

Marshall Service District Plan



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*Fauquier County Planning Commission
Recommended Approval on October 28, 2010*

*Fauquier County Board of Supervisors
Adopted on January 13, 2011
Amended April 9, 2015*



MARSHALL SERVICE DISTRICT PLAN

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I. Introduction

We citizens of Marshall love our town. (Although it's not incorporated, we call it our "town" because it looks and functions like a town.) We love the ability to walk along Main Street to visit with neighbors, and to meet many of our shopping needs in locally owned stores where fellow members of the community can assist us. We love the small-town feel of Marshall, and the fact that many Marshall residents actually live on, or within walking distance of, Main Street. Those of us who live outside of town also enjoy the ability to meet many of our business, shopping and community needs in Marshall amongst our friends and neighbors. Marshall really is a community that works – for all of us, and we want Marshall to stay that way.

The Marshall community, including those of us who live in town, also appreciates the beauty and tranquility of the surrounding rural countryside. While we all accept, and many of us welcome, the prospect of additional growth, we want to control it in a way that preserves the surrounding countryside, and enhances and supports the characteristics of Marshall that we love.

Specifically, we would like to see a newly tree-lined Main Street fill in and prosper with more shops and businesses, and we want more of the people who will inevitably move to Marshall to live in close proximity to the Main Street shops and businesses, so that their presence and buying power will further enliven Main Street and secure its future. We would like a true mixed-use central area around Main Street with beautiful village-type homes, small shops and offices with apartments above, behind and nearby, off-street surface parking in small inviting clusters of parking spaces at regular intervals, and beautifully improved municipal parcels with inviting park and recreation areas. We would like our new residential neighborhoods to be built in a



Main Street will maintain its pattern of small shops and businesses.

traditional town style and to be fully connected to, and integrated with, our existing neighborhoods. We want the gateways to Marshall to visually provide small town, welcoming entrances from the surrounding rural areas. We hope that the proposed gateway neighborhoods created by this Plan can reinforce the cherished characteristics of our Main Street rather than undermine them. And lastly, we want our light industrial uses to fit in with the rest of our town with clean, well-designed facilities that are well-landscaped and screened and where appropriate, permit pedestrian and bicycle access.

In Marshall, we view balanced growth as very important. We recognize that growth that is disproportionately commercial, industrial or residential means that those of us who live here or move here will be able to find less of what we want near home. And we really do only want Marshall to grow over the next 50 years from today's 1,420 residents to not more than 5,000 residents. This population goal is down from the six- to seven-thousand-resident build-out recommended in the 2003 revision, and by comparison, little more than a third of the size of the 14,000-resident combined Town of Warrenton and Warrenton Service District today. That being said, the core area in and around Main Street needs to grow, both commercially and residentially, in order for Main Street to survive.

Preservation of existing historic structures is emerging as an important strategy for maintaining our sense of community in Marshall. With the aid of the Fauquier Heritage and Preservation Association

headquartered in the center of Marshall, and Marshall’s venerable hometown historian, the late John K. Gott, Marshall’s history is well documented and very real to its residents. As keepers of that historic heritage, we now feel the need to preserve the actual buildings that link us to Marshall’s past. Using the established boundaries of Marshall’s National Register Historic District created in 2007, this Plan proposes the establishment of a local historic district to discourage the destruction of historic structures, offer financial incentives for preservation, and, set general rules as to how historic structures within the historic district may be modified, maintained and updated.



Proposed Marshall Southern Gateway

Finally, we are committed to doing everything we can to prevent Marshall’s gateways from taking on the look of typical highway commercial corridors with a profusion of corporate signs and buildings that would rob Marshall of its unique identity and heritage.

Marshall is a wonderful town in Virginia’s rural Piedmont; not just another town in Anywhere, U.S.A. It has its own personality and a comfortable feel - it’s MARSHALL, and we want to keep it that way.

II. Background and Context for the Comprehensive Plan

The Marshall Service District Plan is part of Fauquier County’s overall Comprehensive Plan. The Service District designations reflect the historical development patterns of the County established during the course of the past 200 years. They include incorporated towns like Warrenton and The Plains, as well as towns that are not incorporated like Marshall. The County’s Service District framework is aimed at establishing areas that are planned to absorb the bulk of new growth in the County, in order to maintain a compact and efficient pattern of development and to protect the County’s rural landscape.

The Code of Virginia requires that every locality update its Comprehensive Plan approximately every five years. The County encourages each of the nine service districts to likewise update their individual service district plans as well. The service district plan is intended to be a long-range guide to growth management within the community. It includes a general vision, as well as more specific guidelines and recommendations regarding land use and land planning, architecture and design, public realm and facilities, environmental and historic resources, and transportation. The service district plan also sets out the growth goals and limits over a 50-year horizon. The Marshall Service District Plan was last revised in the fall of 2003. A review and revision are now warranted, particularly as our thinking about traditional town planning continues to evolve. This revision again embraces this small town vision and, utilizing a variety of recommended strategies to shrink existing by-right zoning over time, while introducing new strategies for promoting more compact development in and around Main Street, reduces the projected build-out population to approximately 5,000 residents.

This round of planning for the Marshall Service District has involved local citizens from its inception, reaching back to the completion of the prior update. Following that exercise, a private group of citizens working under the banner of “Marshall Moving Forward” and in cooperation with the Marshall Business & Residents’ Association (MBRA), continued to focus on important planning issues principally along the Main Street corridor. Subsequently, Marshall Moving Forward has worked with MBRA to sponsor

a series of applications for federal transportation enhancement funds to design and construct a variety of Main Street infrastructure improvements that would support the planning objectives for the Main Street corridor.



Main Street will benefit from streetscape improvements that bury the utility lines and reinstitute the street trees.

The formal 2008-2010 Service District Plan update began in the winter of 2008 with a series of twice-monthly meetings focusing on each neighborhood of the Marshall Service District, as well as on the broader planning issues of transportation, historic resources, public realm, and infrastructure and utilities. Participating citizens were briefed on the major land use and development trends in the area, and then worked to create a “uniquely Marshall” vision for the future of the Service District and each of its neighborhoods.

This vision calls for new development to be designed with many of the familiar features of the existing and traditional small-town development patterns found in Marshall, including close-knit neighborhoods, walkable residential and retail areas, an interconnected grid of streets that will help distribute the transportation burden on Main Street as Marshall grows, and human-scale streetscapes with narrower, traffic-calmed street widths that are more comfortable for pedestrians.

The growth and development planning outcome for Marshall will be an interplay of comprehensive planning, zoning and market forces. The role of this Service District Plan is to perform the comprehensive planning function and to set the vision for Marshall – including specific design, style and density goals for Marshall’s various neighborhoods, public spaces and amenities, and transportation needs. A plan of this scope will need zoning regulations to support it. Thus, a review of the County’s existing zoning ordinances should be part of the future process to realize the vision. This will include looking at the differences between traditional Euclidean Zoning (named after the 1926 U.S. Supreme Court case of Euclid, Ohio vs. Ambler Realty), and newer thinking about Form-Based Codes. Euclidean zoning primarily focuses on uses rather than design, while Form-Based Codes focus on design rather than use.

There are several key changes in this revision of the Marshall Service District Plan.

This Plan:

- **Recognizes the integration of all aspects of Marshall – its historic, natural and cultural resources – so that all decisions that affect the development of Marshall first and foremost respect these important qualities and features;**
- **Promotes the preservation of historic structures in Marshall through the creation of a local historic district;**
- **Supports the careful study of a regional stormwater management approach with the goal of promoting ecologically responsible development principles, as well as more compact development on an urban scale grid;**
- **Places greater emphasis on design as a strategy for ensuring that future growth respects Marshall’s traditional identity and town vision;**

- Seeks to address more pro-actively the potentially negative consequences of highway commercial zoning at Marshall’s gateways through the implementation of highway corridor overlay districts;
- Advocates traditional neighborhood design for Marshall’s residential neighborhoods;
- Promotes Main Street as the market center, economic engine and central meeting place of the town, and the focal point of Marshall’s community life;
- Changes the town street design emphasis from facilitating vehicular thru-traffic to enhancing connectivity and respecting the traditional town context of Marshall’s Main Street and other neighborhoods;
- Emphasizes the importance of public amenities - both sites and facilities – as an important element of the community fabric;
- Introduces the concept of “transferable development rights” as a means of moving development density from outside the Service District, or from the outer reaches of the Service District, into the core area closer to Main Street; and
- Suggests strategies to reduce the ultimate build-out of the Service District from the 6000-7000 residents recommended in the 2003 revision to approximately 5,000 residents.

III. Existing Conditions and Characteristics

The Marshall Service District is located in the northern portion of Fauquier County about 15 miles north of Warrenton (Figure MA-1). Its east-west axis is historic U.S. Route 55, which becomes Main Street as it traverses the town (Figure MA-2). The Marshall Service District is bounded to the south by U.S. Interstate 66, to which access is provided by an easterly and westerly interchange. It is bisected to the east of town by the Norfolk-Southern freight line, which curves around to form the northern boundary of the Service District. U.S. Route 17 runs essentially north/south into town, coming from Warrenton and points south, and parallels I-66 east/west until it heads north/south again to the west of town near the village of Delaplane. The Service District includes about 1,600 acres, with some 600 businesses and residences, and approximately 1,450 people.

Marshall has long functioned as a market and service center for the surrounding farming community of

Figure MA-1
Location Map

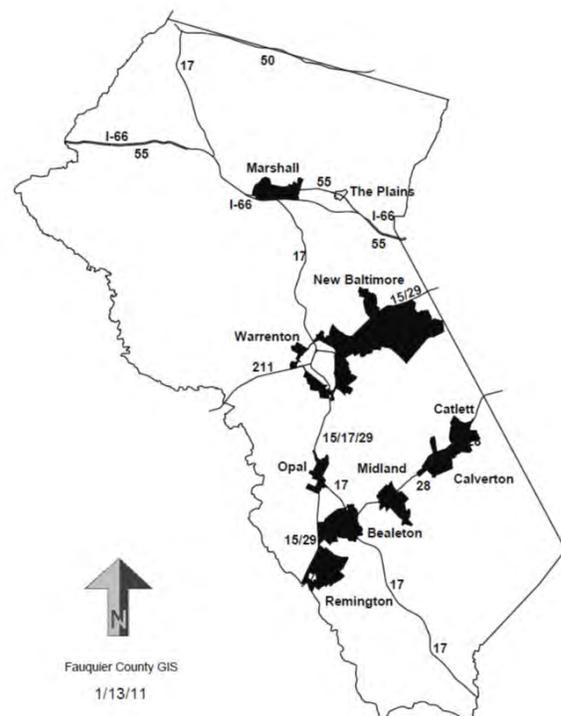
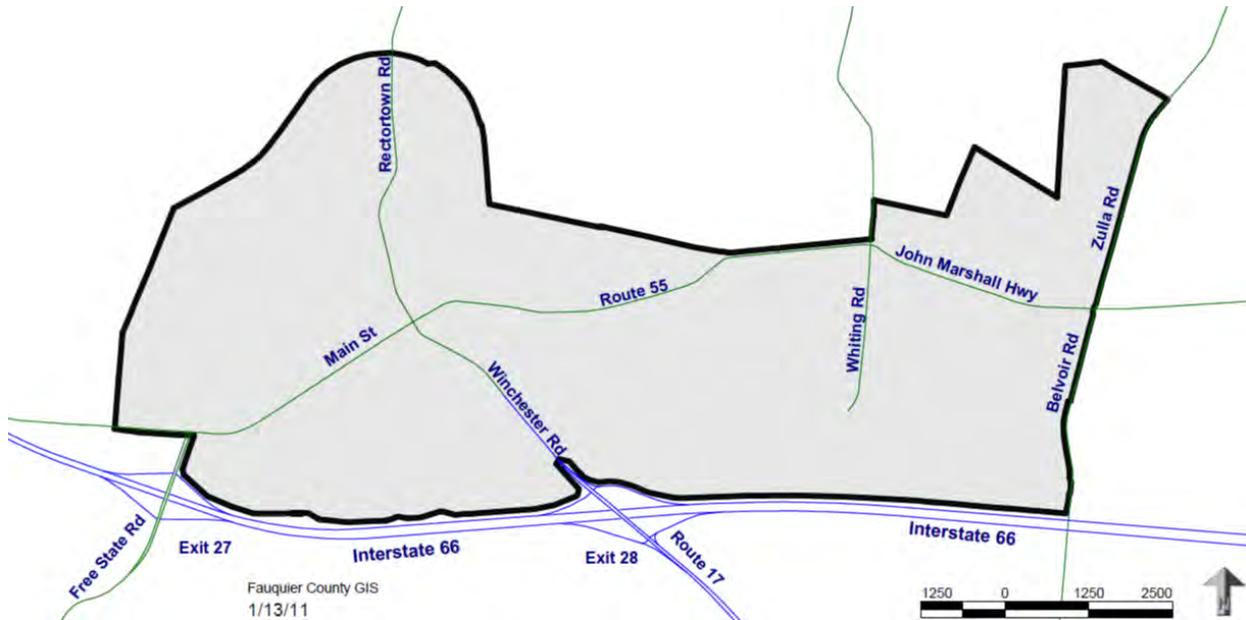


Figure MA-2
Service District



northern Fauquier County and continues to do so, even as its function as a “bedroom” community for commuters also increases. The historic town of Marshall, with a typical complement of homes, shops, businesses, churches, schools and recreational facilities, developed first around the intersection of U.S. Routes 17 and 55 and later around the depot of what was then called the Manassas Gap Railroad. With the decline of railroads as a primary mode of transportation, the town also declined as an economic and population center. In recent years, the economic value of rail freight has been recognized both by the Commonwealth of Virginia in the Statewide Rail Plan (adopted December 12, 2008), and by Norfolk Southern which in 2009-2010 completed upgrades to the “B-Line” between Manassas and Front Royal to enable expanded service and usage. Regional vehicular transportation improvements in recent decades, especially the construction of Interstate 66, have made Marshall a significant, if not prominent node along a major regional and national route. The combination of rail and roads serving Marshall provides excellent regional access and mobility. It represents an important opportunity for Marshall if we can appropriately harness the growth pressure to our advantage, but potentially a significant threat if we cannot.



Marshall Ford has been a landmark at the intersection of Routes 55 and 17 since 1916.

Marshall has seen relatively little new development over the past two decades, mostly owing to a dysfunctional private water system that could not meet the needs of existing residents and businesses, let alone new ones. Additionally, the road bed of Main Street (U.S. Route 55) had fallen into disrepair, and was recently resurfaced in 2010. Most of Marshall’s street trees were removed when Main Street was

last widened by the Virginia Department of Transportation in the 1950's and never replaced. Sidewalks are in poor condition or non-existent, and no provision has been made to channel storm water runoff from Marshall's streets or properties in any systematic manner. Electric and telecommunications lines have been strung haphazardly and loom over Main Street at an uncomfortably low height. Street lighting is poor and unattractive.



Many of the existing buildings on Main Street will continue to have long and useful lives with modest façade improvements.

A number of Marshall's older traditional buildings have been demolished over the years, and replaced in many cases with buildings lacking in vernacular architecture. Some of the remaining Main Street buildings lost their distinctive design features - especially front porches - with the VDOT widening in the 1950's. Fortunately, enough of the older buildings remain so that Marshall's central Main Street area was recently placed on the National Historic Register as a rural historic town. Nonetheless, the center of town is sprinkled with land parcels having no buildings at all. Additionally, several large residentially zoned tracts located very close to Main Street remain

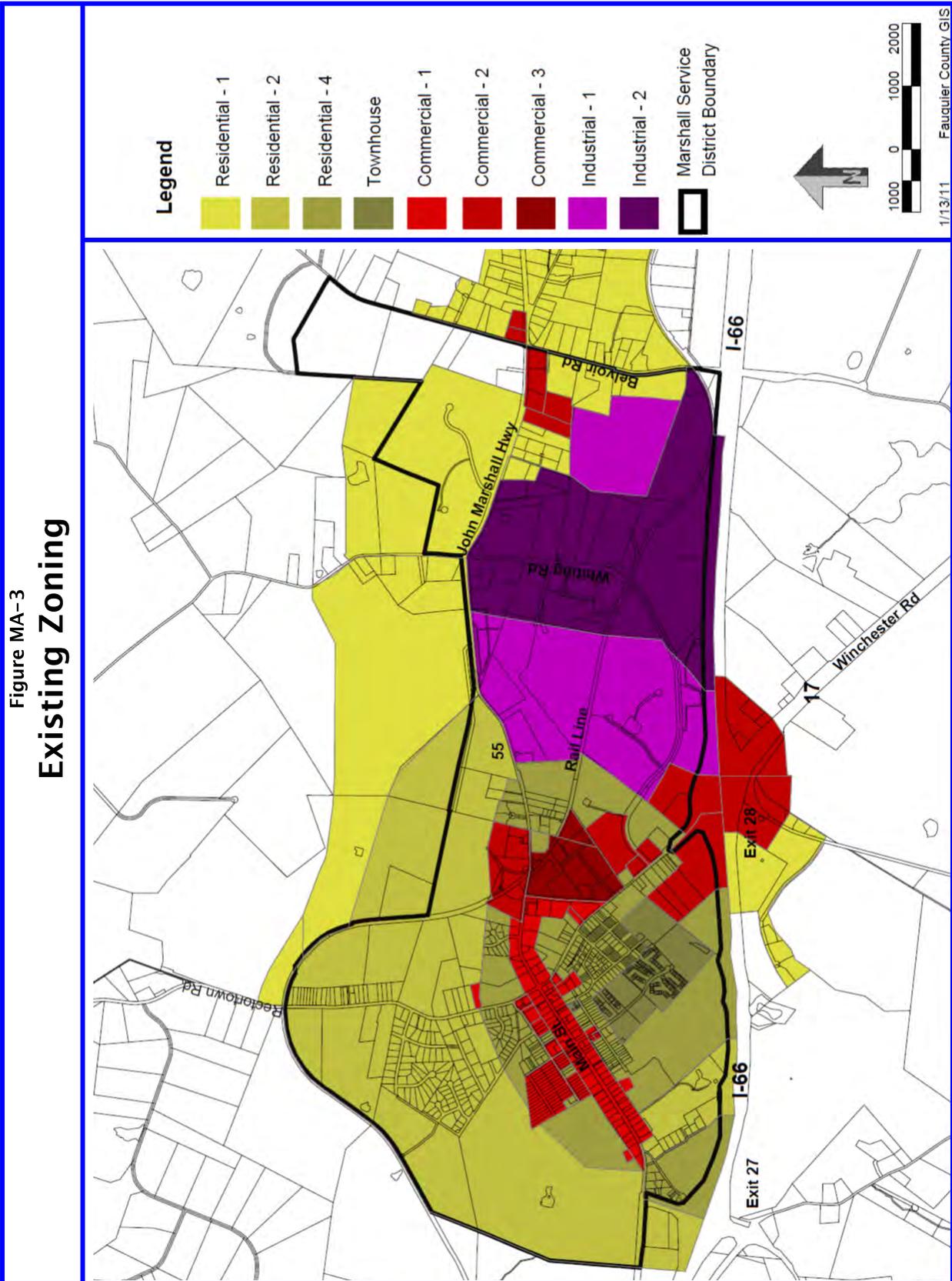
undeveloped at this time. These large tracts are expected to be the focus of additional residential development as Marshall grows. Residential tracts within the town that were built in the 1970's and 1980's were generally laid out in a typical suburban fashion, with wide streets, cul-de-sacs, and single rather than multiple entries to the existing street grid.

Marshall's older residential neighborhoods were designed along the more traditional pattern of narrower, interconnected streets, widely imitated today as "traditional neighborhood design." The best towns being created or revitalized today will follow many of the planning principles already in place in Marshall and in other towns like it that were spared the rampant suburbanization of the past few decades. In looking at zoning ordinance amendments designed to support the vision of Marshall's future growth, it is incumbent on the County to use the town's historic development patterns as cues and reference material to guide new development.



Houses placed close to the street with wide front porches are considered neo-traditional, but have long been prevalent in Marshall.

Marshall's existing zoning (Figure MA-3), established in the mid 20th century, is based on conventional zoning principles that focus primarily on uses and aim to separate uses into discreet residential, commercial and industrial areas. This Euclidean zoning includes very little regulatory focus on massing, form, style or design, and is typically written (as is the case in Marshall) in a way that discourages or even outright prohibits traditional town styles and designs. As a result, much of Marshall's more recent development ignores the town's original fabric, substituting strip shopping centers and cul-de-sacs, and



even on Main Street, buildings with large frontal parking lots that look more like they belong in suburbia or in an industrial park than in a traditional Piedmont town. Currently, no land in Marshall is zoned for mixed-use.

Marshall's sewage treatment plant is located just outside the Service District on the south side of I-66, with inflow lines running from the town under I-66 to the plant. The plant is owned and operated by the Fauquier County Water and Sanitation Authority (WSA). It is not intended or anticipated that the plant would serve properties outside the Service District, either to the south of I-66 or elsewhere. The current capacity of the plant is 640,000 gallons per day, which equates to 2,133 EDUs (equivalent dwelling units). The plant functions well, but is undersized to accommodate the build-out that this Service District Plan anticipates. However, current capacity is sufficient for reasonable growth, with 863 EDUs available over and above the 864 EDUs currently connected. In addition, there are 406 EDUs that have been paid for but not yet used. For example, the Backer property, east of town and now mostly under conservation easement, holds 199 EDUs, many of which may be returned to the system. The Carter's Crossing development close to Main Street and Winchester Road, approvals for which lapsed but may be resurrected in a traditional town format, holds 55 of the EDUs it will ultimately need. The 17/66 project near Marshall's gateway has purchased its 136 EDUs. It is important to remember that the Marshall sewer plant also serves The Plains, with 134 of the currently connected EDUs being used there. However, future development in The Plains is very limited and, based on WSA estimates, would be unlikely to use more than 25-30 additional EDUs.

The existing sewer plant over the next decade will require about \$8-9 million of regulatory upgrades, which would be financed from the sale of the available 863 EDUs at approximately \$11,000 each. Once those upgrades are made, or even at the same time, it may be possible, according to the WSA, to expand the sewer plant's capacity by another 400-500 EDUs using technology being implemented elsewhere in the County, such as at the Vint Hill plant in New Baltimore. At an additional cost of about \$3-4 million, this capacity upgrade would be paid for by the sale of the EDUs it would make available. Improvements beyond this amount would require technologies that are not proven or financially feasible today.

In 2008, the WSA was able to acquire Marshall's privately owned water system serving 584 customers. WSA is installing new water system infrastructure on a phased timetable; the new water main serving Main Street and adjacent properties has been completed. A water tower at the western end of town has been installed in the woods atop Stephenson Hill. A second tower and an additional well at the 17/66 site, now approaching completion, are expected to provide adequate water pressure and quality for the 584 current customers, restore acceptable "fire flow" to the town's fire hydrants, and allow about 30 new hookups. Three additional wells, owned by either WSA or the County and available for hookup, produce another 575 gpm. These additional wells are located at the 17/66 site (150 gpm), the Backer property (125 gpm), and the new Northern Fauquier Community Park (300gpm). WSA continues to drill additional test wells from time to time as part of an ongoing exploratory process backed by hydrological studies. Further water taps will depend on the connection of at least one of the additional wells. However, at \$6500 per tap (exclusive of an additional \$3250 tap surcharge to reduce the debt undertaken by WSA to install the new water main), more than enough capital should be available to WSA, as additional development occurs, to cover the cost of linking the remaining wells to the system. With the connection of the second water tank and tower at the 17/66 site and the three additional wells identified above, WSA calculates that an additional 1,300 water hookups will be available in Marshall – not enough for the ultimate build out envisioned by the Service District Plan, but certainly enough to supply water for the amount of growth contemplated over the next ten to fifteen years.

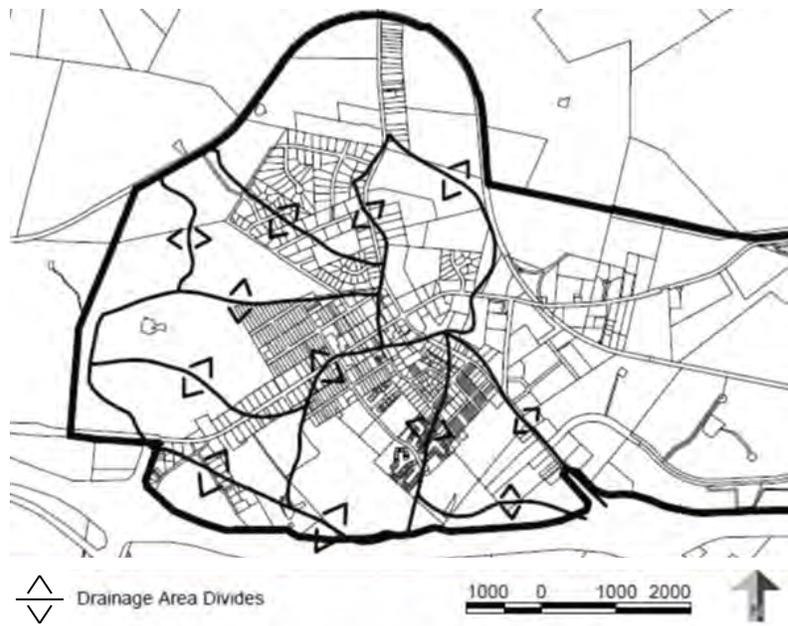
Given the limited water availability, Marshall's ultimate development could depend on the implementation of water reuse design elements (such as rain barrels and gray water recirculation) in future building

and landscape plans. Efficiency measure, such as those included in the National Association of Home Builders (NAHB) *National Green Building Standard* or the US Green Building Council (USGBC) LEED (Leadership in Energy and Environmental Design) Certification Program, should be promoted and possibly incentivized for all new buildings in Marshall.

Following the installation of the new water main on Main Street, VDOT milled and repaved Main Street from the railroad crossing at the east end of town to the intersection with Free State Road at the west end of town. The private citizens' group, Marshall Moving Forward, in cooperation with the Marshall Business & Residents' Association, received over \$2.2 million of federal Transportation Enhancement Grant funds to design and construct a series of Main Street infrastructure improvements, including new sidewalks, street trees, crosswalks and street lamps, along with the possible undergrounding of some of the electric and telecommunications lines. This \$2.2 million will cover the conceptual design for improvements from Free State Road (Route 721) to the rail line, and full design and, construction of one block of improvements along Main Street between Winchester Road and Frost Street. Additional grants will be sought each year, and projects already underway are favored over projects that have not yet begun.

Storm water management¹, particularly along the Main Street corridor, presents a challenge in Marshall as it does in all urbanized environments. Currently, rain wash along the paved surface of Main Street flows into curb inlets that have no connections other than to open ditches beyond the sidewalk. It is the intent of the Main Street infrastructure initiative that these storm water inlets, along with others to be installed with the new improvements on Main Street, be connected to each other and to appropriate storm water discharge locations at either end of the town². To the extent that storm water infrastructure cannot be financed with Transportation Enhancement Grant funds, another funding source must be found. The new storm water mains would be based on the natural drainage area divides in the town (Figure MA-4). Possible locations for storm water ponds could be the Cunningham tract, the Cannon Ridge site and the existing dry pond behind the Bloom grocery store. A new storm water collector main would also allow the properties along Main Street to connect into the system rather than handling their storm water runoff entirely on site, as required by existing land use regulations. Conventional on-site storm water retention takes up a great deal of land area and might limit redevelopment potential on Main Street. However, it cannot be overemphasized that this Plan

Figure MA-4
Main Street Drainage Divides



¹ Stormwater is heavy rainfall or snowmelt that cannot infiltrate the ground and therefore flows off into natural surface waters – like streams, lakes, and coastal waters – or into constructed conveyance systems that eventually lead to natural waters.

² Marshall Moving Forward, Transportation Enhancement Grant Application, October 26, 2007.

calls for analysis and study of the impact of a regional stormwater management approach – financially as well as environmentally – prior to implementing any such project on a formal or even exploratory basis. Such an analysis needs to factor in the potential reduction of storm water runoff through the use of on-site practices and materials that reduce off-site flows.

The construction of the new water system improvements, as well as the other planned infrastructure improvements for Main Street, has the potential to increase the pace of development in Marshall. Moreover, Marshall’s location along I-66 creates pressure for various forms of highway-oriented commercial development of the type that characterizes many of our nation’s highway interchanges. Existing highway commercial zoning at the eastern I-66 interchange allows a significant amount of highway commercial development at Marshall’s southern gateway with very little design control. Zoning and land use controls, discussed elsewhere in this plan, that ensure development in keeping with this Service District Plan should be implemented at the earliest opportunity.

