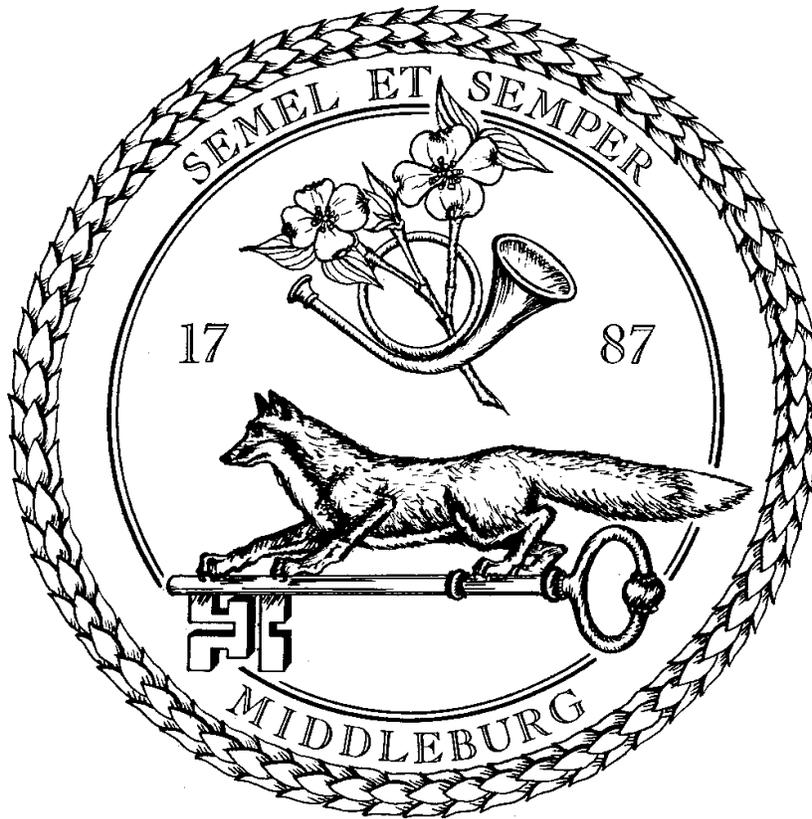


# COMPREHENSIVE PLAN UPDATE 2005



**TOWN OF MIDDLEBURG, VIRGINIA**  
**Revised: August 2007**

## **INTRODUCTION**

The Commonwealth of Virginia requires that every locality establish a planning commission to promote the orderly development of the locality and its environs. In turn, the local planning commission must prepare and recommend, and the governing body must adopt, a comprehensive plan for the physical development of the community and review the plan at least once every five years to determine if amendments are advisable.

### **Purpose and Timeframe of the Plan**

The comprehensive plan is made for the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants. This plan projects town conditions and needs for the next 10 years. Longer projections are too uncertain in the face of the rapid change occurring in the region.

### **Middleburg's Planning History**

Middleburg has an established history of planning for its future. The first Comprehensive Plan and Zoning Ordinance were adopted in 1956. Subsequent plans were adopted in October 1970, in January 1986, and in September 1991. This plan is a result of revisions to the 1991 plan developed between 1996 and 1999.

### **Legal Basis of Plan**

Although the plan sets the policies that are to guide land use and development-related decisions, made by public officials and property owners alike, during the next decade, it is not a regulating ordinance. Implementation of the plan occurs through other town ordinances and regulations, including the Zoning Ordinance and the Subdivision & Site Plan Ordinance. These ordinances contain use and development regulations which landowners and residents must follow. Therefore, these regulations must be as consistent with the goals and objectives of the plan as possible. It is also important that the decisions made by town officials be as consistent as possible with the policies in this plan, as Virginia courts have given great weight to local land use decisions made in conformance with an adopted comprehensive plan.

### **Vision of the Future**

For the goals, objectives and policies of this plan to be effective in guiding future land use and development within the town and its environs, they must be tied to some sense of what is important to town residents and to their vision of the future. For Middleburg, this means they also must be tied to the past. Middleburg and its surroundings are often described as unique, prosperous, safe, diverse, scenic, historic, rural, friendly, and quiet.

These characteristics serve to give Middleburg a "sense of place", as well as to help explain why Middleburg is a desirable place to live and work. They are more than just intangible assets, because they have measurable economic value to the community. They are, in fact, the community's invaluable assets. This plan seeks, above all, to protect these assets for the welfare of this and future generations. Accordingly, it is these assets that form the foundation of Middleburg's vision of the future, namely that:

**Middleburg should remain a unique, thriving and diverse small town mindful of its historic heritage, appreciative of its physical beauty and protective of its valued environment, where its citizens enjoy living and its friends like to visit.**

### **Planning Challenges**

Middleburg's location in the fastest-growing county in Virginia, at the edge of the Washington metropolitan area, presents both challenges and opportunities. The increasing suburbanization of eastern Loudoun County brings these development pressures ever closer to the town, while contributing to a growth in tourism. While the town's economy benefits greatly from the tourists who visit to enjoy the scenic and historic ambiance of the Middleburg area, this very attractiveness draws more attention to the desirability of living here. If development destroys the town's scenic and historic resources, Middleburg will lose its attractiveness as a tourist destination. To achieve its vision of the future, Middleburg must successfully meet the challenges it now faces.

Middleburg must strive to protect and enhance the viability of its downtown by striking an appropriate balance between serving the needs of local residents and attracting the tourist business that helps to reduce the tax burden on our citizens. Increasing traffic must be managed in a way that ensures the safety and attractiveness of our streets. The preservation of existing neighborhoods must be encouraged through incentives for property improvement and housing rehabilitation.

Middleburg must look for future land uses that complement, rather than detract from its small town environment. The development of vacant parcels within the town must be controlled to ensure that it does not depreciate existing property values, overwhelm town services and streets, and destroy the town's historic character. The town must avoid over-zoning for particular land uses to protect its ability to phase growth with the availability of town services and to preserve the value of the town's tax base.

The town must also work with Loudoun and Fauquier Counties and other rural towns to preserve the scenic, agricultural landscape that is as much a part of our identity as the village itself. If major steps are not taken soon, significant portions of this landscape will be irrevocably lost to sprawling subdivisions. Cooperative county/town plans must be adopted to provide the policy framework for rural preservation. Use of existing preservation tools, such as open space and conservation easements and land trusts, must be encouraged to the maximum extent possible. New tools must be pursued through state and local legislation, if necessary.

## **Plan Goals**

To meet these serious planning challenges, the plan outlines a comprehensive list of goals, policies, and implementation measures. These are organized into seven policy areas, each with its own chapter. These chapters address important aspects of the town's past and future development. Each chapter begins with a background "snapshot" of existing conditions, includes projections when appropriate, then the "blueprint" for the future, including goals, objectives and recommended implementation measures.

The goal for each chapter ties back to our vision statement:

Natural and Environmental Resources: Respect and preserve the natural environment and resources of the community.

Historic Resources: Preserve the rich historic identity of Middleburg by preserving and protecting its historic and archaeological resources.

Population and Housing: Maintain a diverse community of well-kept neighborhoods with a range of housing opportunities in a pleasing environment consistent with the historic character of Middleburg.

Business & Employment: Continue Middleburg's role as a business center and tourist destination to provide varied employment opportunities and a stable tax base.

Community Facilities and Services: Ensure adequate community facilities and services conveniently located to serve town residents, commercial establishments and governmental agencies.

Land Use: Achieve a balanced and sustainable land use pattern that will retain Middleburg's historic, small town character in a rural setting.

Transportation: Provide a safe and adequate transportation system serving residents, businesses and visitors, while protecting the character of Middleburg.

## **A Living Document**

This vision and the corresponding goals for Middleburg cannot be attained unless they are supported by the community, and the community is prepared to continuously monitor and change this plan as conditions change. This must involve not just the elected and appointed town officials responsible for preparing the plan, but all citizens of the community, whose ideas and insights are essential to developing creative and realistic programs that will guide the town successfully through present and future change.

## **I. NATURAL AND ENVIRONMENTAL RESOURCES**

## **BACKGROUND**

The Town of Middleburg is situated in a landscape setting of extraordinary beauty. It is of utmost importance to preserve, protect and respect this sensitive natural environment.

### **Climate**

The climate of Middleburg is greatly influenced by the Blue Ridge Mountains to the west and the Chesapeake Bay and Atlantic Ocean to the east. Characterized by mild winters and warm, humid summers the climate is classified as "modified continental" by the U. S. Meteorological Service. Mean annual temperatures in Loudoun County average 56 degrees with a record high of 106 degrees and a record low of -9 degrees. The average temperature in the summer is 73 degrees with a mean range from 62 degrees to 85 degrees. There are an average of 45 days each year with a high temperature of 90 degrees or higher. The winter mean is 32 degrees with a mean range from 23 degrees to 43 degrees.

Precipitation occurs in all four seasons with the maximum average rainfall in July and the minimum in January or February. The average annual precipitation is 41 inches. Thunderstorm activity occurs on 35 to 40 days each year. Much of the precipitation in winter occurs as snow. Approximately 25 inches of snow falls in the average year, but amounts have varied between 5 and 51 inches. Prevailing winds blow from the southwest, with secondary winds from the north. The mean wind speed is 7.5 miles per hour. Calms occur about 12 percent of the time.

The growing season, defined as the period between the mean date of the last freezing temperature in spring (April 17) and the mean date of the first freezing temperature in the fall (October 22), is 187 days. Freezing temperatures have occurred as late as May 17 in spring and as early as September 21 in fall. The length of the growing season allows most staple crops to mature adequately, and some vegetable crops may be planted twice in a single season.

### **Topography and Vegetation**

Middleburg is situated on a low rise among the rolling hills of the Virginia Piedmont, between Goose Creek to the north and Little River to the east. Elevations above sea level range from 539 feet in the southwest quadrant of town to 420 feet along the banks of Barney's Branch in the northwest quadrant and 409 feet near Wancopin Creek on the eastern town boundary. Between these extremes, most of the developed section of town ranges from 470 to 500 feet above sea level. The undeveloped areas of Middleburg are composed of gentle sloping, mostly open land. Thin stands of mature trees are found along town streets and fence lines, with thicker concentrations along stream banks. Isolated pockets of steep slopes (15% to 25%) occur along the various watercourses on the town's periphery, comprising about 4 acres.

The area under the town's subdivision control is also bounded by Goose Creek to the north and west and Little River to the south and east. The area is mostly open, gently rolling land. Elevations range from a low of 350 feet along the Barney's Branch stream bed at the northwest corner of the area to a high of 571 feet about one-half mile north of Middleburg at Wolver Hill. Mature woodlands appear throughout the area in tracts of varying size, but particularly along the watercourses and steep slopes in the northwest quadrant. Thin stands of trees line roadsides and fence lines. Tree species include upland hardwoods such as maple, hickory, tulip poplar and red and white oak. Stands of Virginia pine often mark the poorer soils, whereas the presence of red cedars indicates recently abandoned croplands. The wetlands and floodplain areas contain sycamore, sweet gum, green ash and willow trees as predominant species.

Wetlands are valuable environmental resources, serving as important fish and wildlife habitat and filtering pollutants from adjacent ponds and streams. Freshwater wetlands are typically defined as areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of hydrophytic vegetation adapted to saturated soils (Protecting Nontidal Wetlands, PAS Report No. 412/413). Due to the importance of wetlands, development in wetland areas is restricted by state and federal law.

The National Wetlands Inventory, prepared by the U.S. Fish and Wildlife Service, Office of Biological Services, in March 1977, shows five potential wetland areas within Middleburg, based on an aerial survey of vegetation, hydrology and geography. The actual location of wetland areas can only be confirmed through a detailed field survey. Two of these areas are along creeks -- one along Barney's Branch at the western town limits adjacent to Windy Hill and the other adjacent to Wancopin Creek near the town sewage treatment plant. The other three areas are associated with three ponds on the south side of town.

Approximately 150 acres of the area which falls under the town's subdivision control is made up of slopes rated 15% or greater. These occur throughout the area along isolated hillsides and along the banks of Wancopin Creek and its four tributaries to the east, with the steepest slopes located mostly along Barney's Branch to the north and west. Slopes along Barney's Branch may exceed 45% in some areas. Most of the steeper slopes, which coincide with stands of mature trees, cause significant constraints to development. Existing Loudoun County policy discourages development on slopes greater than 15% unless appropriate engineering practices are followed. Development on slopes greater than 25% in highly sensitive environmental areas is permitted only by special exception or with a variance.

### **Geology/Mineralogy**

According to the Geologic Map of Loudoun County, dated 1992, Middleburg is located over Middle Proterozoic Basement Rocks of the Blue Ridge, which are metamorphic rocks over 800 million years old. The town is situated atop Coarse-Grained Marshall Metagranite and Biotitic Marshall Matagranite formations. Both formations are

overlaid by thin layers of topsoil and are considered relatively stable for building purposes, but are not rated as very good sources of groundwater. The area surrounding Middleburg has the same geologic formations as the town, with the exception of isolated deposits of metamorphosed limestone, or marble.

### **Soil Resources**

The soils underlying the town are suitable for many uses, including agriculture. About half of the eastern portion of Middleburg, particularly the developed section, stands on fill that has replaced the original soils over the past two centuries. These soils are difficult to classify, but can accommodate the installation of central water and sewer lines.

Two soil suitability classes are illustrated on Map I-1, Poor Soils and Prime Agricultural Soils. These classes are based upon the 1998 "Interpretative Guide to the Use of Soil Maps, Loudoun County, Virginia" prepared by the Loudoun County Office of the Virginia Cooperative Extension Service. As shown on Map I-1, poor soils are those that are classified by the Extension Service as having poor or very poor development potential on either public water or sewer or septic drainfields. Several poor soil types are also included in the 25%+ slope category shown on Map I-1. Prime agricultural soils are those that are classified as being either prime agricultural or prime orchard land. This mapped information is generalized. Specific soil information for a particular property can be obtained by contacting the Loudoun County Extension Office.

### **Hydrology/Water Resources**

The majority of streams in Loudoun County, including those surrounding the Town of Middleburg, drain northeastward into the Potomac River Basin. Loudoun County has been subdivided further by the State Water Control Board into seven major watersheds. Middleburg and the surrounding area under the town's subdivision control are located in the Goose Creek Watershed. The local streams drain into Goose Creek, which runs north of town.

Middleburg is situated on a drainage divide between two sub-watersheds that break along Route 626 south of town and about one-half mile west of 626 north of town. The Barney's Branch Subwatershed at the western end of town drains about 40 percent (160 acres) of the area within the corporate limits. Approximately 60 percent (238 acres) of town land drains into the Wancopin Creek Subwatershed on the east side of town. Both creeks are tributaries of Goose Creek. The Goose Creek Watershed drains generally to the northeast.

The town sits atop geologic formations characterized by "fractures" or underground cavities of various size and depth that contain water. The actual availability of water depends on the ability to locate and access these fractures through well drilling. Unfortunately, determining the location of large fractures is an inexact science based on examination of topographical and geographical data. A hydrogeologist can only estimate

water supply based on available information. The town obtains potable water from some of the four wells owned by the town, which range in depth from 350 - 755 feet and yield 65 - 150 gpm (gallons per minute). The town experiences droughts that require the imposition of water conservation measures on town residents and businesses.

### **Floodplain**

A floodplain is an area adjacent to a watercourse or water body that is periodically inundated by flooding. Floodplains are usually defined for the purposes of regulation as the 100-year floodplain, or the area that will be inundated to a defined height by water from a flood that has a one percent chance of occurring in any year. A comprehensive 100-year floodplain study within the corporate limits of Middleburg has never been completed. Floodplain areas have been delineated by Loudoun County, however, for areas outside the corporate limits, as well as a small area in Village Hamlet that was part of the county until January 1, 1996. These floodplain areas are shown on Map I-1. As of January 2000, Loudoun County is in the process updating its floodplain data, including development of floodplain limits within Middleburg.

The area under the town's subdivision control contains approximately 111 acres of floodplain. Approximately 40 percent of this floodplain (45 acres) drains watersheds of more than 640 acres, which the County defines as "major floodplain". Major floodplain is identified along Barney's Branch, which drains 2,318 acres, and its western-most tributary, which drains 995 acres. This floodplain is included in the County Flood Hazard District and carries significant constraints on development under the County Zoning Ordinance. In addition, four tributaries contain minor floodplain: three draining less than 135 acres each and one draining approximately 260 acres.

Wancopin Creek is a major floodplain area throughout its length in the area falling under subdivision control. Five of its tributaries contain minor floodplain, draining watersheds of 300 acres or less.

The portions of both Wancopin Creek and Barney's Branch that fall within the corporate limits undoubtedly include some adjacent 100-year floodplain areas. A portion of the Wancopin Creek tributary running through the Fox Run development was delineated as part of the site plan for this project, and some floodplain area has been identified along the Barney's Branch tributary that runs along the western edge of Windy Hill. Other floodplain areas should be identified as development is planned in or near these streams and any others within the town limits.

## **GOALS AND OBJECTIVES**

**GOAL:** Respect and preserve the natural environment and resources of the town and surrounding area.

### **OBJECTIVES:**

1. Preserve vegetation and sensitive environmental features through appropriate town regulations.
2. Preserve and use stream valleys for recreation and open space.
3. Identify and preserve significant open space resources within the town and the surrounding area.
4. Enhance the town's aesthetic character through preservation of significant natural features and through landscaping and tree planting.
5. Manage and preserve the availability and quality of groundwater and other natural resources.

## **IMPLEMENTATION PROGRAM**

### **POLICIES:**

1. Review any proposed development for the purpose of identifying its potential environmental impacts.
2. Encourage preservation of slopes over 15% and existing tree stands in the town and surrounding area.
3. Require stormwater management techniques, including best management practices (BMP's), that protect natural drainageways and water quality.
4. Implement a performance standards approach to development in environmentally sensitive areas, such as those shown on Map I-1.
5. Evaluate development applications to ensure adequate open space preservation provisions.
6. Evaluate development applications to identify impacts on groundwater quality and quantity.

