might Be Most Useful to Help the County Achieve its Vision in the Comp Plan				
TOOL NAME	Implements Comp Plan Vision (A-H) <sup>1</sup>	What You Hope This Tool Would Achieve – Your Reasons WHY This Tool Might be Useful in Implementing the Comp Plan	Total Score <sup>2</sup>	# Who Listed Tool
Level of Service Standards	A, B, D, E, F, G, H	Benefits:Directs growth to towns and areas that have services Challenges: Methods: Typically part of Comp Plan. If proposed dev fails any standards, application can be denied. Standards may apply to schools, roads, libraries, parks, water & sewer, & public transit. If dev doesn't meet the LOS in the plan, applicant can proffer to make the improvements to bring the facilities up to the desired standard, or cash proffer to offset the impact. This tool can only be applied to REZ, not to land already zoned, & requires a good Fiscal Impact Analysis model to be in place.	14	3
CIP	A, B, C, D, E, F, G, H	Benefits:Ties development to infrastructure – puts the county in more proactive role. Promotes planning for growth before it occurs. Helps to estimate, schedule, plan & implement projects & develop a revenue policy for getting there. Can help manage the impact of growth thru timing & location of public facilities such as roads, schools, parks, water & sewer & drainage improvements. Allows localities to accept cash proffers toward capital facilities, including road improvements necessary to meet increase demand attributable to new development. Allows growth within existing limits Challenges: Without a plan for needed funding-related implementation items, the funding will not happen. Methods: Should be coupled with a zoning ord requiring developer to produce dev rights for every lot, from a combination of those already allowed in the zoning and those that are purchased from other property owners.	14	4
Use Value Taxation	A, B, C, H	Benefits:Preserves ag land by reducing tax burden on those involved in ag enterprises. Land enrolled in land use requires fewer services from the County government. Vital in preserving Ag and open spaces. Challenges: None listed. Methods:This is in place in Shenandoah County now. Make farming more profitable by reducing taxation on land in agricultural use to \$0, & increase tax on residential & commercial/industrial property to compensate.	13	3
New Zoning Districts: Prime Agriculture, & Prime Forest	A, B, C, H	Benefits:Restricts resid dev & limit subdivision in areas best suited for ag & woodland to protect & encourage ag. additional protection of ag & open space. Challenges: Needs to be more flexible. Participants need to understand difficulties of getting out	12	3
Conservation Easements	A, B	Benefits: Good for landowners/families that can afford it. Protects natural resources & limits development of ag land. Reduces density of development. Essential as part of a “holistic” approach to achieving comp plan goals where both restrictions and incentives play major roles. Challenges:NO tax dollars should assist in using this option. Methods:Seek funding to promote this program more.	11	4
Fiscal Impact Analysis	B, C, D, E, F, G, H	Benefits:County is fully aware of fiscal impact of development in any given area. Help project operating expenses & costs of public services required to serve a development. Help gauge impact of a rezoning & in planning for public facilities. Challenges: None listed. Methods:Use as part of zoning review. FIA models are useful to help design Level of Service Standards.	9	2

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Conditional Zoning/ Proffered Zoning; Impact Fees	E, G	Benefits:County receives help with large growth infrastructure issues. Impact Fees are essential to easing costs to present taxpayers for new demand in services. Challenges:VA restrictions on scope of impact fees limits usefulness as a tool. Impact Fees are only affects a project if a rezoning is required - County needs to revisit to assure that they are covering all usages. Methods:	6	3
Time Release in Rural Areas	A, B, E, F, G	Benefits: Challenges: Methods:Maintain current one-in-three provision of subdivision ord (only one new lot per property every three years)	5	1
Unity of Ownership in Rural Areas	A, B, E, F, G	Benefits: Challenges: Methods: Base allocation of dev rights on contiguous ownership, not individual parcels.	5	1
Max Lot Size in Rural Areas	A, B, E, F, G	Benefits: Challenges: Methods:For properties less than 100 acres, provide max lot size btwn 1-2 acres.	5	1
Open Space Zoning in Rural Areas	A, B, E, F, G	Benefits: Challenges: Methods: Factor out floodplains, wetlands, sinkholes, and other areas not suitable for dev before apportioning dev rights to properties.	5	1
Density Incentives	A, B, D	Benefits: Concentrate dev in smaller areas to preserve more open space (IF coupled with TDRs) Challenges: Methods:	4	1
Green Infrastructure Planning	A, H	Benefits: Fosters connectivity and contiguousness between open spaces and natural areas, enhancing their viability, protecting waterways and watersheds, and in some cases, creating natural recreational areas for county residents and visitors. Challenges: Methods:	4	1