While Marshall’s western gateway is relatively protected from suburbanization with rural agricultural zoning and, in some cases, conservation easements, the eastern gateway presents greater challenges. The small parcels of land lining the south side of Route 55 from Belvoir Road into town reflect a mixture of commercial and residential zoning and uses with no particular pattern. Behind these parcels is a large, industrially zoned area running from Belvoir Road on the east, crossing Whiting Road and wrapping around the eastern side of town toward the southern gateway. Most of the industrially zoned land is undeveloped. With its proximity to the freight rail line, this land is generally well-suited to light industrial uses; however, road access, particularly for large truck traffic, is problematic. Reconstruction of the at-grade railroad crossing where existing Whiting Road meets the new Route 622 (running through the 17/66 project) should greatly improve access, as should the new Southern Gateway Plan. While sewer capacity exists, sewer infrastructure is limited to the east north of the Norfolk Southern rail line.

The land north of Route 55 opposite the industrial and mixture of smaller commercial and residential parcels, is conservation-eased open space. It includes the County’s new Northern Fauquier Community Park and a large portion of the Backer property, now mostly under conservation easement. Traditional agricultural uses like the Fauquier Livestock Exchange and Tri-County Feeds also may be found along the north side of Route 55 in the eastern gateway area. Closer into town, but still within the eastern gateway area, the residential enclave of Rosstown, a traditionally African-American community with a church and historic homes, provides an existing residential anchor on the east side of the Marshall Service District.



The new and beautiful Tri-County Feeds, together with the adjacent historic Fauquier County Livestock Exchange, are examples of how Marshall’s businesses serve the surrounding agriculture-based economy.

IV. Environmental Resources

A. Survey of Environmental Characteristics

The northern portion of Fauquier County, including Marshall, is part of the Blue Ridge Anticlinorium geological province which is characterized by mountainous and rolling terrain. More specifically, the land area of the town is generally composed of Marshall Metagranite, with Alluvium and bottom land Colluvium along the creek beds. Fine-grained Marshall Metagranite is composed mainly of quartz, plagioclase, and potassium feldspar. It is well exposed in many locations. A medium to coarse grained Metagranite is found in some parts of the town and has few exposures. The Alluvium and bottom land Colluvium is a mixture of clay, sand, gravel and mica flakes.

The soil characteristics in Marshall reflect its surface geology (Figure MA-5). The local soils (based on the County Soil Survey) are predominately Tankerville-Purcellville, Purcellville-Swampoodle, Purcellville-Loam and Swampoodle-Loam, all with fair-to- marginal perk potential for drain field use. At this time, new development in the Service District is required to connect to public water and sewer, so that drain field potential is not an impediment to development.

The soils in Marshall present slight (10A), moderate (17B, 22B, 23B, 38B, and 55B), and severe (18C, 18D, 19E, 20C, 20D, 23C, 28C, 28D, 31C, 53C) potential for erosive conditions. Soils rated moderate or severe require additional attention to storm water design for new development, and additional attention to erosion and sediment control protection during construction.

A few of the mapped soils have rocky, or very rocky characteristics (18C, 18D, 20C, 20D), and contain rock outcrops. Similarly, Marshall also has mapped soils with shallow bedrock at 20 to 40 inches in some areas. Deep excavations in these areas also often require blasting, resulting in higher site development costs. Ripping and/or blasting will be required for the installation of utilities and possibly for the excavation of basements, depending on final grades.

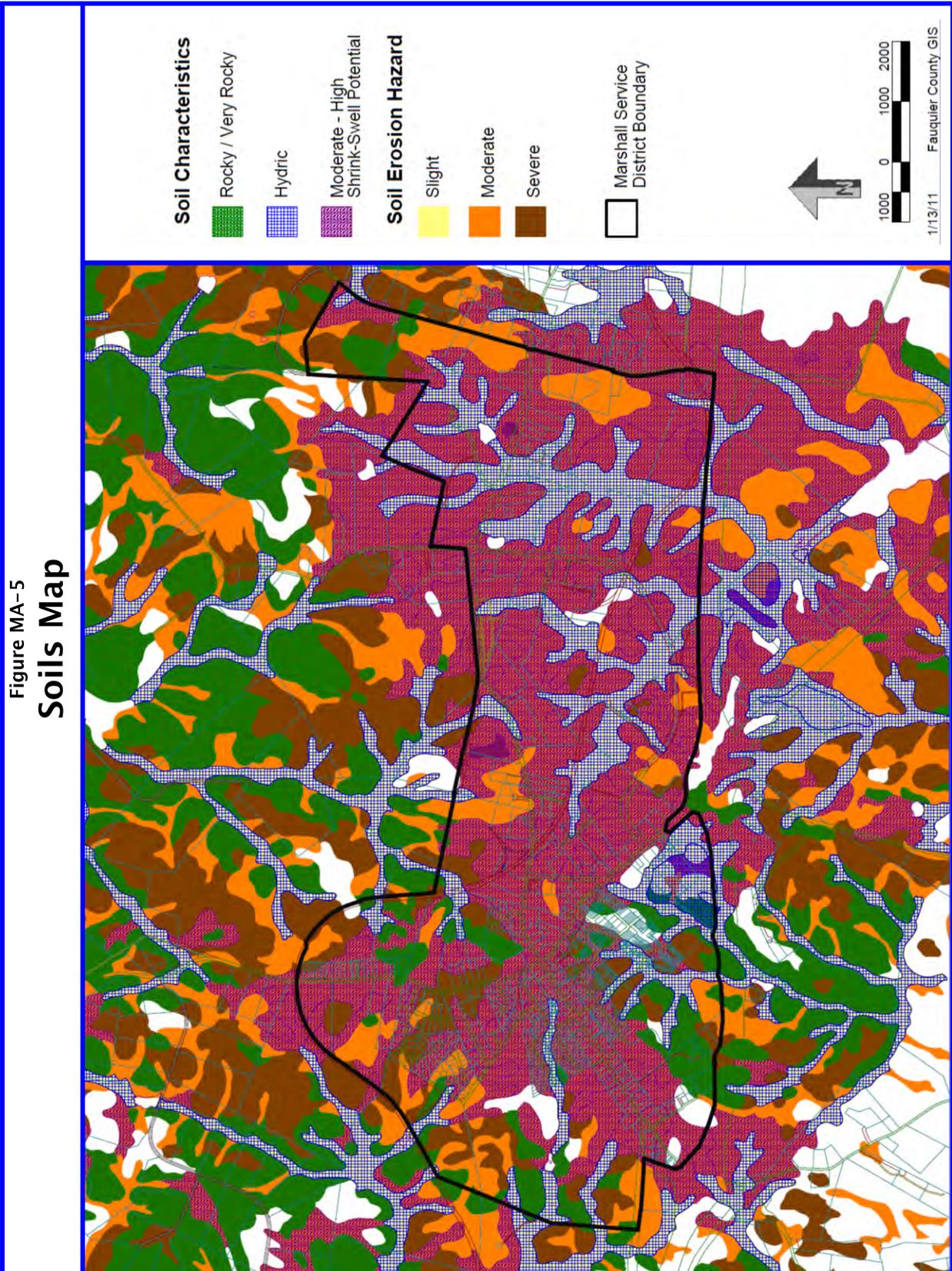
Hydric soils may be found in soil type 10A. Hydric soils are good indicators for the presence of jurisdictional wetlands. Therefore, a jurisdictional determination will be required with development proposals involving hydric soils. The presence of jurisdictional wetlands can reduce the amount of area available for development.

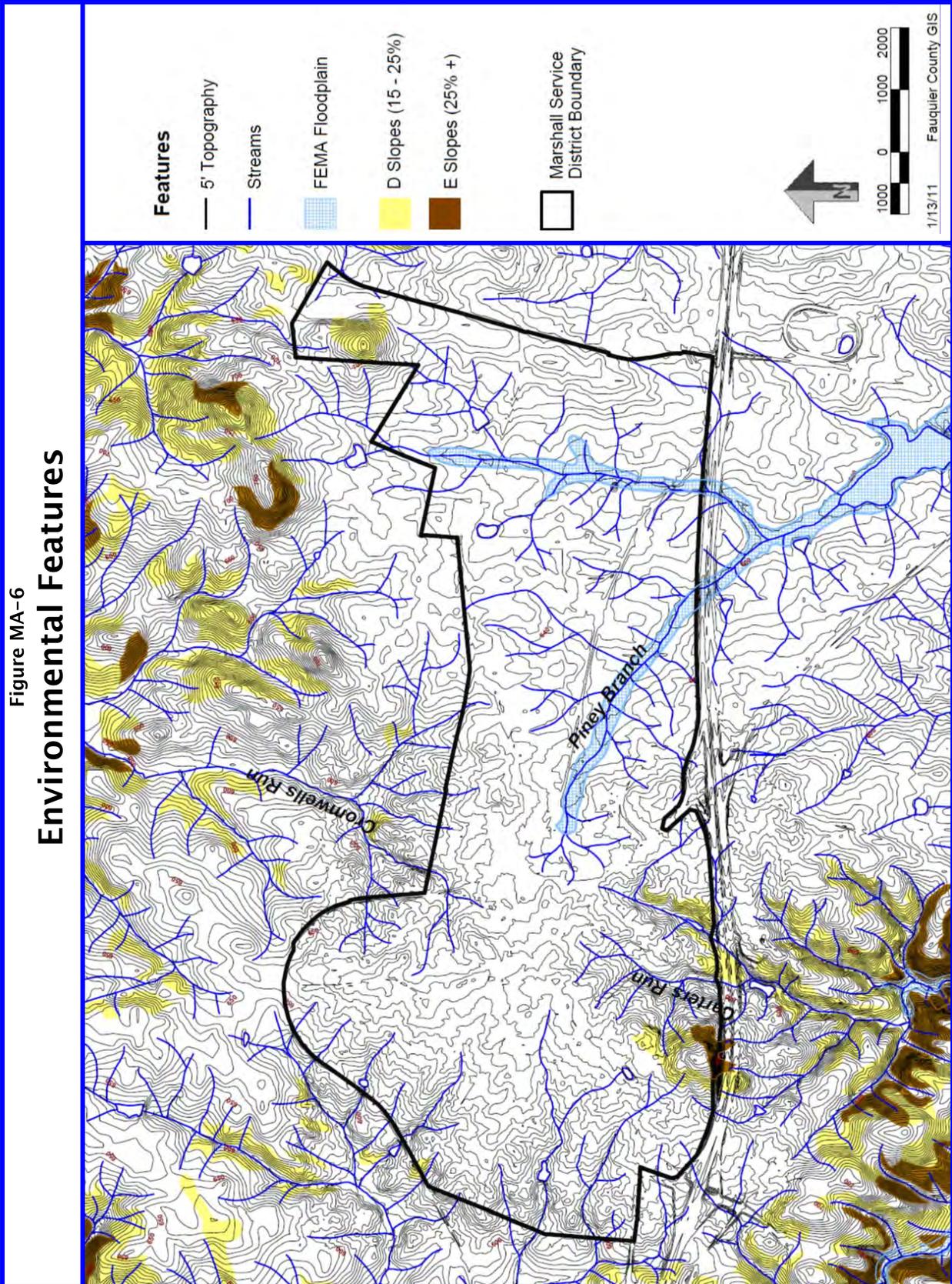
Marshall also has soils with a moderate or higher shrink-swell potential (22B, 38B, and 55B), and all of the soils in Marshall have a low bearing capacity. In both of these cases, cracks can emerge in foundations. Engineered footings for buildings and roads are generally required, which does increase site and development costs. A geotechnical study will be required at the construction plan phase of any project where the parcel contains these types of soils and will address the appropriate design and construction of building foundations and roads.

Mapped soils with seasonal high water table at 10 to 40 inches (10A, 22B, and 38B) are also found in Marshall. For these soils, sediment basins and traps, stormwater management facilities and houses with basements should be located carefully to avoid problems caused by groundwater infiltration.

Streams, such as Carters Run and Piney Branch (Figure MA-6), are relatively shallow and provide moderately wide 100-year floodplains (soil unit 10A), generally in the southeast portion of the Service District. Ephemeral streams, which only flow immediately during and after a rainfall or snow melt, also have been mapped to facilitate consideration during the development process. Soil type 17B is generally associated with minor floodplains and with the stream valleys of the ephemeral and intermittent streams.

Figure MA-5
Soils Map





Most of the topography in Marshall is undulating to rolling, with slopes of 2-15% (Figure MA-6). A few areas, generally near I-66, have moderately steep slopes of 15-25% and steep slopes of 25-45%. Steep slopes must be placed in common open space for residential subdivisions, but there are no Zoning Ordinance restrictions for developing on moderately steep slopes.

Some areas of Marshall have significant tree cover and there are areas within the Service District containing some specimen trees. While these have not been formally mapped at the town level, a more systematic identification process would facilitate the implementation of measures to preserve tree cover and specimen trees as recommended elsewhere in this plan.

B. Planning for Environmental Stewardship

The traditional town design and pattern of development promoted in this Service District Plan is intrinsically consistent with protection of the natural resources. Smaller lots cover less land. A mix of uses and compact, pedestrian-friendly streets offer the opportunity to walk, which can result in less driving, petroleum use and smog. Smaller lawns and less pavement equals reduced water use and runoff pollution. In addition, walking is an important and useful form of exercise leading to improved personal health.

Beyond the general benefits of traditional town development, however, more can be done to make development in Marshall “green”. Green development is a collection of land-use, building design and construction strategies that reduce the environmental impact of buildings on their surroundings. There are many programs emerging nationwide that the development community can pursue and use, including the US Green Building Council’s (USGBC) LEED Green Building Rating System, as a way to measure the energy and environmental performance of new buildings.

Green development starts with minimizing land disturbance and protecting natural drainage ways and environmental features. Therefore, this Plan seeks to use existing environmental features as a general theme around which development is based. More specifically, this Plan seeks to go beyond protecting key environmental resources included in the Zoning Ordinance (floodplains, wetlands, steep slopes), and seeks to carefully integrate environmental features, such as significant tree stands and specimen trees into new development. Scenic vistas also should be considered an environmental feature. While some of these features have been mapped, others will emerge as development plans are brought forward. Updates to the zoning ordinance should, to the extent permitted by existing Virginia enabling legislation, require the documentation, protection and integration of these environmental features. Developments requesting a rezoning should similarly be required to document and protect these environmental features.

Environmental features (as well as historic assets discussed elsewhere in this plan) could in fact become cornerstones of the emerging new Marshall neighborhoods. Such features can give a neighborhood a distinct character or identity. Aligning a road with a scenic vista can preserve the vista for the entire community rather than just a few landowners. A stand of old trees can provide respite from the hard-scape, and can have a way of linking prior generations to the next.

In time, the County may pursue green infrastructure planning on a countywide basis in which environmental features are protected and linked via a network of streams, trails, parks, etc. Interconnection is the key to green infrastructure. A countywide green infrastructure plan would likely support native species, maintain natural ecological processes, sustain air and water resources, and contribute to the health

and quality of life for all of the County’s communities and citizens. With this in mind, interconnected open space should be sought with all new development in Marshall.

Marshall would also welcome affirmative steps by the County to promote energy efficiency in new construction. In addition, energy efficiency measures should be incorporated into Marshall’s public buildings. Incentives to the private sector could encourage the adoption of new energy efficient technologies.

Additionally, the County should study the implications of regional stormwater management for urbanized areas like Marshall. Documenting and assessing environmental resources and impacts should be a key component of such a study prior to implementation of a regional stormwater management plan. Intrinsic to this Plan is the recognition of the vital interconnectivity of all resources – historic, environmental and cultural – and their management within the framework of historic districts, green infrastructure

V. History and Historic Resources

A. Background

Marshall, Virginia is an authentic Piedmont town with buildings and streetscapes that stand as monuments to the town’s 18th, 19th and early 20th century heritage. During the 1960's and 1970's, a number of Marshall's Main Street buildings fell into disrepair and were in some cases demolished. Yet Marshall today is listed on the National Register of Historic Places for its significant and unusually rich collection of residential and commercial structures. Due to the proud stewardship of the property owners, 139 properties on 99 acres of Marshall have the distinctive honor of being listed on the National Register (Figure MA-7).

Figure MA-7
National Register Historic District



In addition to Marshall's earliest structures, more than 60 structures built between the two World Wars survive today. Marshall is also notable for its post-Civil War African American community known as Rosstown. These resources are all testimony to Marshall's historic role (second only to the county seat of Warrenton) in the affairs of Fauquier County. Long-time residents and newcomers alike are proud of Marshall and its small-town way of life. With each Service District Plan update, this message rings stronger and louder as the community refines its vision of integrating new growth into the existing historic fabric.

Heritage tourism, grounded in the history of the town, can be part of a sound economic strategy for both local businesses and local residents. Heritage tourists are the highest spending category of tourists, and the extra dollars they bring into a community create long-term sustainable economic opportunities for locally-owned small businesses. Residents also benefit from a heritage tourism strategy. Historic preservation strengthens a town's identity. It is no surprise that many of the nation's most desirable places to live are where the nation's history occurred. A great deal of Virginia and American history occurred in Marshall, Virginia as described in the brief summary of the National Register Nomination for the Marshall Historic District (<http://www.dhr.virginia.gov/>.) Much of the material in this nomination was derived from John Gott's history of Marshall titled, *High in Old Virginia's Piedmont, A History of Marshall (formerly Salem), Fauquier County, Virginia*.



Marshall is enriched by the many historic buildings that have been adeptly preserved.

There is a growing realization that the long-sought redevelopment of Marshall could inadvertently promote the destruction of historic buildings. Thus, in a departure from the Service District Plan review of 2003, the Citizens Planning Committee is now broadly supportive of implementing a local historic district (Figure MA-8) that would help protect from demolition Marshall's existing historic buildings identified as contributing structures in Marshall's National Register Historic District. Nonetheless, the Committee has expressed a strong desire that the type of historic protection appropriate for Marshall would not be as far-reaching as the federal Department of the Interior Standards; rather, the vision would be to preserve the essence of these structures utilizing both incentives and disincentives, and without limiting the full use of property wherever possible. (In order to qualify for federal or state tax credits, a property owner would need to meet the stricter Federal Department of the Interior Standards.)

The Marshall historic district might include the following:

- The use of density bonuses to ensure preservation of contributing historic structures.
- Incentives for building additions and modifications that respect and complement the original architecture.

- Use of construction materials for additions or repairs that include modern variations of traditional materials that save energy or reduce maintenance costs, such as cement-based siding materials, fiberglass-based trim materials or features, insulated windows with vinyl or metal cladding, standard grade roofing shingles, metal doors; and cultured stone would be allowed; only plastic or vinyl siding would be prohibited.
- No regulation of minor modifications, such as color choices.
- Notification only for certain types of construction or maintenance work within a “safe harbor” or “by-right” list of activities.
- Additional landscaping where appropriate.

The Citizen’s Planning Committee members further recommended convening a task force, appointed by the Board of Supervisors and chaired by a member of the Fauquier Heritage and Preservation Society, to formulate a specific ordinance proposal for further consideration.

B. The Early Years

The Manahoac and the Iroquois Native American Indian tribes occupied the area known as Fauquier County when Europeans first explored and then settled here. The stories of these native cultures were often lost during the arrival of the Europeans and remain largely unknown. Future archaeological studies could focus research on the Marshall area and the remainder of Fauquier County with the goal of documenting these early chapters in our nation’s history.

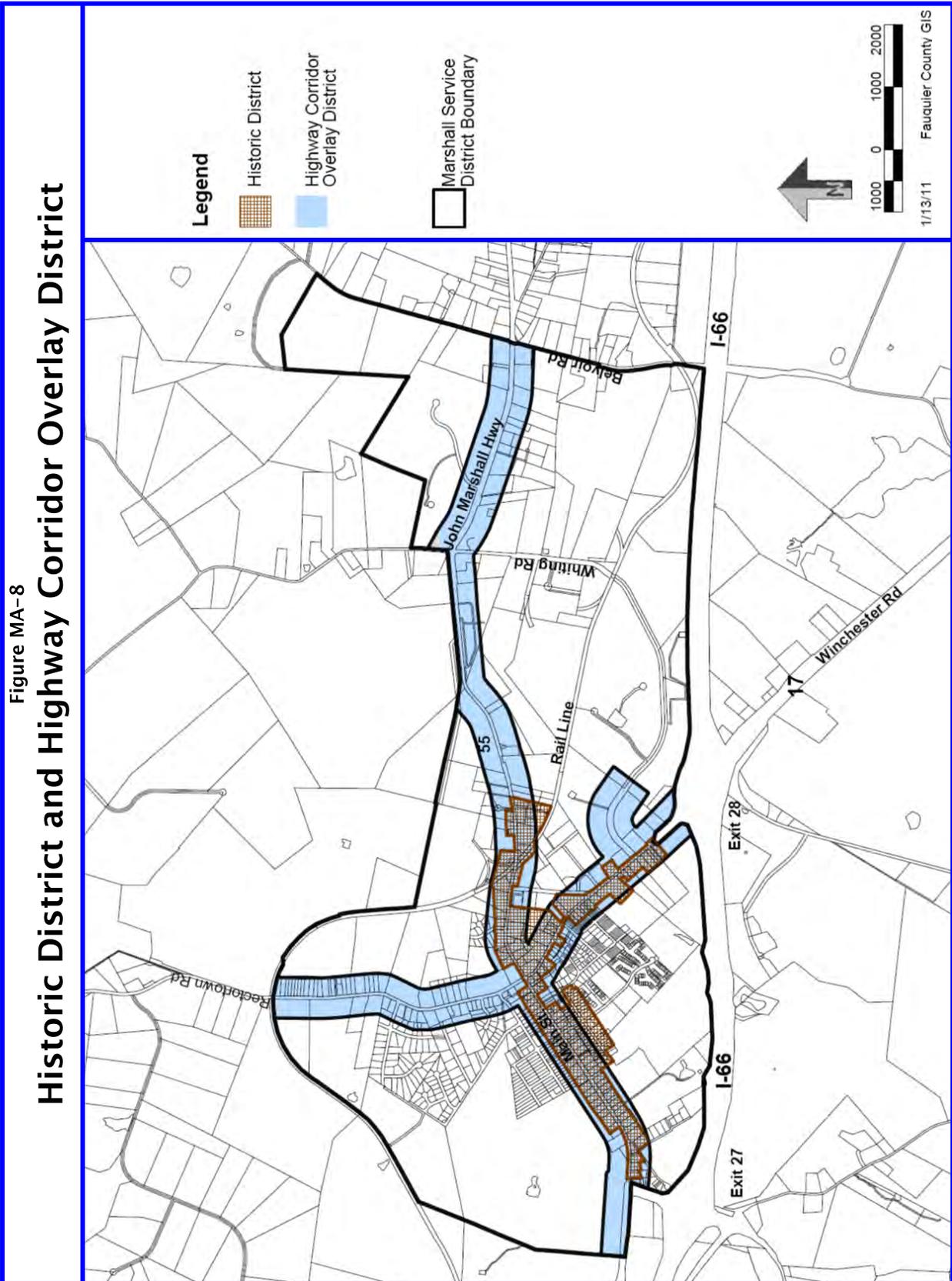
The European colonists moved from the Virginia Tidewater into the Piedmont through a series of key roadways that permeated the Virginia frontier, two of which connected the Blue Ridge Mountains and Shenandoah Valley to the tidewater ports, intersecting in what is now the heart of Marshall. Winchester Road (now Route 17) led from Ashby’s Gap to Dumfries and Route 55 lead from Alexandria through Manassas Gap.

Marshall, which was called “Salem” until the 1880s, was laid out on a 30-acre parcel at this crossroads in 1796 by a group of 136 citizens and the land owner, John Monroe, who presented a petition to the Virginia General Assembly seeking a charter for a town at this intersection.

John Monroe was an early founding Baptist Church leader. In 1786, the Monroe family had acquired the land that would become Marshall, conveniently located where the Baptist congregation was housed in the circa 1771 Upper Carter’s Run Baptist Church. Although much altered, this building currently comprises the rear portion of the current Fauquier Heritage and Preservation Society building, and remains a key artifact from the town’s early settlement period.



A map of the state of Virginia reduced from the nine sheet map of the state, in conformity to Law, by Herman Boye; eng... (1827)



After the Baptists had abandoned the building, the stone structure first served as a boys school called “The Academy,” and then as a private residence. Other surviving remnants from the town’s earliest period include the following:

- The circa 1800 one-bay, one-story, gable-roofed, stone and plaster stone house commonly known as the Hosteller’ House for Rector’s Ordinary located in the 8300 block of Main Street.
- The circa 1800 rear stone portion of the Pollard House located at 8393 West Main Street. (This building was greatly enlarged in the mid 1800s into a Federal Style building that now features early 20th century additions.)
- The circa 1805 one-story, two-bay, gable-roofed stone building that served as a store and Confederate post office located at 8335 West Main Street.



Fauquier Heritage and Preservation Society Building, 4110 Winchester Road



The Hosteller’s House, 8363 West Main Street



8393 West Main Street



8335 West Main Street

In the 1820's Salem was a thriving crossroads with 73 residents. By 1830 the town boasted 228 residents, and 43 enslaved African Americans who worked in the local businesses and on the nearby farms. Some of the few surviving buildings from this period include the following, all of which are situated on lots comprising the original 1797 Plot of the Town of Salem:

- The circa 1830 frame residence at 8430 West Main Street.
- The circa 1830 brick commercial building at 8368 West Main Street that was originally constructed as Rector's Storehouse. This building was converted into the Marshall Pharmacy in the early twentieth century and is now part of the Old Salem Restaurant.
- The circa 1830 Foley Building at 8342 West Main Street that is comprised of three sections, the earliest of which comprises the easternmost section.
- The circa 1835 Federal-Style brick dwelling at 8362 West Main Street.
- The circa 1835 stuccoed building at 8358 West Main Street.
- The circa 1830 Floweree-Utterback House at 8369 West Main Street features fine Federal-Style exterior detailing including a pedimented entrance bay, a fanlight, and Doric pilasters.



8430 West Main Street



8366 and 8368 West Main Street



8342 and 8344 West Main Street



8362 West Main Street



8358 and 8360 West Main Street



8369 and 8371 West Main Street

The arrival of the Manassas Gap Railroad in 1852 further enhanced the local economy and brought with it a building boom resulting in growth within and outside of the original town lots. Although several railroad-related structures, including the passenger rail station (where Hagerstown Block stands today) were erected, unfortunately none survives. Ten buildings remain standing from this important development period, several of which were built from logs, attesting to the popularity of this building method well into the 19th century. The oldest surviving church still in use in Marshall, the Gothic-Revival Style Trinity Episcopal Church, was built in 1849 by local builder William Sutton.

C. Marshall in the Civil War

Marshall's critical location at the intersection of two major roads and the railroad made the town an ideal meeting place for Confederate Col. John S. Mosby and his Rangers during the Civil War. The town is in the heart of "Mosby's Confederacy," and many of Mosby's men lived nearby.

Marshall was the location of several Civil War skirmishes. In September 1863, Mosby mounted two howitzers on Stephenson's Hill and opened fire on Federal troops working near the rail station. Mosby's 200 men captured at least 40-50 of the 800 scattering Federal troops. (Stephenson's Hill is designated for open space/park in this plan in furtherance of the community's preservation goals.) There were other skirmishes in Marshall and a number of significant troop movements. J.E.B. Stuart marched through Marshall in August of 1862 and General Philip Sheridan passed through in 1864. Marshall's greatest distinction in the Civil War is as the location where Mosby's Rangers were officially disbanded on April 21, 1865, somewhere in the vicinity of the north end of Frost Street.



Trinity Episcopal Church, 4107 Winchester Road

D. Marshall, 1875–1900

Approximately 20 buildings survive in historic Marshall that date to the last quarter of the nineteenth century. These buildings include the Folk Victorian-styled Ramey House at 8331 West Main Street, the Holmes-Duncan House at 8425 West Main Street, and the Kibler House at 8330 West Main Street. The circa 1899 Marshall United Methodist Church stands as a fine example of a Gothic-Revival style church. Other buildings from this time period include vernacular style commercial buildings such as the Joseph Wood Building at 8348 West Main Street.



Ramey House, 8331 West Main Street



Holmes-Duncan House, 8425 West Main Street



Kibler House, 8330 West Main Street



Marshall United Methodist Church, 8405 West Main Street



Joseph Wood Building, 8348 West Main Street

E. Marshall, 1900–1945

Thirty buildings comprise the stock of architectural artifacts representative of Marshall’s development in the first two decades of the 20th century when the town continued to thrive as the commercial center of the county’s rural agricultural economy. Vernacular I-houses and L- and T-shaped dwellings were examples of the town’s most prominent residential style amidst several fine examples of the Queen Anne style as well.