## **ACTIONS:**

1. Amend the Subdivision and Site Plan Ordinance as necessary to ensure that the town requires use of the best available stormwater management techniques for water quality protection in new development.
2. Develop appropriate environmental performance standards for new development within Middleburg and amend the Zoning and Subdivision Ordinances to incorporate these standards. Such standards could include measures such as stream buffers, limits on clearing and grading on steep slopes, preservation of existing tree stands, mandatory clustering to preserve open space, and limits on the amount of impervious cover permitted within new developments.
3. Require developers to delineate any 100-year floodplain areas affecting projects along the two tributaries of Wancopin Creek and the tributary of Barney's Branch and amend the Zoning Ordinance to protect the floodplain from inappropriate development.
4. Evaluate and promote appropriate vehicles for open space preservation, such as land trusts, tax incentives for land conservation, open space easements, and the purchase of development rights.

## **II. HISTORIC RESOURCES**

## BACKGROUND

Middleburg is rich with American history and folklore. It is the intent of the townspeople to preserve this small, scenic, rural community in an historical, agricultural, quiet and natural setting.

### History

In 1731 Rawleigh Chinn, a Lancaster County planter, obtained a patent on 3,300 acres of wilderness land from the Northern Neck Proprietary which passed upon his death to his son Joseph. In the third quarter of the eighteenth century a primitive road called "Ashby's Gap Turnpike" wandered across the tract into the western wilderness. Joseph Chinn constructed a tavern along the route and, with Lord Fairfax, engaged his first cousin George Washington to survey the area, which became known as "Chinn's Crossroads". In 1757 the Assembly of Virginia created a new county out of this western wilderness, named Loudoun after the serving royal governor.

Joseph Chinn sold 500 acres, including Chinn's Crossroads, to Leven Powell in 1763 for \$2.50 an acre. Powell, a newcomer to Loudoun, became one of Northern Virginia's leading citizens during the Revolutionary War and the early Republic period. At his own expense he organized the 16th Virginia Regiment of the Continental Line and served as its first Lieutenant Colonel. Later, he served in the General Assembly and became a powerful Federalist until retiring from politics in 1801. On November 2, 1787, pursuant to an Act of the Assembly, Powell subdivided 50 acres into 70 half-acre lots for the development of a town. The town became known as Middleburg due to its location mid-way between Alexandria and Winchester on a major overland trade Route between the Potomac and the Shenandoah Valley. The Assembly placed local management of town affairs in the hands of seven trustees, all of whom were staunch Northern Neck Federalists. They included Francis Peyton, William Bronaugh, William Neale, John Peyton Harrison, Burr Powell, Josias Clapham, and Richard Bland Lee.

Middleburg, as planned by its founder, was laid out in a rectangular grid pattern with streets named after his prominent Federalist friends. The lots stretched primarily along Washington Street and were bounded on the east by Independence Street and on the west by Constitution Street. Seven other streets perpendicular to Washington Street intersected this main street at intervals of 300 feet. These thoroughfares include, from east to west, Pinckney, Jay, Hamilton, Liberty, Madison, Pendleton and Pickering Streets. Marshall and Federal Streets were laid out parallel to Washington Street and served as northern and southern boundaries of the town.

The original town plan called for the two main streets (Washington and Madison Streets) to be 60 feet wide and the remaining streets to be 40 feet wide. Powell stipulated that lot owners must build a house at least 16 feet square with a brick or stone chimney within one year of the date of purchase, a common provision in town deeds of the day.

Despite Powell's intention to establish a town, evidenced by his willingness to lease lots for a minimal sum to blacksmiths and other skilled artisans whose talents were essential to attract permanent settlers to town lots, only 17 of 70 lots had been sold at the time of his death in 1810. However, the end of the War of 1812 renewed demand for town lots, and Burr Powell took affirmative steps to ensure the success of his father's plans for Middleburg. In 1816 he officially recorded the Town Plat at the County Courthouse and appointed five new trustees who, unlike their predecessors, were all residents or businessmen of the town.

The years following the war saw substantial improvements in Loudoun's roads and rivers, fostering growth in the flour trade and the number of mills. This in turn led to Middleburg's early rise as a commercial center. The Aldie-Ashby's Gap Turnpike Co. founded in 1810 paved the road from Alexandria to the Blue Ridge, establishing Middleburg as an important coach and wagon stop. The town prospered through the 1820's and mid-1830's, and by 1835 had 70 dwellings, seven mercantile stores, two churches, four academies, two hotels, two attorneys, four physicians and 20 businesses supporting a population of 430. Eighteen flour mills existed within 10 miles of the town.

In 1836 the B & O Railroad line from Baltimore to Harper's Ferry was completed. This diverted much of Middleburg's previous Valley wagon traffic to Baltimore resulting in difficult times for town merchants in the early 1840's. However, the market for Loudoun wheat and flour continued to expand and the stage coach service in town steadily grew. These developments sustained Middleburg's prosperity into the 1850's.

By 1853 the town had 600 inhabitants. A map from that year shows commercial and residential buildings clustered along four blocks of Washington Street between Jay and Pendleton and the two blocks of Madison between Marshall and Federal. Industrial buildings, such as the cabinet factory, stood at the edges of town while stores and hotels were located within a two-block radius of the original crossroads at Washington and Madison Streets. Except for the omission of Independence and Constitution Streets, the town had materialized closely in accord with Leven Powell's original plan.

The debate over the question of slavery that gripped the nation in the 1850's led to increased polarization between anti-slavery Quakers residing in northern Loudoun and the generally pro-slavery residents of southern and eastern Loudoun. Many of the large farms surrounding Middleburg depended on slave labor and town residents generally professed support for the pro-slavery position. The national schism in the Methodist Church over the issue was reflected in the division of the town's Asbury Methodist Church into two camps by 1857. Sentiments had become so inflexible after the secession of South Carolina and other states that on May 23, 1861, town inhabitants voted 115 to 0 to secede from the Union.

During the Civil War Middleburg became part of "Mosby's Confederacy", the area of Fauquier, Loudoun and Clarke counties where Lt. Col. John Singleton Mosby and his partisan rangers conducted many of their raids against Federal troops. Located on the Ashby's Gap Turnpike between U.S. troops in Northern Virginia and the Valley, Mosby

realized the strategic importance of the town and often operated in its vicinity. Mosby became a familiar visitor to the town seeking food, shelter and assistance in eluding capture. In retaliation for its support of the skillful Confederate guerilla leader, Union troops occupied the town in 1862 and periodically raided it for horses, supplies and even hostages. Despite these demonstrations of Union might Middleburg remained loyal to the Confederacy throughout the war. In the summer of 1864 Middleburg took in 1200 confederate casualties of the Battle of the Wilderness, converting churches into hospitals and opening homes to the wounded. A monument was later erected at Sharon Cemetery, southeast of town, to honor the many unidentified soldiers who died at Middleburg. The monument is said to be the first memorial in the United States erected to honor unknown soldiers. Gradually, as the war progressed, the deteriorating situation of the South brought rampant inflation to the town and commerce virtually stopped. Many residents eventually fled Middleburg to escape the constant danger from Federal patrols, and the place lost much of its vibrancy, which would take decades to recapture.

Middleburg also witnessed the passage of large bodies of troops from both sides in the conflict. Between June 17 and June 21, 1863, three important cavalry battles were fought in the vicinity of the town. As General Lee moved north at the start of the Gettysburg Campaign, he sent his cavalry under General J.E.B. Stuart east of the Blue Ridge Mountains to screen his movements from Union cavalry probes. The cavalry of the U.S. Army of the Potomac under General Alfred Pleasanton clashed with the Confederate screening force at Aldie, Middleburg and Upperville in four days of fighting. Although the Yankees did not penetrate the rebel screening force, the ferocity of the clashes convinced the Union high command that Lee was heading into Maryland, and the army was sent northward for the decisive encounter at Gettysburg.

Black residents accounted for nearly 50 percent of the area's population before the outbreak of the Civil War; however, the black population had decreased to approximately 35 percent of total population by the end of the war. The Federal Government opened a "Freedman's Bureau" in Leesburg in September 1865, at the conclusion of the Civil War. The bureau was established to assist freed blacks and attempted to provide 40 acres of land to each black family; however, President Andrew Johnson ended the program of land reform later that same year. Middleburg's Freedman's Bureau was also established in 1865 to assist blacks without jobs, homes and education in their adjustment to a free life. This bureau was located in the Danning House (known today as the Hansborough House) on the southwest corner of Jay and Marshall Streets. This corner became known as "Bureau Corner", a name often used to this day.

Three black schools were located in and near Middleburg during the Post-Civil War period. These schools produced a sizeable number of educated black people. Middleburg had a substantial black business community in the early twentieth century because of the educational background provided by these schools. Andrew Barret, known as the founder of Bureau Corner, was the first black to buy property in the town in 1873. The black population began to decrease during the period 1900 to 1920 as the 1902 Virginia Constitution effectively deprived blacks of the right to vote. Only one black man, Charles Fisher, remained registered to vote by 1935.

Blacks continued to play an important role in the community, holding a wide variety of jobs including schoolteacher, nurse, minister, blacksmith, seamstress, beautician and laborer. William Hall, a black builder, constructed the original Middleburg Bank building at the southeast corner of Madison and Washington Streets. Black craftsmen have continued to be prominent in the community over the years. These craftsmen included carpenters, stonemasons, blacksmiths and roofers.

In 1872 Middleburg was incorporated by charter from the General Assembly with provisions for election of a mayor. However, the war had caused a population and economic decline that continued in the 1870's and on into the early 20th century. In 1880 the town had only 419 inhabitants; by 1910 this dropped to 263. Little new construction was undertaken in this period.

In 1904, an ex-patriot New Yorker named Harry Worcester Smith and several New York friends founded the Piedmont and Orange County Hunts, leasing the old Noble Beveridge house as a clubhouse and thereby beginning the local interest in foxhunting and horseracing that revived the town. Two years later the Middleburg Hunt was organized and well-known equestrians began to settle in and around the town. Over the next two decades they converted Middleburg into an internationally famous center for the breeding, showing and racing of thoroughbred horses. Their activity attracted investment capital to the town for preservation of its historic architecture and for new construction. By the second decade of the new century the town's population was once more on the rise.

The Middleburg renaissance has continued unabated. In 1932 Glenwood Race Course was laid out north of town and the Middleburg Races have evolved into one of the premier steeplechase meetings in the world. The weekly publication, "The Chronicle of the Horse", began and has attained a worldwide readership, furthering the town's reputation as the center of the hunt country. The frequent weekend visits of President John F. Kennedy and his family in the early 1960's brought even greater public prominence to the town.

### **Town Historic Resources**

Middleburg is one of the oldest and most carefully preserved towns in the Washington D.C. area. Surrounded by well tended farms supporting the agricultural and horse breeding interests that have characterized the region for the last two centuries, Middleburg is the focal point of Virginia's hunt country and a popular tourist attraction.

Recognizing the cultural and historical value of Middleburg's architecture and setting, the Town Council created the Middleburg Historic District in 1975 as an overlay zoning district. This district includes the area within the original town plat bounded by Marshall Street, Independence Street, Federal Street, and Constitution Street, as well as all property that falls within 300 feet of the perimeter of this core area.

A certificate of appropriateness is required for construction, reconstruction, substantial exterior alteration, razing or relocation of buildings or structures within the Middleburg Historic District. The Historic District Review Committee, a seven-member committee appointed by the Town Council, approves applications for certificates of appropriateness within the district. In August 1998 Middleburg was designated a Certified Local Government by the Virginia Department of Historic Resources and the U.S. Department of the Interior in recognition of its strong historic preservation program.

The Middleburg Historic District includes over 160 buildings that are included in the National Register of Historic Places and the Virginia Landmarks Register. Map II-1 shows the location of the district. An inventory of the structures within the Middleburg Historic District that are included in the National Register of Historic Places can be found in the "Architectural Survey of the Original Levin Powell Section of Middleburg, Virginia", prepared by John G. Lewis in 1977. The town received a Department of Historic Resources grant in July 1999 to update the historic district survey.

### **Subdivision Control Area Historic Resources**

The area surrounding the town is not without historic interest. Brown's Corner at the intersection of Routes 50 and 748 dates to the early 1770's. At that time Route 748 was a through road to Leesburg, leading up the Wancopin Creek valley to a grist mill on Goose Creek, known in the mid 19th century as McCarty's Mill on the Snickersville Pike. This mill became known as Brown's Mill sometime after 1855, the year Edwin Conway Broun purchased the property from Elizabeth Short. Edwin Broun had at least two slaves, Joseph and Sarah, who, following in the tradition of that time, had assumed their master's surname and had misspelled it as Brown. Joseph and Sarah were freed in 1863, and they were married about 1870 and settled in a plastered stone cottage which became known as the Joe Brown place at the northeast corner of the 1809 Ashby's Gap Turnpike and the McCarty's Mill Road. About the time of the Civil War, Samuel Rogers Fred was living near the Joe Brown place and, from about 1880 until he died in 1930, farmed the Conway Broun farm, named Sunny Bank Farm. From Samuel Fred, Route 748 took its present name, Sam Fred Road.

### **Mosby Heritage Area**

Middleburg lies at the center of the John Singleton Mosby Heritage Area. One of over 100 Heritage Areas formed throughout the country, the Mosby Heritage Area was designated in 1995 to increase knowledge and appreciation of the rich historic and natural qualities that distinguish this region. It includes portions of Loudoun, Fauquier, Clarke, Prince William, and Warren Counties in Virginia and Jefferson County, West Virginia, roughly bounded by the Shenandoah River on the west, Routes 29 and 15 on the east, the Rappahannock River on the south, and Route 9 and Catocin Creek on the north. A non-profit Mosby Heritage Area Board sponsors educational programs and materials, research, tourism projects, and other programs to recognize, promote and foster the historic, cultural and natural resources of the area.

## **GOALS AND OBJECTIVES**

**GOAL:** Preserve the rich historic identity of Middleburg by preserving and protecting its historic and archaeological resources.

**OBJECTIVE:**

1. Ensure the preservation and restoration of historic and architecturally significant structures.
2. Ensure the preservation of archaeological resources and historic sites within and adjacent to the town.
3. Maintain and enhance the attractiveness and integrity of the existing downtown historic district.
4. Ensure that new development acknowledges and respects the historic design and land use pattern of the town.
5. Maintain and protect the historic rural setting of Middleburg, including the “hard edge” between countryside and town.

## **IMPLEMENTATION PROGRAM**

**POLICIES:**

1. Encourage the preservation of historic sites and structures located both within and outside of the Middleburg Historic District.
2. Promote continued streetscape improvements and beautification programs within the Middleburg Historic District.
3. Enhance the eastern and western entrances of town to welcome visitors to Middleburg.
4. Support the efforts of private individuals, businesses and non-profit groups to preserve and maintain the historic and archaeological resources of the town and the surrounding area and to identify historic landmarks for visitors.
5. Cooperate with Loudoun County in seeking ways to maintain the distinct separation between Middleburg and the surrounding rural areas.

## **ACTIONS:**

1. Provide incentives and information that may assist property owners in the preservation of historic sites and structures both within and outside of the existing downtown historic district.
2. Develop a streetscape plan for the historic district, addressing such items as street trees, landscaping, sidewalks, and uniform directional signs.
3. Continue participation in the Virginia Department of Historic Resources Certified Local Governments Program.
4. Update the Historic District Design Guidelines.
5. Update the 1977 survey of Middleburg historic sites, and begin identification of town archaeological resources.
6. Develop design guidelines for development outside the historic district that promote styles and patterns of development that are compatible with the architectural styles and historic grid pattern of the existing town.
7. Include maintenance provisions within the historic district regulations that would prevent the demolition of historically significant structures by neglect.

### **III. POPULATION AND HOUSING**

## BACKGROUND

Middleburg has reversed a 20-year declining population trend, and the population is now on the upswing. The town offers a diversity of housing in a quiet and pleasing environment. It is important in meeting future population and housing needs that the community maintains its natural beauty, as well as its small town character.

### Past Trends

Between 1970 and 1990, based on U. S. Census data, the population of the Town of Middleburg decreased from 833 to 549, representing a population decline of 34.1 percent. In fact, the population was 761 in 1960, approximately 39 percent higher than the 1990 population. The factors that may have contributed to this decrease include an aging population (indicated by a dramatic decline in household size from 2.47 persons in 1980 to 2.07 in 1990); rising property values contributing to a lack of affordable housing for young families; and insufficient employment opportunities within the nearby area.

### Recent Trends

The town reversed the declining population trend between 1990 and 2000. According to the 2000 Census, Middleburg's population increased 15% between 1990 and 2000 to a total of 632 people. Based on new housing construction since 2000, by the first of January 2002, the town's population had increased an additional one percent to an estimated 638 people. The town's January 1, 2002 boundary line adjustment of 16 acres on the west side of town resulted in the addition of 10 single-family detached and 5 multifamily dwelling units, adding approximately 25 people to the town, giving the town a total population as of the end of January 2002 of approximately 663.

### Regional Context

Historically, Middleburg's population has grown at a rate well below that of Loudoun County and Northern Virginia. In fact, while the Loudoun County population increased by nearly 97 percent between 1990 and 2000, Middleburg grew by only 15 percent. Table III-1 compares town trends with trends in Loudoun County.

<b>TABLE III-1: MIDDLEBURG POPULATION TRENDS Compared to Loudoun County</b>									
	Numerical Change					Percent Change			
	1960	1970	1980	1990	2000	1960-70 %Change	1970-80 %Change	1980-90 %Change	1990-00 %Change
Middleburg	761	833	619	549	632	+ 9.5%	-25.7%	-11.3%	+15%
Loudoun	24,549	37,150	57,427	86,129	169,599	+51.3%	+54.6%	+49.9%	+96.9%

SOURCE: U.S. Bureau of the Census, 1960 - 2000

## **Population Characteristics**

The 2000 Census is the most recent source of information on population characteristics in Middleburg. Characteristics in Census data include age, sex, race, ethnic origin and disability status.

Age and Sex. At the time of the 1990 Census, the median age of the town's population was approximately 49. In 1980, the largest single population cohort was 65 to 74 years, containing nearly 14 percent of the population. A trend toward an aging population continued between 1980 and 1990, with the 65+ cohort increasing to 27 percent of the town's population in 1990. This trend reversed somewhat between 1990 and 2000, with the 2000 Census showing a reduction of the elderly cohort to approximately 22 percent of the town's population. This is also reflected in a lower median age of 44.2 years for town residents. Females comprised 57.9 percent of the 2000 population, while males comprised 42.1 percent of the population.