<sup>1</sup>Implements Comp Plan Vision: In the year 2025 Shenandoah County will still be a primarily rural county that:

- A. Protects its natural resources
- B. Directs its growth to the towns ensuring its open, agricultural character
- C. Provides a variety of jobs in business, light industry, tourism and sustainable agriculture
- D. Maintains moderate growth of a demographically varied population
- E. Supports safe and efficient interstate transportation and maintains the rural character of its primary and secondary roads
- F. Affords its students excellent and appropriate education
- G. Serves its citizens with public facilities and services that enhance their quality of life
- H. Ensures preservation of its natural beauty and unique, historical character by strictly adhering to the goals and objectives of the Comprehensive Plan

<sup>2</sup>Total Score: This is a compilation of the scores assigned to each tool by the committee members; individual scores ranged from 5 (potentially most useful tool) to 1 (potentially useful tool).

Planning Tools You Think Might Be NOT HELPFUL to the County In Achieving its Vision in the Comp Plan			
TOOL NAME	Your Reasons WHY This Tool Might Not be Useful in Implementing the Comp Plan	Total Score <sup>1</sup>	# Who Listed Tool
Large Lot Zoning	<p>*Too difficult to peg correct “large lot” size. Still has effect of breaking farms down into pieces</p> <p>*Large lots eat up the farmland and do not promote commercial agriculture. It would promote “mini estates” that would be very expensive and could change the culture of the county. If the residence is placed in the center of the property you have hindered modern production agriculture. Also, without the use of family subdivisions a landowner may not have enough large lots to pass on to their heirs that may wish to live on the farm and continue farming.</p> <p>*It just accelerates the consumption of farmland, reduces the income to landowners (because a 7-acre lot is not sold for twice the price of a 3.5 acre lot, a property owner who needs to raise money must therefore create more lots).</p> <p>*Defeats purpose of preserving farmland.</p>	15	4
Community Design and New Urbanism	<p>*Must have large acreage to develop and, in essence, creates new small towns. I like the New Urbanism design very much. Gives a good quality of living and preservation of rural character theme. But it seems to go counter to our CP goal of growth in existing towns.</p>	3	1
Community Development Authorities	<p>*We’re too small for these to be effective.</p>	9	2
Subdivision Ordinances within our Agricultural and Conservation Areas	<p>*Having a subdivision ordinance in our Ag and Conservation areas is contrary to the vision of the Comprehensive Plan which clearly calls for retention of our agricultural heritage and protection of our natural resources. Our conservation lands are directly tied to the protection of our air and water quality as well as key contributors to our rural character.</p>	5	1
TDRs	<p>*Bad Idea</p>	1	1
Sliding Scale	<p>*Bad Idea</p> <p>*This tool is definitely not equitable to the large tract owner, which will make it not palatable for many. It would create sprawl, because the lots would be located in the most cost efficient places along established roadways. Shenandoah Co. Commissioner of Revenue said (during sliding scale study) that potential DURs would be taxed. This would ultimately cause landowners to pay more taxes and be forced to sell the DUR that they previously had no intentions of selling. This tool also does away with family subdivisions, which is important to those families in the County who wish to retain the land for family. (Example: If you are allowed 4 DURs for 100 acres, what happens when you have 5 children?) This tool could also cause a rush to subdivide land into smaller parcels so that more DURs may be obtained.</p> <p>*Needs revision - as written has inherent problem.</p>	8	3
Cluster Zoning	<p>*Encourages development of large tracts of ag. Land. Does not preserve ag. Land. Encourages open space/green space/parks/etc. but not ag.</p>	5	1
Our current subdivision & zoning ordinances	<p>*They are not achieving the vision of our CP.</p>	1	1
2232 Review	<p>*This expects too much of the Planning Commission and the BOS. Inconsistency in application seems very likely</p>	3	1
Conditional / Proffered Zoning	<p>*Opens the door to lengthy public and political process over and over. Additional policy can become inconsistent and too subjective.</p>	5	1
Ag/Forest	<p>*Need some revisions and better coordination of entry and exit.</p>	4	1

<sup>1</sup>Total Score: This is a compilation of the scores assigned to each tool by the committee members; individual scores ranged from 5 (potentially least useful tool) to 1 (potentially not useful).