I-houses were a popular house style throughout the entire nation during this time period. They are typically one room deep, two stories in height, and three- to five-bays wide with a central-passage plan. The short span of the I-house made it easy to construct and it adapted well to stylistic changes. Marshall features an I-house at 8451 West Main Street and at 8184 East Main Street. The ability for an I-house style to adapt to new styles is well represented in the highly decorated circa 1914 Salem House at 8375 West Main Street. T- and L-shaped houses also appeared in the first



8451 West Main Street, I-House



8184 East Main Street, I-House



Salem House, 8375 West Main Street

two decades of the 1900s. Dr. Frost’s house at 8293 East Main Street and the Stipe-Maddux house at 8272 East Main are both examples of T-shaped buildings. The house at 8196 East Main Street and the A. R. Tavenner House are both fine examples of the L-shaped frame dwellings from this time period.



Dr. Frost's House, 8293 East Main Street



Stipe-Maddux House, 8272 East Main Street



8196 East Main Street



A.R. Tavenner House, 8304 East Main Street (left)

Marshall's most sophisticated example of the Queen Anne style is the Renalds House located at 8284 Wild Aster Court. The largest example of a Queen Anne style house is the T. Henderson Maddux House at 8277 East Main Street.



Renalds House, 8284 Wild Aster Court



T. Maddux House, 8277 East Main Street

Marshall experienced a great period of prosperity in the years between the two World Wars. Over 60 of the historic area's properties were constructed in this time period, and interestingly, 21 of these were constructed between 1930 and 1935 during the National Depression. These 60 properties include dwellings as well as 11 commercial buildings and a church. These prominently located commercial and industrial buildings together lend the town the atmosphere of "the town that works."

The dwellings built between the two World Wars are generally smaller than their earlier Victorian counterparts. A large number of them use detailing from the popular Craftsman/Bungalow and Colonial Revival styles that appeared in several subdivisions in the Service District constructed by two local builders, John E. Russell and Lewin Irvin Poe.

Approximately 20 residences on Anderson Avenue date to the 1920's through the mid 1940's. The majority of these are one and 1/2 story frame structures with a gable roof and front porch. At least five of homes feature Craftsman-style treatments such as battered wood posts on brick piers, overhanging eaves, and hipped roofs.

More Craftsman-style homes are found along Winchester Road, including a stuccoed bungalow at 4118 Winchester Road, a rare buff-colored brick bungalow at 4206 Winchester Road, and two almost identical Craftsman bungalows with overhanging eaves at 4242 and 4244 Winchester Road.



4118 Winchester Road, Bungalow



4206 Winchester Road, Bungalow



4242 Winchester Road



4244 Winchester Road

The Marshall district also includes 17 examples of Colonial Revival-style dwellings from the 1920s to the 1940s constructed from a variety of materials. Colonial Revival style structures include all types of styles that were resurrected from America's past. There are several Cape Cod homes that draw from early New England styles. The circa 1910 one-story Marshall Bank with arched attic windows represents the revival of the Gothic style from the mid 19th century. The local builder Lewin Irvin Poe constructed the circa 1923 Classical-style Marshall Baptist Church. That same year the town witnessed the construction of the large Colonial Revival-style Marshall National Bank.



Circa 1910 Marshall Bank, 8357 West Main Street



Marshall Baptist Church, 4121 Winchester Road



Circa 1923 Marshall National Bank, 8327 West Main Street (left)

One of the town’s keystone industrial properties, T.H. Maddux & Company, features a 100-foot-tall concrete grain elevator in a complex of buildings located at the intersection of the railroad tracks and East Main Street. Frost Street also showcases the Marshall Creamery that functioned as a dairy until the 1950s. The former Star Market is another dominant commercial structure at 8351 West Main Street.

Although the termination of passenger rail service to Marshall in the mid-1940’s had a serious impact on Marshall’s economic vitality, the town witnessed construction of 17 new structures including dwellings and the Marshall Hardware store.

Sadly, as lamented in John Gott’s book, “High in Old Virginia’s Piedmont,” the widening of Route 55 forever changed the historic setting of Marshall through the elimination of front yard greenery, fences, porches and mature trees. Future planning efforts should focus on ways to reintroduce these lost landscape and design attributes that welcomed visitors to this historic crossroad community.



T.H. Maddux & Company, 8224 East Main Street



Marshall Creamery, 4234 Frost Street



Former Star Market, 8351 West Main Street

F. Surrounding Rural Landscape

Marshall is also in the center of some of our best preserved rural landscapes which are representative of the County's long agricultural heritage. To the west lies the John Marshall /Leeds Manor Rural Historic District. The Crooked Run Rural Historic District runs along Route 17. Due north is the Cromwell's Run Rural Historic District. To the community's east lies the Broad Run/Little Georgetown Rural Historic District, and historic community of The Plains. Many other areas near Marshall are also eligible for listing on the National Register because of their preserved condition. The entire area surrounding Marshall forms part of the Mosby Heritage Area and the Journey Through Hallowed Ground Heritage Area.



Goose Creek in the Cromwell's Run Rural Historic District

VI. Vision Statement and Key Goals

The Marshall community recognizes that a rapid pace of development can radically change the existing “small-town” character of Marshall. Therefore, the Comprehensive Plan calls for modest growth over time, implemented in a way that both reflects and reinforces Marshall’s traditional atmosphere and identity. The Citizen Planning Committee developed the following Vision Statement in 2003, only slightly revised in this current version of the Service District Plan:

VISION STATEMENT

In the year 2050, Marshall will be known as “The Town That Works”. It will be the service center for the surrounding agricultural community, where agriculture and history-based tourism underpins the local economy and culture.

Marshall will be a “full-service” town capable of providing both essential and entertainment services as the “hub” of northern Fauquier County, primarily as a service center for the people who live and work in the local area. It will have maintained its identity and sense of familiarity and will reflect a balance between being a “real place” and a tourist destination. It will successfully manage the opportunities and challenges of being at the confluence of Interstate 66, Route 17 and the Norfolk-Southern railroad.

Marshall will have witnessed a revitalization of the core element that has defined this community for centuries – its Main Street. Residences, shops, businesses and other commercial enterprises will thrive in the historic “downtown,” drawing economic benefits from residents and visitors alike. These benefits will be visible in the appearance of Main Street and the full array of opportunities that are available.

Marshall will have a good balance of jobs, housing and shopping, including a full range of diverse housing types and prices. Marshall will continue to accommodate new residents, while striving to maintain its “small town” quality of life. The housing stock will reflect all walks of life, from young to old and in all income brackets. The existing traditional grid pattern of street layout and neighborhood interconnections will be retained and expanded upon as new development occurs. Tree-lined streets and networks of sidewalks, trails and bike paths will link residential neighborhoods with Main Street, other commercial and employment centers, and the various recreational facilities within and adjacent to the community.

The town will be very pedestrian friendly, with a human-scale streetscape and architecture, allowing people to walk comfortably and conveniently throughout. Adequate parking will be available, including on-street parallel parking to help calm traffic, as well as adequate off street parking near Main Street to support businesses, including more entertainment and commercial amenities. Additional development along Salem Avenue, the street parallel to Main Street to the north, will add depth to Main Street to support its function as a mixed-use corridor, making Marshall at least a “two-street town”.

Marshall will have a distinct physical center such as a central green, square or plaza, including a Community Center/Town Hall, a visitor's center and a historical research library. Both new development and redevelopment will reinforce the human scale of the town, and may include a centrally located, walkable school.

The gateways to Marshall will provide an attractive transition from the countryside to the town. The gateways will include a mix of uses, but the scale and style of development will be consistent with the scale and style of the town. The gateways will be viewed and planned as Marshall's front rather than rear doors, and should announce with beauty and grace the entrance to the traditional Piedmont town of Marshall.

Marshall will be rich in culturally stimulating activities, including festivals, fairs and other events. Marshall will build its identity around its place in American history and its agricultural focus in an era when small farm businesses, agri-tourism and locally sourced food are important to the populace of the entire region.

The rural landscape and livelihood will remain, and the view sheds in all directions around the town will be preserved, reinforcing the town's distinct edges. The stars in the night sky will remain visible as one moves from the town to the surrounding countryside.

KEY GOALS FOR THE MARSHALL SERVICE DISTRICT

(affirmed by Citizen Planning Committee)

1. Remain a service center for the surrounding agricultural community, and the "hub" of northern Fauquier County.
2. Revitalize Main Street as the core element of Marshall, with shops, apartments, businesses and other commercial enterprises thriving in the historic "downtown".
3. Maintain the small town feel, identity, quality of life, and sense of familiarity.
4. Grow no larger than 5,000 people over the 50-year planning horizon, and no larger than 3,000 people over the next ten to fifteen years.
5. Maintain agriculture as the underpinning of the local economy and culture.
6. Preserve the rural landscape and view sheds around the town, reinforcing the distinct edges of the town, and protecting the night sky.
7. Preserve Marshall's historic buildings with a local historic district and incentives for preservation, while using gateway corridor zoning overlay districts to direct new gateway corridor development toward designs that are compatible with the historic structures.
8. Achieve and maintain a good balance of jobs, housing and shopping.

9. Achieve a full range of diverse housing types and prices - for young and old in all income brackets.
 10. Maintain and enhance the existing traditional grid pattern of streets; maintain and expand neighborhood interconnections as new development occurs.
 11. Provide tree-lined streets and a network of sidewalks, trails and bike paths that link residential neighborhoods with Main Street, other commercial and employment centers, and public facilities within and adjacent to the community.
 12. Maintain and enhance the pedestrian friendly nature of Marshall with a human-scale streetscape and architecture.
 13. Provide adequate parking, including on-street parallel parking to help calm traffic, as well as adequate off street parking near Main Street.
 14. Encourage more entertainment, cultural tourism (based on the history and agricultural base of the area), and commercial amenities, while minimizing reliance on retail chains and avoiding “big box” stores, strip shopping centers and highway oriented service facilities.
 15. Reflect a balance between being a “real working town” and a tourist destination catering to visitors.
 16. Provide a distinct physical center such as a central green, square or plaza, including a Community Center/Town Hall.
 17. Increase culturally stimulating activities, including festivals, fairs and other events.
 18. Line the streets with trees, and add landscaping and green public areas throughout the Service District.
 19. Develop design principles that require new development to be compatible with the existing town.
 20. To the extent compatible with other goals of this plan, encourage all new development to include conservation practices and techniques designed to achieve environmental balance and sustainability, and seek to protect key environmental features.
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VII. Land Use Plan

A. Marshall: A Town of Neighborhoods

Like most towns, Marshall is made up of a number of areas or “neighborhoods” with their own distinct characteristics (Figure MA-9). Thus, the buildings lining the central section of Main Street from Winchester Road just past Frost Street tend to be more densely packed, closer to the sidewalk and to each other, taller and more urban in feel. First floor uses are overwhelmingly commercial and primarily retail. As one travels outward toward the east or west end of Main Street, the densities tend to reduce. The setbacks from the sidewalk increase, as does the space between the buildings. The average height of the buildings declines slightly as well. First floor uses include more residential mixed in with the commercial, and retail is somewhat less prevalent. Salem Avenue, currently with many undeveloped parcels, is primarily residential with mostly cottage type homes.



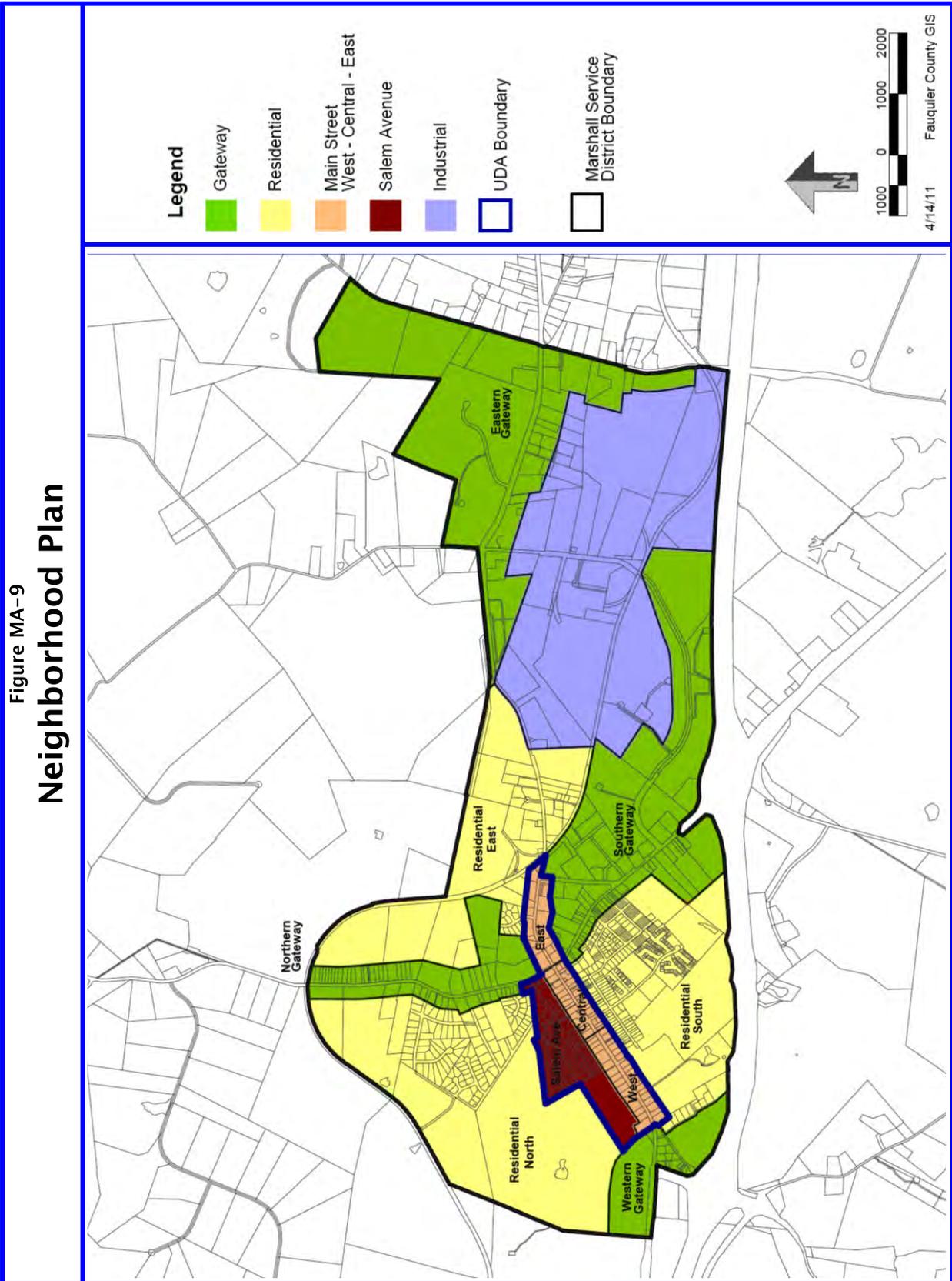
This cottage style home is typical for Salem Avenue.

The several residential neighborhoods have their own characteristics as well. Those south of Main Street tend to be the older neighborhoods of Marshall with lots, street grids and homes reminiscent of typical small town development in the late 1880’s and early 1900’s. Garages and driveways are less prominent; porches along the street more prevalent. Interspersed amongst the older neighborhoods are more recently constructed townhouse enclaves located around cul-de-sacs that insulate them from the surrounding homes. North of Main Street, the houses are newer, many having been built in the 1960’s through 1990’s. They are more suburban in feel, with larger garages and wider driveways. The streets themselves are wider, and the homes slightly larger. To the east, the most established residential neighborhood is Rosstown, a small community of homes surrounding a church in a fairly traditional configuration.



Salem Baptist Church, Rosstown

Each of the four gateways to Marshall has its own attributes and challenges. The southern gateway retains a number of traditional homes, albeit in stages of disrepair, and is the most prone to the intrusions of highway commercial activity. The long eastern gateway from The Plains runs parallel to the industrially zoned land on its southerly edge, and includes the Northern Fauquier Community Park dedicated in 2009, the vista across the eased property to the west of the park, and the historic livestock exchange. The northern and western gateways are essentially residential, flowing into farmland and farmettes beyond. All four gateways should be viewed as “front doors” to our town that must play a role in announcing who we are and what kind of place Marshall aspires to be.



The industrial section, lying between the eastern gateway and I-66 is a low area, partly field and partly woods, that already is home to a number of light industrial concerns along Whiting Road and mostly hidden from the rest of the town. The Citizens Planning Committee views the industrial area as a necessary part of the balance that makes Marshall a real and sustainable town.

The Marshall Service District Plan seeks to retain the distinctiveness of Marshall's neighborhoods, focusing on the strengths of each section of town, and implementing rules and guidelines for future development and redevelopment that play to these strengths. At the same time, the Service District Plan seeks to correct, to the extent feasible, land use and zoning errors that have been made over time to the detriment of these neighborhoods. Ideally, new development and redevelopment in Marshall's neighborhoods – be they residential or mixed use -- will take into account the following types of differentiating characteristics, and weave them into the new fabric, so that these neighborhoods themselves retain unique identities within the town:

- Topography – varies throughout the town, and can provide a unique feel to different neighborhoods;
- Views & Vistas – with mountains to the west, plains to the north and east, streams and valleys to the south;
- Streams & Stream Valleys – traverse many of the in-town parcels and can be incorporated into development activity in an environmentally responsible way emphasizing pedestrian trails and open space;
- Other Natural Features – might include stone outcroppings, groves of specimen trees or even individual trees;
- Man Made Features – such as stone walls, cemeteries, fences, homes, barns and other buildings; and
- History – such as old stories about a person, place or event.

The County is developing pattern books for the service districts and villages that will document existing conditions in each area including lot size and building placement, building form and massing, style, character, and distinctive features. The County will be using the pattern books to evaluate development projects and is expecting that developers will be using the pattern books to help formulate their plans and codes of development associated with new projects. The pattern book for Marshall should be completed by the summer of 2011.

The most current thinking on town planning tends to view any town, existing or newly created, as a series of “transects” that reflect a dense core with more urban design characteristics, and progressively less dense and less urban variations toward the edges of the town. Form-based codes, a relatively new approach to zoning that focuses more on building mass and style characteristics than actual uses, embrace the use of “transects” as an effective planning tool for capturing the different styles of a town's various neighborhoods. Marshall's existing neighborhoods fit well with the latest thinking on how towns should be planned.

1. Main Street

Main Street has three distinct sections – a more dense commercial core, and outlying areas to the east and west with less dense development and a greater amount of residential use. New development should respect these distinctions, as Main Street is far too long to redevelop with intense commercial activity along its entire length. In any case, it is thought to be best to concentrate the retail commercial activity

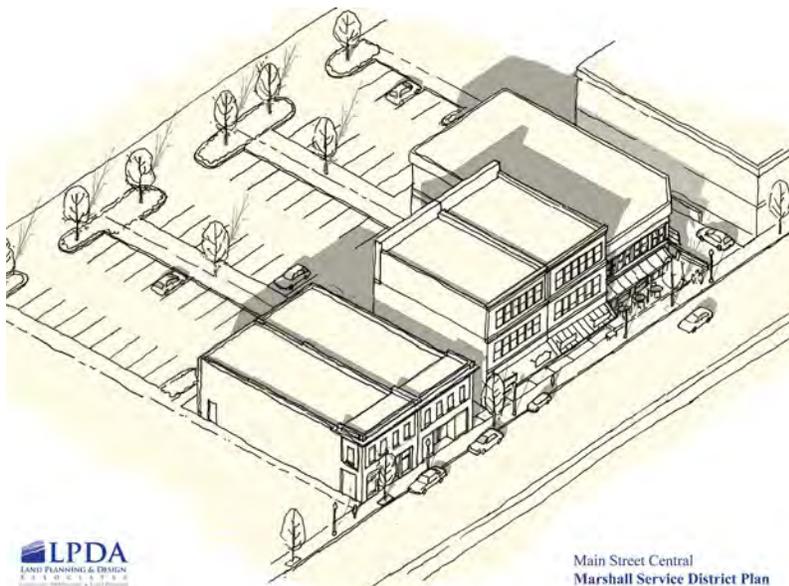
in fairly close proximity so that shoppers may experience a critical mass of shopping choices in a more walkable area. The design of anticipated Main Street infrastructure improvements such as sidewalks and streetscapes should take into account the varying characteristics of Main Street, with potentially different design solutions for the different blocks of the street.

a. Main Street – Central

The central section of Main Street, running from the signalized intersection with Winchester/Rectorstown Road on the east to the western edge of the IGA parcel, is where the most concentrated activity and urban vitality is expected to occur. This is the proverbial “downtown” of Marshall, where we should see pedestrian-filled sidewalks, and restaurants, retail shops, outdoor cafes, and the like all lining the street on both sides. The existing buildings are dense and often adjoining, with party walls or small alley spaces between them. This pattern should be encouraged and replicated. Curb cuts along the sidewalk are only occasional, and the sidewalk is continued through the curb cut. Additional curb cuts should be minimized, and existing curb cuts eliminated, particularly to the extent that properties in this part of town can be accessed and served from newly-built rear alleys. Retail uses will be encouraged on the first floors of the buildings, albeit with an understanding that quasi-retail services and office uses may be necessary until the critical mass of true retail can be reached. Upper floor uses may be commercial or residential, and a mixture of such upper floor uses is encouraged. The buildings along Main Street – Central are, on average, somewhat taller than the rest of the town today, and that pattern will be continued. New buildings should be two stories, with three stories considered acceptable. New one-story buildings should not be permitted. The front facades of all new or substantially renovated buildings should meet the sidewalk directly, except for historic structures with pre-existing setbacks or where outdoor café areas are constructed.



The vision for Main Street-Central includes pedestrian filled sidewalks and outdoors cafes.



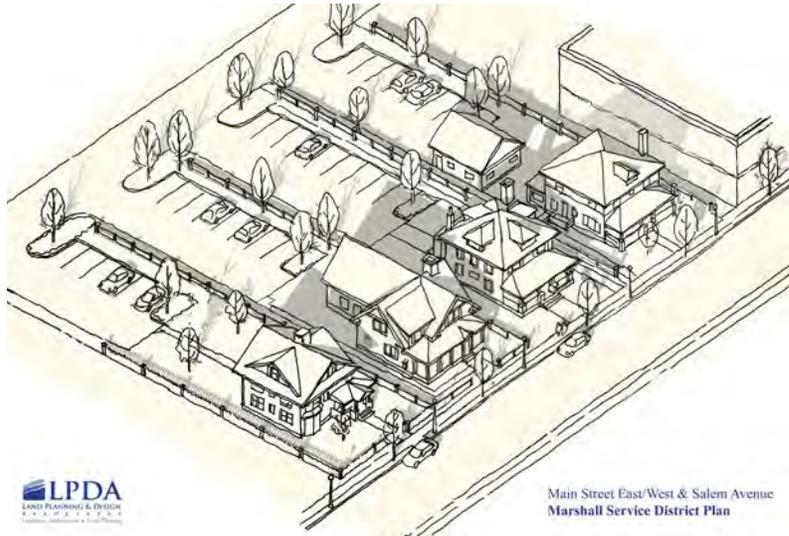
It is important to recognize that an actual or perceived lack of parking near and on Main Street will result in a direct negative impact to the economic viability of the neighborhood. Thus, adequate surface parking must be planned for. Ideally, the buildings along Main Street – Central would have their parking in the rear, and would rely for additional parking on the parallel parking spaces on Main Street and on the perpendicular streets crossing Main Street, as well as on a sprinkling of pocket parking lots accessible from Main Street, the perpendicular streets, or the parallel alleys

behind. Main Street – Central also needs a significant public meeting place that acts as a focal point for the town and the community. Ideally, this public amenity would be a green common fronting on Main Street, perhaps with an attractive covered or enclosed structure that could be used for public gatherings and events. Development density in the Main Street – Central neighborhood should not exceed a .75 floor area ratio (FAR - the ratio of the total floor area of buildings on a site to the size of the site), with not more than .375 FAR being residential on the levels other than the first floor.

b. Main Street – East End

The east end of Main Street, running from the signalized intersection with Winchester/Rectortown Road east to the railroad crossing, presents an opportunity for mixed use development similar to, but less dense than, the development envisioned for Main Street - Central. The buildings on this part of the Main Street corridor, whether commercial or residential or both, would likely have space between them with small side yards rather than the zero lot line configuration envisioned for Main Street - Central.

The expected shapes and massing of the buildings would suggest a slightly less urban tone than Main Street - Central, but still projecting an “in-town” feel and image. Unlike Main Street – Central, multi-family residential buildings could include street-level residential as well as second floor, but such buildings must have lobby entrances addressing the street. Two-story buildings would be the norm for Main Street – East End, with the occasional one-story buildings in special circumstances to be set forth in the zoning ordinance. Setbacks from the sidewalk would be greater than in the Main Street Central area, but to facilitate green areas and landscaping rather than parking in front of the buildings. Development density in the Main Street – East End neighborhood should not exceed a .4 floor area ratio (FAR), with any or all of it being either residential or retail/commercial.



Main Street East/West & Salem Avenue
Marshall Service District Plan



This office building in Main Street-East End has the appearance of a residence.

c. Main Street – West End

The west end of Main Street, running from the westerly edge of the IGA property to the intersection with Free State Road (Route 721), again presents an opportunity for mixed-use development, but significantly less dense than the development envisioned for Main Street - Central. Many of the existing commercial buildings on this end of Main Street look like the single family homes that they once were, and this pattern should be replicated, with both front and side yards in most instances. Small clusters of attached units of residential or office over commercial space would be appropriate, but not with the consistency of the Main Street – Central area. The expected shapes and massing of the buildings would suggest a less urban tone than Main Street - Central, but still projecting an “in-town” feel and image. (See graphic labeled Main Street East/West/Salem Avenue.) Some buildings might be two stories in height, although one story, cottage type structures also would be appropriate as well. Three story buildings would be too tall for the west end of Main Street unless the third floor

was an attic dormer level incorporated into a sloped roof with dormer windows. Multi-family residential buildings would not be encouraged at the west end of town, except for the possibility of some additional apartments above retail shops. Development density in the Main Street – West End neighborhood should not exceed a .4 floor area ratio (FAR), with any or all of it being either residential or retail/commercial.



Buildings in the Main Street- West corridor should address the street, and may have residential or commercial uses or a combination of both.

2. Salem Avenue Corridor

The Salem Avenue Corridor, running from Rectortown Road (Route 710) on the east to, and through, the Cunningham property to the westerly, presents an opportunity for mixed use development similar to, but less dense than, the development envisioned for Main Street Central. The Salem Avenue Corridor anticipates the extension of Salem Avenue from its current terminus to a new roundabout at the west end of Main Street where it currently intersects Free State Road (Route 721) which, in turn, heads south toward the west I-66 interchange. The desirable densities would be more akin to those at the east or west ends of Main Street. The buildings on the Salem Avenue corridor, whether commercial or residential or both, would likely have space between them with small side yards rather than the zero lot line configuration envisioned for Main Street - Central. (See graphic on page 39 labeled Main Street East/West/Salem Avenue.) A slightly lower height maximum is also envisioned, so that buildings along Salem Avenue would likely be 1 to 2 stories, but not three unless tucked into an attic dormer level. The expected shapes and massing of the buildings would suggest a less urban tone than Main Street, more suitable for a gradual transition to the residential neighborhoods beyond. An exception to this vision might be the block running from Salem Avenue to the current VDOT Park and Ride lot, which could be a somewhat more dense configuration. Development density in the Salem Avenue Corridor neighborhood should not exceed a .4 floor area ratio (FAR), with any or all of it being either residential or retail/commercial. For the segment of Salem Avenue that is extended through the Cunningham tract, an FAR of .4 is acceptable, but only if this density is transferred from other parts of the Cunningham tract.