Population with Disabilities. The U.S. Census Bureau collects statistics on non-institutionalized persons with disabilities in two categories -- those with mobility limitations and those with self-care limitations. This information is not yet available from the 2000 Census. The percentage of the town's population that is disabled as of 1990 (18.8%) is seven percentage points higher than the state average. In addition, 32.4 percent of the town's elderly population (ages 65 or older) had mobility or self-care limitations in 1990, compared to only 21.1 percent of the state's elderly population. The Loudoun County population was below the state average in both of these categories in 1990.

Race. According to Census data, whites comprised 63 percent of the 1980 population, with blacks comprising 37 percent. These percentages held constant between 1960 and 1980, but the percentage of blacks fell to 28 percent by 1990 and to 20 percent by 2000. The 2000 Census for the first time allowed people to identify themselves as belonging to one or more races. In Middleburg, 2.5 percent of the population (16 people) indicated that they belong to one or more races other than white. The 2000 Census also added a category for Hispanic or Latino persons of any race, and in Middleburg 4.3 percent of the population (27 people) fell into this category.

## **Income Characteristics**

The latest income statistics for Middleburg come from the 1990 Census. The median household income in Middleburg was \$35,417 in 1990, slightly higher than the state average of \$33,328, but well below the Loudoun County figure of \$52,046. Middleburg fared much better on the basis of per capita income, where its \$20,910 per capita income for 1990 compared favorably to both the state average of \$15,713 and the county average of \$20,757. The town was comparable to the county in this statistic due to the town's low average household size relative to the county's (2.07 persons town vs. 2.8 for the county in 1990). Income data from the US Census Bureau and US Bureau of Economic Analysis for Loudoun County for 1999 indicates an increase in per capita

income to \$37,500, an 81 percent increase since 1990. While Middleburg data is not yet available, the town can be expected to have shared in the increasing per capita wealth of the county, but to an unknown extent.

### **Housing Characteristics**

**Housing Mix.** The 2000 Census data is not yet detailed enough to be able to use with any degree of confidence. The 2000 data, for example, indicates 364 housing units in Middleburg as of April 2000, but 42 of these were vacant. It is impossible to verify this high number of units or high vacancy rate, especially since the Census Bureau has not yet released a detailed breakdown of the types of housing units included in this total. Therefore, Table III-2 includes the latest detailed housing mix figures available from the 1990 U. S. Census, along with figures from earlier censuses and town staff estimates.

The Census defines single-family attached as dwellings joined to another dwelling or building by at least one wall extending from ground to roof. Multi-family units are those contained in buildings housing two or more apartments. While there are 36 multi-family dwellings in traditional apartment buildings in Middleburg (Windy Hill, Maple Street, and Dr. Helvey's W. Marshall Street building), there are also a number of apartments over commercial buildings, garages and in large single-family dwellings that would be considered multi-family units under the Census definition.

Estimates based on housing permits show that the town has approximately 368 housing units as of January 2002, an increase of 18.4 percent over the past ten years. Table III-2 shows the change in housing mix from 1980 to 2000. Single-family detached homes in 1980 comprised 88 percent of the town's housing stock, single-family attached 5 percent and apartments 7 percent. The housing mix has changed toward a greater percentage of higher density housing types, with the 2000 mix estimated to include 24 percent more single-family attached and multi-family dwellings than in 1980.

**TABLE III-2: Housing Mix**

Type	1980		1990		2000		2002	
	#	%	#	%	#	%	#	%
SF Detached	238	88%	212 <sup>1</sup>	75%	216	64%	224 <sup>2</sup>	63%
SF Attached	13	5%	30	11%	62	19%	66 <sup>3</sup>	19%
Multifamily	19	7%	41	14%	57	17%	63 <sup>4</sup>	18%
<b>TOTALS</b>	<b>270</b>	<b>100%</b>	<b>283</b>	<b>100%</b>	<b>335</b>	<b>100%</b>	<b>353</b>	<b>100%</b>

Sources: U.S. Census Bureau, 1980-2000 Census of Population and Housing; Town Zoning Office

<sup>1</sup> SFD reduction from '80 to '90 due to demolitions, commercial conversions, & Census data discrepancies.

<sup>2</sup> SFD net increase from '00 to '02 due to incorporation of 10 units on west side of town.

<sup>3</sup> SFA increase from '00 to '02 due to construction of 4 Fox Run townhouses.

<sup>4</sup> MF increase from '00 to '02 due to incorporation of 5-unit Barton Place apartment building on west side of town.

Tenure and Condition. The latest housing tenure data from the 2000 Census showed that 52 percent of the housing units were owner occupied, down from 57 percent in 1990. The rental percentage went up from 40 percent in 1990 to 48 percent in 2000. The rental vacancy rate in Middleburg was 3.1 percent, down from 7.5 percent in 1990. The latest information on housing condition, from the 1990 Census, showed only five units lacked complete plumbing facilities. The Census Bureau considers dwellings with 1.01 or more persons per room to be overcrowded. Only six units in 1990 were overcrowded based on this standard, compared with 31 units in 1980.

Value of Owner-Occupied Housing. The 1990 Census median value of owner-occupied housing in Middleburg, was \$178,300, compared to \$216,400 for the Mercer District, \$170,200 for Loudoun County, and \$91,000 for the state. This is the latest data available.

Recent Development Activity. Development activity within the town since 1990 has been significant. Single-family attached projects, including the Federal Towers, Federal Village and Fox Run developments, dominated development activity. The Windy Hill Foundation also completed the 16-unit Llewelyn Village apartment building in 1995 to provide low cost rental housing for Middleburg area residents in need. (Map III-1 shows project locations.) As illustrated in Table III-2 above, this new construction has changed the housing mix significantly over the 1980-2002 period, to a 2002 estimate of 63 percent single family detached units, 19 percent single-family attached and 18 percent multi-family units.

No new rezonings have been approved in the area that falls within the town's subdivision control since 1980. The Melmore and Middleburg Downs subdivisions have been developed since 1980, including an additional 13 lots added to Melmore through subdivision and re-subdivision since 1989. In addition, the town in 1991 approved subdivisions creating seven lots off of Route 627 (Parsons Lane) and two lots north of Route 50 about one-half mile east of Middleburg.

## PROJECTIONS

### Housing Projections

Housing projections can be made based upon the development pipeline (projects already at least partially approved by the town) and housing development trends. The town's housing stock grew 18.4% between 1990 and 2000. The number of dwelling units still in the development pipeline suggests that some growth will continue between 2000 and 2010, even without major rezonings within the town. However, the pace of growth is expected to slow somewhat. A significant portion of recent growth is attributable to the completion of Federal Village. With the only remaining major project still in the pipeline being the Fox Run development, and considering the slow sales rate of the currently constructed townhouse units, the rate of absorption of more townhouse units can be expected to be slow.

Table III-3 contains the projected number of dwelling units corresponding to the low, intermediate and high population projections for 2005 and 2010. These projections include the continuing construction of Fox Run at various rates, plus some additional single-family "infill" development on scattered vacant lots in Ridgeview. Assuming a reasonably healthy economy over the next decade, an additional 30 dwelling units will be constructed by 2010 for the intermediate projection and 40 dwelling units for the high projection. This would include the construction of the remaining building in Phase 2, as well as Phases 3 & 4 of Fox Run, adding 16 new townhouses by 2010 under the intermediate projection. The high projection would add Phase 5 of Fox Run.

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**TABLE III-3: ACTUAL AND PROJECTED HOUSING UNITS 1990 TO 2010**

Year	Low	Intermediate	High
1990 (actual)	283	283	283
1995 (estimated)	317	317	317
2000 (estimated)	335	335	335
2005	348	355	360
2010	355	365	375

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SOURCES: 1990 U. S Census; Middleburg Zoning Office

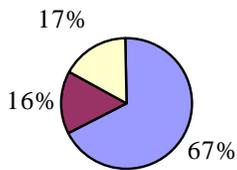
The projected housing mix based on the development pipeline, detailed in Table III-4 and illustrated in the pie charts that follow, projects a six percent drop in the proportion of single-family detached housing between 1995 and 2010 as a result of completing the Federal Village project and continuing construction of Fox Run.

**TABLE III-4: Actual and Projected Housing Mix, 1995 - 2010 (Intermediate Projection)**

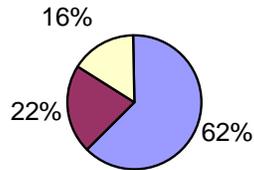
Type	1995		2000		2005		2010	
	#	%	#	%	#	%	#	%
SF Detached	213	67%	216	62%	219	62%	223	61%
SF Attached	50	16	62	22	81	23	87	24
Multifamily	57	17	57	16	55	15	55	15
<b>TOTALS</b>	<b>320</b>	<b>100%</b>	<b>335</b>	<b>100%</b>	<b>355</b>	<b>100%</b>	<b>365</b>	<b>100%</b>

SOURCE: Middleburg Zoning Office

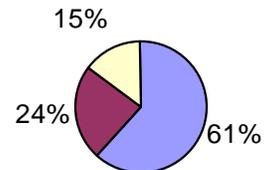
**1995 Housing Mix**



**2000 Housing Mix**



**2010 Housing Mix**



■ Single Family Detached 
 ■ Single Family Attached 
 ■ Multi-Family

## **Population Projections**

The 20.2 percent population increase in Middleburg between 1990 and 2000 has reversed the decreasing population trend experienced by the town over the previous 20 years. A modest growth rate is expected to continue as the Fox Run development and some infill single-family detached homes in Ridgeview continue to be constructed during the next decade. Population projections have been developed based upon the housing projections provided above, assuming the town's 1990 average household size of 2.07 persons remains constant. This assumption should be revisited in future years, as recent real estate activity implies an emerging trend toward more young families with children moving into Middleburg, which is likely to increase the town's average household size during the next decade.

A range of population projections is listed in Table III-5 for 2005 and 2010. The low figures represent fairly slow growth that might be attributable to an economic recession. The intermediate figures are based upon completion of Phases 2, 3 and 4 of Fox Run by 2010, and the highest figure adds Phase 5 of Fox Run, plus some additional single-family infill development by 2010. These projections do not envision any major new residential rezonings or development of vacant parcels within the town and, therefore, would have to be re-visited if major new development were proposed.

The intermediate population forecasts of 735 in 2005 and 755 in 2010 will be used for purposes of this plan.

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**TABLE III-5: ACTUAL AND PROJECTED TOWN POPULATION  
1990 TO 2005**

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Year	Low	Intermediate	High
1990 (actual)	549	549	549
1995 (estimated)	619	619	619
2000 (estimated)	660	660	660
2005	720	735	745
2010	735	755	775

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SOURCE: Middleburg Zoning Office

## **GOALS AND OBJECTIVES**

**GOAL:** Maintain a diverse community of well-kept neighborhoods with a range of housing opportunities in a pleasing environment consistent with the historic character of Middleburg.

### **OBJECTIVES:**

1. Provide an adequate supply of good quality housing for all residents while maintaining and promoting a small town character.
2. Preserve the historic character of the residential areas within the Middleburg Historic District.
3. Ensure that infill development is compatible with surrounding properties.
4. Maintain housing for a wide range of economic groups.
5. Protect existing residential areas from commercial intrusion.
6. Maintain and expand residential uses in the central business area.
7. Encourage property improvements and housing rehabilitation in existing neighborhoods.
8. Maintain assessed property values of existing homes.

## **IMPLEMENTATION PROGRAM**

### **POLICIES:**

1. Evaluate residential development proposals with consideration for the housing objectives of the town.
2. Enforce all applicable laws, including zoning and building code regulations, to ensure the maintenance of existing houses and properties, and strengthen these laws where possible.
3. Support the efforts of non-profit groups such as the Windy Hill Foundation to maintain a supply of affordable housing in the Middleburg area.
4. Promote the traditional development pattern of Middleburg in new residential developments.
5. Avoid town development regulations that unnecessarily add to the cost of housing and do not promote public health, safety and welfare.
6. Evaluate residential rezoning requests with consideration for the actual housing demand and the availability of similarly zoned land in the town.
7. Encourage the provision of a variety of housing options tailored to the needs of the town's senior citizens, such as universal design houses, independent living apartments, and assisted living, designed and constructed in keeping with the historic character of Middleburg.

**ACTIONS:**

1. Amend the Zoning Ordinance and Subdivision Regulations to incorporate design and development standards that promote the traditional development pattern of Middleburg.
2. Develop open space preservation strategies that will help to enhance existing and future residential neighborhoods.
3. Develop accurate statistics on the available supply of housing and current housing demand within Middleburg and the surrounding area.
4. Review town development regulations to identify possible streamlining measures to minimize the impact of town regulations on the cost of housing.
5. Identify measures that the town might implement to promote and ensure the maintenance of residential homes and properties, in order to protect existing property values and protect public health, safety, and welfare.

#### **IV. BUSINESS AND EMPLOYMENT**

## BACKGROUND

A thriving small-town business community is fundamental to maintaining the unique quality of Middleburg life that residents and visitors alike have come to expect and treasure. Middleburg businesses provide not only meaningful employment opportunities and a stable tax base, but they also help to maintain historic structures within the commercial district. Business development is a key factor in planning for Middleburg's future. It is important, however, to have such development remain within the confines of a central business district and be of a type and scale that complements the existing way of life within our community.

### Existing Business

Middleburg is the commercial center for the southwestern portion of Loudoun County, with the central business district serving as a retail and service center for a sizable area. In addition, Middleburg is a prominent tourist destination, attracting visitors from throughout the Washington Metropolitan area and the United States.

Commercial uses in Middleburg include a wide range of retail and wholesale activities, specialty shops, financial services, and small offices. The town's commercial district is centered along Washington and Madison Streets and occupies approximately ten blocks. Commercial uses have expanded east on Washington Street to Jay Street and to the west on Marshall Street near its intersection with Pickering Street.

The business sector in Middleburg expanded dramatically during the 1980's, while the resident population was decreasing. The number of Middleburg businesses grew from 105 in 1983 to 216 in 1999, an increase of 111 businesses or 106 percent since 1983. These businesses are classified according to categories in Table IV-1. In keeping with the national trend, more home-based businesses and/or employment by telecommuting are developing and prospering in the community. The challenge is to plan for this growth, while keeping the integrity of residential neighborhoods.

**TABLE IV-1: BUSINESSES BY TYPE 1983, 1990, 1995, 2002**

	1983		1990		1995		2002		% Growth 1995-02
	#	%	#	%	#	%	#	%	
Specialty Retail	40	37	62	31	61	29	91	33	+ 50%
Clothing Shops	7	7	7	4	8	4	8	3	+ 0%
Professional/Business Services	20	19	51	26	68	33	79	29	+ 16%
Personal Services	6	6	12	6	10	5	20	7	+ 100%
Financial/Real Estate Services	8	7	13	6	18	8	20	7	+ 11%
Building Material/Contractors	8	8	17	9	20	10	37	14	+ 85%
Vehicle Parts/Sales & Service	6	6	7	4	2	1	3	1	+ 50%
Grocery Stores	2	2	3	2	2	1	1	<1	- 50%
Lodging and Meals	8	8	14	7	13	6	12	4	- 8%
Utilities, Fuel Sales	0	0	10	5	6	3	4	1	- 33%
<b>Total</b>	<b>105</b>		<b>196</b>		<b>208</b>		<b>275</b>		<b>+ 32%</b>

Source: Middleburg Zoning Office

The largest category of businesses located in Middleburg is specialty shops (31%), followed by professional/business service (25%). These two categories account for 56 percent of all town businesses. The next highest categories are financial/real estate services (11%) and personal services (10%). The composition of businesses located in Middleburg remained fairly constant between 1983 and 1999. The largest business growth occurred in financial/real estate services, which increased by 10 businesses or 77 percent between 1990 and 1999, probably as a result of the favorable economic growth in the nation and region. Personal services, which increased by 9 businesses or 75 percent during the same period, ran a close second, again perhaps reflecting the greater disposable income of area residents during a strong economy. Business growth during the 1990-99 period was a respectable 10 percent.

**Commercial Zoning and Land Uses**

Approximately 37 acres is zoned commercial in town, as shown in Table IV-2. This land is divided among three zoning categories: C-1, Restricted Commercial; C-2, Town Commercial; and, C-3, General Commercial. The C-1 district permits lower-intensity commercial uses, such as antique shops, bookstores, florists, gift shops and professional offices, and is intended as a transitional zone between commercial and residential areas. The C-2 district, which encompasses the town’s commercial core, permits all C-1 uses, plus a wide variety of retail businesses. Additional uses are permitted with a special use permit. The C-3 district, located south of Federal Street, allows more intense retail uses, such as auto parts sales, building supply stores, and light manufacturing, plus special exception uses, such as auto repair garage, motor vehicle sales, and kennels.

**TABLE IV-2: COMMERCIAL ZONING, 2000**

<u>Existing Zoning</u>	<u>Total Acreage</u>	<u>Vacant Acreage</u>
C-1, Restricted Commercial	10	1
C-2, Town Commercial	17	1
C-3, General Commercial	10	1

Source: Middleburg Zoning Office

**Commercial Tax Base**

The percentage of a community's commercial tax base (i.e., the assessed value of its commercial real estate) is an important indicator of the health of the local economy and the relative tax burden placed on commercial vs. residential tax payers. Middleburg is extremely fortunate to have a very strong commercial tax base. Of a total tax base of \$99,222,500 in 1999, \$47,141,700 or 47.5% was commercial property. In addition, revenues directly attributable to business taxes account for almost half of the town's total general fund revenues. For the fiscal year ending June 30, 2000, revenues from commercial real estate taxes, the bank franchise tax, meals tax, occupancy tax, and business & professional occupancy license (BPOL) taxes were projected at \$447,642.

## The Central Business District

Middleburg's role as a regional service center and as an important tourist destination is due in large part to the quantity and quality of the businesses concentrated in the town's central business district (CBD). The Middleburg area is known for careful stewardship of its significant historic qualities, uniqueness and natural beauty. Through strong historic district regulations that preserve the architectural heritage of the CBD, and through local business and community preservation and beautification efforts, the town has encouraged a healthy tourist industry. In addition, the selective expansion by the town of the commercial core with transitional light commercial uses has reinforced the CBD and avoided pressure for commercial expansion outside of this area. Middleburg's CBD has not faced the decline in recent years that has afflicted many other small downtowns as commercial areas have been allowed to develop in outlying areas.