3. Residential Neighborhoods

In keeping with Marshall’s small town character, all of Marshall’s newly developing residential neighborhoods, as well as infill parcels in existing residential neighborhoods, are expected to conform to principles of “traditional neighborhood design” (TND). In today’s town planning language, TND means narrower, tree-lined streets with sidewalks on both sides and parallel parking along at least one side of the street, if not both sides. The streets are laid out in an interconnected grid, generally rectilinear to the extent the topography allows. Lots are typically oriented so that the width along the street is the shorter dimension and the length from front to back is the longer dimension. Side setbacks are typically expressed with maximums as well as minimums, with the space between houses often as narrow as twelve to fifteen feet. TND means homes that address the street with front walks that meet the sidewalk and, in many cases, front porches. These homes would ideally have a variety of shallow minimum and maximum setbacks from the street, would vary in size and style within each block, and would sit on lots of varying size within each block as well. Their garages would be rear facing and alley served in many cases; in other cases, they might be street served with driveways limited in width to one car and sometimes shared, but never with the garage doors facing the street unless the garages are pulled back substantially from the front plane of the houses, and ideally pulled back behind the houses altogether. TND homes might vary in massing and size from one story cottages to two full stories, in either case with dor-

mers set in a pitched roof that would add an attic level above. They might be as small as 1800 square feet and as large as 4500 square feet, and while generally freestanding, could be attached as duplexes or in small groups of townhouses (3 to 5 units) in some cases. TND neighborhoods should have public open spaces for tree and view shed preservation, pockets parks, playgrounds and walking paths. TND neighborhoods may even identify occasional lots, particularly on street corners, that may be optionally utilized for commercial uses serving the neighborhood, such as doctors' offices, day care, bakery, coffee shop, laundry or the like. The following graphics indicate the difference between conventional subdivision development at various lot sizes and the preferred TND lot layout.

The fact that TND principles are expected to apply to all residential neighborhoods does not mean that they should all look the same. To the contrary, each residential neighborhood should have its own unique character. The lead-in paragraphs of this Section VI list a number of different types of physical, natural and historical characteristics that can provide fertile opportunities for neighborhood differentiation.

The County zoning ordinance would have to be updated to reflect the desire for such neighborhoods in Marshall. With the adoption of this Plan, a review the zoning ordinance and an amendment that would apply at the very least to Marshall are warranted. One approach to be considered is the incorporation of aspects of the aforementioned form-based code, which emphasizes form and design over use as regulatory criteria.



TND design typically emphasizes house placement close to the street, front porches and garages hidden in the rear.

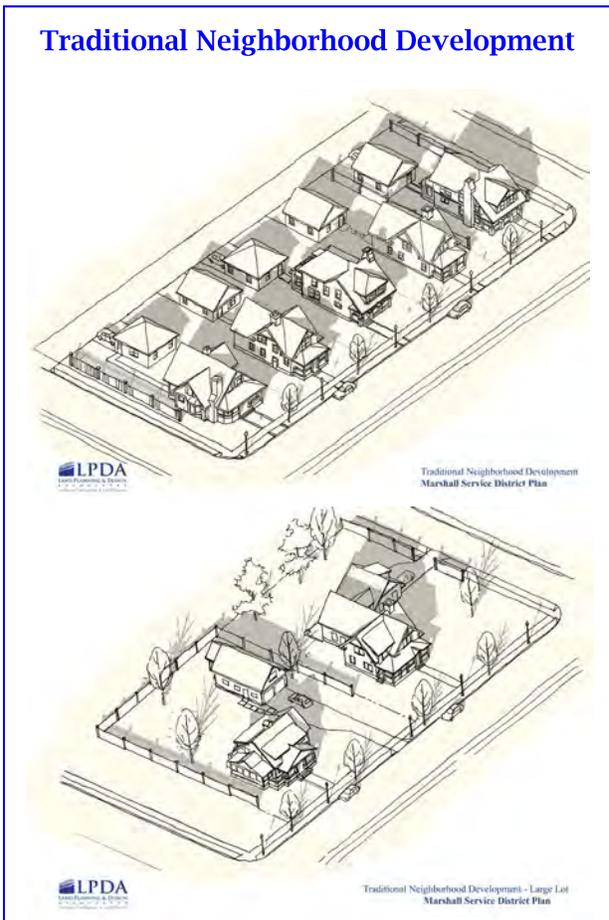
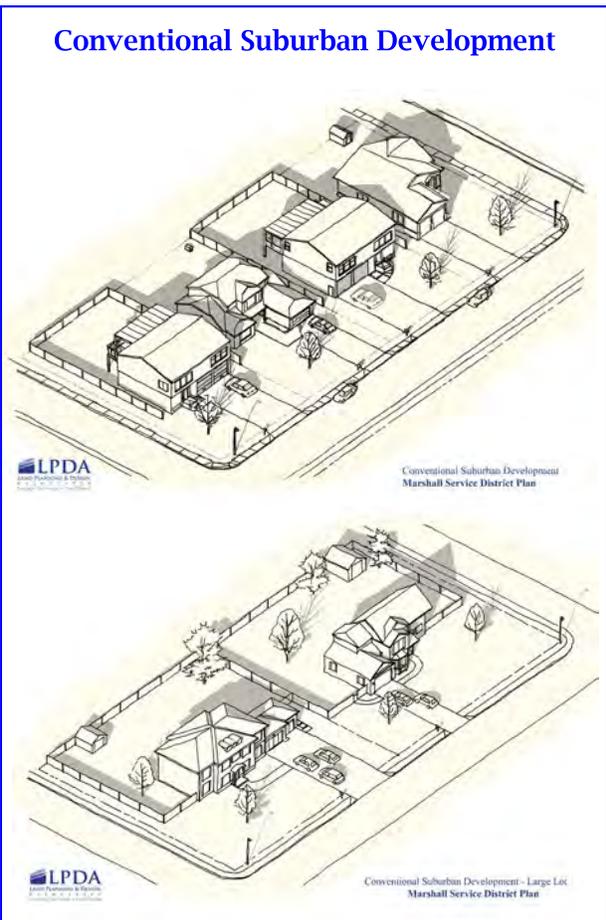
Existing examples of traditional neighborhoods, whether old or new, suggest that traditional neighborhood design can be implemented effectively at densities of between three and six residential units per gross acre of land, depending on terrain and other natural characteristics. At less than three units per acre, neighborhoods tend to look and feel more like a suburban subdivision than a town. At more than six units to the acre, density begins to crowd out the variability of lot sizes, setbacks and other design characteristics that make for interesting streetscapes within the neighborhood. In light of Marshall's desired size at ultimate build-out, a range of three to five residential units per gross acre is an appropriate planning goal and in keeping with the traditional neighborhoods already existing in the town. Depending on existing zoning densities, which vary from R-2 to R-4, as well as R-7 in the townhouse zones, three to five units per acre may be more or less density than the by-right zoning permits. However, TND design at densities of up to five units per acre are acceptable, but only with strict design controls to ensure their development within adopted TND standards, and with the use of TDRs, to the extent above the appropriate TND bonus. Where greater density is desired, such request should come to the County in the form of an application for rezoning to the optional PRD (Planned Residential Development) zone. PRD zoning requires the submission and County approval of a very detailed Code of Development that

assures any development will be constructed in accordance with strict architectural standards embracing TND principles.

Securing high quality TND design in our residential areas under a Code of Development enforceable by the County is so important that some density bonus above the by-right zoning is appropriate as an incentive for encouraging PRD applications. In addition to the required traditional design, in order to warrant a density bonus, a PRD application must include at least one of the following:

- Purchase of development rights;
- Preservation of historic buildings;
- Purchase of façade easements for historic buildings;
- Green construction (including elements of efficient water and/or energy management);
- Preservation of additional common open space beyond zoning ordinance requirements; or
- Contribution to the Main Street improvement program.

The County will determine which of the above criteria should be utilized on a case-by-case basis.



The appropriate incentive for a particular site is necessarily subjective based on the quality and characteristics of the entire rezoning application, as well as the location of the property. As a general rule, such incentives should not exceed a density bonus of more than 15% in R2 zoned districts and 20% in R4 zoned districts, or less if the bonus increases the overall density to greater than the recommended ceiling of five units per gross acre. Where PRD rezoning applications contemplate overall site density of less than 3.5 units per acre, the development should be clustered so that the actual density in the built areas is at least 4 units per acre in order to ensure a traditional town environment, and to more closely mimic the historic settlement pattern of Marshall.



These Salem Avenue homes have a density of 5 units per gross acre.

a. Residential – North

The Residential – North neighborhood encompasses all of the residentially zoned land to the north of the Salem Avenue corridor, as well as the land to the north of the Community Center on the east side of Rectortown Road. It is bisected by the linear Northern Gateway area running along both sides of Rectortown Road. The developed portion of the Residential - North neighborhood to the west of Rectortown Road mostly developed in the 1970s to 1990s in a more suburban configuration of wider streets and cul-de-sacs. However, future neighborhoods in this part of town should adhere to TND principles of design and connectivity. The large undeveloped tracts in the Residential – North area include those at the northwestern corner of town, and those parcels located within the large northern curve in the Norfolk Southern rail line to the east and west of Rectortown Road. As these tracts are developed, their newly constructed TND streets should, to the extent possible, connect to the neighborhood streets now existing so that the residents of all of the neighborhoods in the Residential – North area experience a sense of connection rather than isolation. Existing residential zoning in this area is principally R-2, with a few small pockets of R-4. Ideally, only the portions of these parcels closest to town should be developed, with the areas closer to the railroad tracks remaining open and rural. Each of these parcels would be an ideal candidate for possible reductions in by-right development potential through TDR or purchase of development rights (PDR) and other strategies where the community, working cooperatively with the landowners involved, could attempt to concentrate more compact traditional neighborhood development closer to the center of town. The Residential – North area is also a potential location for a future school site in Marshall – one that would be close enough to substantial residential concentrations to permit a large number of walking students, but also close enough to the western gateway to facilitate efficient access (via Salem Avenue extended) for school buses and automobiles to the western interchange on I-66.

The Northern and Western gateways and the open land that comprises much of Residential North being an important interface between the town of Marshall and the rolling rural land all around, residential development in these areas could be enhanced with attendant rural features. A farm conservancy model might incorporate land to be used as a working farm within the service district. Such a designated farm

would be reflective of the rural community around it, could serve as a lively neighborhood feature of the surrounding residential community and could provide an important service to the Marshall community as well as the county at large. It would also contribute to the strategy of reducing the residential buildout in this portion of the Service District (see VIII: Strategies to Achieve the Planning Goals).

Specific uses of such a farm would nonetheless have to be appropriate to a residential community, precluding those that would adversely impact a residential community in favor of uses that would enhance the lifestyles of the community it served. In the right location and with sufficient buffering, landscaping and fencing to mitigate any noise, odor or safety threats to the surrounding neighborhoods, a humane facility could be part of a service-district rural feature and would serve all of Fauquier County.

b. Residential – South

In the residential area south of Main Street, the existing lot layouts generally conform to the principles of TND, although the neighborhood streets themselves generally lack the TND amenities like sidewalks and street trees. Development density is typically greater than four units to the gross acre, and closer to five. Over time, these existing streets should be improved to the same TND standards prescribed for the new neighborhoods, and infill development should be approved under rules that permit, promote and even require these upgrades. The two large undeveloped tracts in this area are Carter’s Crossing (closest to Route 17) and Cannon Ridge (just to the west of Carter’s Crossing). As these tracts are developed, their newly constructed TND streets should connect to each other and to the neighborhood streets now existing so that the residents of these neighborhoods experience a sense of connection rather than isolation. Because the County designated Marshall a “compact area” as part of VDOT’s Secondary Street Acceptance Requirements, street connectivity is required for inclusion in the state-maintained system. However, the VDOT regulations do not require the grid network sought in this Plan (see the Transportation Section for more details).

The Residential – South area also contains existing enclaves of townhouses mostly built around cul-de-sacs and courtyards. To the extent possible, the designs for the new neighborhoods also should strive for elements of connectedness with the existing townhouse developments. Today, the closed and vacated Marshall Manor nursing home sits behind Main Street as a protrusion into the Residential – South area. While it is possible that a use may be found for this building that would be compatible with the surrounding residential neighborhoods, the demolition of the building to make way for additional residential growth, including senior and assisted living, in close proximity to Main Street is more likely. Existing residential zoning in the Residential – South area ranges between two and four units per gross acre of land for single homes, and up to seven units per acre for townhouses. This Plan envisions that any further townhouse development be interspersed among the surrounding single family houses rather than concentrated on a single block. To that end, the vacant parcels zoned for townhouses should be designated a TDR sending area and development proposals that sought to send some of the existing townhouse density to receiving parcels through the transfer of development rights should be encouraged. Because the Residential – South area abuts the right-of-way of I-66, it is important that new development be sufficiently screened and buffered so as to be essentially invisible from I-66. Finally, the Residential – South area contains one of Marshall’s treasured historic sites – Stephenson Hill at the top of Cannon Ridge. Any development in this area must respect the community’s desire for a permanently preserved open area and vista at this location that is accessible to the public.

c. Residential – East

The Residential – East neighborhood straddles Route 55 and runs from the railroad line heading east

towards the Marshall Cemetery. Encompassing the traditional homes of Rosstown and the non-eased portion of the Backer property north of Route 55, the Residential – East neighborhood is planned to remain essentially residential, with new development being similar in scale and character to the existing homes. An occasional neighborhood-serving retail or office use also may be appropriate given the Residential – East neighborhood’s longer walking distance to the core Main Street area. Street improvements along Route 55 through the Residential - East neighbor-



Townhouses interspersed in a TND neighborhood.

hood also should be planned to help calm the traffic in this area so that residents and visitors feel comfortable on newly installed sidewalks, once again with street trees and street lights and perhaps on-street parking for enhanced pedestrian safety and comfort. As the properties adjacent to the Norfolk-Southern rail line redevelop, a pedestrian connection across the tracks would be a helpful amenity for linking the Residential - East neighborhood with the center of town.

4. Gateways

The four gateways to Marshall are the “front doors” to the town. While each is unique, as described below, each should be part of the traditional town fabric and provide a fitting entry into its National Register Historic District. For this reason, it is important to establish a highway corridor zoning overlay (Figure MA-8) that regulates the visual impact of development. The highway corridor overlay should include more aggressive landscaping requirements and architecture, design and signage rules that complement the Marshall historic vernacular.

a. Southern Gateway

The Southern Gateway on Winchester Road (Business Route 17) at the Interstate 66 interchange is the main entry into town for most residents and visitors. If all of the gateways are to be thought of as “front doors” into Marshall, the Southern Gateway is by far the principal entrance.

Because of the importance and location of this gateway, the County held a southern gateway planning charrette (an intensive design workshop) in October of 2010. Strong support was expressed by citizens for the vision plan that emerged from the charrette, and the results have been incorporated into this plan.

Guiding principles for future development in the Southern Gateway include:

- 1. Maintain and Enhance the Pedestrian-Oriented, Human Scale Environment**
The pattern of streets, buildings, parking areas and green spaces should be organized to create a human-scale environment along the public roadways, and provide a pleasant and safe walking experience for the pedestrian.
- 2. Maintain the Rural, Small Town Character**
The visual appearance of streets and buildings should maintain the informal, traditional character of a small scale, rural-oriented, agricultural market center.
- 3. Provide a Clear Sense of Entry into the Town**
The entrances to the town should reflect its rural, small town character, and should be distinctive and unique to Marshall, while providing a sense of arrival and transition from the highway environment to the Main Street environment.
- 4. Divert and Separate Truck Traffic**
The road network should be designed and built to separate truck traffic from automobile and pedestrian traffic to the greatest extent possible.
- 5. Calm the Traffic on Major Streets**
The design of streets, parking areas, landscaping, and adjacent buildings should give drivers entering the town the visual signal to slow down to speeds that accommodate comfortable pedestrian movements.
- 6. Enhance the Connectivity and Functionality of the Grid Street Network**
As development proceeds in the gateway area, the street network should be completed into an extended grid network that connects all streets together and provides well-designed sidewalks and pedestrian crossings.
- 7. Complement Main Street**
The design and use of streets, walkways, landscaping and buildings should complement rather than undermine the existing buildings and uses along Main Street, so as to reinforce and enhance the commercial vitality of Marshall.
- 8. Provide Trees, Green Spaces and Pocket Parks**
As development proceeds in the gateway area, trees should be provided along major streets and in parking areas, and small pocket parks should be provided as part of major development projects to create well-defined, human-scale civic spaces.
- 9. Provide a Mix of Uses**
Future development should include a mix of uses, including offices and business services, as well as complementary retail uses along the major streets, with limited residential uses on second floor spaces and behind commercial sites, and industrial uses in the currently zoned industrial areas.
- 10. Preserve and Re-Use Historic Buildings**
As development and redevelopment occurs in the area, existing buildings with historic significance should be protected through preservation, density bonuses and adaptive re-use.

11. Screen Industry from Main Roads and Screen All Uses from I-66

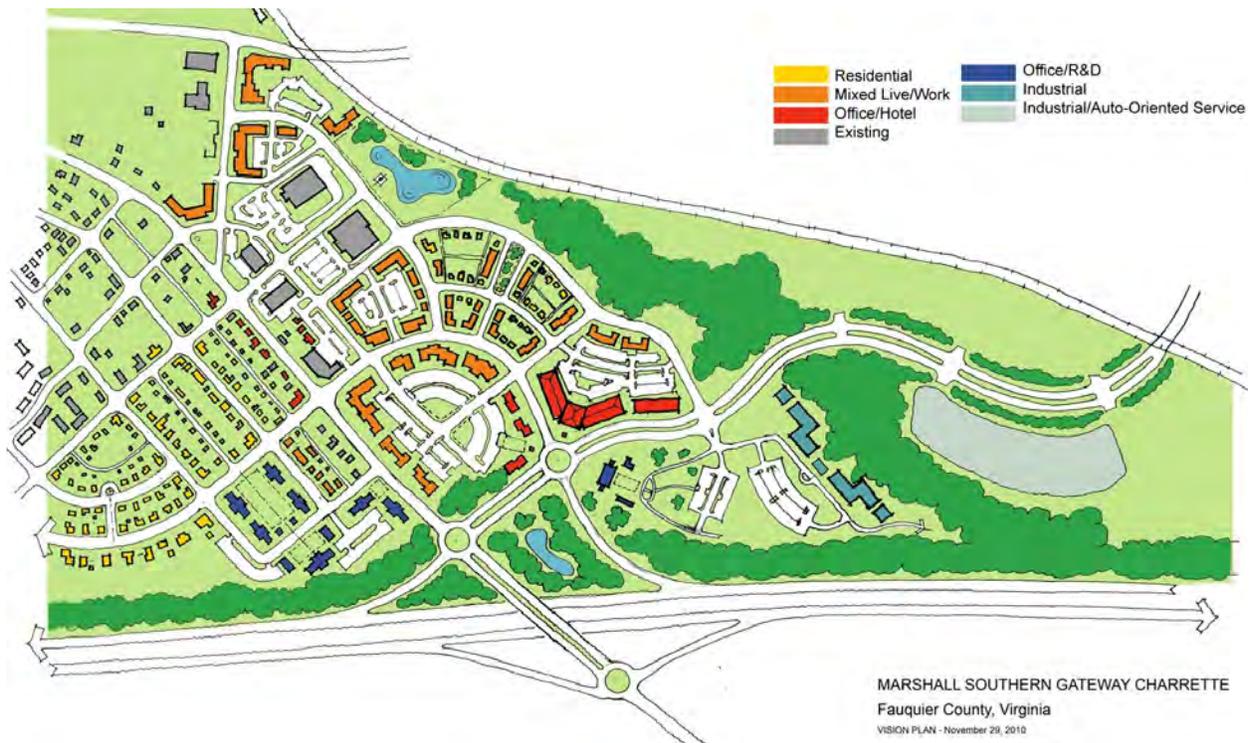
All industrial uses should use vegetative buffers to completely screen them from the major roadways, and all buildings should use vegetative buffers to completely screen them from I-66.

12. Provide Human-Scale Lighting and Signage

The lighting and signage for all buildings and streets should be designed, located and sized to provide a human-scale and pedestrian-friendly environment; lighting should use full cut-off fixtures and avoid spillover onto adjacent properties, and signs and street lights should be modest in size and height, of traditional design and oriented to the pedestrian nature and slow traffic speeds of adjacent roads.

The Vision Plan created for the Southern Gateway (Figure MA-10) meets the twelve principles listed above. The organizing element for the Vision Plan is a circulation system that continues the historic grid pattern of streets and blocks in the current town. This grid of streets is intended to maximize connectivity between the historic village and the gateway, and within the gateway area itself. Secondly, the circulation concept is intended to integrate multiple modes of transportation in the area, including auto, rail, pedestrian and bicycle modes. Finally, the concept proposes a realignment of the westbound ramp from I-66 and the Whiting Road extension, and the introduction of roundabouts at key intersections in the gateway. This is a key recommendation in order to divert truck and industrial traffic away from the historic portion of the gateway and to preserve the two-lane rural character of the Winchester Road entrance into Marshall.

Figure MA-10
Southern Gateway Vision Plan



The Vision Plan shows particular land uses, but such uses are meant to be illustrative. As stated in the principles, a mix of uses is sought and should include offices and business services, as well as complementary retail uses along the major streets, with limited residential uses on second floor spaces and behind commercial sites, and industrial uses in the currently zoned industrial areas. Some institutional uses, such as government buildings, post offices and libraries, should not be part of the Southern Gateway, as these uses are more appropriately located on Main Street in order to reinforce its role as the center of the town. The uses shown in the Vision Plan include a hotel or office building in a prominent location and two sites for office/research and development, but any of these three sites could accommodate other uses such as an agricultural or historical tourism center, an office campus, educational, medical or research related uses, or a hotel. Freestanding “category killer” type stores (including pharmacies), fast food restaurants, as well as auto oriented uses (including dealerships, repair facilities, parts retailers and gas stations) should not be part of the gateway area, provided that a portion of the Southern Gateway’s easterly tip could be designated for auto related retailing and service uses if such an area is appropriately screened from view consistent with enhanced screening requirements discussed elsewhere in this plan. It is key however that the intensity, variety and concentration of retail uses in the Southern Gateway not undermine the overall viability and competitiveness of Main Street as Marshall’s core retail district.



A hotel could be incorporated into the Southern Gateway in a way that is comfortable and inviting in a small town.

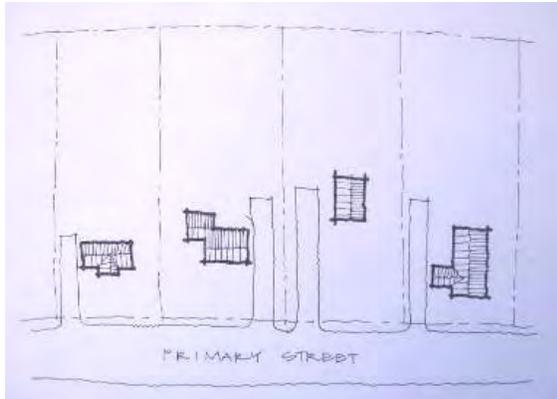
Mixed live/work units are shown in several locations, but the form of these buildings is more important than the function. Buildings should be located close to the street with entrances onto the street. Along the streets of the gateway, we envision a mix of office, retail and residential uses, generally in two-story buildings, with no limits on the amount of office space and with amounts of residential and retail space sufficient to function as a neighborhood without compromising Main Street or the overall residential build-out of the town.

The Vision Plan calls for the preservation of the historic homes on the west side of Winchester Road. Adjacent vacant parcels should be infilled with compatibly designed buildings. The use of these buildings is secondary; they could be residences, offices, or small commercial establishments. The critical features are the design and placement of the new buildings to ensure their compatibility with the existing historic buildings. An alley is proposed behind the historic homes along Winchester Road, (see graphics on following page) so that the owners could further develop their lots, while still maintaining the integrity of the streetscape.

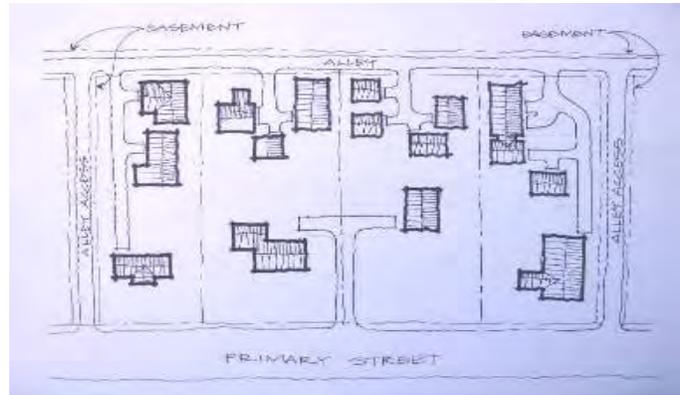
Another key component of the Vision Plan is green space. The Plan calls for a dense screen of landscaping, to include preserved vegetation, for the entire length of the Service District alongside I-66. Small landscaped pocket parks are called for within the gateway, with a green space/storm water management area proposed adjacent to the rail line.

Architectural details necessary to support the small town vision for the Southern Gateway include a design that reflects the Virginia Piedmont, a simple uncluttered appearance, vernacular forms and materi-

als, the use of field stone and standing seam metal roofs. Buildings should be placed close to the street and generally be two to three stories in height. Parking should be on the street and in the rear.



Existing residences on the west side of Winchester Road.



Infill of additional homes at the rear of existing lots served by common access easement.

Implementation of the Vision Plan for the Southern Gateway will take many steps. It is critical that any new development should enhance Marshall and its National Register Historic District. For this reason, it is particularly important to establish a highway corridor zoning overlay along Winchester and a portion of Route 622 (Figure MA-8) that will manage the visual impact of development. The highway corridor overlay should include additional landscaping requirements and architecture, design and signage that complement the Marshall historic vernacular. Similarly, the creation of a local historic district overlay zone will not only assist in the preservation of historic structures but will effectively extend the design and landscaping requirements of the Highway Corridor Overlay to the historic district. (Further details of both districts are contained in Section VIII.) This plan further recommends that the county adopt a new mixed-use zoning category to cover the entire Southern Gateway.

The County should attempt to work cooperatively where possible with affected property owners to ensure that redevelopment occurs within the parameter of the Vision Plan. The community is especially concerned that future redevelopment on the east side of Winchester Road include a reconfiguration of the properties to more closely match the existing town fabric. Improvements such as sidewalks, street lights and street trees will be sought. Grants should be pursued to fill in gaps in the public infrastructure. Similarly, the roads shown in the Vision Plan should be addressed as vacant properties develop and as older properties undergo significant redevelopment.



The vision for the Southern Gateway seeks to retain the traditional style and scale of buildings along Winchester Road

Other keys to implementing the Vision Plan include the road improvements at the I-66 interchange. As a first step to achieve this end, the County should seek to include these improvements included in the VDOT Interstate Six-Year Improvement Plan.

b. Eastern Gateway

The Eastern Gateway spans Route 55 from the Marshall Cemetery to the intersection with Belvoir/Zulla Road (Route 709). North of Route 55, it includes Coleman Elementary and Marshall Middle School, the Northern Fauquier Community Park connecting the two schools at its northeastern corner, the Fauquier Livestock Exchange and Tri-County Feeds. Reconstruction, overall cleanup, and landscaping upgrades to the Livestock Exchange site, and the relocation of the County-operated trash and recycling convenience site to the industrial area along Whiting Road, are recommended in this Plan.

Most of the planning challenge for the Eastern Gateway lies on the south side of Route 55, and with the roadway itself. Route 55 is the likely entrance to Marshall for residents of The Plains some five miles to the east, for residents of the farms and rural areas east and north of town, and for parents, students and others entering Marshall from the two schools on Zulla Road. The characteristics and uses along this two-mile stretch of Route 55 change periodically; however certain unifying characteristics are desirable. For example, traffic calming features that slow the traffic running to and from the schools, and past the Northern Fauquier Community Park would be desirable. In addition, a roundabout at the Belvoir/Zulla Road intersection with Route 55 could attractively announce the entrance to Marshall from the east as well as control traffic at that intersection.

The south side of Route 55 consists of residential, commercial and industrial zoning. There is no particular pattern to the zoning on the ground, and actual uses are interspersed. Currently, many of the buildings on these parcels are undervalued, and the likelihood of new development occurring without a unified vision is relatively small. Nonetheless, it is important that any new development should enhance Marshall and its National Register Historic District. For this reason, it is important to establish a highway corridor zoning overlay along Route 55 (Figure MA-8) that regulates the visual impact of development. The highway corridor overlay should include more aggressive landscaping requirements, as well as architecture, design and signage requirements that complement the Marshall historic vernacular.



The cemetery presents a beautiful respite within the Eastern Gateway.

Another way to ensure that Route 55 be compatible with Marshall’s historic district would be to return the smaller properties along Route 55 to their natural forested state, transferring any residential or commercial development density by means of TDRs (discussed later in this Section VII) closer to the Main Street core area of the town, and any industrial development density deeper into the industrial zone and further back from Route 55. In addition, a new road is planned one lot deep, parallel to Route 55 on the south side. The small lots would safely access this new road, thus reducing the access points along Route 55. Heavy landscaping along Route 55 would add privacy to these small parcels.