Table IV-3 provides an inventory of the commercial space in downtown Middleburg as of January 1994. The inventory, which covers the area bounded by Marshall Street on the north, Jay Street on the east, Federal Street on the south and The Plains Road on the west, is divided into three subareas: Subarea 1 - North of Washington Street; Subarea 2 - Between Washington & Federal Streets; and Subarea 3 - South of Federal Street. This inventory, while not up-to-date, confirms that retail and office are the primary commercial uses in the downtown area.

**TABLE IV-3: DOWNTOWN COMMERCIAL LAND USE INVENTORY**

Land Use	Land Use in Square Feet			Total
	Subarea 1	Subarea 2	Subarea 3	
Retail	41,497	79,733	12,001	133,231
Office	41,622	33,169	37,430	112,221
Restaurant	28,689	1,920	1,000	31,609
Bank	2,000	9,114	-0-	11,114
Hotel	-0-	4,415	-0-	4,415
Warehouse	-0-	-0-	12,083	12,083
Gas Station	2,090	2,055	2,144	6,289
Subarea Total	115,898	130,406	64,658	310,962

SOURCE: Wells & Associates, Inc. Town of Middleburg Parking Study, January 1994.

In the January 1998 "Your Town" visioning workshop, conducted by the town with the assistance of the National Trust for Historic Preservation, community leaders met to consider alternative design solutions to several land use issues facing the town. One of these issues was how to accommodate local-serving commercial uses without compromising tourist-oriented uses or destroying the historic fabric of the downtown. Participants agreed that tourist-oriented uses should be concentrated along Washington and Madison Streets, where visibility is greatest, with local-serving uses encouraged to locate off of Federal and Marshall Streets, at the outside of the CBD. Relocation of the town's only grocery store to a site immediately adjacent to the core was also favored, to allow updating of this under-sized store and redevelopment of the current site with uses more in keeping with the historic district. Addition of public open space was also desired.

One recent trend may hinder achievement of the Your Town goal of reinforcing the Washington/Madison Street corridors for tourist-oriented uses. Occupancy permit records for the last few years indicate that a number of prime tourist use locations and storefronts along Washington Street have been converted to office use. This loss of retail and restaurant/lodging uses in the center of the CBD may discourage pedestrian window shopping.

### **Employment Characteristics**

Table IV-4, shows employment by occupation for employed persons 16 and over residing in Middleburg (1980 and 1990 censuses). In 1990, 31 percent of all persons in the town's labor force were employed in managerial occupations. Twenty-eight percent were employed in technical, sales and administrative support occupations; 17 percent in service occupations; and 10 percent in precision production, craft and repair occupations. These four occupations account for 86 percent of all persons in the town's labor force.

**TABLE IV-4: EMPLOYMENT BY OCCUPATION: 1980, 1990  
Employed Persons**

	Number		Percentage	
	1980	1990	1980	1990
<b>Managerial and Professional:</b>				
Executive, administrative, managerial	11	61	3	19
Professional specialty occupations	34	40	10	12
<b>Technical, sales, and administrative support:</b>				
Technicians and related support	11	11	3	3
Sales occupations	39	52	11	16
Administrative support, including clerical	53	30	15	9
<b>Service Occupations</b>				
Private household occupations	33	11	10	3
Protective service occupations	6	10	2	3
Other service occupations	60	36	18	11
<b>Farming, Forestry and Fishing</b>				
	24	21	7	7
<b>Precision production, craft and repair</b>				
	46	33	13	10
<b>Operators, fabricators and laborers:</b>				
Machine operators, assemblers, and inspectors	3	0	1	0
Transportation and material moving occupations	13	5	4	2
Handlers, equipment cleaners, helpers and laborers	9	15	3	5
<b>TOTALS</b>	<b>342</b>	<b>325</b>	<b>100%</b>	<b>100%</b>

SOURCE: 1980 and 1990 US Censuses

These statistics, along with the commercial tax base data discussed above, illustrate Middleburg's role as the economic center of southwestern Loudoun County and northeastern Fauquier County.

**Labor Force Characteristics**

The most recent labor force data available is from the 1990 U. S. Census. A comparison of the 1980 and 1990 labor force data is shown in Table IV-5, along with projections for 2005 and 2010.

**TABLE IV-5: HISTORICAL, ESTIMATED AND PROJECTED LABOR FORCE DATA**

	Actual		Estimated 1995	Projected	
	1980	1990		2005	2010
Total Labor Force	351	342	401	441	453
Participation Rate	57.0%	63.9%	62%	60%	60%
Percent Female	49.9%	54.2%	54%	52%	52%
Unemployment	3.0%	5.0%	3.2%*	4%	4%

\* Average Loudoun County unemployment rate, 1995, Loudoun County Department of Economic Development, 1995 Annual Growth Summary  
 SOURCE: 1980,1990 US Census; Middleburg Zoning Office

The estimated labor force data assumes approximately the same statistical breakdown as shown in the 1980 Census. The 2005 and 2010 projections assume younger families moving into Middleburg, with a slight decline in the overall labor force participation rate and the percent of females in the labor force. Unemployment is assumed to remain at four percent for the projections.

**Promotion of Tourism**

Recognizing the importance of tourism to the continued success and potential growth of businesses within Middleburg, the Town Council invested in the development of a Tourism Marketing Plan. The plan, delivered in February 1998, proposes the identification of an overall marketing strategy and corresponding courses of action to promote tourism in Middleburg.

Plan research consisted of several small surveys of residents, shoppers and commuters. Analysis in support of the plan addressed markets, industry trends, community resources, demographics, competition, opportunities, strengths and weaknesses. With respect to strategy, the plan concludes that Middleburg should maintain its small-town image while promoting an array of special events, unique tourism attractions, and upscale dining and shopping opportunities.

The plan identified the following three courses of action that could be taken without significant investment:

1. Develop cooperative partnerships with conference centers, other regional tourist destinations, event coordinators/sponsors, and tourist groups and associations;
2. Appoint and convene on a regular basis a Tourism Action Team (TAT); and
3. Maintain relationships with the Virginia Tourism Corporation (VTC) and the Loudoun Tourism Council (LTC).

The town immediately instituted the Tourism Action Team, which brings together local event planners, retailers, community leaders and public officials to identify and coordinate the impacts of tourism related events in and around Middleburg. The town also began to take a more active role in the activities and leadership of the Loudoun Tourism Council, including an ex officio seat on its Board of Directors.

The town council determined that assuming the responsibilities defined in #1., above, would place unreasonable strains on town staff. Therefore, the town joined cooperatively with the Middleburg Business and Professional Association to employ a consultant to perform those tasks. In addition, the town contracted with a public relations consultant to ensure articles about the Middleburg area would appear regularly in appropriate publications.

## **GOALS AND OBJECTIVES**

**GOAL:** Continue Middleburg's role as a business center and tourist destination to provide varied employment opportunities and a stable tax base.

### **OBJECTIVES:**

1. Encourage business development in the Middleburg central business district that is consistent with preservation of the town's historic and natural resources and quality of life.
2. Provide employment opportunities so Middleburg residents can live and work in town.
3. Maintain the viability of the central business district as a significant contributor to the tax base, character and success of the town.
4. Promote tourism.

## **IMPLEMENTATION PROGRAM**

### **POLICIES:**

1. Permit commercial development only within the existing central business district as shown on the Land Use Policy Map, and give preference to infill commercial development on underutilized lots over expansion of the commercial districts into adjacent areas.
2. Maintain the existing stock of historic structures in commercial use.
3. Require the design for new commercial buildings and sites to be consistent with the architectural character and scale of the historic downtown.
4. Promote those activities and policies that encourage and support a strong business community.
5. Ensure an adequate supply of parking convenient to the downtown area.
6. Promote the on-going repair and maintenance of public streets with priority in the central business area.
7. Continue the cooperative, public-private town beautification program for the central business district that includes the installation and maintenance of brick sidewalks, the planting and preservation of trees, shrubs, and flowers, as well as development and implementation of a streetscape plan.
8. Encourage tourism that is sensitive to the local environment and historical character of town.

## **ACTIONS:**

1. Develop a public-private partnership to ensure the most efficient use of the new Liberty Street parking lot and to promote connections with and improvements to the adjacent private parking and access areas. Continue to analyze ways to improve downtown parking, including identifying potential locations for additional public parking within or adjacent to the central business area and evaluating the adequacy of the current in-lieu parking fee.
2. Recommend an annual program to the Virginia Department of Transportation for maintaining and repairing the street and stormwater system in and around the downtown area.
3. Examine better methods of controlling and eliminating litter in the commercial district.
4. Pursue funding for public and non-profit efforts to expand the tourism industry in Middleburg.
5. Develop and implement a streetscape plan for the central business district to include attractive and uniform signage, sidewalks, street furniture, and street lights, as well as potential locations for public open space, such as a town green.
6. Conduct a detailed downtown commercial land use study in cooperation with the Middleburg Business and Professional Association. This study should include, at a minimum:
  - a. An update of the inventory of downtown commercial uses by location and square footage;
  - b. An evaluation of commercial zoning district regulations in relation to the existing commercial land use mix and the town's commercial land use goals; and
  - c. Strategies to implement the commercial district recommendations of the Your Town workshop.

**V. COMMUNITY FACILITIES AND SERVICES**

## BACKGROUND

Middleburg is fortunate to have high quality, locally managed facilities and services. These educational, public safety, and recreational facilities, public utilities (water and sewer), along with our public library and U. S. post office, contribute significantly to residents' quality of life and businesses' continuing success. It is, therefore, a high priority of the Town of Middleburg to carefully manage these resources to ensure that this high quality is maintained.

### **Town Buildings**

The Town Office is located at 10 West Marshall Street. The building presently contains offices for the Town Administrator, Town Clerk, Treasurer, Zoning Administrator, and Secretary; and the Town Council Chambers (seating approximately 50 people). The original brick structure was built in 1959, and an addition was constructed in 1976. The Town Office building is presently in good condition, and there are no plans to expand the facility.

The town-owned building at 14 South Madison Street, known as the Health Center, was deeded to the town upon dissolution of Loudoun-Fauquier Health Center, Inc. in 1979, with the stipulation that net income from the property be used only for charitable purposes. The building includes approximately 3,500 square feet of office space, currently leased to several doctors, offices for the Town Police, and a 750 square-foot, two-bedroom apartment. A parking lot and a four-bay garage are located behind the building.

### **Educational Facilities**

Public schools serving Middleburg are operated by Loudoun County. The only public school within town limits is Middleburg Elementary School, which serves children in kindergarten through fifth grade. Students in grades six through eight attend Simpson Middle School, and students in grades nine through twelve attend Loudoun County High School, both in Leesburg. The Hill School, a private school serving children in kindergarten through the eighth grade, is also located within the town limits. General information concerning these schools is contained in Table V-1.

**TABLE V-1: EDUCATIONAL FACILITIES -- 2000**

Name	Grades	2000 Capacity	2000 Enroll.	2000 Space	2005 Capacity	2005 Enroll	2005 Space
Middleburg Elem.	K-5	137	86	51	137	71	66
Simpson Middle	6-8	1,129	849	280	1,129	1,021	108
Loudoun Co. High	9-12	1,390*	1,115	275	1,390	1,482	(92)
Hill School	K-8	210	196	14	210	210	0

\* Loudoun Co. high will return to 1,390 capacity in Fall 2000 with opening of Stone Bridge High School.

SOURCE: Loudoun County School Board and the Hill School (a private school)

Table V-2 summarizes the anticipated increase in the town's school population by 2010, based upon student generation factors from the Loudoun County School Board and the housing projections for Middleburg contained in this plan. Again, these projections assume no major new development within the town, so would have to be adjusted if such development is proposed. A space deficit is projected by the School Board for Loudoun County High School by 2005. This deficit at the high school is in spite of planned construction of a third high school in the Leesburg area to open by 2005.

**TABLE V-2: PROJECTED STUDENT POPULATION INCREASE, 2000-2010**

Projected New Housing Units	Student Population Increase*		
	Elementary	Middle	High
20 Townhouses	6	2	2
8 Single Family	3	1	1
<b>TOTAL INCREASE</b>	<b>9</b>	<b>3</b>	<b>3</b>

\*Rounded to the nearest whole number

SOURCE: Middleburg Zoning Office, 2000.

Students from the town and the surrounding area may enroll in a non-college preparatory system and attend the Charles Monroe Vocational-Technical Center in Leesburg. Higher educational opportunities in Loudoun County are provided by the Northern Virginia Community College, a Strayer University extension, and a Marymount College extension, all located in Sterling. Shenandoah University offers courses at an extension in Leesburg, and a George Washington University extension campus is located near the intersection of Routes 28 and 7. Other colleges and universities are located east of Loudoun County in the Northern Virginia and Washington, D.C. area.

### **Public Safety**

**Fire Department and Rescue Squad.** The Middleburg Volunteer Fire Department, Inc., provides fire protection and rescue services to citizens of the town and the surrounding area. The Station House is located at 910 Washington Street on the west side of town. The eight-bay brick building houses the fire department and the rescue squad. The Department is comprised entirely of volunteers and has 35 active members at present. The Department has a rolling stock inventory of a 1992 Pierce Lance pumper truck, a 1980 Pierce/Ford pumper truck, a 1984 Ford brush truck and a 1986 Pierce Ford tanker that carries 1500 gallons of water. The rescue squad operates a 1989 Ford Pierce heavy squad truck, three type III ambulances equipped with four-wheel drive (1996 and 1995 Ford E-350 Ashleys and a 1993 Ford E-350 Excellence), and a 1990 Ford F-250 dual cab utility truck. The Department also has use of a County-owned Advanced Life Support chase vehicle.

The combined fire department-rescue squad responded to 218 fire calls and 632 rescue calls in 1997. The Department receives its funding primarily from private donations and the proceeds from company-sponsored fundraising activities, along with annual financial assistance from Loudoun County funds. In addition, some State funding is provided through the Fire Programs Fund.

Police Department. The Middleburg Police Department is located at 14 South Madison Street. The Loudoun County Sheriff's Department provides detention facilities in Leesburg. The police force consists of four full-time police officers and one part-time officer. The International Association of Chiefs of Police recommends 1.4 to 2.4 police officers per 1,000 population. Under this standard, the present force is adequate for the foreseeable future.

The officers receive certification training from the State and must undergo periodic re-certification. The officers provide basic traffic enforcement duties, criminal investigation and apprehension, and patrol duties. State Police assigned to Loudoun County and Loudoun County Sheriff's Deputies also patrol the area and will respond in emergencies. The town maintains three police vehicles. The department also possesses several radar speed detection units for traffic enforcement, and a video camera with remote microphone provided by Mothers Against Drunk Driving (MADD).

### **U.S. Post Office**

The U. S. Post Office is located at 113 West Washington Street. This facility was renovated in 1990 to provide 450 additional post office boxes, bringing the total number of boxes to 1,856. Insufficient parking area is available for the existing post office facility. Additional parking is needed to adequately serve the existing postal facility, and any expansion of the postal facility will require a comparable increase in parking.

### **Recreation**

No publicly-owned recreational facilities exist in the Town of Middleburg. However, a private, non-profit corporation operates a community center at 300 West Washington Street. The center, open to the general public, has an outdoor swimming pool, picnic area, playground equipment, outdoor volleyball court, and an unlighted baseball/softball field. Meeting rooms, a kitchen, and an auditorium equipped with a projection room are located inside the community center building. The Loudoun County Parks and Recreation Department offers a variety of organized recreational opportunities in conjunction with the community center, which include a preschool program, swimming lessons, fitness programs, and adult and children's classes.

The 3.4-acre campus of the Middleburg Elementary School, owned by the Loudoun County School Board, contains a basketball court and playground structures tailored for younger children. A baseball/softball field is available on the grounds.

According to Loudoun County Department of Parks and Recreation standards, the

existing public facilities in Middleburg will not satisfy the recreational requirements of the year 2010 projected town population, as summarized in Table V-3. The town is in need of a public community park that would compliment the facilities available at the private Middleburg Community Center. County and State standards recommend that a community park be a minimum of 15-20 acres and include such facilities as ballfields, walking/bike paths, nature areas and picnic tables.

**TABLE V-3: TOWN RECREATION STANDARDS**

Facility	County Standard (per 1,000 pop.)	1995 Supply	2010 Demand	2010 Deficit
Baseball	0.33	1	1	0
Basketball	0.5	1	1	0
Soccer	0.5	0	1	1
Softball	0.5	1	1	0
Swimming Pool	0.2	1	1	0
Tennis Court	0.5	0	1	1
Parkland	12 acres	0	9	9 acres

SOURCE: Loudoun County Department of Parks and Recreation; Middleburg Zoning Office

There are a number of recreational facilities located at the Hill School, which straddles the Middleburg, Loudoun County, and Fauquier County lines at the southern edge of town. These facilities include four soccer/lacrosse fields, a baseball field, and a gymnasium with two basketball courts. The school is responsible for policies concerning public use of these facilities.

Mickie Gordon Memorial Park, a 39-acre County recreation facility, is located approximately one mile northeast of town on Route 627. On-site amenities include two tennis courts, a little league field, a football field, four soccer fields of various sizes, a lighted baseball field, a picnic area, exercise trail, pond and a lighted picnic pavilion. While the recreational facilities at the Hill School and Mickie Gordon Park help to satisfy the town's parkland needs, a community park located in-town would enhance Middleburg's recreational opportunities.

### **Library**

A new public library opened in Middleburg in February 1990. The Middleburg Library, a branch of the Loudoun Public Library, is located on Reed Street near its intersection with Martin Avenue. The library contains approximately 14,000 items. The number of volumes and the facility itself will be expanded in the future as demand requires. Town residents also have access to the private libraries of the Hill and Foxcroft Schools.

## **Public Utilities**

It is important that the town manage its water and sewer facilities in order to provide the best possible services for all within the town. In the past several years, water restrictions have been invoked during droughts, while new sources of potable water have been examined. The town is currently upgrading its services to improve overall water quality and to meet current environmental requirements. New commercial, residential, and other proposed development must be carefully examined to ensure that the new growth does not diminish the abilities of these systems to maintain the high quality service currently enjoyed in Middleburg.

Sanitary Sewer System. The Town of Middleburg owns and operates the sewage collection and treatment facility that serves town residents. The sewage treatment plant became operational in August 1981. This plant replaced two smaller, obsolete plants constructed in 1937. In 1977, prior to the opening of the new facility, a State-mandated moratorium on new water and sewer connections caused a cessation of new construction.

The plant is located north of Route 50 at the eastern end of town and discharges the treated effluent into nearby Wancopin Creek, in accordance with federal and state standards. The plant relies on gravity flow except for a pump station on the western end of town. A private contractor runs day-to-day operations at the facility, but two town employees are available to assist at the plant when necessary. The plant has a capacity of 135,000 gallons per day, and the daily flow averages about 99,000 gallons per day. Although the number of available taps has varied widely with changes in the average daily flows from the plant, the town averaged approximately 83 available taps over the 1991-1999 time period, with 90 taps available as of the end of January 2000.

Excessive flows during rainfall periods led the Town Council to authorize an Infiltration & Inflow Study of the sanitary sewer system in 1995-96, and extensive corrective measures were undertaken which effectively reduced the excess flows. This rehabilitation project allows the town to eliminate immediate plans for an expansion of the sewage treatment plant.

Public sewer service is available to all residents within the town whose houses are within 200 feet of a sewer main. Town policy requires any future expansion of the system to be made at the individual developer's expense. The potential service area of the system includes all land within the corporate limits of the town. Public sewerage is not available to the area surrounding Middleburg within the town's subdivision control.

Water System. Middleburg has operated a water system since 1937. The town has two full-time employees for this purpose. In 1989 the town significantly expanded water storage capacity by erecting a 300,000 gallon elevated water storage tank near the end of Stonewall Avenue to supplement an existing 60,000 gallon elevated storage tank near the intersection of Liberty and Marshall Streets. In addition, significant portions of the water distribution system were upgraded by replacing and enlarging water lines and

looping the system to provide better hydraulic pressure. The Town Water Department has identified a number of needed improvements to the town's water distribution system that would further improve water service to town residents. These improvements include looping additional dead-end lines and replacing or upgrading old and/or undersized lines.

The town operates four wells. The oldest well, constructed in 1956, is drilled to a depth of 755 feet and is located on South Madison Street, at the Town Garage. This well was disconnected from the distribution system in 1994 due to water quality problems; however, it is still used for refilling fire fighting equipment. A second well, located about 1.5 miles south of the town in Fauquier County, was put "on-line" in 1972. This well is 350 feet deep and has the capacity to produce 130 gallons per minute (gpm) as of July 1999. Well #3 has operated since 1988. It is situated near the intersection of Marshall and Liberty Streets and is 685 feet deep with a production yield of 80 gpm as of July 1999. Well #4, located on The Plains Road, was drilled in 1994 as a test well, and the town is currently finalizing plans to construct a water treatment plant to serve this water supply, as well as the supply from the other wells. Well #4 is expected to have a production yield of 150 gpm.

Virginia Department of Health criteria require public water systems which rely on ground water sources to provide well capacity of 0.5 gpm per equivalent residential connection (ERC). The town's water system had approximately 436 service connections, or ERC's, as of July 1999. Following state criteria, Middleburg needs a minimum well capacity of 218 gpm to support these connections. Wells #2 and #3 presently combine to provide approximately 210 gpm of water. Records indicate that the town's two producing wells, combined with a developed well #4 (at 150 gpm), should provide approximately 360 gpm to the town.

Public water service is available to all residents within the town whose houses are within 200 feet of a water main. Town policy requires any future extensions of the water distribution system to be made at the developer's expense. The potential service area of the system includes all land within the corporate limits of the town. Public water service is not available to the area surrounding Middleburg within the town's subdivision control.

### Future Water Demand

The intermediate housing projections in Section III estimate that the town will have another 18 residential connections by the year 2005 or an additional 28 connections by 2010. This would result in a water demand for an additional 9 gpm by the year 2005 and 14 gpm by 2010. Based on the projected reserve water capacity of up to 150 gpm after planned water system improvements, the town is expected to have sufficient water capacity to meet the projected demand through the year 2010. If major new development is proposed, its impact on these projections must be considered.

## Energy and Communication Facilities

Electrical, gas and communication services are vital to the public health, safety, and general welfare of town residents and businesses. The Town of Middleburg currently has franchise agreements with providers of cable television (Adelphia) and natural gas service (Washington Gas). Electricity is provided by Virginia Power, telephone service by Bell Atlantic, and wireless telecommunication services are available from CellularOne Network Operations and PageNet, Inc. via installations at the town's west water tower. The continued provision of up-to-date energy and communication services is essential to maintaining and enhancing the community's standard of living and economic development. However, these services must be provided in a manner that minimizes the adverse visual and noise impacts of certain utility facilities, such as transformer yards, high tension electric towers and telecommunication centers, on the historic character of Middleburg.

## Public Works

Streets & Maintenance Department. The town employs one full-time and one part-time maintenance person to repair minor street damage, remove debris not suitable for commercial trash pickup, and maintain public buildings and grounds. The Town Garage, located on South Madison Street, is equipped with light repair facilities. A garage building there is used for storage of town vehicles, which include a dump truck, a pickup truck, a small street sweeper, and a skid loader for loading gravel. All equipment is in serviceable condition.

Solid Waste. The town has contracted with a private operator to provide solid waste collection. Curbside trash pickup is made once each week at each dwelling unit. The solid waste is deposited at a transfer station outside Loudoun County. The town also provides curbside pickup of recyclables and yard waste in residential districts. A county recycling center is located at Mickie Gordon Memorial Park. Trash pickup service in the area outside of the corporate limits is available through private contractors.

Storm Drainage. The existing storm drainage system in Middleburg consists of inlets, pipes, culverts and open channels that convey stormwater runoff to Barney's Branch and Wancopin Creek. The existing system does not have adequate capacity to serve the developed areas of town. As a result, the town has conducted two storm drainage studies in recent years. The Federal Street Drainage Study in June 1991 recommended storm drainage improvements in the vicinity of Liberty, Hamilton and Federal Streets. The 1995 Marshall Street Drainage Study recommended storm drainage improvements in the vicinity of Marshall, Pendleton, and Washington Streets. In September 1996 the Town Council submitted both of these storm drainage projects for inclusion in VDOT's Six-Year Secondary Road Improvement Plan. Funds totaling \$250,000 were allocated for these projects in the FY98-FY00 budgets from State road improvement funds and County Local Gas Tax Funds.

## **GOALS AND OBJECTIVES**

**GOAL:** Ensure adequate community facilities and services conveniently located to serve town residents, commercial establishments and governmental agencies.

### **OBJECTIVES:**

1. Plan for major, long-term capital outlays.
2. Provide plentiful, safe and cost-effective water supply and sewage treatment facilities for town residents.
3. Provide an adequate and diversified park and open space system, including community parks, with a variety of facilities for use by all town residents.
4. Maintain solid waste collection service in the most equitable and cost effective manner.
5. Maintain police, fire and rescue services commensurate with population and economic growth.
6. Support the provision of adequate energy and communication services to town residents and businesses, while minimizing any adverse visual or noise impacts of utility facilities.
7. Encourage adequate medical and health facilities in town.

## **IMPLEMENTATION PROGRAM**

### **POLICIES:**

1. Use capital improvements programming to guide the construction and acquisition of capital projects and facilities in the town.
2. Limit future public water and sewer service to within the corporate limits.
3. Require any extension of town water or sewer service to be at the developer's expense.
4. Consider the adequacy of town water supply and sewage treatment facilities when reviewing rezoning and special exception applications.
5. Pursue acquisition and development of a community park in the town.

6. Monitor police, fire and rescue service requirements in response to the needs of the community.
7. Consider the adequacy of police, fire and rescue services when reviewing rezoning and special exception applications.
8. Ensure compliance of new development with state stormwater management criteria for controlling offsite erosion, flooding, and non-point source pollution.
9. Require the co-location of energy and/or communication lines and facilities and the use of underground utility lines, wherever possible.
10. Require new commercial public telecommunication antennas to be located on existing tall structures, such as water towers, wherever possible.
11. Prohibit commercial public telecommunication towers and monopoles and high tension electric towers within the historic district, and permit them elsewhere only if it can be shown that no alternative location or co-location on an existing structure is possible and if a definite need for the service is demonstrated.

**ACTIONS:**

1. Implement the storm drainage improvements recommended by recent studies as soon as possible by seeking their inclusion in the VDOT secondary road improvement program.
2. Monitor sewage flow rates at the wastewater treatment plant and develop projections for future use.
3. Develop and implement a five-year capital improvements program.
4. Review the cost-effectiveness of the current solid waste collection program.
5. Finalize plans and construct a water treatment plant for the town.
6. Revise town zoning and development regulations: 1) to incorporate performance and design standards for the installation and operation of energy and communication facilities, such as electrical substations, telecommunication antennas and equipment buildings, wherever appropriate; and 2) for the purpose of clarifying when a Commission Permit is required, to more specifically distinguish between routine energy and communication service extensions and all other energy and communication facilities.

7. Develop proffer guidelines for voluntary contributions to fire and rescue services by rezoning applicants.
8. Amend the Subdivision & Site Plan Ordinance to ensure adequate standards for dry hydrants within the one-mile extra-territorial subdivision jurisdiction area.

## **VI. LAND USE**

## **BACKGROUND**

The land use section of a comprehensive plan is often considered its most important because it defines the goals, objectives and policies that help determine the town's future physical character. Middleburg is not a new town searching for an identity. It is not seeking to duplicate suburban housing or shopping center development occurring in neighboring areas. Rather, Middleburg has distinguished itself over the past two hundred years as a small, independent rural village of historic significance and natural beauty with well-established residential, agricultural and commercial land uses. The town is at a point where restoration and preservation, rather than growth from new development, are primary goals for the future.

It is the intent of this plan to recommend land uses and corresponding regulations that encourage preservation of open space, while accommodating well-managed and orderly development that is clearly harmonious with the scale, history, and rural nature of the town. The Town Council, as stewards of this future, must protect the town and surrounding area from development that is so out of character, so large or so rapid as to strain or overwhelm public resources, or otherwise erode the identity, social cohesion, and rural and historic nature of Middleburg.

### **Existing Land Use**

Approximately 60 percent of the 393 acres within the town are currently developed. Existing uses include residential, commercial, industrial, and public/semi-public land uses, as well as transportation rights-of-way.

Residential development, consisting of mostly single-family housing, is the predominant land use in Middleburg. When the town was established in the late 18th century, residences and commercial establishments intermingled in the same blocks. However, beginning in the mid 20th century, significant residential development has occurred in the western end of town between Washington Street and Stonewall Avenue and, most recently, in the eastern end north of Washington Street. Further significant residential development is slated for the Fox Run development in the eastern end of town.

Middleburg is a commercial center, with the downtown serving as a retail and service center for southwestern Loudoun and northern Fauquier counties. Commercial uses in Middleburg include a wide range of retail and wholesale activities, small offices and specialty shops. The town's major commercial district is centered along Washington and Madison Streets and occupies approximately ten blocks. Lighter commercial uses are located along portions of Marshall Street and at the east and west ends of the commercial area along Washington Street. Higher intensity commercial uses are located on the south side of Federal Street between The Plains Road and Liberty Street. Public and semi-public uses, including the Town Office, community center, library, churches and cemeteries, are scattered throughout the town.

The countryside surrounding Middleburg is predominantly rural. It includes cattle farms; horse farms, breeding and training facilities; vineyards; and other agricultural enterprises. There are also a few small rural residential areas.

Table VI-1 illustrates existing land uses within the Town of Middleburg as of January 2000.

**TABLE VI-1: EXISTING LAND USE  
January 2000**

Existing Land Use	Area in Acres	Percent of Developed Area	Percent of Total Town Area
Residential	109	46%	28%
SF Detached	(97)	(42)	(25)
Multi Family	(3)	(1)	(1)
SF Attached	(9)	(4)	(2)
Commercial	34	14%	8%
Public/Semi-Public	58	25%	15%
Streets	34	15%	9%
Developed Subtotal	235 acres	100%	60%
Undeveloped	158		40%
Total Town Area	393 acres		100%

Source: Middleburg Zoning Office

### **Existing Zoning**

Middleburg is divided into eight zoning districts. One district is intended to accommodate continued agricultural uses in the town, as well as residential estate uses. Four districts are intended for various densities of residential development and three for different intensities of commercial uses. Table VI-2 illustrates the amount of developed and vacant acreage in each district, and the potential population which could be accommodated under existing residential zoning assuming adequate water and sewer facilities were available. Approximately 281 residents could be added to the town under present zoning at full development.

All of the area outside of the town limits which falls under the town's subdivision control is zoned County A-3, Agricultural-Residential, which permits one dwelling unit per three acres provided adequate drainfield sites can be found.

The County Flood Hazard District, an overlay zoning district, is found along Wancopin Creek and Barney's Branch in the town's subdivision control area, outside the corporate limits. The Flood Hazard District prohibits development in these areas.

**TABLE VI-2: EXISTING ZONING ANALYSIS  
January 2000**

<u>Existing Zoning</u>	<u>Total Acreage</u>	<u>Vacant Acreage</u>	<u>Dwelling Units/Ac.</u>	<u>Potential Added Dwellings</u>	<u>Potential* Added Population</u>
R-A, Agricultural Residential	242	133	0.27	36	75
R-1, Low Density Residential	11	5	1.75	9	19
R-2, Low Density Residential	58	7	3.5	25	52
R-3, Medium Density Residential	30	4	6.0	24	50
R-4, Townhouse	15	6	6**	41	85
C-1, Restricted Commercial	10	1			
C-2, Town Commercial	17	1			
C-3, General Commercial	10	1			
<b>Totals</b>	<b>393 acres</b>	<b>158 acres</b>		<b>135 DU's</b>	<b>281 persons</b>

\* Assumes 2.07 persons per household (1990 US Census). \*\* Proffered Fox Run density.

SOURCE: Zoning District Map, Middleburg, Virginia, (1995).

### **Recent Development Activity**

Development activity within Middleburg over the last 20 years has been primarily residential. The Village Hamlet subdivision, rezoned from agricultural-residential to low density residential in 1975, consists of single family houses. More recently, the Mosby Square (1980), Federal Village (1986) and Federal Towers (1988) townhouse developments, rezoned from medium density residential, have been constructed. The eight-unit Meadowbrook Condominium project, located in a C-3 zone on South Madison Street, was constructed in 1985. Fox Run, located in the northeastern quadrant of town, was zoned R-4 in 1990 to allow the construction of up to 48 townhouse units, of which seven were completed as of January 2000. The Windy Hill Foundation completed the 16-unit Llewelyn Village apartment building in 1995 to provide low cost rental housing for Middleburg area residents in need.

Light commercial development has expanded east on Washington Street to Jay Street and has begun on W. Marshall Street between Pendleton and Pickering Streets. The Chronicle of the Horse property on W. Washington Street was rezoned C-1 in 1994

to permit a new Chronicle office building and the National Sporting Library, both constructed and occupied during 1999.

The most significant non-residential development since 1990 is the expansion of The Hill School on its 135-acre property on the west side of south Madison Street. Approximately 23 acres of the property are located within the town limits. A new science building, art building and gymnasium have been constructed. Approved plans include a new kitchen/music building and additions to the administration building.

No new rezonings have been approved in the area that falls within the town's subdivision control since 1980. The Melmore and Middleburg Downs subdivisions have been developed since 1980, and an additional thirteen lots have been added to the Melmore subdivision since 1989. In addition, the town in 1991 approved subdivisions creating seven lots along Route 627 (Parsons Lane) and two lots north of Route 50 about one-half mile east of Middleburg.

### **Development Issues**

Recent development in other areas of Loudoun County, however, has been much more dramatic. Between 1993 and 1998, new residential building permits issued by the county exceeded 3,000 per year. With more than 50,000 additional dwelling units currently zoned for development, there is an estimated 20-year inventory of potential housing. This not only prevents the county from being able to phase growth in line with its ability to provide services, but also depresses the value of existing housing and of all developable land, according to local economists and statistics from the County Assessor (Loudoun Times-Mirror, March 11, 1998, p. A8). This, in turn, adversely affects the fiscal capacity of the county, which, like other Virginia jurisdictions, must be heavily reliant upon the property tax.

Middleburg cannot ignore what is happening in the rest of the county, because the town is not immune from these negative impacts. For example, as noted above, a significant number of new townhouse units were approved during the late 1980's and early 1990's within Middleburg (a total of 91 units in Federal Village, Federal Towers, and Fox Run). Of these, 58 had been occupied as of January 2000, with an additional 4 approved for construction. The result of the large numbers of townhouse units coming onto the market has been to depress the value of the existing units as more units become available, but remain unsold. The assessed value of some townhouses within Middleburg, for example, dropped between 5% and 5.4% in the first six years following their construction in 1992. Middleburg must be cognizant of the impact of over-zoning for particular land uses on the value of existing properties and the town's tax base.

In contrast to the more developed areas of the county, Middleburg is determined to closely manage new growth so that it does not create an over-supply of houses and retail, irrevocably change the rural character of the town or surrounding area, or jeopardize the "hard edge" between the developed town and undeveloped countryside and the associated viewsheds that define the town. Accordingly, the town must carefully

manage the timing, location, composition, and design of development within the town limits and its immediate surroundings. Necessary to this effort is the creation of comprehensive community design guidelines. Such guidelines can be used to prevent inappropriate scale, proportion and density of development, as well as loss of open space and viewsheds.

**The Future of Open Land**

The issue of over-zoning must be considered by the town in planning for the approximately 158 acres of undeveloped land within the corporate limits. The most significant open land within Middleburg is located north of Ridgeview and west of Foxcroft Road in the northwest quadrant of town. Known as the Harriman tract, it is the largest undeveloped parcel of land in town, including approximately 80 acres within the corporate limits and another approximately 270 acres immediately adjacent to the town. Town water and sewer lines run through the portion of this property within the corporate limits. It is currently zoned R-A, Agricultural Residential, permitting one dwelling unit per three acres, except for an approximately five-acre section north of Maple and Sycamore Streets zoned R-1, permitting single family dwellings on 10,000 square-foot lots. As of early 2000, the fate of this parcel is in limbo, awaiting the settlement of the estate of the previous owner.