Marking the Service District Boundary, Belvoir Road should present a welcoming entrance to the Eastern gateway from the south. The east side of Belvoir Road already has an open, rural feel. Properties on the west side of Belvoir Road, which are inside the Service District, are zoned residential (R-1); behind those is the I-1 and I-2 land. A heavily landscaped buffer is proposed between the industrial areas and the residential corridor to screen the industrial uses from both the residences and the view from Belvoir Road. In addition, this area will serve as a Transfer of Development Rights (TDR) sending area. The R-1 land could then be left in a natural/rural state. While the County is not actively promoting rezoning in this area, the County might consider a rezoning to industrial use if all buildings were placed a sufficient distance from Belvoir Road, if the use were heavily screened from Belvoir Road and any adjacent residences with a forested buffer, and if all traffic were funneled to Whiting Road so that no industrial traffic accessed Belvoir Road.



Stately homes could line Belvoir Road in the Eastern Gateway Area.

c. Western Gateway

Unlike the Eastern Gateway area, the small Western Gateway transitions abruptly from an “in town” pattern to one that is completely rural. With the construction of the roundabout, called for in the Transportation Section of this plan, at the intersection of Main Street and Free State Road (Route 721), it is important that no development “leak” across the Service District boundary and compromise the hard edge between the Service District and the adjacent countryside (with the exception being public parks or school athletic fields if constructed utilizing a low impact design, both aesthetically and environmentally). Heading east into Marshall on Grove Lane (most people think this is actually Route 55), one should feel that Marshall begins at the planned roundabout intersection, and not before. A small parcel of land, zoned residential, on the south side of Grove Lane and immediately to the west of Route 721, which was previously included within the Service District has been removed. Any development on the large Cunningham tract north of Main Street should be fully screened with a dense vegetative buffer along Grove Lane to the west of the intersection and along its western boundary. Similarly, any further development on the residentially zoned parcel adjacent to the I-66 exit ramp should be screened from view along the exit ramp and highway.

d. Northern Gateway

A definite boundary, marked by the Northern-Southern at-grade railroad crossing on Rectortown Road, announces the end of Marshall and the beginning of the rolling farmland surrounding the Service District. Once again, it is important that little or no development leak across the Service District boundary and compromise the hard edge. The properties comprising this Northern Gateway are residential lots fronting Rectortown Road, south to and including the Marshall Community Center on the east side, and to the intersection with Salem Avenue on the west side of Rectortown Road. A slightly more urban and pedestrian friendly street with sidewalks, street lights and trees would help underscore the distinction between rural town and rural countryside. Along the western side of Rectortown Road, just south of the

railroad crossing, there remains an expanse of undeveloped farm land right up to the road. Development along the road at this location should be in the form of single family homes of traditional Piedmont architecture, with fronts facing the road, and ideally with alley served rear yard garages that reduce or eliminate curb cuts on the Rectortown Road.

5. Industrial

The approximately 395 acres earmarked for industrial development will provide Marshall with a balance of land uses that are inherent in the concept of a traditional town, adding additional employment and tax base to our community. So long as such uses are effectively screened from adjacent uses and visible gateways, providing the design and planning flexibility to promote industrial development can be consistent with the overall image and plan that the community desires to achieve for the Marshall Service District. For this reason, a forest buffer along the westerly side of the residential properties along Belvoir Road should screen the industrial area from residents or travelers in that vicinity. With the industrial area spanning both sides of Whiting Road (on the south side of Route 55), it becomes the principal collector road for the industrial development. Thus, with the forest screen on Belvoir Road, the highway corridor overlay zone along Route 55 and the bulk of the truck traffic directed toward Route 622 to the Southern Gateway, the industrial users in this area should be able to function and prosper with little visual or traffic impact on the rest of the Service District. While the industrial area is currently zoned as a mixture of light and heavy industrial, the industrial zoning should be rewritten to promote cleaner, lower impact, industrial uses and practices. Whiting Road in the industrial areas should have sidewalks on the west side of the street to facilitate pedestrian movement through the area and to connect the Southern Gateway to the community park. No other sidewalks are sought in the industrial area. Natural trails within the industrial area are sought.



The industrial area is planned to allow for a mix of industrial uses centered on Whiting Road and the existing railroad line, but fully screened from Route 55, Interstate 66 and any adjacent residential properties.

B. Phasing of Growth and Build-out Analysis

Phasing of growth is very difficult, if not impossible to accomplish in Virginia. The State Code does not allow development approvals for by-right development to be denied or phased based upon the availability of public infrastructure. Where by-right development can occur without reliance on public water or sewer, such development is difficult to slow down when the market is strong. However, some developable land in the Marshall Service District is zoned (and valued) at a density where development without public water and sewer would be physically impossible as well as undesirable to prospective purchasers. Until these properties are served by WSA, their prospects for development are low. Sometimes, it will be financially worthwhile for the developer of these tracts to pay WSA for the extension of water and

sewer service. Typically in these cases, WSA will comply. A similar situation can exist with transportation infrastructure. Where the developer or user is willing to make the transportation system upgrades stipulated by VDOT, there is little that can be done to slow down a particular development.

If, on the other hand, a development or project is proposed under an application for rezoning, the County will entertain “proffers” from the applicant that may include phasing based on any of the above criteria, or simply a desire to spread out the impact and disruption of new development. Because “proffers” are voluntary, there is much latitude as to how the conditions are designed. For this reason, some have suggested that there may be strategic advantage to the town if the County avoids rezoning land in Marshall to match the vision in the Service District Plan, thereby encouraging rezoning applications and the proffers they bring. However, it is important to remember that property owners may always revert to the existing by-right zoning that likely does not match the vision and goals of the Service District Plan. In such cases, the vision and goals may be severely compromised. One possible solution is to attach incentives, such as density bonuses, to rezonings that match the Service District Plan vision and goals.

The Plan recommends a build-out to about 5,000 residents. By way of comparison, a population of 5,000 is little more than a third of the combined Town of Warrenton/Warrenton Service District’s 14,000 population today, yet significantly greater than Marshall’s current population of about 1,450 residents. This reduction will be challenging to achieve, as it is less than the current zoning permits by almost 250 residents, equivalent to perhaps 90 homes. Moreover, the desire to promote a mixed-use residential and retail mix along the Main Street and Salem Avenue corridors potentially adds another 500 units, mostly apartments in the center of town, a number which translates to perhaps another 750 residents. Finally, the incentive bonuses in our residential neighborhoods potentially add another 200 homes if all of these bonuses are utilized, or 540 people.

Tables MA-1 and MA-2 below summarize the existing by-right zoning in Marshall, the additional growth potential from the inclusion of a mixed use vision for Main Street and Salem Avenue, and the growth potential of the incentive bonuses for traditional neighborhood design in the residential neighborhoods.

Table MA-1
Summary Build-out for the Marshall Plan

	Number of Residential Units	Population
Existing (2010)	526	1420
Additional By-right	1450	3819
Additional with this Plan	786	1384
Total	2762	6623

(Note: Additional residential units (786) represent an increase of 40% over the existing plus by-right units. However, additional population (1384) represents an increase of only 26% over the existing plus by-right population because most additional units are apartments over or adjacent to commercial units on Main Street & Salem Avenue. Only 189 of the 786 additional units reflect possible density bonus units for TND Design. See details in table on next page.)

**Table MA-2
Detailed Build-out for the Marshall Plan**

Area	Additional By-right Residential Units	Extra Residential Units Possible with this Plan	Type of Development Proposed in this Plan	Additional By-right Population	Extra Population Possible with this Plan
Residential North	494	82 75 - 15% Bonus 7 - 20% Bonus	SF Detached and SF Attached	1334	221
Residential South	465	44 6 - 15% Bonus 38 - 20% Bonus	SF Detached and SF Attached Spread out the townhouses allowed by-right	1256	119
Residential East	174	27 11 - 15% Bonus 16 - 20% Bonus	SF Detached and SF Attached	470	73
Main Street Central	0	156 .375 Residential FAR (.75 total FAR)	Retail/restaurant on ground floor, Office or apartment above, 2-3 stories, 4 stories on corner lots	0	234
Main Street East End	0	100 .2 Residential FAR (.4 total FAR)	Mixed use - retail, office, apartments, SF Detached & SF Attached, 2 stories & occasionally 1 story	0	150
Main Street West End	0	110 .2 Residential FAR (.4 total FAR)	Mixed use - retail, office, SF Detached & SF Attached, apartments only on 2nd floor, 2 stories & occasionally 1 story	0	165
Salem Avenue	60	124 .2 Residential FAR (.4 total FAR)	Mixed use - retail, office, apartments, SF Detached & SF Attached, 2 stories & occasionally 1 story	90	186
Industrial	4	0	Industrial	11	0
Gateway East	15	0	Parks, public facilities, agriculture oriented on north side	40	0
Gateway North	38	3 15% Bonus	SF Detached	103	8
Gateway South	128	129 25 - 20% Bonus, 104 - Southern Gateway live/work & apartments	Mixed use - limited retail, hotel, assisted living, auto-related section, office, apartments, TH, small SF Detached	256	206
Gateway West	122	11 7 - 15% Bonus 11 - 20% Bonus, 3 - .2 FAR, -10 - removed from Service District	Heavily screened residential	334	22
Sub-Total	1500	786		3894	1384
	-50		Approximate number of existing residential units on commercially zoned land	-75	
Total	1450	786		3819	1384

In the short to medium term, the growth of Marshall will be limited by the capacity of the sewer plant. The remaining 863 sewer connections translate to a population increase (assuming 70% houses and 30% apartments) of another 2,000 people for a total population of about 3,500. The sewer plant is unlikely to have any prospects for significant additional capacity for at least ten to fifteen years. The sewer constraint allows time for the implementation of new strategies for limiting Marshall's growth while permitting the mixed-use infill growth in and around Main Street, as well as the traditional neighborhood design that the community deems desirable. These strategies are discussed further in Section VIII of this Service District Plan.

C. Transferable Development Rights

Transferable Development Rights (TDRs) are development rights that are severed from the land on which they initially reside and moved to another parcel of land. TDRs are used to promote the migration of development from those places where it is not desired, or less desired, to those places where it is desired in greater amount or density. In order to use this planning tool, a comprehensive plan such as the Marshall Service District Plan must identify "sending zones" and "receiving zones," being the areas where development rights may be reduced or increased, respectively. Sending zones may be within the Service District, or outside the Service District as a way of maintaining the rural character of the surrounding countryside.

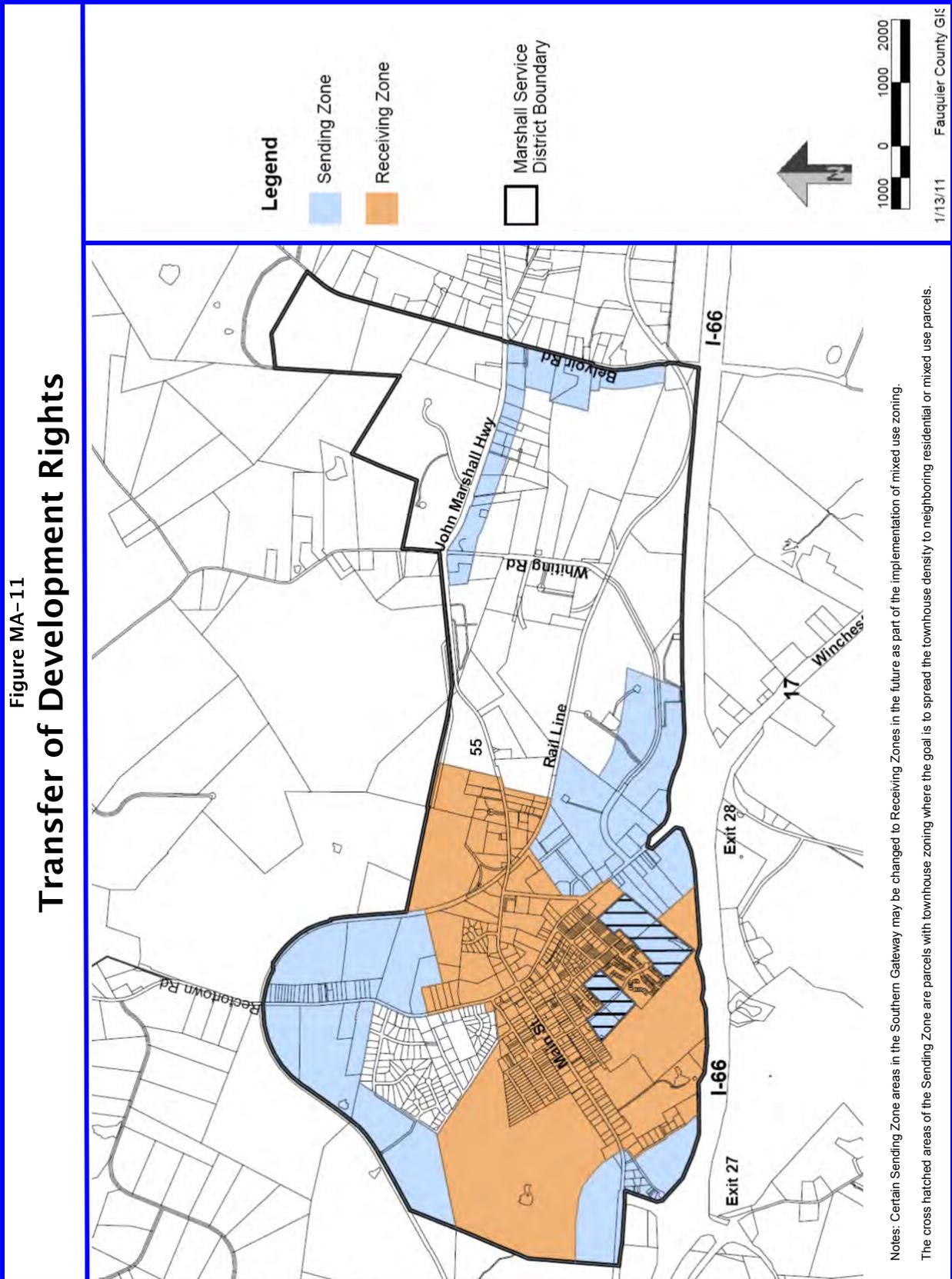
The use of TDRs can be helpful in attaining the goals of the Marshall Service District Plan to have greater development density at its Main Street core and to maintain a hard edge at the service district boundaries.

In the Spring of 2009, the Virginia General Assembly passed a comprehensive new TDR enabling statute that allows each of the counties to implement their own TDR ordinance. The Virginia Association of Counties has begun the process of drafting a model local TDR ordinance. Ideally, Fauquier County will implement its own TDR ordinance sometime in 2010.

The above discussion of the various close-in residential neighborhoods (Residential - North, Residential - South and Residential - East) indicates that each could be a TDR receiving zone that would permit development densities to rise to a ceiling of five units to the gross acre. In the Residential - South neighborhood, this additional development density could be spread anywhere in the neighborhood. However, in the other two residential neighborhoods, any extra density from TDRs is more ideally concentrated in those areas closer to the center of town. Main Street Core also is an ideal receiving zone. The Gateway neighborhoods, other than the portions closest to Main Street, being at the edges of the town, are logically sending zones for TDRs. Similarly, the outlying areas of the Residential North Neighborhood would be a logical TDR sending zone. The properties on the south side of Route 55 in the Eastern Gateway could become a forested buffer area to the industrial development behind if the development rights in that location were transferred to closer in properties. The map of TDR sending and receiving areas is attached as Figure MA-11.

D. Senior and Assisted Living

In Fauquier County, "senior and assisted living" encompasses the continuum of independent housing for seniors, assisted living units with communal facilities for dining and the like, and nursing homes. Many senior and assisted living facilities in the region include more than one, or even all three of these living arrangements. While senior and assisted living projects are often developed as communities unto them-



selves, the Marshall Service District Plan favors senior and assisted living projects that are woven into the fabric of the neighborhood in which they are located, creating truly intergenerational neighborhoods.

To that end, this Plan envisions senior and assisted living as a compatible and permitted use in the residential or gateway neighborhoods, with an emphasis on Main Street or Salem Avenue as most desirable. Senior and Assisted Living has the added side benefit of potentially consuming existing by-right residential zoning capacity, thereby offsetting some of the adverse fiscal impacts of residential growth. The zoning ordinance should reflect that a special exception may be granted by the County for such use in any of these areas, and that such use should be integrated into the remainder of the neighborhood so as to promote intergenerational living whenever possible.

E. Public Realm and Landscaping

In order for Marshall to function successfully as a whole, the neighborhoods described above need to be woven together. The public realm— streets, alleys, sidewalks, trails, parks - and public buildings - provides space for people to move and to meet, and serves as the focal point of community life. A map showing the existing public realm, as well as some possible additions, is included as Figure MA-12.

The traditional gridded streets and alleys described throughout this plan are dealt with in detail in the Transportation portion of this Section VII that follows.

Interconnected sidewalks are planned throughout the town and are discussed further in the Transportation section that follows. Wide sidewalks that can accommodate strolling, window shopping and outdoor dining are sought on Main Street. A Transportation Enhancement Grant project currently underway will provide design standards for the streetscape improvements along Main Street including sidewalks, crosswalks, street trees, landscaping, and street furniture such as street lights and benches. These designs in turn will influence the streetscape improvements in other parts of the town, although uniform standards are not encouraged throughout the town. Neighborhoods can have unique personalities, provided they fit in with the small-scale Piedmont, Virginia character of Marshall.

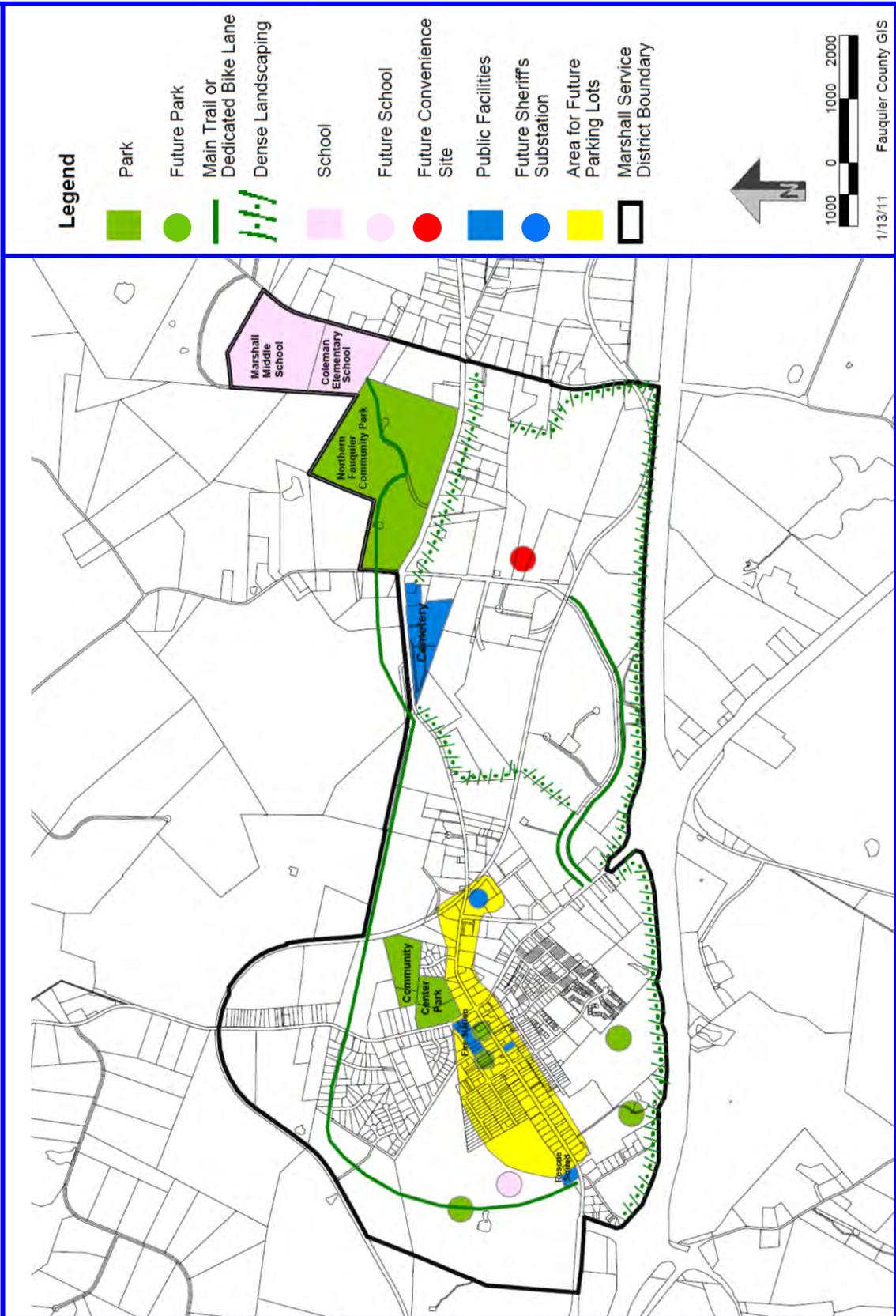
Marshall has a tremendous resource in the new Northern Fauquier Community Park (NFCP), which includes outdoor sports fields, picnic pavilions, recreational areas and trails, and a small outdoor amphitheater. The historic School House #18 site, also a park, is located at the corner of East Main Street and Whiting Road. Marshall, however, lacks public parks in the center of town. Two types of public parks are sought in the center of town – an outdoor gathering place and pocket parks. A Main Street green or common, perhaps on the vacant Morgan Oil site on the north side of West Main Street, could serve as the public gathering place. Such a green or common would include benches, shade trees and landscaping and also include an expansive area of grass, brick or pavement to accommodate events such as fairs and festivals. It might also contain an attractive covered or enclosed structure that could be used for public gatherings, a town market and events.



The NFCP is a new recreational facility specifically designed to blend with the indigenous architecture and building materials of Marshall.

Pocket parks need to be scattered throughout the Main Street corridor. A pocket park is a small area that provides greenery and a safe, convenient, comfortable spot to sit and relax. A pocket park can be based

Figure MA-12
Public Realm and Landscaping



around an existing feature such as a specimen tree or an historic marker, or can be purpose built as part of a new development. Pocket parks are essential to promote walkability as pedestrians need and desire spaces to rest. While these pocket parks need to be open to the public, they need not all be owned and operated by the County. New commercial buildings can integrate pocket parks into their development, and these parks can then be owned and maintained privately.

Beyond the confines of Main Street, this plan calls for a network of parks connected by both sidewalks and trails. A variety of parks are sought. Residential neighborhoods should include parks that contain recreational facilities such as children’s play areas. Some parks need to be sprinkled throughout neighborhoods. Even the industrial area would benefit from pocket parks as these would provide areas for employee respite and outdoor dining. The stream beds and ponds in the town also provide the ideal opportunity for passive parks. While the town’s parks will vary in size and facilities, they will generally include outdoor seating, shade trees and landscaping.



The preservation of mature trees greatly enhances this pocket park.

Civic buildings, such as schools, post offices and libraries, play a crucial role in the life of a town, and Marshall has a fair share of civic buildings that knit its population together. The former Marshall High School now houses a community center with a branch library, auditorium, basketball court, hobby facilities and meeting rooms. The town has a fire station as well as a separate rescue squad, and just inside the eastern edge of the Service District, Coleman Elementary School and Marshall Middle School. Churches, while not strictly civic buildings, are part of a town’s institutional fabric, and Marshall has many churches representing a broad variety of denominations. The local Ruritan Club has a building that also serves a number of community functions. Together these facilities represent a significant existing base of community facilities and institutions.

Additional civic buildings are needed in Marshall. A new in-town school, is sought in the western end of town near Salem Avenue. This school is envisioned to be walkable for many of its students, yet convenient to major roads, such as I-66. The school would need to be carefully incorporated into a traditional residential neighborhood and would take on a more urban form than existing schools located on the periphery of the town. The school athletic fields could be located outside of the service district, if done in an unobtrusive fashion that did not spoil the outlying rural setting.

It is anticipated that the County may establish future public safety facilities, including a sheriff’s substation, in northern Fauquier County. Such a facility would be ideally located in the Main Street area with its higher concentration of people.

In order for more businesses and residents to locate in the Main Street area, additional parking is needed. Convenient on-street parking will only provide some of these needed spaces, and parking lots are therefore unavoidable. Large parking lots would cause gaping holes in the town’s fabric if provided close to Main Street, or would be inconvenient and unused if located too far away. Therefore, small lots of up to 30 spaces should be sited in a number of locations near Main Street and Salem Avenue, ideally off of an alley between Main Street and Salem Avenue. These small lots may not need to be paved, or could be built with green, pervious surfaces.

New technologies and new thinking about stormwater dispersment are having an impact on the design of the urban hard-scape – parking facilities, roads, sidewalks, etc. Stormwater management is a particular and ongoing challenge in Marshall. Typically, new development provides its own on-site storm water management; however, this is difficult in an urban context like Main Street, where a public system could be beneficial. If in-fill development is to take place in the center of Marshall, a storm water collection system to collect and filter storm water runoff along the Main Street corridor is needed. Town-wide storm water management is worthy of a further, comprehensive study before proceeding, with implementation along the Main Street corridor the top priority.



School House #18 should retain its park-like setting.

Landscaping will take on a larger role in the future of Marshall both as part of a stormwater management plan and for the overall benefits such plantings offer. Street trees serve many functions. They protect pedestrians from vehicles, provide shade and beauty, and help the environment by absorbing carbon dioxide and providing ground water infiltration. Street trees will be planted throughout the town, located between the street and the sidewalk on all streets. In the Main Street corridor, these will likely be in tree wells, while in other areas, the street trees will be part of a landscaped strip. While no specific tree is mandated in this plan, several approaches are encouraged. Street corridors may use as a theme a particular tree species, as may specific neighborhoods. Trees commonly found in Marshall may be continued. Street trees should always be appropriate to the setting, resilient to a town environment and low maintenance.

Effective and attractive landscaping is sought throughout the town. In general it is better to save existing vegetation, particularly trees, than to plant new, as it takes many years to achieve mature vegetation. Supplementing existing vegetation is often the best option. Accordingly, this Plan also calls for the mapping of existing, established trees that ought to be saved, as well as the implementation of a “Tree Save” ordinance that prohibits such trees from being wantonly destroyed.

This plan takes a different perspective on screening from other County plans and ordinances. In Marshall, a variety of housing types are sought and indeed are encouraged to be intermixed. Therefore, this plan does not promote dense screening between different housing types, or between residential and commercial uses, although screening of dumpsters and similar features will continue to be required. Only industrial uses should be thoroughly screened, whether along I-66, Route 55 or adjacent to any residential neighborhood. This plan strongly promotes the screening of any development along I-66, with the goal that Marshall’s neighborhoods not be visible from that highway. Where screening is appropriate, it should be sufficiently dense with year-round vegetation that the screened uses would be hidden year-round.

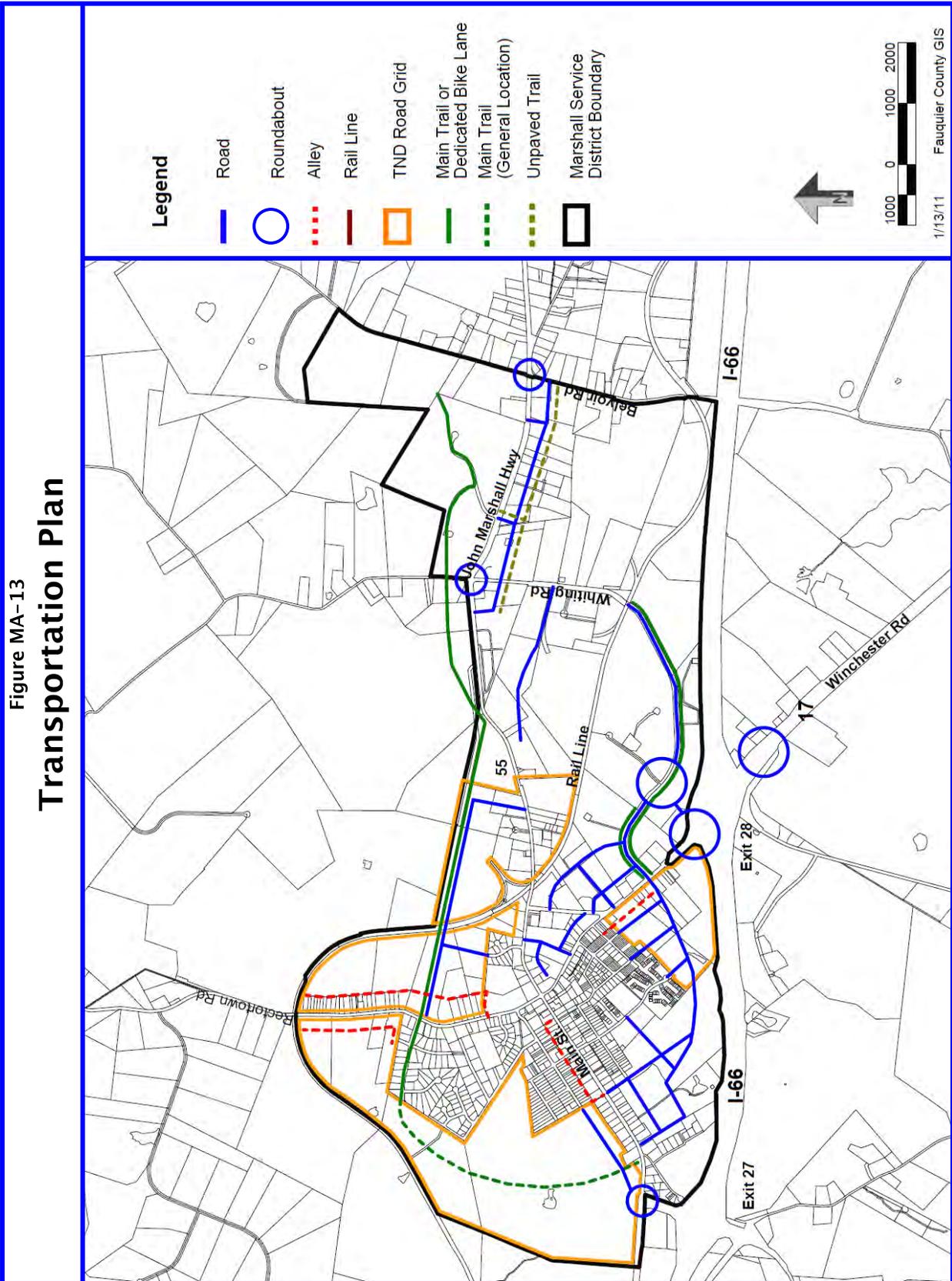
The recycling and trash convenience site in Marshall needs to be relocated. Its current location at School Site #18 is highly visible from Route 55 and disrupts the historic setting of the school. The convenience site should be relocated to the industrial area and be well screened.

F. Transportation

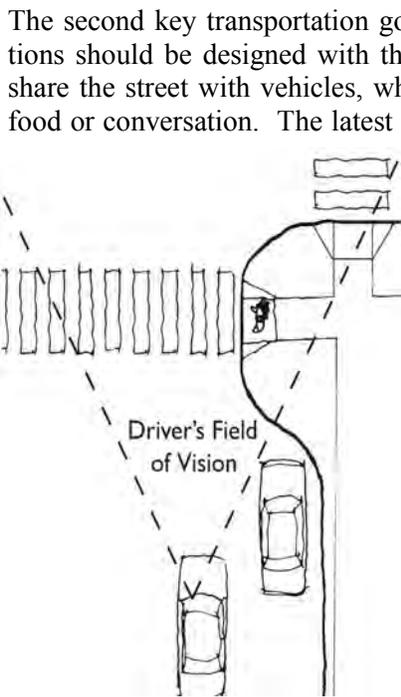
Previous transportation plans for the Marshall Service District were driven principally by a focus on automobile traffic demand and traffic level-of-service objectives. Transportation goals centered on redirecting traffic around the town, and keeping it moving at a relatively high rate of speed. While traffic level-of-service remains important, this plan seeks road network solutions that are sensitive to the context and quality of life goals of the Marshall community. This type of transportation network analysis is referred to by modern transportation planners as Context Sensitive Design (CSD). CSD takes into account all aspects of the transportation equation -- including streets and automobiles, truck and freight needs, rail options, pedestrians and bicyclists -- and analyzes the way these various needs and uses can complement each other to provide a range of multi-modal transportation options for a community. Moreover, CSD seeks to implement transportation solutions that respect a community's existing physical characteristics and quality of life goals, rather than obliterating them in the name of uninterrupted vehicular throughput. CSD should work with Marshall's marketing plans for a vibrant Main Street that is easily accessible, yet not overwhelmed by traffic, and should emphasize walkability. This transportation plan for Marshall no longer contains any reference to the idea of a bypass around Marshall or the construction of roads that are intended to route traffic away from town. Rather, it emphasizes the further development of a robust street grid that connects with Marshall's existing streets and neighborhoods.

1. Connectivity

The first goal of the transportation plan for Marshall is connections - connections for people and connections for vehicles. A network of streets that provides access to and from Main Street and alternate routes through town will reduce the traffic pressure as the town grows. The more options available, the less the traffic burden that must be borne by any one street. In particular, additional alternate routes that allow ingress and egress to and from the gateways and the roads beyond will generally enhance Marshall's quality of life by spreading the traffic burden. At the same time, making more pedestrian and bicycle connections available to our residents will give them the ability to fulfill basic living, shopping and service needs without using their cars. It is interesting to observe that the earlier development in Marshall of the 19th and early 20th century incorporated traditional street grids with substantial connectivity. However, more recent development over the past 30 years has tended toward the more suburban pattern of cul-de-sacs and loops that increase isolation and diminish connectivity. Connectivity is now an important goal embraced by VDOT as a strategy for reducing future road-widening needs (and therefore costs). VDOT's recently adopted "Secondary Street Acceptance Requirements" in fact require greater connectivity for all new development projects. Pursuant to these regulations, the County has designated Marshall (as well as other service districts) as a "Compact Areas" for street connectivity, a designation that will require all new development (including by-right development) to provide greater connectivity and pedestrian accommodation. See Figure MA-13 for a map of the proposed comprehensive plan roads, alleys and neighborhood street grid areas, provided that all such alignments are intended as approximate and may be adjusted by the County to best integrate into particular development projects as they are reviewed and approved. This is particularly true for the extension of future Chaudrey Court which will provide access for several industrially zoned properties to Whiting Road rather than John Marshall Highway, but which has sensitive environmental features that must be considered. Similarly the street network in the triangle of land bound by Winchester Road, Old Stockyard Road and Main Street East is meant to facilitate general interconnectivity. These approximate locations may need to be revised based on site conditions and proposed development.



2. Street Design



A curb extension creates a safer environment for pedestrians and vehicles.

The second key transportation goal for Marshall relates to street design. Main Street and its intersections should be designed with the goal of creating a safe, vibrant environment where pedestrians can share the street with vehicles, where sidewalks are designed for strolling, shopping and lingering over food or conversation. The latest thinking in stormwater reduction and dispersement should be incorporated in all future street design. In general, narrower streets reduce vehicular speeds (and create less water runoff). Marshall’s streets should not be more than two traffic lanes (one in each direction) with on-street parking. Lane widths will vary based on traffic, with less traveled streets having only 9 foot travel lanes and 7 foot parking lanes (or even less in some cases), and more heavily traveled streets having 10 or 11 foot travel lanes, and 8 foot parking lanes. Traffic calming in Marshall should be incorporated into all new road designs rather than added as an afterthought. Wherever possible throughout the Service District, (other than in the industrial area and along Belvoir Road), streets should have sidewalks on both sides to facilitate safe and convenient pedestrian movements. Street trees should be a regular feature not only for their attractive aesthetic qualities, but also for their ability to provide shade for pedestrians, better energy efficiency for buildings and residences, and better filtering of the air we breathe. Street lights of a pedestrian scale design that directs light down rather than up (to protect the night sky) also should be a regular feature of the Marshall streets, with the spacing increasing as one moves further out from the center of town. The approach to street design described above, including reduced street widths, sidewalks and on-street parking, is now favored by VDOT, as evidenced by the

recently adopted “Secondary Street Acceptance Requirements.” Examples of illustrative street sections for the Marshall Service District are illustrated in Figure MA-14. Illustrative street sections for the Southern Gateway are included in Figure MA-15.

**Figure MA-14
Illustrative Street Sections**

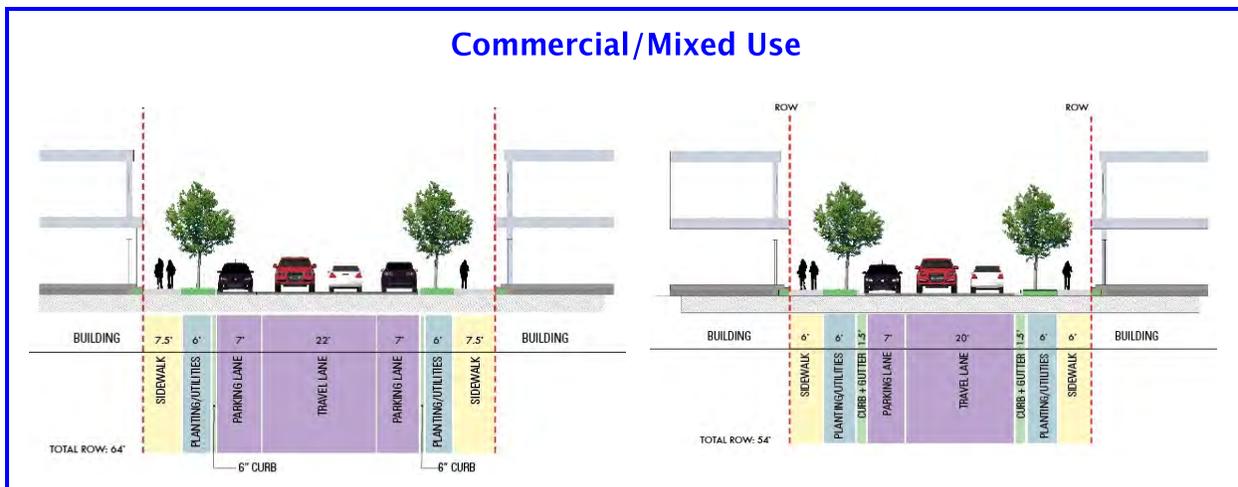
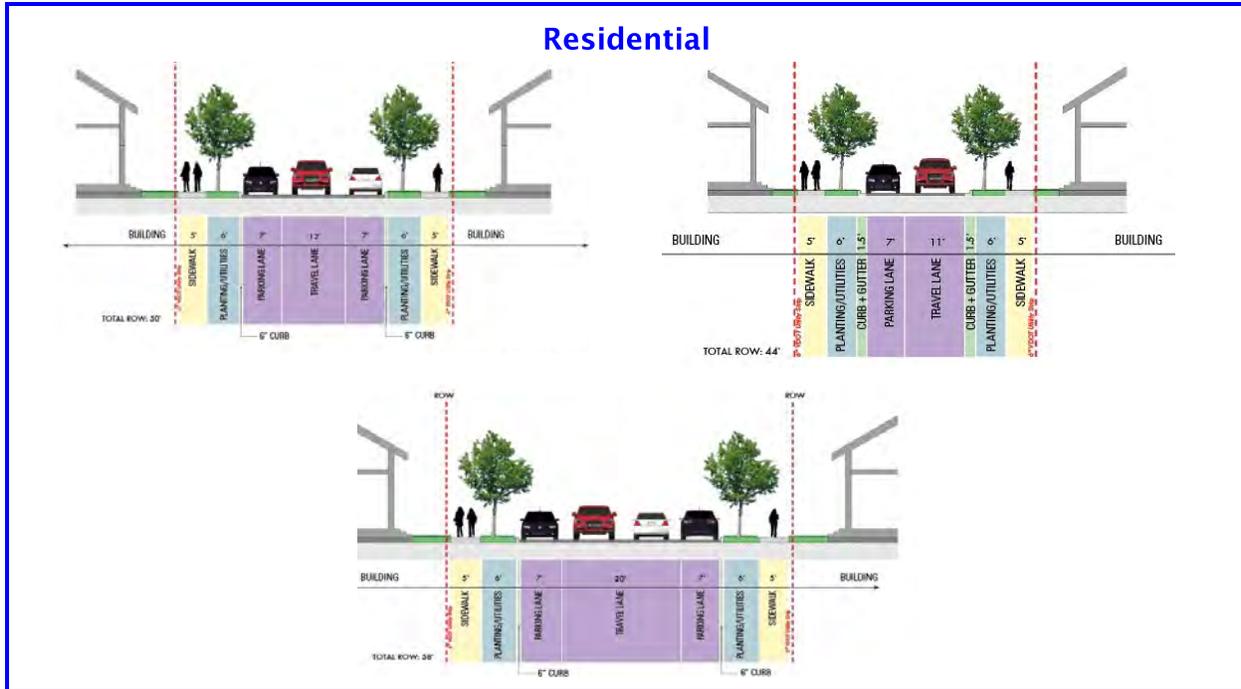


Figure MA-14 (continued)
Illustrative Street Sections



3. Roundabouts

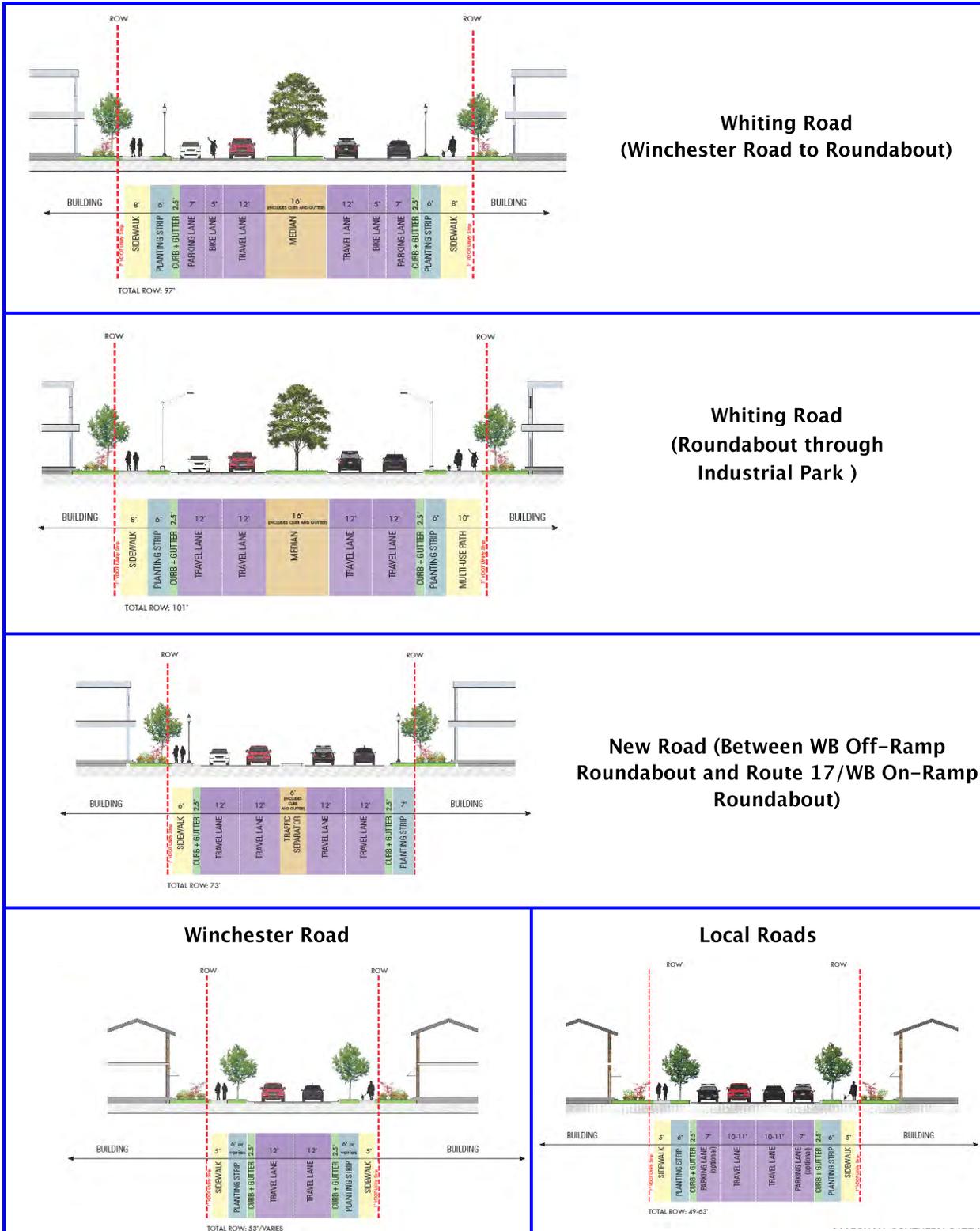
Small roundabouts are now being embraced throughout the United States as a useful tool for keeping traffic flowing efficiently while simultaneously calming its speed and demeanor. Roundabouts promote fuel efficiency by not requiring motorists to stop unnecessarily at intersections, as well as traffic and pedestrian safety by slowing traffic to speeds appropriate to a small town. Roundabouts can provide a strong visual identity and sense of arrival at Marshall’s gateways.

Roundabouts are a critical component of the Southern Gateway Vision Plan (Figure MA-10). Modifying the west-bound I-66 off ramp to a new roundabout allows the diversion of truck traffic directly to the industrial area. Two additional roundabouts allow similar truck diversions from eastbound I-66 and northbound Route 17. In concert, this series of three roundabouts would allow Winchester Road and the western end of Whiting Road to remain virtually truck-free and to



A roundabout can smartly announce an entrance to the town in a Gateway area.

Figure MA-15
 Illustrative Street Sections for the Southern Gateway



remain as narrow, pedestrian friendly streets, in keeping with a small-town gateway location. An additional roundabout may be needed at the intersection of Whiting Road and Winchester Road.

A roundabout should be considered at the western end of Main Street at the intersection with Free State Road, particularly if an extended Salem Avenue feeds into this location. A roundabout at the eastern gateway intersection of Route 55 and Belvoir/Zulla Road and a roundabout at the intersection Route 55 and Whiting Road also should be considered. Potentially, a roundabout along Winchester Road (Business Route 17) located somewhere from



Proposed roundabout in the Southern Gateway

the shopping center entrance up to the intersection with Old Stockyard Road, could facilitate traffic flow through the Southern Gateway, but only if it could be designed to enhance the vehicular movement of shoppers toward (rather than away) from the central core of Main Street. Alternatively, as shown in the Southern Gateway Vision Plan (Figure MA-10), a triangular configuration could be created at the intersection of Winchester Road and Old Stockyard Road.

Roundabouts also should be introduced into the design for new residential neighborhoods, particularly for residential streets that connect Main Street with Free State, Rectortown or Winchester Road.

4. Parking

Parking is a key goal of the transportation plan for Marshall. Despite a heightened emphasis on pedestrian and bicycle options, adequate vehicular parking is essential throughout the town. Our merchants and service providers on Main Street and elsewhere need adequate and accessible parking for their customers if they are to survive. Our employers need convenient parking for their employees. Our residents need places to park their cars that are both convenient and secure. Thus, on-street parking should be the norm on all streets. Curb extensions (see page 63) make on-street parking safer for pedestrians and should be utilized wherever possible.

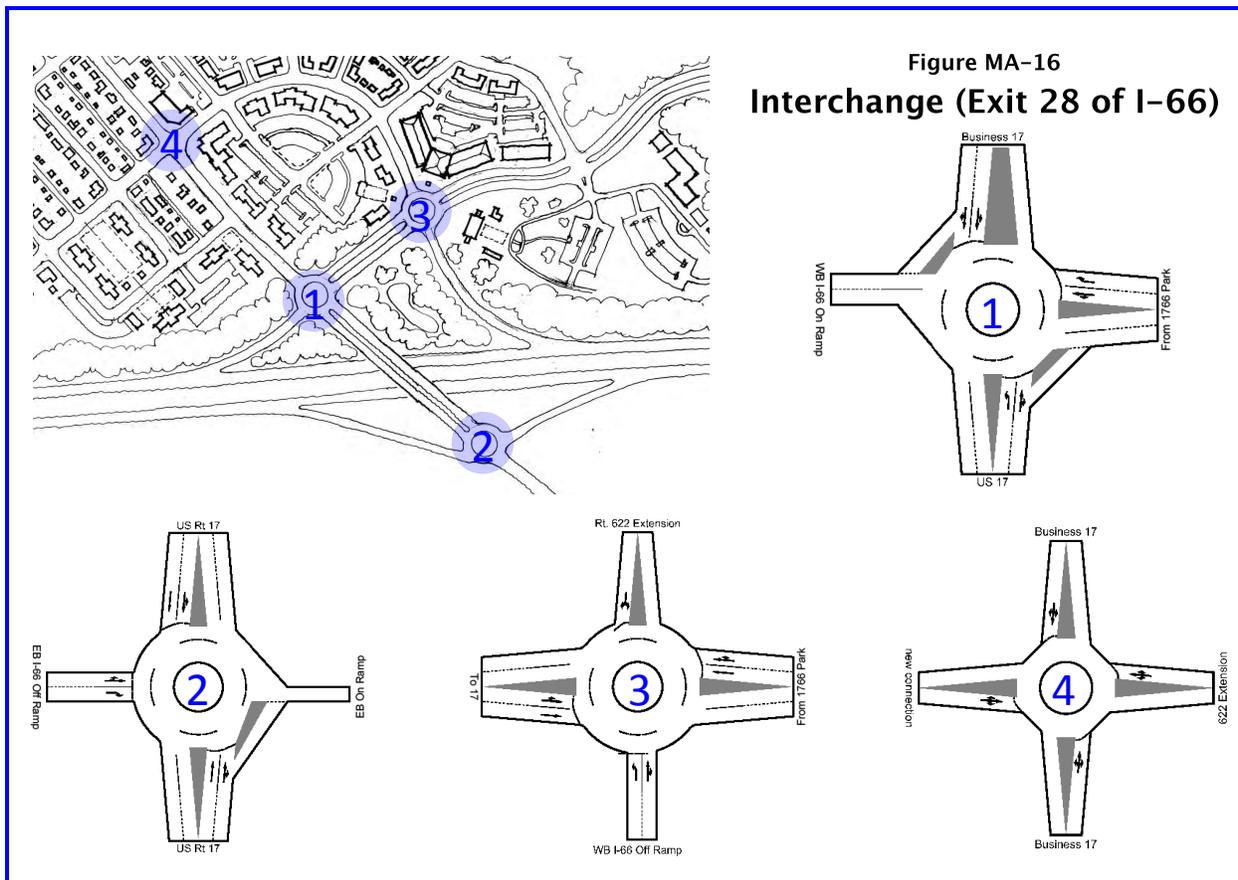
Sprinkled throughout the Main Street and Salem Avenue areas, a series of small parking lots are envisioned in locations that make parking convenient for patrons of all Main Street and Salem Avenue businesses. These parking lots may range in size from 4 spaces to 30 spaces, and ideally should be located behind buildings with access from rear alleys or side streets, and only occasionally from curb cuts in the front. Some small lots with head-in, angled street parking may be utilized as well. A parking voucher program, with participation from merchants and other businesses, could be a successful way to provide adequate public parking while reducing the requirement for onsite parking. With this type of plan, the current on-site parking requirements in the zoning ordinance can and should be relaxed to allow property owners to better utilize their land for the construction (or renovation) of buildings that are more consistent in design with traditional town architecture. Property owners seeking to reduce their on-site parking requirement would pay a per space contribution to a community or county owned parking lot system available to the public. Parking spaces on the street in front of or adjacent to a particular parcel of land should be included in any statutory parking calculation for the development of the property.

The large commuter parking lot owned by VDOT and located at the northern end of Frost Street is too far to walk to be useful to Main Street businesses, but still provides a valuable “park and ride” carpooling option for Marshall residents. Should commuter or county-serving bus service become available, this commuter parking lot could be utilized as a bus stop as well. It may be advantageous to relocate the “park and ride” lot to a location that is more convenient to Interstate-66 and commuter traffic. The County should work with local property owners and VDOT to determine whether there is potential for a land swap to facilitate the relocation. If a location is agreed upon, the facility should be designed to be sensitive to the overall design vision of the Service District Plan, as well as to surrounding properties. The design should include adequate screening, and design elements (plant materials, fencing, signage, lighting, etc.) that are in harmony with the design, functionality, and goals of the Service District Plan

All parking lots and other potentially impervious surfaces should be designed with an eye to the reduction of storm water runoff.

5. Interchanges

It is rare that a small town like Marshall would have two interchanges on a major highway like U.S. Interstate 66. Key to Marshall’s future is the planning and zoning of the land around these access points so that they do not become traffic-clogged and they do not take on the “truck stop” or “highway commercial” character of so many of interstate exits we see in our travels. The western interchange will likely remain very rural indefinitely, as the land planning and zoning at the western end of town do not permit highway commercial development. While additional residential and commercial growth in and



around Main Street will inevitably increase the usage of the western interchange, as would a new public school along an extended Salem Avenue, this interchange should function well with little real traffic pressure for the foreseeable future.

The same cannot be said of the eastern interchange on I-66, located at Marshall's ever-busier Southern Gateway. Moreover, regional traffic (including significant truck traffic) coming from the south on Route 17 and turning left at the interchange to enter I-66, creates traffic conflicts even today that have resulted in accidents and turning backups onto the westbound I-66 ramp. The eastern interchange must also handle the truck traffic generated by the development of Marshall's industrial area in order to keep it off the rural roads to the north and east of town. Ideally, as proposed at the Southern Gateway charrette, this would be done in a way that allows convenient truck access directly to and from I-66 without using Winchester Road. VDOT has contemplated the construction of a left turn flyover at this interchange, a design that would compromise the small town feel that Marshall is working to project and protect. This plan, however, proposes a series of roundabouts (that utilizes the one existing bridge over I-66 with a roundabout at the south end and two roundabouts at the north end – see Figure MA-16). A more detailed design exercise should be undertaken by VDOT with active involvement of the county government and the Citizens Planning Committee. This should result in the inclusion of necessary improvements in the VDOT Interstate Six-Year Improvement Plan. Even if funds are not available now, settling on a new plan sooner rather than later for the eastern interchange would help the citizens of Marshall, the County and the potentially affected property owners to better understand and prepare for the future of this area of Marshall.

6. Rail

Marshall is located on the Norfolk Southern Piedmont Route (B Line) which runs from Riverton/Front Royal to Manassas. Front Royal is the location of the Virginia Inland Port (VIP), an intermodal container transfer facility. The VIP provides an interface between truck and rail to transport ocean-going containers to and from the Port of Virginia at Hampton Roads. Rail transport is experiencing a revival throughout Virginia as a function of increasing energy costs, and this trend is likely to continue. To facilitate the use of rail and the VIP, the Virginia Department of Rail and Public Transit and Norfolk Southern have jointly funded extensive improvements to the B Line. These improvements include new and extended sidings, a modern rail signal system and road bed stabilization. The result of these recently completed improvements is increased speed and an increased volume of freight trains on this line through and around Marshall. With the construction of additional spurs along the portion of the B Line running through town, the industrial-zoned area of Marshall can be a location for new rail-served businesses. For example, the recent construction of a regional warehouse by Capitol Building Supply was made possible by the ability to access the B Line with a new rail spur behind the building. However, any industrial uses must be compatible with the town, and industrial uses are being evaluated as part of the update to the Zoning Ordinance (see Section VIII).

7. Pedestrians/Sidewalks

Safe pedestrian access throughout Marshall is essential. Marshall cannot function successfully as a small town if residents cannot move about the town freely and safely without their cars. Trips to shops, services and recreation should be able to be accomplished without a vehicle. Sidewalks on both sides of the street are the preferred option (except in the industrial areas where a sidewalk is required only on one side of Whiting Road (Route 622) or on Belvoir Road (Route 709) where no sidewalk or trail is

sought due to its remote location). Five foot sidewalks should be the norm on both sides of each secondary or residential street, and wider sidewalks of at least ten feet are recommended wherever possible in key locations, such as along Main Street and the portions of intersecting streets closest to Main Street (Figures MA-14 and MA-15). All traffic signals must include signals for pedestrians as well as vehicles. Clearly identifiable crosswalks constructed from differentiated finish materials are desirable for added safety and for providing pedestrians with a sense of belonging.