**LAND USE PROJECTIONS**

Future land use for Middleburg is projected to the year 2005 based upon currently approved developments, because these projects provide more than a sufficient supply of potential new housing and commercial land to meet projected demand during this period. This includes the build-out of the eight-acre Fox Run residential project and, on the commercial side, conversion of some residential land and buildings planned by the town for commercial use adjacent to the commercial core. For the year 2010, some limited development is projected on one or more of the large, vacant R-A parcels, based upon the town's land use policies for these properties. Table VI-3 summarizes these projections. Middleburg is projected to use an additional thirteen acres for residential development and four acres for commercial/employment development through the year 2010.

**TABLE VI-3: LAND USE PROJECTIONS - 2010**

	Existing	2005 Additional	2005 Total	2010 Additional	2010 Total
<b><u>Residential</u></b>					
Acres	109 acres	8 acres	117 acres	5 acres	122 acres
Dwellings (DU)	337 DU	45 DU	382 DU	20 DU	402 DU
<b><u>Commercial</u></b>					
Acres	34 acres	1 acre	35 acres	4 acres	39 acres
Square feet	333,000	10,000	343,000	30,000	373,000

Source: Middleburg Zoning Office

## **LAND USE POLICY MAP**

### **Overview**

Land use designations must clearly represent the values, goals, policies and objectives in the comprehensive plan. The values are those of a small, rural village compatible with the open space of the surrounding hunt country and historic sites from the revolutionary and civil war periods. The goals of this community are tied together by a strong sense of place and a common desire to maintain this special small town environment for future generations. The land use policies and objectives are driven by these factors and by a recognition of the need to support a vibrant commercial district based on regional service and tourism industries. Taken together, these values, goals, policies, and objectives form the town's vision for the future.

The Land Use Policy (LUP) Map provides graphic representations of the goals, objectives and policies of the comprehensive plan. The LUP map shows the approximate location of different land uses, including residential, commercial, public facility and parks and open space uses. The map shall be used as a guide to appropriate land uses and building densities in town.

Land uses designated on the LUP Map include residential, conservancy/targeted use, commercial, public/semi-public, and open space. These categories are an important guide to the town in making land use decisions. Residential areas must accommodate the desired rates and densities of long-range future residential growth, while maintaining adequate open space. Commercial areas must similarly support a vibrant retail and business community, while maintaining the vision and character of the town.

### **Residential and Conservation Uses**

Residential uses are divided into three categories ranging from low-density Low (at up to 2 dwelling units per acre (DUA) to highest-density High at up to 10 dwelling units per acre (DUA). The density shown on the LUP Map shall be interpreted as the maximum residential density for that area, after applying all options or incentives specified in the Zoning Ordinance and after subtracting conservation areas and areas proposed for non-residential uses. Conservation areas shall include, but not be limited to floodplains, slopes of 15 percent or more, mature tree stands, prime agricultural soils, and historic and archaeological sites.

Map designations are solely indications of maximum potential future development. Approval of new residential development is contingent upon other factors, such as conformance to town housing mix goals and existence of required infrastructure, such as sanitary sewer capacity and adequate water supply. On larger parcels, space for public parks is also envisioned and required. Residential densities are established to encourage land uses in the best interests of the community. The starting point for all residential densities is the minimum listed density for the applicable category on the map. The higher end of the density range may be achieved by providing additional facilities, contributions and/or features accepted by the town.

The High residential category is intended for duplex, townhouse, and multi-family apartment buildings. Maximum allowable densities are 10 DUA for multi-family uses or six DUA for townhouses.

The Medium residential category is intended only for older residential areas initially developed prior to 1990. Maximum density is five DUA, consistent with the densities in these neighborhoods. This category accommodates infill development, primarily on undeveloped lots in existing neighborhoods.

The Low residential category is intended for single-family detached housing in areas that are not already established residential neighborhoods. The density for this category is designated at one-half to two DUA, to permit maintenance of the grid pattern used in most existing residential neighborhoods.

The Conservancy or Targeted Use category includes all areas within the town currently zoned R-A, Agricultural-Residential. This category is intended to accommodate and encourage the continuation of agricultural uses within the town and to maximize and preserve areas of open space. The maximum permitted density by right under the current zoning is 0.33 DUA. Lands within this category include estate properties already developed at this density, as well as large parcels in agricultural use. Any single-family residential development that occurs under the existing R-A zoning should be clustered to maximize the preservation of open space.

The town will also consider alternative, low-intensity uses that would serve to maintain the majority of open space in these areas, while accommodating a use that would complement and enhance the historic character of the town. There are certain guiding principles that must be followed for any development of these Conservancy lands, however, in order to ensure that the small town, rural and historic character of Middleburg is maintained. These guiding principles are as follows:

1. Preserve open space in and around Middleburg;
2. Complement existing commercial uses in the historic downtown and prohibit the creation of a separate commercial area within or adjacent to the town that would tend to scatter business uses and generate increased traffic demands;
3. Minimize impacts on the existing housing market by controlling the type, scale and pace of any residential development;
4. Preserve critical views through the property;
5. Reinforce the town's existing "hard edge" of development;
6. Minimize and disperse traffic impacts from the site; and
7. Be architecturally compatible with the historic character of the town.

The Harriman tract and other large R-A parcels are designated "Conservancy or Targeted Use" in recognition of the town's desire for these properties to remain primarily as a permanent open space "edge" for the town. Most of these properties are part of larger landholdings under unified ownership that extend into the adjacent counties, including

the Pettibone properties (Homewood) on the northeast, Boxwood on the southwest, and The Hill on the south edge of town. Middleburg is fortunate to have this hard edge with permanent open space already protected along the northeast boundary of the Fox Run development and along the southern corporate limits within several cemeteries and the Hill School property. The most preferred use for the Harriman tract and these other large parcels that will allow the maintenance of the existing hard edge is preservation of the entire tract as permanent open space through acquisition or donation of conservation easements or fee simple purchase by an entity devoted to maintaining the property in open space. Compatible uses could include passive park facilities, a farmstead, a community center, and/or equine facilities.

If permanent open space cannot be achieved for the Harriman tract, and due to its large acreage within the town compared to the other R-A parcels, only a plan that will preserve at least 70% of the in-town portion of the parcel in open space will be considered. The main body of this open space should be concentrated in a minimum 15 to 20-acre community park located adjacent to the existing community center parking lot on Stonewall Avenue. This park should extend into the property in a manner that will preserve the existing vistas of the rural landscape surrounding the town. Passive recreational facilities such as a natural amphitheater, hiking trails and open playing fields would be appropriate in this park. Other open space areas could include passive recreation areas associated with specific approved land uses and buffers for existing uses, where appropriate.

The cornerstone of a limited development plan for the Harriman tract or any of the other Conservancy or Targeted Use parcels could include a conference center/retreat, non-profit "think tank" center, museum, or similar use in a rural setting. Access for any such development on the Harriman tract should be from the end of Pendleton Street or Foxcroft Road, but not through Ridgeview. The intent is to allow a facility that would enhance Middleburg's tourism industry and, from a design standpoint, would appear as an agricultural or estate use compatible with the rural setting of Middleburg. Due to its importance to the growth of the town's tourism industry, this is the only use suggested by this plan that would be acceptable as a single use of these properties under the development alternative.

This type of facility could use the majority of these tracts, both inside and outside of town for a combination of meeting/lodging space and passive recreational space. It is essential, however, that the scale of any conference center-type facility be consistent with the small town scale of Middleburg. Large-scale commercial uses, including "big box" retail, are fundamentally incompatible with the character of Middleburg and should not be permitted on these properties or anywhere within the town. Existing agricultural and estate buildings on these tracts should be used for the conference center to the greatest extent possible.

The Town may also consider several smaller-scale uses that would enhance the quality of life for town residents without overtaxing town services. A use that would be considered in the portions of the tracts adjacent to the existing developed part of town is

senior housing, such as one-story universal design cottages on small lots, independent living apartments, an assisted living facility, and/or an adult/child day care center. An assisted living facility should have a maximum of about 24 units. Independent living apartments should not exceed 20. Any multi-unit buildings should be designed to look like large estate homes or like the historic, in-town dwellings that now exist within Middleburg. Up to 20 universal design, one-story cottages may be constructed. A continuing care complex that would include all three of these elderly housing options would be acceptable. Properly designed, a comprehensive senior housing complex such as this could appear like a logical extension of the historic part of town, with the larger buildings close to existing development, and the smaller cottages located toward the edge. Any such senior housing should include strong pedestrian connections to the existing town fabric.

Senior housing and day care must be designed to be compatible in architectural style, scale and materials with the historic district and must include recreational amenities appropriate to the type of housing proposed. It is desirable for at least some of these recreational facilities to be available for public use, to ensure that the senior residents are integrated into the community, rather than being isolated from it. The town will consider allowing a small percentage of the universal housing to be available to those who are not seniors as another way to integrate new housing for all age groups. None of these uses either singly or in combination should be of such a large scale as to overwhelm the town or adversely affect the town's housing mix goals.

With regard to the Harriman tract, in recognition of the existing, approximately five acres of R-1 zoning on this property, the town might accept a small single-family detached housing area located off the north end of Chestnut Street. New homes in this area should be limited to no more than 20, with lot sizes in the 9,000-12,000 square-foot range to match the existing density of Ridgeview. Any homes must be located on the west side of the existing hedgerow running north/south through the parcel in this vicinity in order to screen the homes from the major view corridor through the center of the property.

Any development on the Conservancy or Targeted Use tracts must meet the town's design standards. Since most of these properties fall partially within the Middleburg Historic District, the town's historic district design guidelines will apply. In addition, if the town has adopted the community design guidelines recommended in this plan prior to development of these properties, these will also apply. It is also desirable for each of these properties to be rezoned in its entirety as part of a single application to ensure the coordinated implementation of the town's land use and design policies. The overall design goal is to ensure that any new development is of an architectural character and scale that is compatible and will enhance the existing historic district.

Development must also be phased on the Harriman tract and other Conservancy or Targeted Use parcels to ensure that it does not adversely affect the town's public utilities and services or its quality of life. A phasing plan must be included with any rezoning application for these properties timing the development in such a manner that

the planned scale and location of development will not have negative fiscal, environmental or traffic impacts on the town and will not overwhelm the existing community. A development impact statement prepared by an independent consultant, but financed by the applicant, will be required as part of the rezoning application.

Whatever the ultimate fate of the Harriman tract and these other Conservancy or Targeted Use parcels, it is essential that plans be developed and implemented for the tracts in their entirety. The portions of these properties within Loudoun or Fauquier County contain not only areas within the town's viewshed, but also historic sites and numerous sensitive environmental areas, such as steep slopes and floodplain, as well as mature hardwood forest. This will require cooperation with the Counties in adopting a joint plan for these large undeveloped parcels surrounding Middleburg. At least 80% of the out-of-town area of each of these parcels should be preserved in permanent open space, including areas visible from the town. The majority, if not all, of this land could be used as passive recreational areas for a planned conference center/retreat or other approved targeted use on these properties.

### **Commercial Uses**

Commercial use is shown as a contiguous area on the LUP Map. This area includes the central business core, as well as adjacent lighter intensity C-1 areas that buffer residential areas from the commercial core. Commercial uses are located in a contiguous area to enforce and preserve a single "downtown" business area. This category is designed to facilitate business activities in the pleasant atmosphere of, and consistent with, the historic character of the central business district. No further expansion of the commercial area is planned.

### **Public/Semi-Public Uses**

The public/semi-public category includes existing public uses, such as the Town Office, Middleburg Elementary School, and town utility facilities, as well as semi-public uses, such as the Middleburg Community Center, the Fire & Rescue Squad, the Hill School, and cemeteries. These uses provide facilities and services that benefit the entire community. Just as importantly, they include large areas of permanent open space that help create a defined "edge" around the town, providing both aesthetic and recreational benefits to the town.

### **Open Space**

The Open Space category includes identified areas of floodplain and/or steep slopes, some of which have been permanently preserved. Other areas may be added to this category as the town's environmental resources are further analyzed and inventoried. All areas of the town that are environmentally sensitive should eventually be preserved through easement, dedication or other means. Preservation of these areas provides important buffers between more intense land uses and is consistent with the open space preservation goals of the Mosby Heritage Area, of which Middleburg is a part.

Open space is crucial to the town's comprehensive planning effort, for it forms the basis of the rural character and identity of the town and its surrounding countryside. Open spaces reflect the agricultural heritage of the region, while forming and preserving the scale and place for popular local historic sites. Open space is a critical resource that plays a large role in maintaining the sense of quiet that is integral to the quality of life.

Preservation of open space within the town limits is not sufficient to protect the historic character of Middleburg. It is also essential that the town work with Loudoun and Fauquier Counties in the development and implementation of a plan for the preservation of the rural countryside surrounding Middleburg. The Mosby Heritage Area provides a framework for this planning effort. The first priority of the town is preservation of the town's viewshed, or that area which is visible from within the town. Preservation of the entrance corridors to town is also a priority.

Beyond preserving the town's immediate viewshed, the town must work with the counties in developing viable economic alternatives to sprawling A-3 subdivisions. The town endorses rural preservation policies such as those contained in Loudoun County's 1998 Rural Economic Development Plan, The 200,000-Acre Solution: Supporting and Enhancing a Rural Economy for Loudoun's 21<sup>st</sup> Century, and Fauquier County's 1995 Rural Areas Land Use Plan. The town will strongly support the efforts of land trusts and other public and non-profit organizations in the implementation of open space easement acquisition and purchase of development rights programs for the rural lands surrounding Middleburg.

## **GOALS AND OBJECTIVES**

**GOAL:** Achieve a balanced and sustainable land use pattern that will retain Middleburg's historic, small-town character in a rural setting.

### **OBJECTIVES:**

1. Maintain Middleburg's small town scale, character and sense of place by regulating the rate, density, location, scale and quality of development.
2. Maintain the rural, historic and scenic character of the areas surrounding Middleburg.
3. Maintain a stable, unified, attractive commercial district that meets the needs of the community for products and services.
4. Ensure efficient, environmentally-sensitive land use patterns.
5. Promote use of vacant zoned lots for infill housing and commercial development as an alternative to sprawl, which would unduly stress the existing rural and agricultural uses of land surrounding the town.
6. Control future growth and protect open space in the area outside the town limits through cooperative planning with Loudoun and Fauquier Counties.

## **IMPLEMENTATION PROGRAM**

### **POLICIES:**

1. Ensure the comprehensive planning and balanced use of large parcels.
2. Protect the property values of existing zoned land by not over-zoning additional land to a higher category far in advance of demand.
3. Ensure the town's ability to provide required public services by managing growth at a sustainable rate.
4. Protect the natural resources identified in the Natural Resources section of the plan in the town and surrounding area. Promote conservation and preservation techniques to preserve floodplains, slopes over 15 percent, prime agricultural soils and stands of mature trees.
5. Maintain flexibility in town development regulations to promote high quality design and efficient land use patterns.
6. Encourage high quality landscape and architectural design in existing and new development.

7. Protect the character of the entrances to Middleburg through the town's zoning regulations.
8. Promote a safe pedestrian environment throughout the town, and enhance pedestrian access to the central business district.
9. Support and encourage the provision of dwelling units above commercial storefronts in the central business district.
10. Promote conservation and land use in the area outside the town limits that preserves the rural and scenic areas surrounding Middleburg, including cooperation with Loudoun and Fauquier Counties.

**ACTIONS:**

1. Evaluate existing residential and commercial zoning district regulations and the Zoning Map for their compatibility with the goals, objectives and policies of this plan and identify necessary or desirable amendments.
2. Develop community design guidelines for use within the town that will ensure that new development is compatible with Middleburg's small town scale and historic character, and incorporate these as proffer guidelines in the comprehensive plan.
3. Amend town ordinances to ensure the appropriate location, scale and quality of new development; specifically:
  - 3.1 Amend the Subdivision & Site Plan Ordinance to require that applicants as part of the subdivision or site plan review process submit an environmental site analysis, where appropriate.
  - 3.2 Amend Zoning Ordinance Article X, Planned Residential Development Regulations, to incorporate traditional neighborhood development and conservation subdivision guidelines, as appropriate, and to require protection of environmental features without a density bonus. Change the name of this section to "Traditional Neighborhood District Regulations".
  - 3.3 Amend the Street & Parking Ordinance and other relevant town regulations to promote street design that is compatible with the town's objectives to maintain a small-town scale and provide a safe pedestrian environment.
  - 3.4 Amend the Zoning Ordinance, Article IX, Part I, R-A Agricultural Residential District to require any residential subdivision to be a cluster subdivision.

4. Consider developing a mixed use zone that would reduce the property tax burden for downtown properties with residential use above commercial use.
5. Establish a Scenic Corridor Overlay District pursuant to Title 15.2-2306 of the 1950 Code of Virginia, as amended, for the entrances to the downtown historic district that are not protected by the existing district.
6. Develop a Middleburg Area Plan in cooperation with Loudoun and Fauquier Counties, pursuant to Title 15.2-2231 of the 1950 Code of Virginia, as amended, to preserve the natural, agricultural and scenic resources of the greater Middleburg area and to enhance the town, specifically to include, but not be limited to:
  - 6.1 Establishment of a “hard edge” for town development, i.e., a distinct line where the town stops and the rural, undeveloped countryside begins.
  - 6.2 Measures to ensure the implementation of conservation subdivision guidelines, as envisioned in Conservation Design for Subdivisions by Randall Arendt, as the preferred alternative to conventional residential subdivisions in the areas outside of Middleburg.
  - 6.3 Protection of rural roads and scenic views through such measures as revised State road improvement standards, scenic easements, historic corridor overlay zoning, and development setbacks.
  - 6.4 Implementation of Rt. 50 Corridor Coalition Traffic Calming Plan.
  - 6.5 Protection of Middleburg area historic and archaeological resources.
  - 6.6 Promotion of tourism, including Mosby Heritage Area programs, as a means of increasing public support for preservation of the scenic and historic Middleburg area.
  - 6.7 Preservation and enhancement of agriculture as the predominant use for the rural areas surrounding Middleburg.
  - 6.8 Study of the housing needs of Middleburg area residents, to include recommendations for ensuring that a variety of housing is provided in the town to support the town’s small shops and services and the area’s agricultural industry, in keeping with Middleburg’s small agricultural community character.
7. Immediately establish a committee to develop a detailed plan and strategies for preserving open space within the Middleburg area, specifically to include, but not be limited to:
  - 7.1 Identification of priority preservation areas, including areas within the town’s viewshed, entrance corridors, areas with historic and/or environmental significance, and areas under immediate threat of development.

- 7.2 Identification of preservation strategies, such as purchase of development rights, donation of conservation easements, fee simple purchase, coordination with preservation groups such as the Mosby Heritage Area, Piedmont Environmental Council, Virginia Outdoors Foundation, Country Life Center and the Goose Creek Association, and possible establishment of a non-profit Middleburg Preservation Foundation to promote and implement preservation policies in the Middleburg area.
- 7.3 Identification of existing and potential funding sources for open space preservation, including the Loudoun County purchase of development rights program, TEA-21 funds, the Virginia Land Conservation Fund, local and national land trusts, and other public and private funding sources.
- 7.4 Development/collection of educational materials on open space easements, tax advantages of easement donation, the economic benefits of open space, tourism benefits, etc. to provide a resource for public and landowner education.

**Section VII (A): Small Area Land Use Pla**

**Salamander Tract**

## INTRODUCTION

A small area plan is a detailed plan for the growth and development of a sub-area of a town or city. In Virginia, small area plans are components of a town's overall comprehensive plan. Most comprehensive plans include several small area plans, depending upon the size of the town's planning area. This section of the Middleburg Comprehensive Plan provides a small area plan for the future use of the land within a 340 acre parcel of land located north of Ridgeview and west of Foxcroft Road in the northwest quadrant of town, hereby referred to as the Salamander tract.

### **Section 1 : Goals & Objectives**

The Planning Commission was tasked with developing an update to the Town's Comprehensive Plan after an annexation was performed with Loudoun County to add an additional 252 acres into the Town limits. At a minimum, the Planning Commission tried to address the following issues:

1. Patterns of growth and their impacts.
2. Efficient provision of Town services.
3. Conservation of farmland, natural areas, and environmentally sensitive areas.
4. Providing a diverse range of housing types and costs.
5. Provision of adequate transportation routes including automobile, bicycle, and pedestrian.
6. Provision of publicly accessible parks and recreation facilities.
7. Maintenance of the Town character and preservation of existing neighborhoods.
8. Encouragement of pedestrian scale.
9. Protection of the character and natural beauty of the area

Through a series of work session meetings held in the Summer and Fall of 2006, the Middleburg Planning Commission developed an overall goal and a series of objectives that the Town can use in future policy decisions pertaining to the Salamander tract as well as an implementation program that suggests policies and actions the Town should take in the future to execute their vision.

**GOAL:** Achieve a balanced and sustainable land use pattern that will retain Middleburg's historic, small-town character in a rural setting.

**OBJECTIVES:**

1. Maintain Middleburg's small town scale, character and sense of place by regulating the rate, density, location, scale and quality of development.
2. Maintain the rural, historic and scenic character of Middleburg and its surrounding character.

3. Maintain a stable, cohesive, attractive commercial district that meets the needs of the community for products and services.
4. Ensure efficient, environmentally-sensitive land use patterns.
5. Promote use of vacant zoned lots for infill housing and commercial development as an alternative to sprawl, which would unduly stress the existing rural and agricultural uses of land surrounding the town.
6. Control future growth and protect open space in the area outside the town limits through cooperative planning with Loudoun and Fauquier Counties.

## **IMPLEMENTATION PROGRAM**

### **POLICIES:**

4. Ensure the comprehensive planning and balanced use of large parcels.
5. Ensure the town's ability to provide required public services by managing growth at a sustainable rate.
4. Protect the natural resources identified in the Natural Resources section of the plan in the town and surrounding area. Promote conservation and preservation techniques to preserve floodplains, slopes over 15 percent, prime agricultural soils, stands of mature trees, and designated individual specimen or heritage trees.
5. Maintain flexibility in town development regulations to promote high quality design and efficient land use patterns.
6. Encourage high quality landscape and architectural design in existing and new development.
8. Promote a safe pedestrian environment throughout the town, and enhance pedestrian access to the central business district and other pedestrian corridors.
9. Support and encourage the provision of dwelling units above commercial storefronts in the central business district.

### **ACTIONS:**

7. Develop a mixed use zone classification that would reduce the property tax burden for downtown properties with residential use above commercial use.

8. Develop a Middleburg Area Plan in cooperation with Loudoun and Fauquier Counties, pursuant to Title 15.2-2231 of the 1950 Code of Virginia, as amended, to preserve the natural, agricultural and scenic resources of the greater Middleburg area and to enhance the town, specifically to include, but not be limited to:
  - 8.1 Establishment of a “hard edge” for town development, i.e., a distinct line where the town stops and the rural, undeveloped countryside begins.
  - 8.2 Measures to ensure the implementation of conservation subdivision guidelines, as envisioned in Conservation Design for Subdivisions by Randall Arendt, as the preferred alternative to conventional residential subdivisions in the areas outside of Middleburg.
  - 8.3 Implementation of Rt. 50 Corridor Coalition Traffic Calming Plan.
  - 8.4 Protection of Middleburg area historic and archaeological resources.
  - 8.5 Promotion of tourism, including Mosby Heritage Area programs and the Journey through Hallowed Ground designation, as a means of increasing public support for preservation of the scenic and historic Middleburg area.
  - 8.6 Preservation and enhancement of agriculture as the predominant use for the rural areas surrounding Middleburg.
  - 8.7 Study of the housing needs of Middleburg area residents, to include recommendations for ensuring that a variety of housing is provided in the town to support the town’s small shops and services and the area’s agricultural industry, in keeping with Middleburg’s small agricultural community character.

## **Section 2: Existing & Emerging Conditions**

### **Recent Development Activity**

Development activity within Middleburg over the last 20 years has been primarily residential. The Village Hamlet subdivision, rezoned from agricultural-residential to low density residential in 1975, consists of single family houses. More recently, the Mosby Square (1980), Federal Village (1986), Federal Towers (1988) and Steeplechase Run (2005) townhouse developments, rezoned from medium density residential, have been constructed. The eight-unit Meadowbrook Condominium project, located in a C-3 zone on South Madison Street, was constructed in 1985. Fox Run, located in the northeastern quadrant of town, was zoned R-4 in 1990 to allow the construction of up to 48 townhouse units, of which seven were completed as of January 2000. The Windy Hill Foundation completed the 16-unit Llewelyn Village apartment building in 1995 to provide low cost rental housing for Middleburg area residents in need.

## **Development Issues**

Recent development in other areas of Loudoun County, however, has been much more dramatic. Loudoun County's population grew by 30.7 percent, or 52,147 residents, from 169,599 in April 2000 to 221,746 in July 2003, according to statistics compiled by the Census Bureau. Over the past five years, Loudoun County has consistently been within the top ten fastest growing counties in the United States.

In contrast to the more developed areas of the county, Middleburg is determined to closely manage new growth so that it does not create an over-supply of houses and retail, irrevocably change the rural character of the town or surrounding area, or jeopardize the "hard edge" between the developed town and undeveloped countryside and the associated viewsheds that define the town. Accordingly, the town must carefully manage the timing, location, composition, and design of development within the town limits and its immediate surroundings. Necessary to this effort is the creation of comprehensive community design guidelines. Such guidelines can be used to prevent inappropriate scale, proportion and density of development, as well as loss of open space and viewsheds.

## **The Future of Open Land**

The issue of over-zoning must be considered by the town in planning for the approximately 410 acres of undeveloped land within the corporate limits. The most significant open land within Middleburg is located north of Ridgeview and west of Foxcroft Road in the northwest quadrant of town. Known as the Salamander tract, it is the largest undeveloped parcel of land in town, including approximately 340 acres within the corporate limits. Town water and sewer lines run through the portion of this property within the corporate limits. It is currently zoned A-C, Agricultural Conservancy, permitting one dwelling unit per three acres, except for an approximately five-acre section north of Maple and Sycamore Streets zoned R-1, permitting single family dwellings on 10,000 square-foot lots. In April of 2005, a memorandum of understanding was signed between the Town of Middleburg and the owners of the Salamander tract to build a 120 room rural resort of the parcel along with 49 by-right dwelling units.

### **Section 3: Existing by-right development**

#### **Overview**

Within the existing language of Chapter Five, the Salamander tract is defined under the Conservancy or Targeted Use category. This category is intended to accommodate and encourage the continuation of agricultural uses within the town and to maximize and preserve areas of open space. The maximum permitted density by right under the current zoning is 0.33 DUA. Lands within this category include estate properties already developed at this density, as well as large parcels in agricultural use. Any single-family

residential development that occurs under the existing A-C zoning should be clustered to maximize the preservation of open space.

The town will also consider alternative, low-intensity uses that would serve to maintain the majority of open space in these areas, while accommodating a use that would complement and enhance the historic character of the town. There are certain guiding principles that must be followed for any development of these Conservancy lands, however, in order to ensure that the small town, rural and historic character of Middleburg is maintained. These guiding principles are as follows:

8. Preserve open space in and around Middleburg;
9. Complement existing uses in the historic downtown and prohibit the creation of a separate retail/restaurant area within or adjacent to the town;
10. Minimize impacts on the existing housing market by controlling the type, scale and pace of any residential development;
11. Preserve critical views through the property, with an emphasis placed on the view sheds behind the Middleburg Community Center;
12. Reinforce the town's existing "hard edge" of development;
13. Minimize and disperse traffic impacts from the site; and
14. Be architecturally compatible with the historic character of the town.
15. Any development on the Salamander tract should be included in the Historic District.

### **Existing Land Use Classification within the A-C Zoning District**

The Salamander tract and other large R-A parcels are designated "Conservancy or Targeted Use" in recognition of the town's desire for these properties to remain primarily as a permanent open space "edge" for the town. Middleburg is fortunate to have this hard edge with permanent open space already protected along the northeast boundary of the Fox Run development and along the southern corporate limits within several cemeteries and the Hill School property. The most preferred use for the large Agricultural Conservancy (A.C.) parcels that will allow the maintenance of the existing hard edge is preservation of the entire tract as permanent open space through acquisition or donation of conservation easements or fee simple purchase by an entity devoted to maintaining the property in open space. Compatible uses could include passive park facilities, a farmstead, a community center, and/or equine facilities.

If permanent open space cannot be achieved for the Salamander tract, and due to its large acreage within the town compared to other A-C parcels, only a plan that will preserve at least 70% of the former in-town portion of the parcel in open space will be considered. A portion of this open space should be concentrated in a community park located adjacent to the existing community center parking lot on Stonewall Avenue as an extension of the existing open space. This park should extend into the property in a manner that will preserve the existing vistas of the rural landscape surrounding the town, provide an area for community events as well as to allow for overflow parking for these events. Passive recreational facilities such a natural amphitheater, hiking trails and open

playing fields would be appropriate in this park. Other open space areas could include passive recreation areas associated with specific approved land uses and buffers for existing uses, where appropriate.

The cornerstone of a limited development plan for the Salamander tract or any of the other Conservancy or Targeted Use parcels could include a conference center/retreat, non-profit "think tank" center, museum, or similar use in a rural setting. Primary access for any such development on the Salamander tract should be from the end of Pendleton Street. Secondary access could be from Foxcroft Road and several points in Rideview, utilizing existing right-of-way easements and a possible right-of-way through the community center property. The intent is to allow a facility that would enhance Middleburg's tourism industry and, from a design standpoint, would appear as an agricultural or estate use compatible with the rural setting of Middleburg.

This type of facility could use the majority of these tracts, both inside and outside of town for a combination of meeting/lodging space and passive recreational space. It is essential, however, that the scale of any conference center-type facility be consistent with the small town scale of Middleburg. Large-scale commercial uses, including "big box" retail, are fundamentally incompatible with the character of Middleburg and should not be permitted on these properties or anywhere within the town. Existing agricultural and estate buildings on these tracts should be used for the conference center to the greatest extent possible.

The Town may also consider several smaller-scale uses that would enhance the quality of life for town residents without overtaxing town services. A use that would be considered in the portions of the tracts adjacent to the existing developed part of town is senior housing, such as one-story universal design cottages on small lots, independent living apartments, an assisted living facility, an adult/child day care center, faculty housing for local public sector workers, and/or low-income housing. Any multi-unit buildings should be designed to look like large estate homes or like the historic, in-town dwellings that now exist within Middleburg. Any of these uses should be comparable in scale to existing development through out the Town, allowing Middleburg to provide much needed community-based services without taxing the existing public infrastructure and public services.

The aforementioned uses must be designed to be compatible in architectural style, scale and materials with the historic district and must include recreational amenities appropriate to the type of housing proposed. It is desirable for at least some of these recreational facilities to be available for public use, to ensure that the residents are integrated into the community, rather than being isolated from it. None of these uses either singly or in combination should be of such a large scale as to overwhelm the town or adversely affect the town's housing mix goals.

With regard to the Salamander tract, in recognition of the existing, approximately five acres of R-1 zoning on this property, the town might accept a small single-family detached housing area located off the north end of Chestnut Street. New homes in this

area should be limited to no more than 20, with lot sizes in the 9,000-12,000 square-foot range to match the existing density of Ridgeview. Any homes must be located on the west side of the existing hedgerow running north/south through the parcel in this vicinity in order to screen the homes from the major view corridor through the center of the property.

Any development on the Conservancy or Targeted Use tracts must meet the town's design standards. Since most of these properties fall partially within the Middleburg Historic District, the town's historic district design guidelines will apply. In addition, if the town has adopted the community design guidelines recommended in this plan prior to development of these properties, these will also apply. It is also desirable for each of these properties to be rezoned in its entirety as part of a single application to ensure the coordinated implementation of the town's land use and design policies. The overall design goal is to ensure that any new development is of an architectural character and scale that is compatible and will enhance the existing historic district.

Development must also be phased on the Salamander tract and other Conservancy or Targeted Use parcels to ensure that it does not adversely affect the town's public utilities and services or its quality of life. A phasing plan must be included with any rezoning application for these properties timing the development in such a manner that the planned scale and location of development will not have negative fiscal, environmental or traffic impacts on the town and will not overwhelm the existing public utilities, infrastructure, and services. A development impact statement prepared by an independent consultant, but financed by the applicant, will be required as part of the rezoning application.

## **Section Four: General Principals for Redevelopment**

### **Introduction**

Since the spring of 2006, the Town of Middleburg entered into an agreement with the owners of the Salamander tract that effectively allowed the construction of a 120 room rural resort & spa on the former in-town portion of the tract. This was contingent on an annexation of the 252 acres located in Loudoun County, which occurred in July of 2006. There were a number of benefits the town received from moving the facilities to the northwest corner of the portion of the parcel located within the existing Town boundaries, including (a) taking advantage of existing grades, (b) resulting in substantially less land disturbance and (c) protecting approximately sixteen acres of mature forest from destruction, as well as (d) diminishing impacts upon Salamander's neighbor to the north and (e) allowing the establishment of a substantial open space buffer along the northern boundary of their property.

In subsequent discussions between the town and the owners of the Salamander tract, several different development proposals have been suggested in order to maintain the best possible development patterns and land uses for the town. Through the course of the Planning Commission's work it has explored a number of planning concepts and decided

upon a number of development principles as most suitable to guide the form of development on the Salamander tract. These concepts and principles, organized by topic, are briefly explained below.

## **Development Principals**

### **Small-Town Character**

Development on the Salamander tract should be consistent with the preservation of Middleburg's small-town character. Policies such as limiting roads to two lanes, encouraging plantings along roads, preserving historic areas and scenic vistas, and retaining unspoiled open spaces and other natural resources, will help to ensure that the features which make Middleburg an attractive & historic community in which to live will continue to enhance the quality of life in the area in the future.

Maintaining the existing development patterns along the existing grid should be encouraged. This type of development blends residential and commercial opportunities, is easily negotiated by pedestrians, and includes focal points such as parks and other types of open space. In addition to preserving the small-town character of Middleburg and preserving a pedestrian-scale orientation, village-type development improves the Town's ability to provide services efficiently and would likely reduce the traffic impacts of new development.

### **Housing for a Diverse Population**

Middleburg needs neighborhoods with a mixture of housing opportunities designed for a diverse population. Due to the growing population of the rest of Loudoun County and the greater Washington Metro region, and the resulting upward pressure on housing costs, steps should be taken which would ensure that Middleburg continues to provide housing opportunities for people from diverse backgrounds and from all income levels. In addition to the public provision of such housing opportunities, strategies should be explored for providing incentives to the private sector to incorporate this variety in the development of new housing units.

#### **Diverse Housing Types, Sizes and Costs**

The provision of affordable housing should:

- Promote affordable housing that looks like market-rate housing, using the same materials, exterior facade styles, and forms. Affordable housing should never be segregated or built in high concentrations of units.
- Permit housing above retail establishments.

### **Economic Development**

When and if commercial development (office) occurs, it occurs either simultaneously with population increases, or shortly after residential development has occurred. Since the population of Middleburg will most likely increase significantly due to development on the Salamander tract, new commercial development will be needed. Strong attention

should be paid to maintaining a vibrant retail/restaurant core along Washington Street by allowing the development of office uses on the Salamander tract. This will encourage new office uses to locate in this area and not compete with existing and future retail/restaurant uses in the economic center.

### **Transportation**

Providing for the adequate flow of auto, bicycle, and pedestrian traffic within Middleburg and to adjoining areas is an essential part of the Town's efforts to preserve its small-town character and to create attractive pedestrian-scale neighborhoods. Development must necessarily have an impact on traffic flow, but possible negative impacts can be avoided or minimized with sound transportation design and effective planning. Economic development and population growth are both less disruptive if their effects on transportation are taken into account. Although transportation enhancements can facilitate travel between areas, they can also seriously damage neighborhoods, natural areas, and other areas of concern.

The transportation network, including not only roadways, but also sidewalks, bicycle lanes and off-road easements for cyclists and pedestrians, should be designed to give higher priority to human beings themselves rather than focusing strictly upon automobiles. The adoption of a comprehensive transportation plan by the Town in advance of further development, rather than in a piecemeal reaction to individual development proposals, should yield a coherent network allowing better interaction between pedestrians and automobiles.

### **Recreation and Parks**

The Town should encourage and support the idea of a town green/town park on the Salamander tract. The location of this park should be located as close to the existing town center as possible, as to not cause the fragmentation of the economic center of the town and to provide sensible pedestrian access through out the town. The best possible location for the proposed town green/town park is the area immediately adjacent to the community center parking facility and should encompass area of no less than five acres.

### **Patterns of Development**

The small area land use plan for the Salamander tract breaks the pattern of development down into three distinct land use classifications; low-density, medium-density and neo-traditional/mixed use village. Listed below are the guiding principals that each land use classifications should strive to maintain when developing the Salamander tract.