8. Trails & Bicycles

While trails should not be viewed as a substitute for sidewalks, they have a definite role in the mobility of Marshall residents, adults and children alike. Within the Main Street areas, Salem Avenue Corridor and close-in residential neighborhoods where sidewalks are present, bicycles should share the low speed, traffic-calmed streets with vehicles and leave the sidewalks to the pedestrians. Further from Main Street and particularly in the outlying areas of the Service District, multi-purpose trails for bicycles and pedestrians are sought as mobility enhancers. In particular, connectivity to the new Northern Fauquier Community Park (having its own elaborate trail system) and the two outlying schools (W.G. Coleman Elementary School and Marshall Middle School) is an important goal of the Service District Plan. The key components of this network are included in Figure MA-13. As new development occurs, further links to the trail system, via sidewalks or other internal trails, should be required. Any future schools or other community facilities likewise should be connected to the trail system. Additionally, as trails complement the natural landscape, the stream valleys and minor floodplains within or dividing proposed neighborhoods and existing neighborhoods should be considered as parks and incorporated into a largely natural, passive park network linked with pedestrian paths. Such paths should include minimal disturbance and should maintain existing trees, hedgerows, and large rock outcroppings, and also maintain existing views.

9. Traffic Modeling

It is recommended that the County prepare and implement a traffic model for the Marshall Service District in order to better analyze the impacts of proposed new development and redevelopment, as well as changes in regional traffic pressure and patterns over time. Further, large development applications should be required to include traffic impact studies in order to determine the precise roadway improvements required for their projects.

VIII. Strategies to Achieve the Planning Goals

This Service District Plan reflects our desires as a community for the future of our town. It embraces a vision for Marshall, and endorses key goals that support that vision. It attempts to apply the vision and goals to the entire town, neighborhood by neighborhood, respecting and reflecting each area's unique attributes. However, no plan would be complete without setting out a specific set of strategies for achieving the vision and goals. The following strategies will help Marshall be the town we envision in this Service District Plan:

A. Develop a Marshall "Brand" and Marketing Strategy

The vision in the Service District Plan cannot happen without the community pro-actively harnessing market forces to spur new investment and growth in and around Main Street. It is necessary to figure

out what characteristics of our town and our heritage can help promote the type of development that is consistent with our vision.

Marshall sits in the saddle of American history. From the Revolutionary War, to the shaping of a new nation, to the Civil War, Marshall played a role that students of history find significant and important. Equally important, Marshall sits in a region filled with American historical significance that can operate as a draw for local



The Crooked Run Valley is part of the agrarian setting of Marshall.

residents and tourists alike. Marshall also sits in the saddle of Virginia horse and hunt country. Along with Middleburg, Upperville and other nearby towns, Marshall's nearby farms and fields are home to a robust equine tradition. Marshall is at the center of an area whose farms are leading participants in the burgeoning locally grown food movement in the greater Washington region, a movement that has spawned a whole new realm of retailing and service business opportunities from livestock and meat sales to gourmet shops to restaurants to cooking schools to farmers' markets to picking orchards, and is just getting started. Finally, Marshall is at the center of a nascent wine industry that has the potential to produce (and has begun to produce) fine, competitive wines.

These assets ought to be valuable in establishing a brand and a marketing niche for Marshall that is capable of nurturing a rebirth of Marshall's Main Street. However, Marshall has never implemented a systematic, professionally designed marketing initiative to fine tune the brand and the message for the purpose of attracting new businesses. It is time for this type of initiative to occur. The rebirth of Main Street will not happen by luck or wishful thinking; it will take a carefully orchestrated marketing plan. Failure to implement such a plan will result in Marshall attracting only a haphazard mix of businesses without the necessary critical mass for Main Street to succeed. Thus, the County in cooperation with MBRA should hire a marketing consultant specializing in small towns and their main streets to help the Marshall community develop a marketing strategy that will be a critical element of any successful land use plan for Marshall.

B. Invest in Main Street

A comprehensive plan can lay out a vision for growth, but cannot make it happen. Nor can a comprehensive plan force growth into preferred locations. If we want Main Street to prosper as the central focus of our town, we will need to make the kinds of public sector infrastructure investments that encourage private investment to follow.

Fortunately, important new investments have begun. In the summer of 2009, we saw the milling and repaving of Main Street, a desperately needed investment that single-handedly has improved the image and feel of the Main Street corridor. In late 2008 to early 2009, WSA completed the installation of new water lines on the Main Street corridor. Now, for the first time in years, both water and sewer connections are available in Marshall. With the recent installation of two new water towers and the connection of the first of several new wells in December 2009, both water pressure for the fire hydrants and water quality for the businesses and residents are improving dramatically.

For the past three years, the MBRA (in cooperation with the County) has applied for and received a se-

ries of Transportation Enhancement Grants for the design and construction of significant improvements to Main Street. Additional grants will be needed, but should be achievable now that the Marshall Main Street project is established. The grants are applied for on an annual cycle and the application for the next construction phase was submitted on December 1, 2010. Proposed improvements include new sidewalks, street trees and street lighting, new pedestrian crosswalks, and the potential undergrounding of some or all of the overhead electric and telephone and cable TV lines. The project area runs from the railroad crossing at the east end of Main Street to the Rescue Squad property near the west end of Main Street. Completion of all phases is expected to take several years, but tangible results should be visible on Main Street by late 2011 to early 2012.



Infrastructure improvements will improve the appearance and functionality of Main Street.

In addition to the streetscape improvements on Main Street, this Plan envisions a number of small parking lots (see page 66), as well as the acquisition of land. Third, this Plan envisions the acquisition of land for at least one significant public green or common along or accessible to the central part of Main Street. Finally, the Main Street corridor also needs a storm water collection system to collect and filter storm water runoff resulting from both existing and future development. Other types of grants may be available for these types of infrastructure needs in Marshall, either from the government or even private foundations in some cases. The community and County should be constantly on the lookout for grant opportunities that could supplement private investment along Main Street.

To complement the public investment, a financing program should be structured to assist property owners in the Main Street corridor with their own building façade improvements that will strengthen to overall image of Marshall's Main Street. Local banks should be approached with a plan to provide coordinated loan packages specifically designed to facilitate property owner initiated façade improvements to the buildings along the Main Street corridor.

C. Update the Zoning Code

Ever since the last revision of the Marshall Service District Plan in 2003, there has been discussion in Marshall about updating the Zoning Code to reflect the Service District Plan vision.

The following Zoning Ordinance amendments are advocated in this Plan:

- The creation of a local historic district overlay zone to assist in the preservation of historic structures within the National Register Historic District, should be implemented as soon as possible, along the lines laid out in Section V (page 20) of this Plan. As an initial step, a task force, appointed by the Board of Supervisors and chaired by a member of the Fauquier Heritage and Preservation Society, should be designated to recommend proposed regulations and work with property owners within the Historic District.
- The creation of a highway corridor overlay district will assist in ensuring that the major road corridors into the historic district complement, rather than undermine the historic district. The initial step should be to explore regulations to cover design, siting, landscaping and signage.
- Work commenced in 2004 on a Form-Based Code approach to the Main Street corridor

that would codify many of the ideas set forth in this Plan. The Form-Based Code initiative (although with some retained elements of traditional zoning including use regulations) for the Main Street and Salem Avenue corridors should now be completed and implemented, with the appropriate public process necessary for any rezoning.

- A new mixed-use zoning district is proposed for the Southern Gateway. Details are contained in the Southern Gateway section.
- The existing by-right zoning for various residential neighborhoods (see Figures MA-3 and MA-9) will need to be addressed. Certain concepts of building mass and site layout should be addressed through rules relating to setbacks, building height and the like. The introduction of certain TND design elements into the by-right zoning will provide at least some assurance of more traditional neighborhood layouts even where property owners elect the by-right zoning over PRD.
- It is appropriate to review the current industrial zoning categories (light industrial and heavy industrial) in order to determine whether a better approach would be to have one zoning category for all of the industrial land in Marshall that includes the most appropriate attributes of both existing categories, and deletes the less appropriate attributes of each category as well. Marshall's industrial zoning should underscore the advantage of rail spur proximity, but at the same time, limit or eliminate uses that are likely to overwhelm our streets with large truck traffic, or our adjacent neighborhoods with noxious levels of noise, artificial light or odors. An industrial zoning category that also allowed less intense industrial uses such as contractor/service industry offices and yards, as well as flex and office space, may be desirable.

D. Identify Strategies for Down-sizing Marshall's Ultimate Build-out

If Marshall's ultimate build-out is to be reduced to 5,000 residents, while maintaining the policy direction for mixed use in the Main Street and Salem Avenue corridors and TND incentives in the residential neighborhoods, it will be necessary to reduce the by-right residential development potential on the periphery of the town. The most likely areas for such reductions are on the undeveloped northern periphery in the Residential – North neighborhood, and in the Residential – East neighborhood where significant undeveloped land remains.

While a comprehensive down-zoning of portions of the Residential – North and Residential – East neighborhoods could be considered, such a strategy could engender significant ill-will from affected property owners whose overall cooperation in the implementation of this Plan's vision would be both helpful and welcome. Thus, other strategies should be considered first. The County, through its Purchase of Development Rights (PDR) program, already has policies in place that could be used to acquire unwanted by-right development capacity on the periphery of town. In addition, various conservation organizations active in the community, have assisted in the structuring of voluntary transactions that utilize conservation tax credits, bargain sales and other methods to help property owners who wish to reduce their development rights do so in a way that is financially sensible to them.

Promoting continuing care, assisted living and age-restricted housing not only helps address the adverse fiscal affects of residential development, but serves a legitimate housing need in the community. Elsewhere in this Service District Plan, housing that serves our senior population is recommended, particu-

larly if it is fully integrated into the residential fabric of our neighborhoods in a way that creates essentially seamless intergenerational living. This could be an important strategy for blunting the fiscal impacts of residential development while maintaining property value for owners of residentially owned land.

Identifying viable institutional uses for some of the residentially zoned land in the Residential – North and Residential - East neighborhoods also would reduce the sheer number of potential residential units. Uses such as schools, churches, parks, playgrounds, and the like are ways of finding monetary value (sometimes in the form of state, federal or private foundation grants) in land that should no longer be targeted for residential growth.

In the previous Service District Plan, the area north and west of the community center was labeled on the Existing Sewer Service Map as “Outside Initial Gravity Service Area.” This was an effort to focus development toward the center of the Service District. Under Virginia law, the WSA cannot withhold sewer taps based on a phasing plan, however it is possible to withhold taps in an area clearly designated as a non-sewered area of the Service District. This has been done by the County in a number of the other service districts. However, new state legislation allowing by-right alternative sewage systems could limit the effectiveness of a non-sewered area designation. Nonetheless, such a designation could be considered for portions of the Residential – North and Residential – East neighborhoods.

Once this Plan is adopted, individual property owners whose land might play a role in these strategies should be contacted, and a dialogue opened, as soon as possible.

E. Implement a TDR Ordinance

In 2009, the General Assembly passed a bill giving the counties broader authority to implement local TDR (Transferable Development Rights) ordinances. TDR’s are embraced by this Service District Plan as a way to allow market forces to facilitate the relocation of existing development rights from outside the Service District, or from the fringes of the Service District, into the core neighborhoods in and around Main Street. Currently, the Virginia Association of Counties has convened a working group to develop a model TDR ordinance that counties may use as a guide for their own local statutes. The County should implement a TDR ordinance that effectively meets the goals of this Service District Plan as soon as practically feasible so that TDRs may be employed as an effective planning tool in Marshall.

F. Implement a Community Development Authority

Existing Virginia enabling legislation provides for the creation of *Community Development Authorities* to finance, own and operate municipal infrastructure investments where no local town government exists. A *Community Development Authority* potentially is an excellent vehicle for financing and holding infrastructure in Marshall that might include town parking areas, rear alleys, storm water collector and filtering facilities including, storm water management ponds, and even local open spaces areas such as greens, commons, pocket parks and playgrounds. A *Community Development Authority* also could have responsibility for the marketing and promotion of Main Street and other town events, and operate the street lights and other seasonal decoration programs for the town. Marshall already has a special taxing district for the greater Main Street area that was originally created to keep the street lights on. In early 2008, the County ordinance for the special taxing district was amended to broaden its use to all of the other infrastructure and promotional investments and activities that Marshall might need in the future. Although the tax rate remains at the very low level necessary only to power the street lights at

night, the special taxing district would be a way to raise revenue for the financing of important Main Street corridor projects, and for promoting the town. The community and the County should work together to develop a specific plan for the creation of a *Community Development Authority* and the further utilization of the special taxing district. Any increase in the tax rate for the special taxing district appropriately will require a public input process to assure that residents and businesses are satisfied that they are receiving good and fair value for any additional tax burden incurred.

G. Acquire Land for Parks, Parking and Alleys

There is currently much land in and around the Main Street and Salem Avenue corridors that remains undeveloped or underdeveloped. Some of these parcels may be appropriate for acquisition by the County or the proposed Community Development Authority for the purpose of small municipal parking areas, access alleys behind Main Street, or open space areas. The County should begin discussions with property owners to determine whether there may be a willingness to sell all or a portion of any such parcels, either now or in the future. In some case, the appropriate parcels of land may be candidates for donation to the County or Community Development Authority as part of an approved proffer package in connection with a requested rezoning. It is also possible that a property owner may desire to contribute land to the community as a charitable contribution under circumstances, and with conditions, to be worked out by the parties. Following discussions with affected landowners, and based on expressed desire to work with the County, an alley, parking and open space plan should be further developed and added to this Service District Plan to memorialize the town's goals in this regard.



Strategically located pocket parks will enhance the livability and walkability of Main Street.

Following discussions with affected landowners, and based on expressed desire to work with the County, an alley, parking and open space plan should be further developed and added to this Service District Plan to memorialize the town's goals in this regard.

H. Study a Town-Wide Storm Water Management Plan

Watershed management includes land use planning, regulation of development, control of water pollution, stream buffer protection and stream restoration, and outreach and education. These programs consider all sources of pollution in a watershed, including spills and leaks, factories, and stormwater runoff from urban and agricultural areas. As such, watershed management programs often require inter-jurisdictional cooperation, as well as cooperation among government agencies, businesses, developers, and citizens. In an area like Marshall, with very few industrial facilities, stormwater is the main source of pollution to local streams.

Stormwater management describes programs to control stormwater runoff for the purposes of reducing downstream erosion, water quality degradation and flooding, and mitigating the adverse effects of changes in land use on the aquatic environment. With respect to storm water management, the Marshall Service District Plan seeks to balance the following goals:

- Reduce the potential for stormwater threats to public health, safety, and property;
- Reduce the impacts of new and existing development on Fauquier streams, the Potomac River and the Chesapeake Bay; and,

- Comply with State and Federal stormwater, water quality, and floodplain management regulations.

Storm water management remains a serious problem for Marshall. Rain water collection gutters on Main Street typically drain into open ditches leading to the yards of private property owners. The water is not filtered in any meaningful or responsible way. On Marshall's side streets, storm water runoff is handled haphazardly, with many properties having been developed long before storm water management regulations were in place. New development is required to install on-site, property specific storm water management and retention systems, but these systems often take up so much room that the desired compact, traditional town development is not possible. A possible solution would be a town-wide storm water management and collection system that allows property owners to tie into a larger collection network channeling the water to larger retention ponds on the periphery of the town. These larger ponds, employing the latest green design features, could potentially do a better and more efficient job of collecting and filtering storm water runoff, and could become attractive recreational amenities for the community. In this scenario, property owners pursuing new development would contribute initially to a Community Development Authority, for example, the same amount of money that they would otherwise have spent on site, with a subsequent assessment made to assess maintenance costs.

While studying communal storm water management for Main Street itself makes sense currently, the larger question of town-wide storm water management requires further study. That study should also be commenced. A solution to stormwater management for Marshall would likely begin with a study that might need to cover areas outside of the Service District. The study should be comprehensive and detailed, but emphasize an approach that leaves the lightest footprint and impact on the natural and built environment. The study should be coordinated with relevant state agencies and the US Army Corps of Engineers and may point to the need for a Community Development Authority or Special Taxing District to generate revenue. Significant developer contributions may also be needed. The County must however, resist the temptation to accept development inconsistent with this plan in order to solve stormwater problems. The comprehensive approach might continue to require some low impact development measures on individual properties. Such measures could include recharge cisterns, rain gardens, curb cuts and similar measures. It should be noted that forthcoming EPA and Chesapeake Bay mandates and regulations are going to be far more restrictive in Virginia, and selecting one approach to stormwater management may subject the community to higher performance and maintenance standards and introduce unintended costs and long-term operation and maintenance obligations not required statewide or locally in the past.

I. Map Significant Trees and Adopt a Tree Save Ordinance

Marshall has lost too many of its mature trees over the years. With the widening of Main Street in the 1950's, the trees that gave Main Street much of its small town charm and grace were eliminated, and now must be restored. Various development projects over the years have cost the town other important trees and stands of trees. The recent site clearing work at the 17/66 property resulted in the destruction of a number of beautiful old oak trees simply because the County did not require the developer to preserve them. Thus, a thorough accounting of Marshall's remaining important trees is warranted, as well as the implementation of an ordinance that will require any new development to be planned around these existing, mature trees. Many other communities have stood up for their trees. It is time that Fauquier County do the same, and Marshall can and should take the lead on this important initiative.