#### **Low-Density Concept:**

The Low-Density residential category is intended for single-family detached housing in areas that are not already established residential neighborhoods. The location of this area should be to the west of the Chestnut Street right-of-way, extending into the existing

woods. Properties within the low density area should act as a transition area from the overall town grid to a more suburban/rural character as they move further into the woods. The density for this category should be designated at 0.20 DUA to permit the construction of large homes on large lots in an area that is removed from the existing grid-network of the town.

Larger lots and their corresponding structure masses are better suited in areas that can be screened by natural vegetation and topography. The inclusion of “flag lots”, which are lots shaped like a flag with a narrow strip of land providing vehicular and pedestrian access to a street, with the bulk of the property lying to the rear of other lots should also aid in the screening process. Lots should be designed to provide sight envelopes that maximize vistas both on the Salamander tract and through out the town as a whole.

### **Medium-Density Concept:**

The Medium residential category is intended to mimic older residential lots along Stonewall Avenue in order to stay in style with the existing grid and maintain parity with the existing lot and home sizes. Homes built in this area should coincide with their counterparts along Stonewall Avenue and should be appropriately placed to maximize vistas while not interfering with high-quality streetscape design.

Maximum density should be five DUA, consistent with the densities in these neighborhoods. Lot sizes should be approximately 10,000 square feet with a approximate width and depth equaling 100 feet in order to be in line with the surrounding neighborhood.

### **Neo-Traditional/Mixed Use Village Concept**

Over the past twenty years, urban planners have attempted to seek answers to the growing problems associated with urban sprawl. Neo-Traditional Design is a town planning principle that has gained acceptance in recent years as being one solution to a variety of problems in suburban communities throughout the country. Simply put, its aim is to encourage the development of land in the pattern of traditional neighborhoods built prior to 1945.

The “Traditional Neighborhood” has the following basic design principles:

- The Neighborhood is limited in size so that a majority of the population is within a 5-minute or 1/4 mile walking distance from the center.
- The streets are laid out as a network so there are alternate routes to every destination.
- There is a full hierarchy of streets that are relatively narrow and are well-defined by the buildings along them.
- The buildings are limited in size.
- There are public squares or centers which contain civic buildings, and offices, as well as apartments and open space.

The positive results of the Traditional Neighborhood pattern include:

- Small town atmosphere is created. Human-scaled and pedestrian oriented developments make possible neighborhoods with small town character.
- Negative impacts from automobile traffic are minimized. Traffic congestion, the expense of road construction, and atmospheric pollution are all significantly reduced by reducing the number and length of automobile trips.

Important neo-traditional design features include:

- Buildings aligned along streets and squares, creating effective spatial definition.
- Functional and public open space.
- Trees aligned along streets.
- Parking located along streets and/or to the rear of buildings. A row of parked cars buffers the pedestrian from traffic. Parking lots must be placed to the rear of buildings to avoid gaps on the building line which destroy pedestrian continuity. Providing higher density housing (lots under 50 feet wide) with alleys eliminates garage doors from becoming the dominant feature of the facade.

Creating a Neo-Traditional/Mixed-use village zone will provide for planned village developments on the Salamander tract while maintaining the existing feel of Middleburg. Proposed uses in this zone include: single-family and multi-family residential and neighborhood-scale office. In order to ensure that the development is internally consistent, it should be developed as one project, by one developer. Acceptable site plans should require integration of neo-traditional design ideas to create a neighborhood-scale, pedestrian friendly environment. Streets within the development should be laid out in a pattern that provides for multiple routes to destinations and disperses traffic among many streets. The development should also be served by a network of bicycle and pedestrian paths which connect the development to the rest of the tract's open space and to the town as a whole.

The overall target densities for the mixed use area are 10 dwelling units per acre for multi-family uses and six DUA for single-family uses. A portion of the developable land area will be dedicated to commercial office uses, with the possibility of increasing commercial acreage with higher residential densities. The village mixed-use areas should host a variety of housing types, styles, and prices, including single family residences, townhouses, and rental apartments.

## **Reference Maps**

A-1 Salamander Small Area Land Use Plan



## **VII. TRANSPORTATION**

## BACKGROUND

One of the most charming and important aspects about the Middleburg area is the scenic and historic roads that serve the town and its environs. Transportation planning for the town must take into consideration the safety of everyone using the streets -- pedestrians, motorists, cyclists, children and the occasional horse-drawn vehicle. The intent is to provide safe, attractive streets that serve everyone in the community and facilitate through traffic without compromising emergency vehicles.

### **Existing Road Network**

The Town of Middleburg is served by an internal road network that has developed over the course of two centuries. The majority of roads in Middleburg are currently maintained by VDOT, and the town employs no road maintenance personnel.

Roads within the town limits have rights-of-way ranging in width from 60 feet along portions of Washington Street to 30 feet. The original plat of the town, created by Col. Leven Powell in 1786, establishes a 40-foot right-of-way for all roads in what is now designated as the Middleburg Historic District. This district is bounded by Marshall Street on the north, Independence Street (unimproved right-of-way relocated in 1993) on the east, Federal Street on the south, and Constitution Street (vacated in 1994) on the west. Most of the older roadways in Middleburg have a paved width of approximately 20 feet and are adequate to handle the existing traffic requirements. Table VII-1 describes the roads within the town limits. All are two-lane, paved roads, with the exception of Pinckney Street, which was relocated in 1989 and is not maintained by the Virginia Department of Transportation (VDOT), as are other town streets.

The road system serving the surrounding area was designed to serve an agricultural community. Most of the roads in the area which falls under the town's subdivision control are classified as secondary and are two-lane, gravel roads with a 30-foot prescriptive right-of-way.

The primary road presently serving the town and the surrounding area is U.S. Route 50 (John S. Mosby Highway). Route 50 runs east to west through the town as Washington Street. John S. Mosby Highway, the backbone of the Mosby Heritage Area, links Middleburg to the Washington metropolitan area to the east and Winchester to the west.

U.S. Route 15, a major north-south road in Loudoun County, intersects Route 50 six miles east of the town at Gilbert's Corner. U. S. Route 17, a major north-south road in neighboring Fauquier County, intersects Route 50 approximately ten miles to the west.

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**TABLE VII-1: PRIMARY & SECONDARY ROADS WITHIN TOWN LIMITS**

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Route	Name	Public Rights-of-way (ft.)
50	Washington Street	60
T626-N	North Madison Street	40
T626-S	The Plains Road	40
T776	South Madison Street	40
T1201	Jay Street	40
T1202	Marshall St.-E. of Pickering St.	40
	Stonewall Ave.-W. of Pickering St.	Varies 40-50
T1203	Pendleton Street	40
T1204	Federal Street	40
T1205	Liberty Street	40
T1206	Locust Street	40
T1207	Chestnut Street	40
T1208	Reed Street	40
T1209	Pickering Street	40
T1210	Hamilton Street	40
T1211	Martin Avenue	40
T1212	Maple Street	50
T1213	Lincoln Road	30
T1214	Blue Ridge Avenue	40
T1215	Sycamore Street	40
T1216	Walnut Street	40
T1217	Chinn Lane	50
T1218	Windy Hill Road	40
No #	Pinckney Street	40 (gravel)

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Table VII-2 gives a brief description of the six state roads serving the area within one mile of the town limits (the subdivision control area). In addition to the through roads described in Table VII-2, the subdivision control area contains many internal subdivision streets that are maintained by VDOT. These consist of the streets in the Melmore subdivision east of town and the Middleburg Downs subdivision west of town.

U.S. Route 50 (Washington Street) is the most heavily traveled road in Middleburg. Table VII-3 presents a breakdown of the traffic on this highway through 1990, the last year for which a breakdown of traffic by vehicle type is available for Route 50. The most recent average daily traffic volumes for some State maintained roads in Middleburg are shown on Map VII-1 at the end of this Section.

**TABLE VII-2: PRIMARY AND SECONDARY ROADS IN  
THE SUBDIVISION CONTROL AREA**

Route	Name	R.O.W.	Surface
50	John S. Mosby Highway	Varies 60'-120'	Paved
626	Foxcroft Rd. (N of town) The Plains Rd. (to S)	Varies 30'-50'	Paved
627	Carters Farm Rd. (N) Parsons Rd. (S of Rt. 50)	30' Prescriptive	Gravel
696	Polecat Hill Rd.	30' Prescriptive	Gravel
748	Sam Fred Road	Varies 30'-40'	Paved
776	Landmark School Rd.	30' Prescriptive	Paved

**TABLE VII-3: AVERAGE DAILY TRAFFIC ON ROUTE 50, 1980-1990**

	1980	1985	1988*	1990	1980-90 Percent Change	1999
Cars	4,570	5,570	9,200	9,400	+106	NC
Trucks	1,370	2,200	350	360	NA	NC
Tractor Trailers	160	95	100	100	-37	NC
Buses	25	20	NC	NC	NA	NC
Total Vehicles	6,125	7,885	9,650	9,860	+57	10,864

NA - Not Applicable

NC - Not Counted as a Separate Category

\* - VDOT changed classification of Trucks in 1988

SOURCE: Commonwealth of Virginia, Department of Transportation, Average Daily Traffic Volumes on Interstate, Arterial and Primary Routes, (1980, 1985, 1988, 1990, 1999 draft).

## **Transportation Issues**

The principal concern regarding traffic in and near Middleburg is to maintain pedestrian and vehicular safety in light of increasing traffic on Washington Street (Route 50). For many years the Virginia Department of Transportation (VDOT) has had plans to construct a bypass around the town. Historically, Middleburg Town Councils and Planning Commissions supported these plans, at least in concept. In 1993 VDOT allocated funds for an engineering study for the bypass project. In brief, the VDOT proposal included bypasses around Middleburg and Aldie, as well as the expansion of Route 50 from a two-lane road to a multi-lane divided highway.

The potential detrimental effects of a bypass on local commerce, the environment, and the historical heritage of the area spurred a group of local citizens to seek an acceptable alternative for handling traffic. This group, formally organized as the Route 50 Corridor Coalition, conducted a series of community workshops in 1996 on "traffic calming" alternatives to the bypass. Traffic calming is a transportation planning and design methodology that applies measures to slow and control vehicle traffic in order to improve the safety of, access to and attractiveness of roads.

The Coalition published a report in the fall of 1996 on the results of its workshops entitled, A Traffic Calming Plan for Virginia's Rural Route 50 Corridor; Fauquier and Loudoun Counties; including Aldie, Middleburg, and Upperville. The plan includes design changes to Route 50 between the villages to enhance the scenic and historic character, as well as the safety of the road. Specific measures are also outlined within each village that are designed to reduce speeds along the main street, improve safety for both motorists and pedestrians, and beautify the historic settings of the villages. These recommendations include such measures as: reducing the posted speed limit on Route 50 within and adjacent to town; adding entrance features at each end of town; constructing landscaped medians outside the commercial area; adding landscaped "bulbs" at downtown intersections to narrow the road width; and raising the entire street to sidewalk level between Liberty and Pendleton Streets. The designers of this plan believe that the raised street section will slow traffic, improve the visibility of pedestrians, provide a barrier-free environment for wheelchairs and strollers, and provide opportunities to beautify the street using different paving materials.

In November of 1996 the Town Council, while reserving judgement on the specific measures detailed in the Traffic Calming Plan, endorsed traffic calming in concept as an alternative to a bypass. Traffic volumes do not support the need for a bypass within the 10-year timeframe of this plan, and it is hoped that traffic calming can address traffic safety issues without redirecting traffic around the town. Subsequently, the Fauquier County and Loudoun County Boards of Supervisors joined the Council in unanimous support for the Route 50 traffic calming concept. Congress approved \$13 million in federal transportation demonstration project funds for this project in 1998. A Route 50 Traffic Calming Task Force was appointed by the Virginia Secretary of Transportation in the spring of 1999 to oversee implementation of the project, and initial planning work is underway.

## **Street Design**

Middleburg streets are maintained by VDOT and must be built and maintained to VDOT standards if such maintenance is to continue. Existing State street design standards are primarily designed to maximize vehicle capacity and volume, but streets have other important functions besides facilitating traffic flow. Streets within Middleburg serve as essential public spaces, creating opportunities for human interaction and defining the quality and scale of our downtown and our neighborhoods. The scenic rural roads that lead to Middleburg also add to the quality of life of town residents.

In recent years efforts have been initiated by concerned localities to convince VDOT to revise its street standards for both urban and rural roads to be more responsive to these other important road functions. Efforts have focused on reducing the minimum right-of-way and pavement width standards for residential streets to promote a more human scale in the streetscape. These efforts have been echoed by groups in other states and the nation. There are signs that change is underway, but much more work remains in this regard.

## **Sidewalks**

Sidewalks for safe pedestrian circulation are provided along most of Route 50 in town and along several side streets accessing commercial establishments and the Town Office. Sidewalks in the commercial district have been changed to brick in recent years. Some residential areas of town were developed without sidewalks, and there are no plans to install sidewalks in these areas.

## **Parking**

A town-operated parking lot is located on leased land at the intersection of Pendleton and Federal Streets behind the Middleburg Methodist Church. Metered parking exists along Washington and Madison Streets in the business district, and free parking can be found along the roadway shoulder on most streets in town. Commercial establishments also provide off-street customer parking in many cases.

In 1986, the Town Council established an in-lieu parking program to permit new or expanded uses in the commercial districts to pay a fee in lieu of providing all or a portion of the required off-street parking. The purpose of this program was to provide an alternative to demolishing historic buildings in order to meet downtown parking needs and to raise revenues for public parking purposes. All fees collected are deposited in a special parking fund to be used exclusively to acquire and develop off-street parking facilities for the commercial area. As of January 2000, there was approximately \$57,200 in the parking fund.

In response to concerns about the adequacy of downtown parking, the Town Council commissioned a parking study by transportation consultants Wells & Associates, Inc., which was published on January 18, 1994. Following an analysis of parking supply

and demand, the report concluded that the 905 parking spaces in the downtown area are sufficient to meet most parking needs on typical weekdays and Saturdays, although parking is a problem during peak season weekend days, holidays, and special events. The report suggested that the special events do not warrant construction of a new parking lot, as such a facility sized for peak demand would be underutilized on typical days and may have a negative impact on Middleburg's small town character and charm. The consultants recommended that the town better publicize the location of existing lots and consider combining some of the small, private lots into larger, more efficient lots, through a public-private partnership.

The Town Council in June 1999 purchased property behind 10 S. Liberty Street for the purpose of developing additional public parking conveniently located to downtown businesses. Initial plans are to provide a gravel parking area for approximately 30 vehicles. Future plans include implementing planned drainage improvements, paving the lot, and providing public restrooms.

### **Regional Transportation Facilities**

Loudoun Transit, a non-profit transportation organization located at 71 Lawson Road in Leesburg, approximately 20 miles northeast of Middleburg, provides daily transit service for all county residents. Supported in part by County funds, they currently make at least two trips daily to Middleburg, at 8:00AM and 3:00PM, for regular riders. Other trips can be arranged with at least 24 hours notice. The current cost of this service is \$2 within the town limits and \$3 for trips outside the town. Loudoun Transit buses can hold 13 - 25 passengers. The organization also offers interstate Greyhound Bus service through their office.

Leesburg Municipal Airport, also located 20 miles northeast of Middleburg, provides fuel, repairs, flight instruction and charter service. Regularly scheduled daily interstate commercial flights and overseas flights are available at Dulles International Airport, located in eastern Loudoun County. Fuel, repairs and general aviation aircraft services are available, as well as charter service, surface transportation, lodging and food.

## **GOALS AND OBJECTIVES**

**GOAL:** Provide a safe and adequate transportation system serving residents, businesses and visitors, while protecting the character of Middleburg.

**OBJECTIVES:**

1. Maintain and protect the existing rural village character of town streets and the scenic qualities of the roads in the surrounding area.
2. Ensure that any additions to the street network respect the human scale, historic character and aesthetic qualities of the town.
3. Protect residential neighborhoods from unnecessary intrusion of non-residential traffic.
4. Provide adequate parking for existing and future residential, business and employment uses downtown.
5. Ensure pedestrian and bicycle safety throughout the town.
6. Ensure adequate maintenance of the town's streets, curbs, gutters, and sidewalks and improve stormwater drainage.

## **IMPLEMENTATION PROGRAM**

**POLICIES:**

1. Support efforts to revise VDOT street standards to eliminate excessive pavement widths and other design standards that run contrary to the town's objective of maintaining the rural village and countryside character of streets and roads in Middleburg and the surrounding area.
2. Promote traffic calming as a means of addressing pedestrian and bicycle safety, traffic noise, and street design concerns and as an alternative to a bypass.
3. Ensure that off-street parking requirements reflect current parking demand of various uses.
4. Develop public parking convenient to the central business district.
5. Ensure that any development on the Harriman tract does not create pedestrian safety problems in Ridgeview.

6. Maintain and enhance pedestrian connections to and within the central business district, and continue to monitor the safety of pedestrians in existing residential areas.
7. Ensure that connections are provided in new developments for future road extensions where appropriate.
8. Enhance the Town's relationship with the Virginia Department of Transportation to ensure adequate maintenance of streets, curbs, gutters, sidewalks and drainage within the town.
9. Ensure that private roads have road maintenance provisions or are dedicated to the public for state maintenance.

**ACTIONS:**

1. Participate in the implementation of traffic calming along Route 50.
2. Participate in activities to review and revise State rural road standards.
3. Develop scenic easement and development setback guidelines for rural roads in cooperation with Loudoun and Fauquier counties.
4. Establish scenic corridor overlay districts pursuant to Title 15.2-2231 of the Code of Virginia for Route 50, Foxcroft Road, and The Plains Road, at a minimum within the town limits, but preferably within the town's one-mile subdivision jurisdiction area, and as far as possible beyond this, in cooperation with Loudoun and Fauquier counties.
5. Continue to monitor town speed limits to ensure safety throughout the town.
6. Participate in efforts to reduce minimum pavement widths required by VDOT subdivision street standards and secondary road standards.
7. Continue a sidewalk improvement program to provide pedestrian connections to and within the central business district.
8. Implement the recommendations of the 1994 Downtown Parking Study to enhance off-street parking in the central business district.
9. Review and revise, if necessary, town off-street parking standards in relation to actual parking demand by various land uses.