Figure MA - 1 Location Map

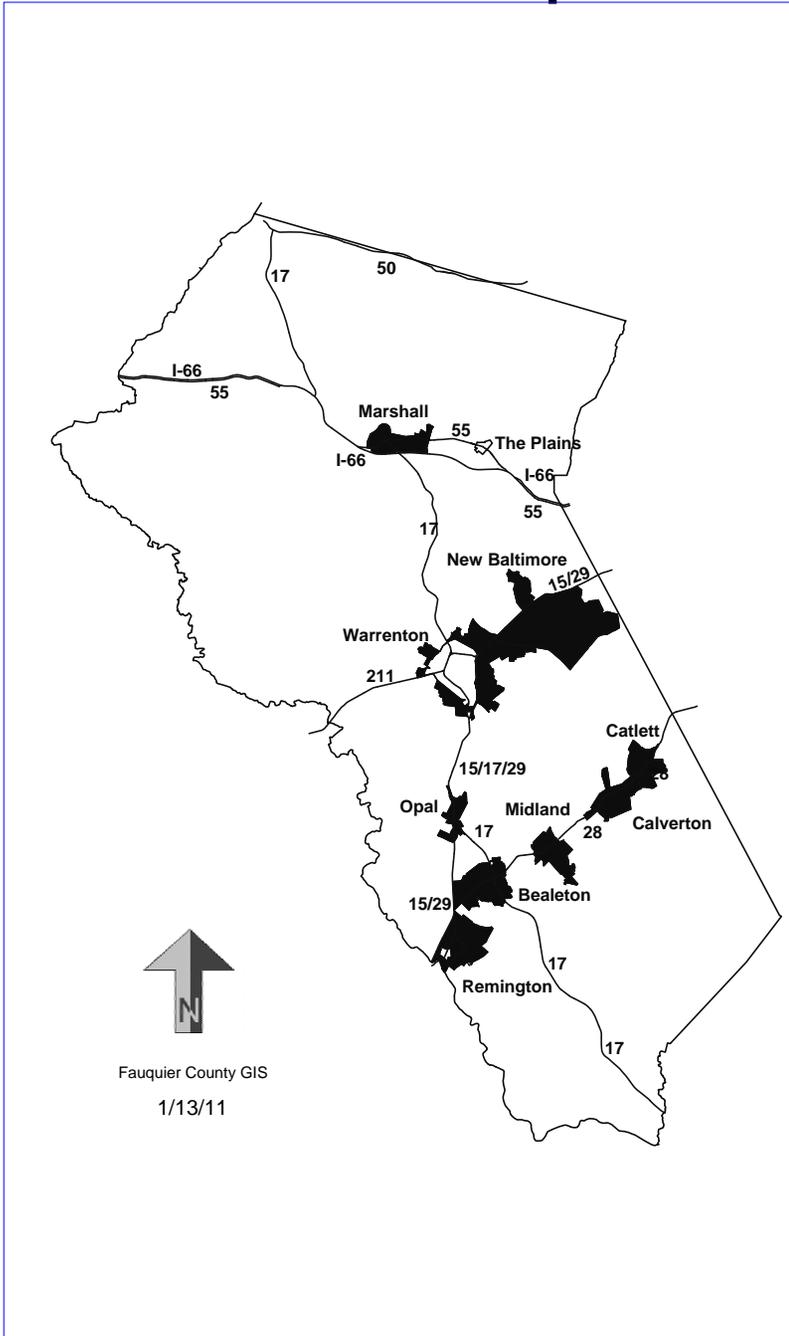


Figure MA-2
Marshall Service District

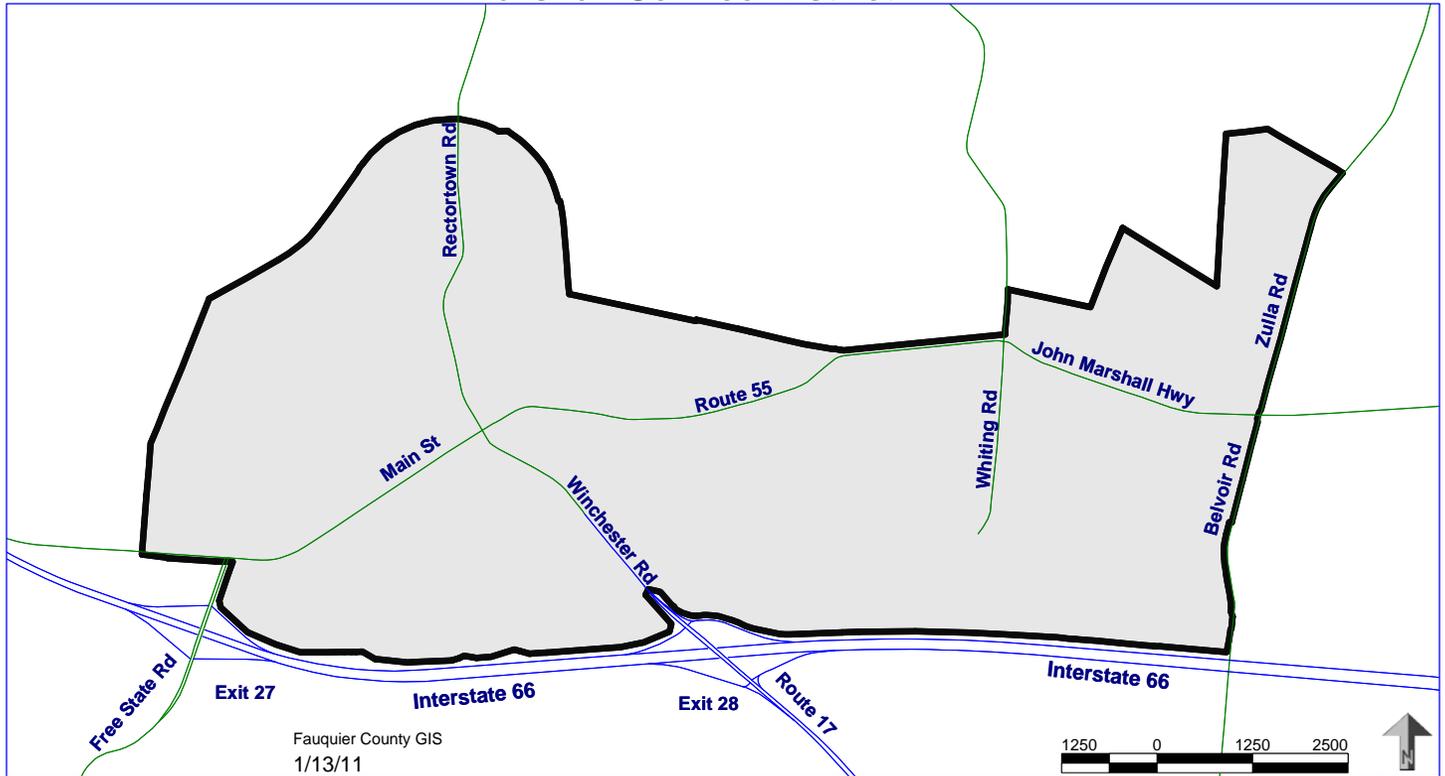


Figure MA - 3
Existing Zoning

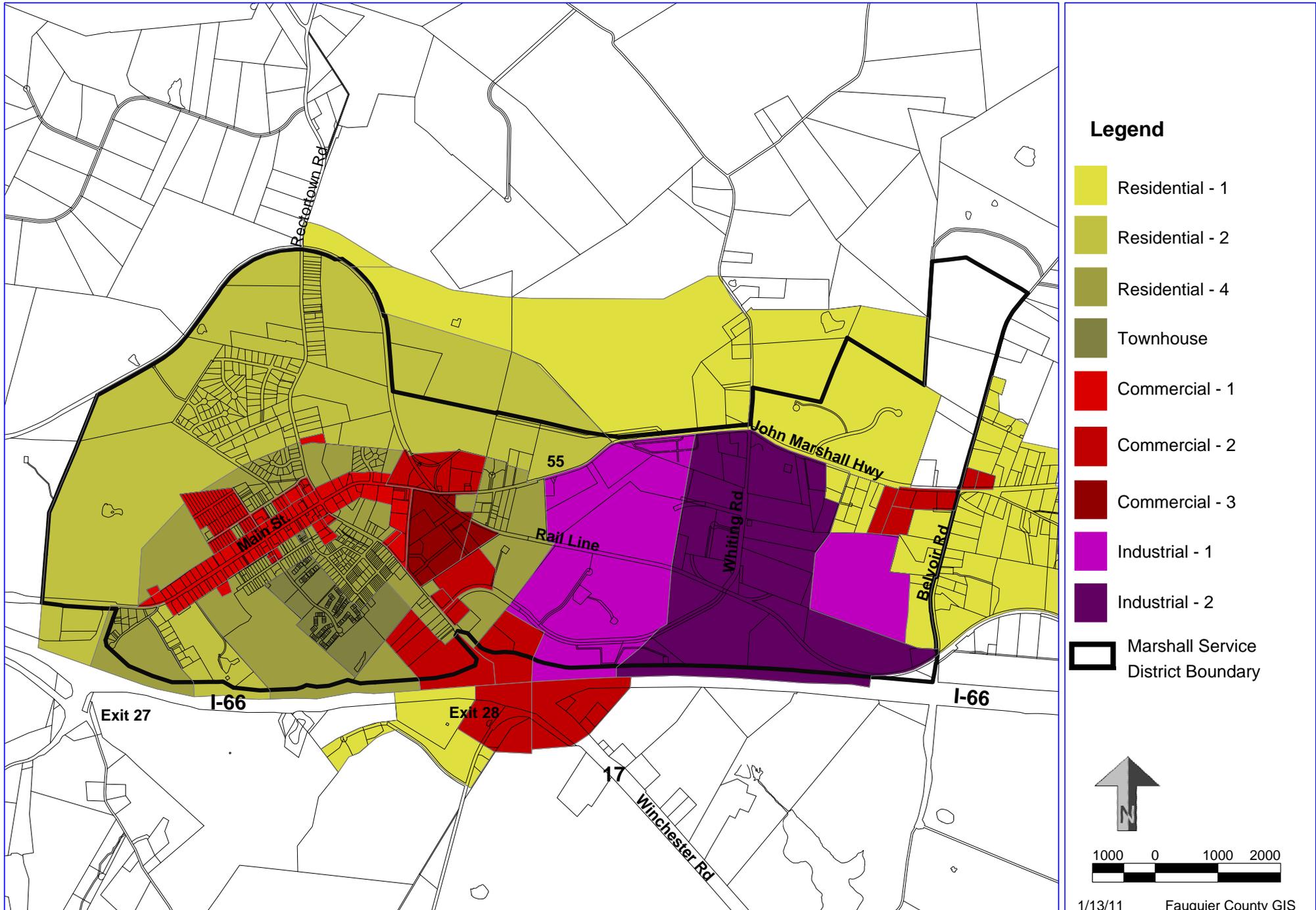


Figure MA - 4
Main Street Drainage Divides

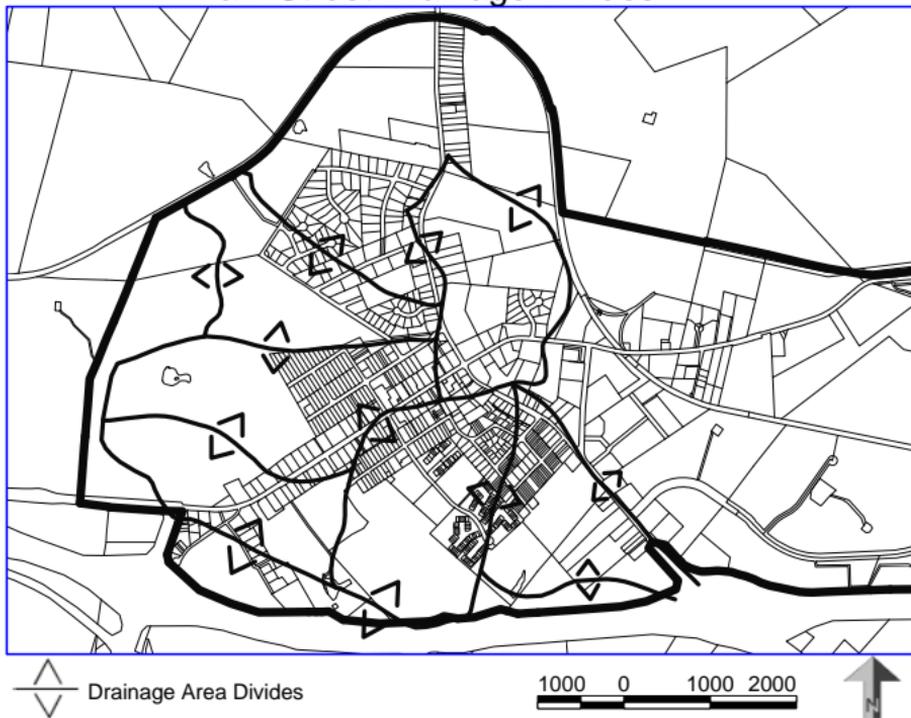


Figure MA - 5
Soils Map



Soil Characteristics

-  Rocky / Very Rocky
-  Hydric
-  Moderate - High Shrink-Swell Potential

Soil Erosion Hazard

-  Slight
-  Moderate
-  Severe

-  Marshall Service District Boundary

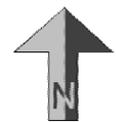
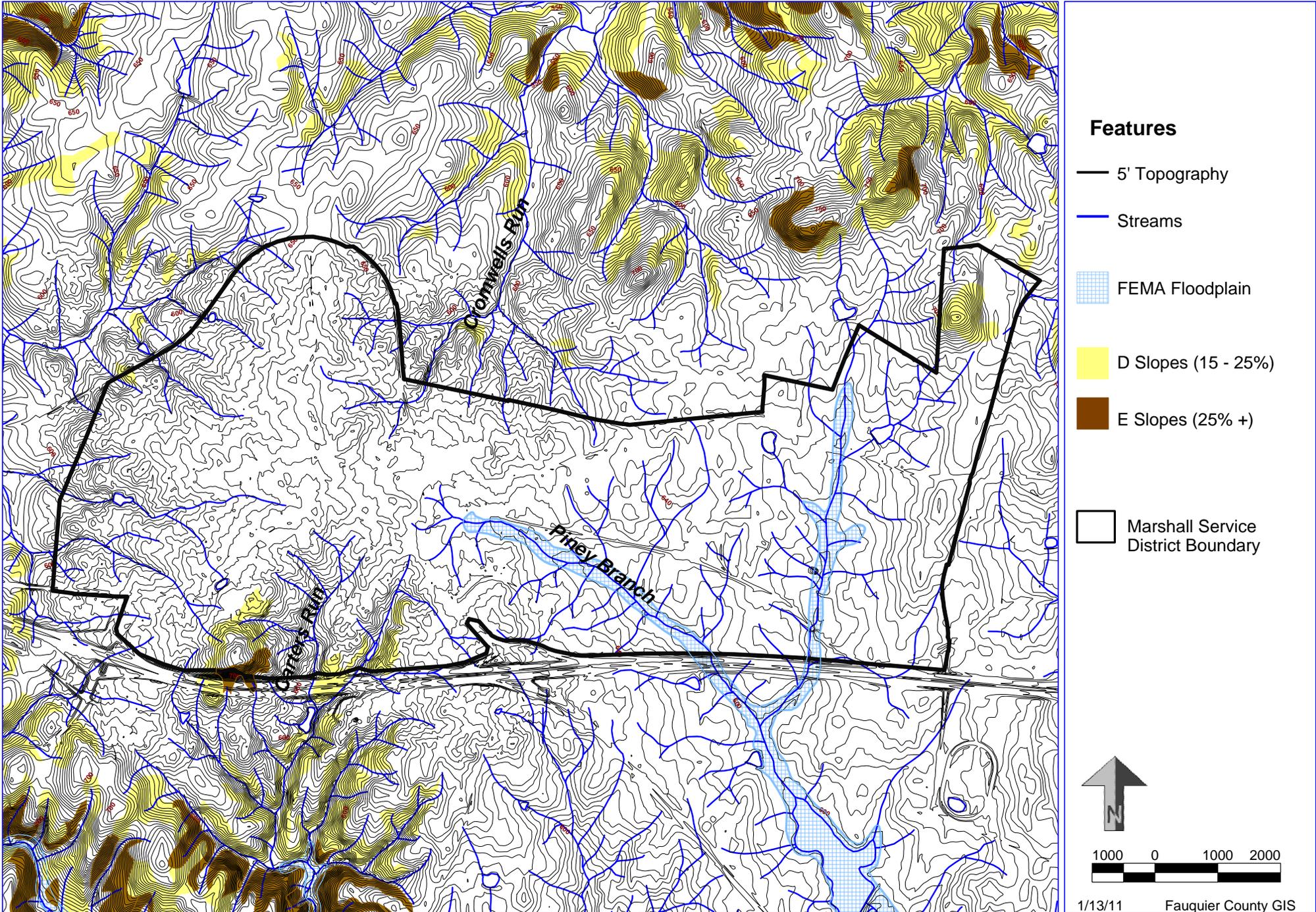


Figure MA - 6
Environmental Features



- Features**
- 5' Topography
 - Streams
 - ▨ FEMA Floodplain
 - D Slopes (15 - 25%)
 - E Slopes (25% +)
 - Marshall Service District Boundary

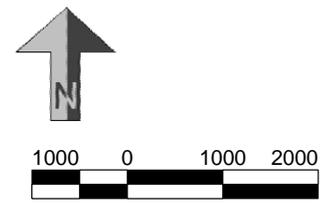


Figure MA - 7 National Register Historic District

Marshall Historic District

DHR # 030-5156

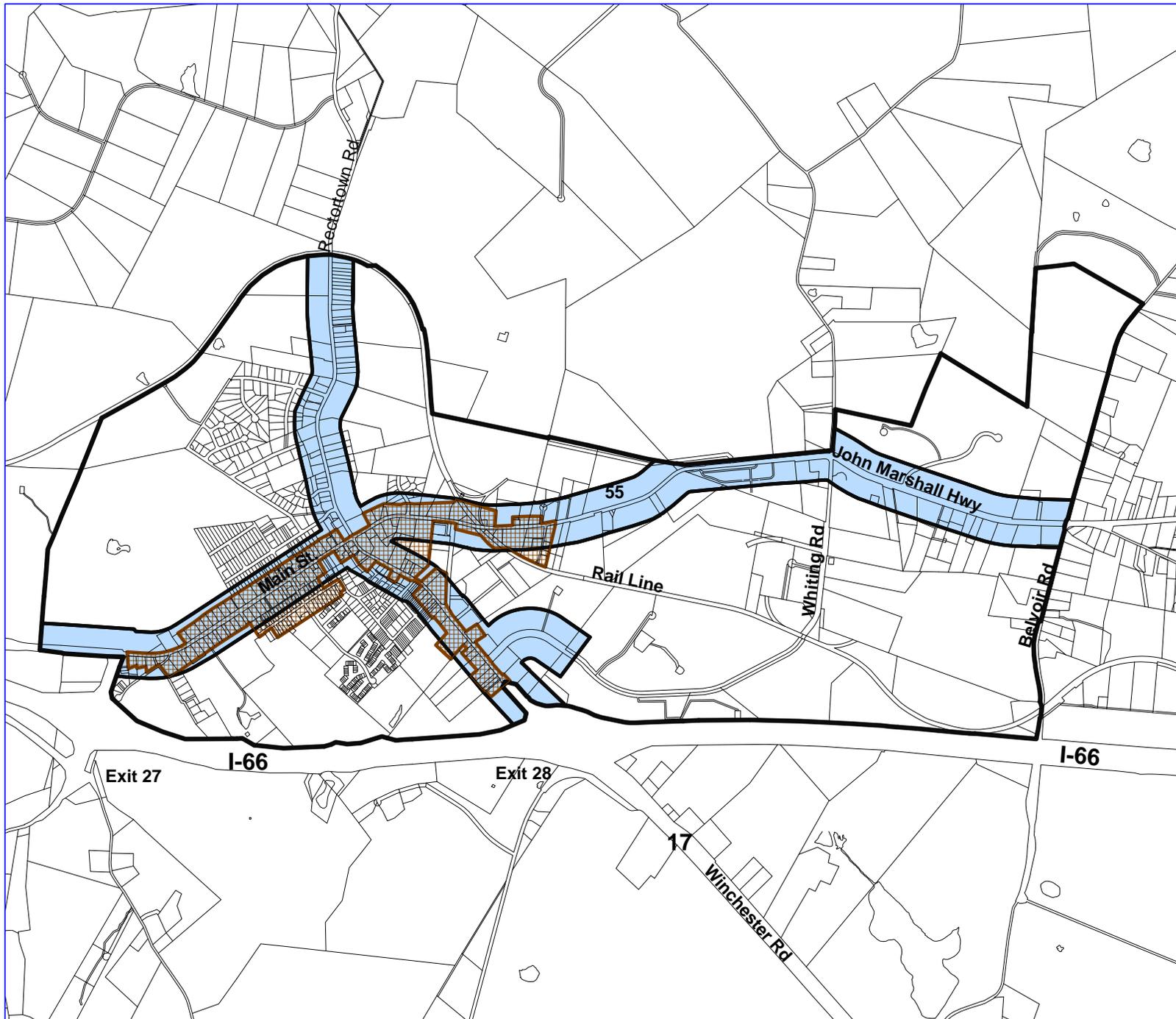
Numbers indicate properties in inventory.
All numbers are preceded by the
District # 030-5165

-  Contributing
-  Non contributing
-  Boundary
-  Photo key



Figure MA - 8

Historic District & Highway Corridor Overlay District

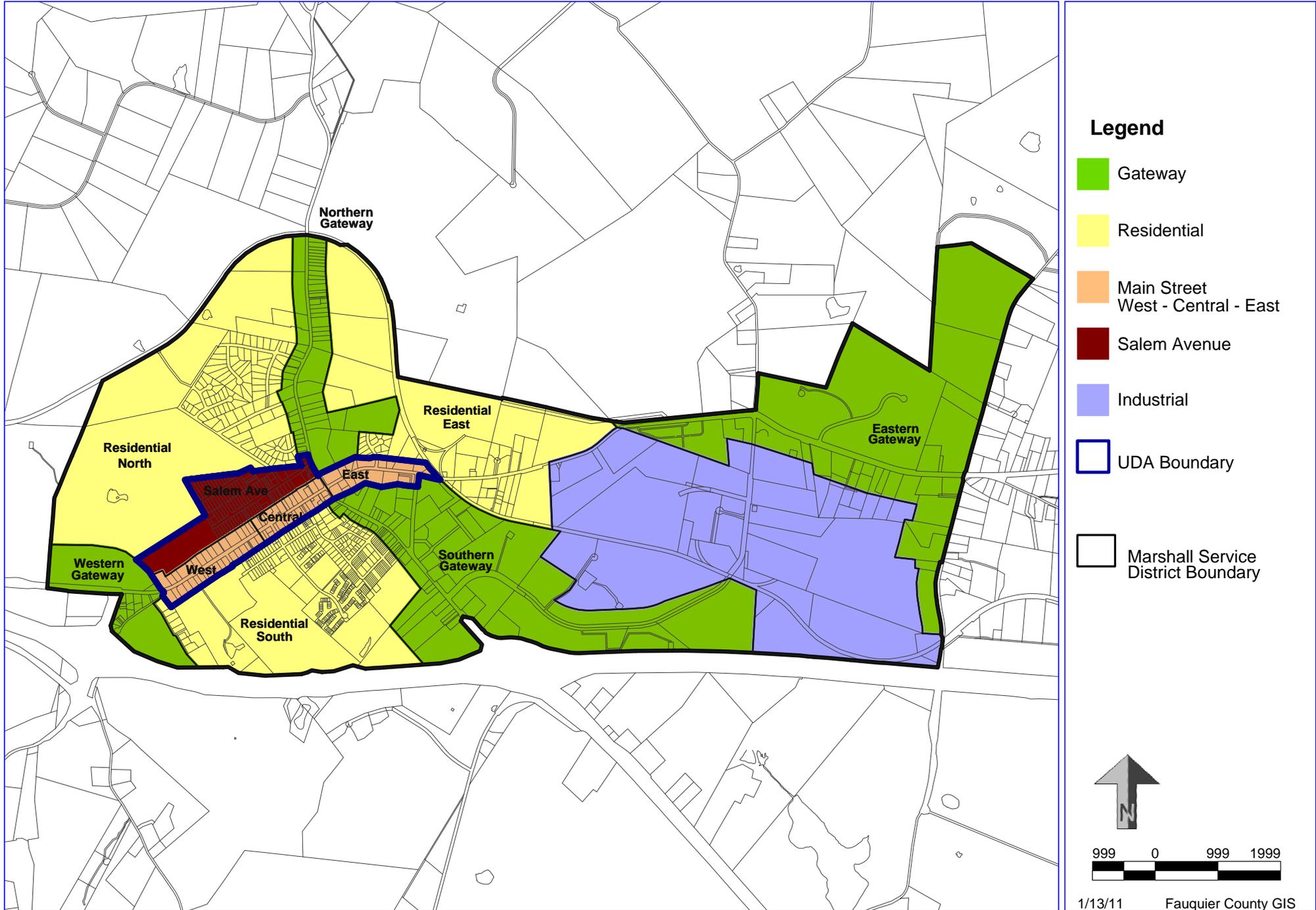


Legend

-  Historic District
-  Highway Corridor Overlay District
-  Marshall Service District Boundary



Figure MA - 9 Neighborhood Plan



Legend

-  Gateway
-  Residential
-  Main Street West - Central - East
-  Salem Avenue
-  Industrial
-  UDA Boundary
-  Marshall Service District Boundary



Figure MA-10

Southern Gateway Vision Plan

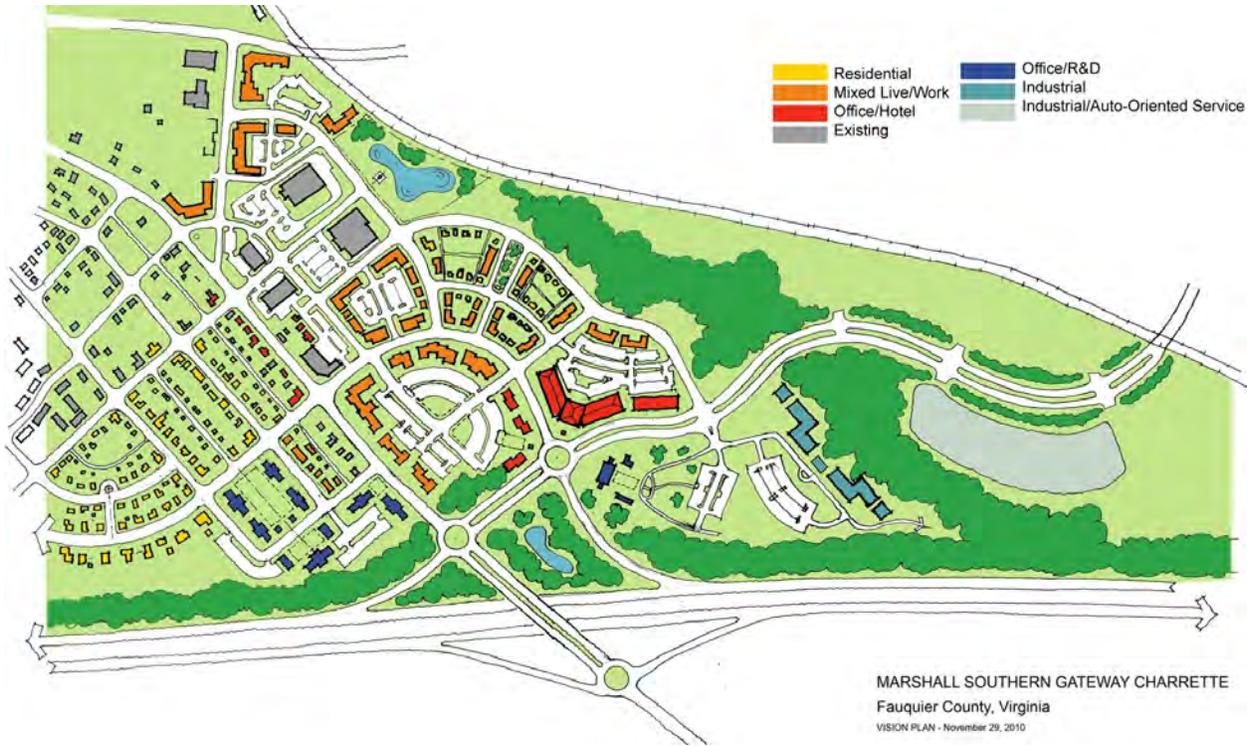
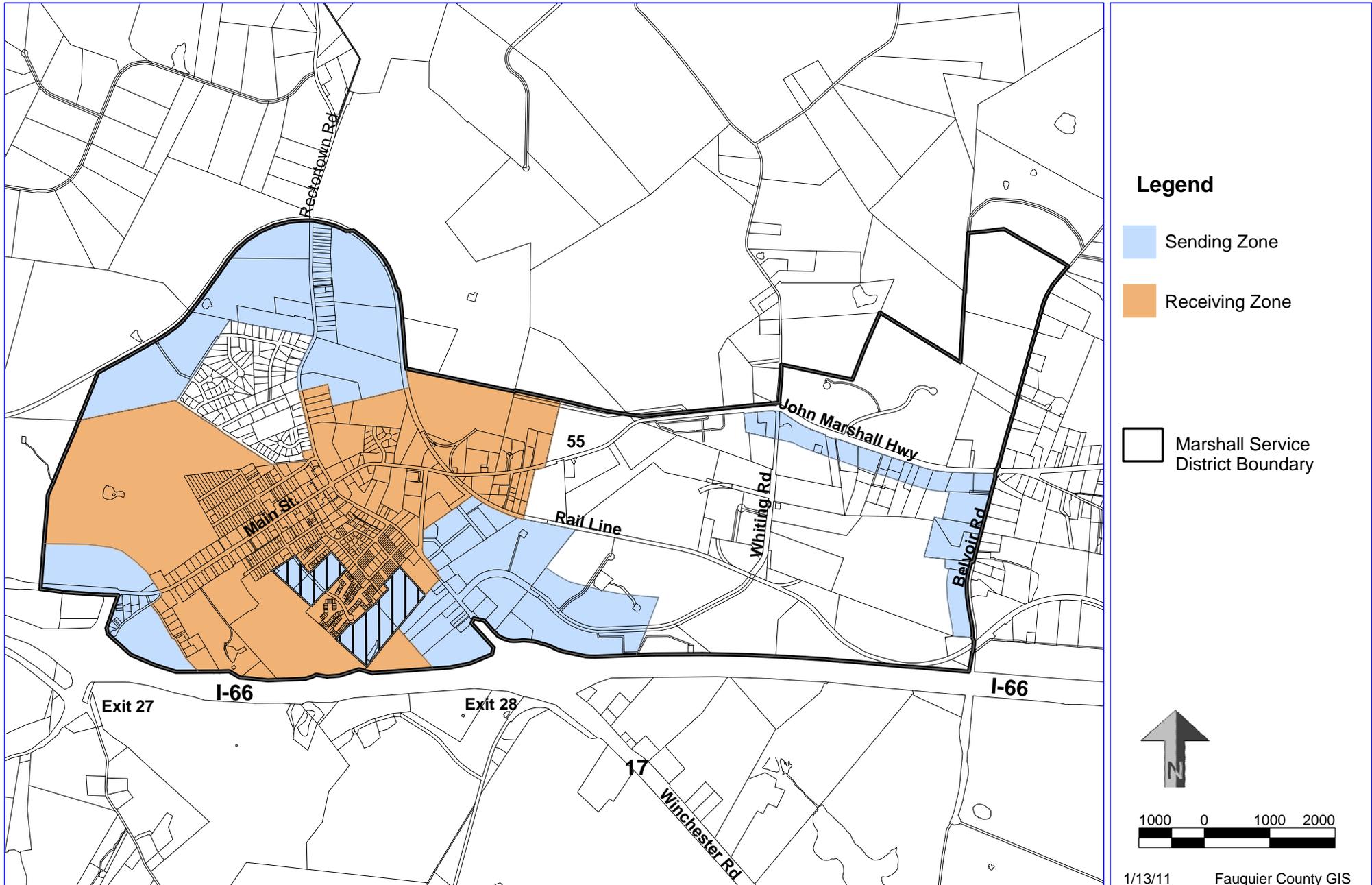


Figure MA - 11
Transfer of Development Rights



Notes: Certain Sending Zone areas in the Southern Gateway may be changed to Receiving Zones in the future as part of the implementation of mixed use zoning. The cross hatched areas of the Sending Zone are parcels with townhouse zoning where the goal is to spread the townhouse density to neighboring residential or mixed use parcels.

Figure MA - 12
Public Realm & Landscaping

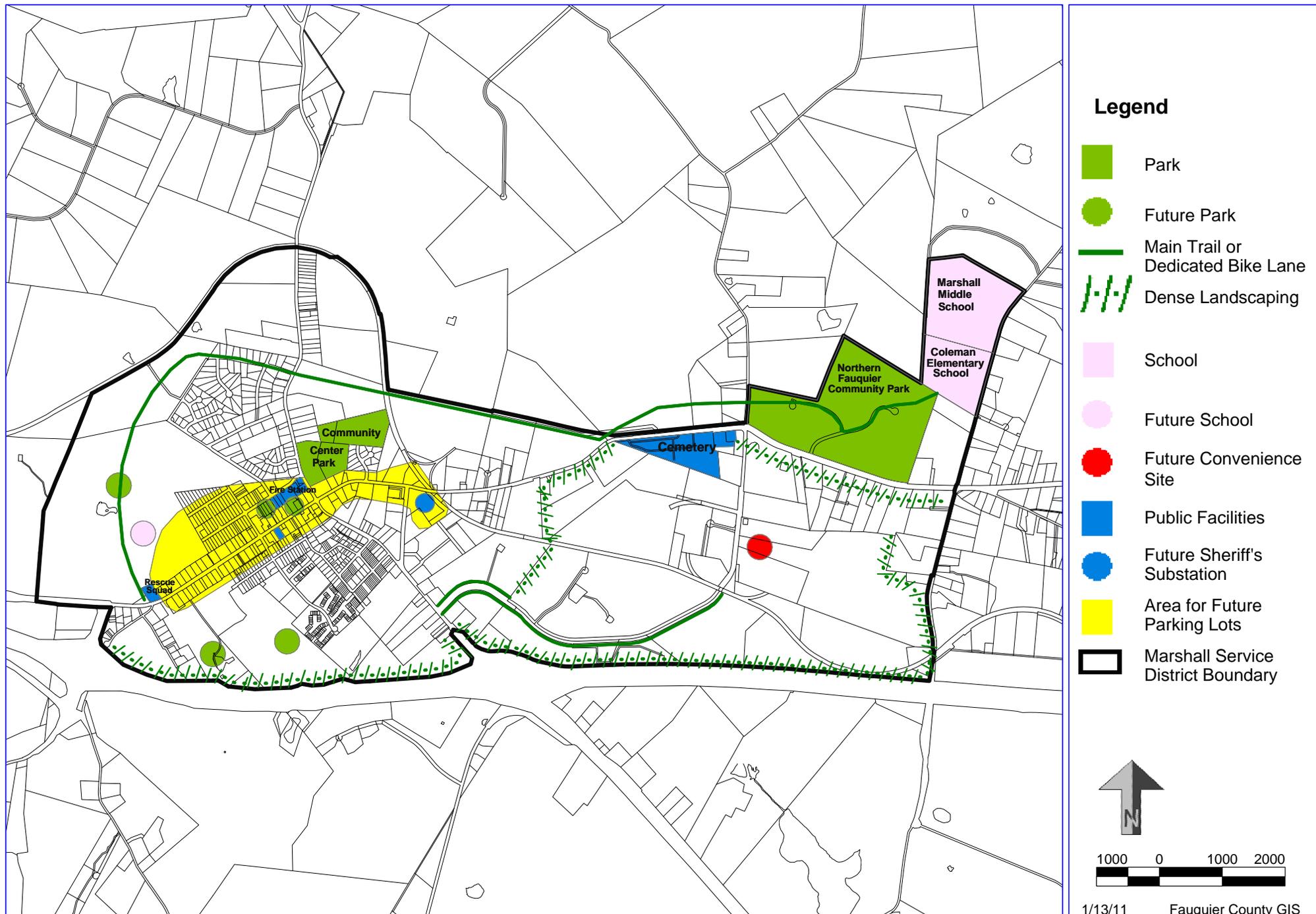


Figure MA - 13
Transportation Plan

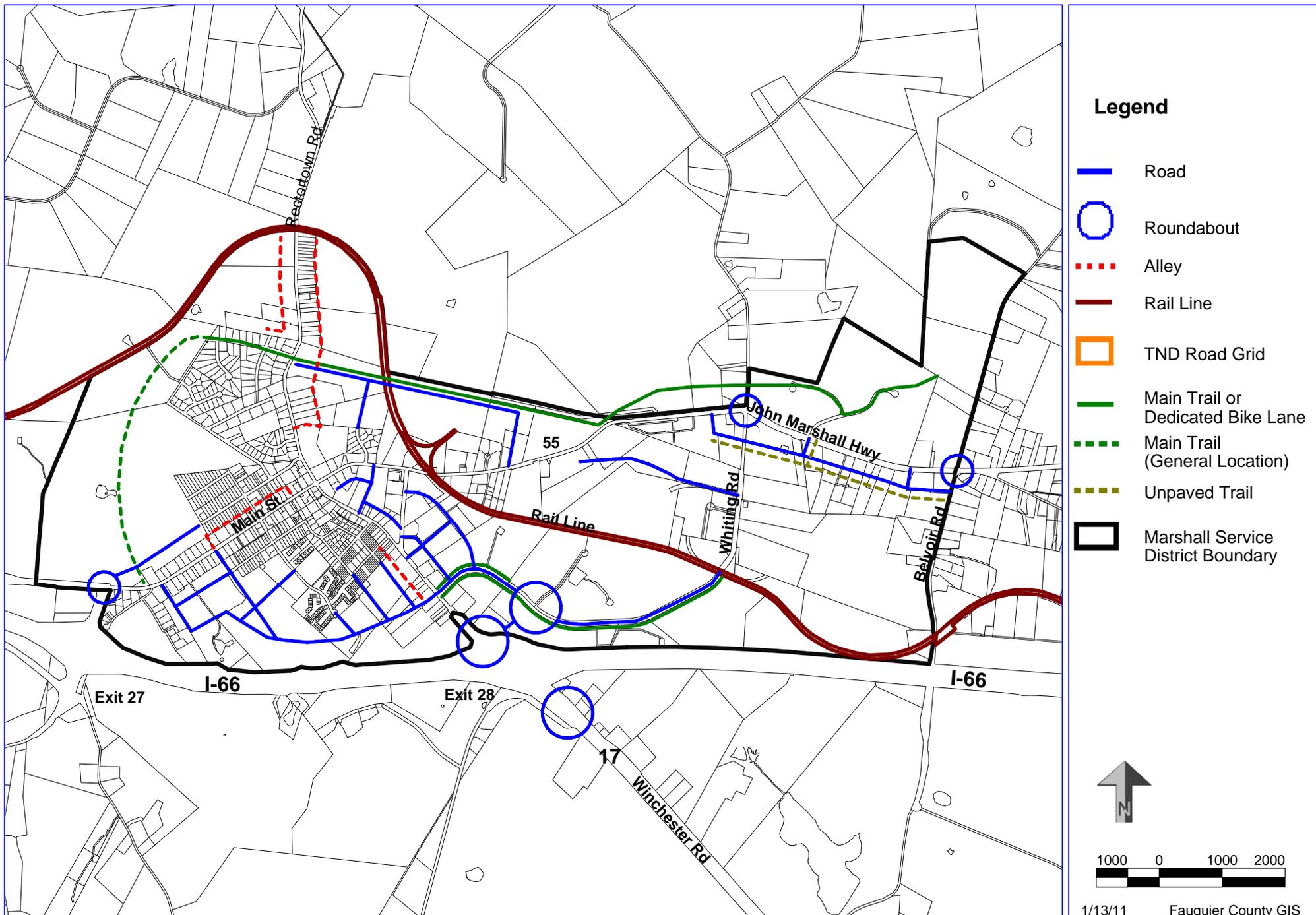


Figure MA-14
 Illustrative Street Sections

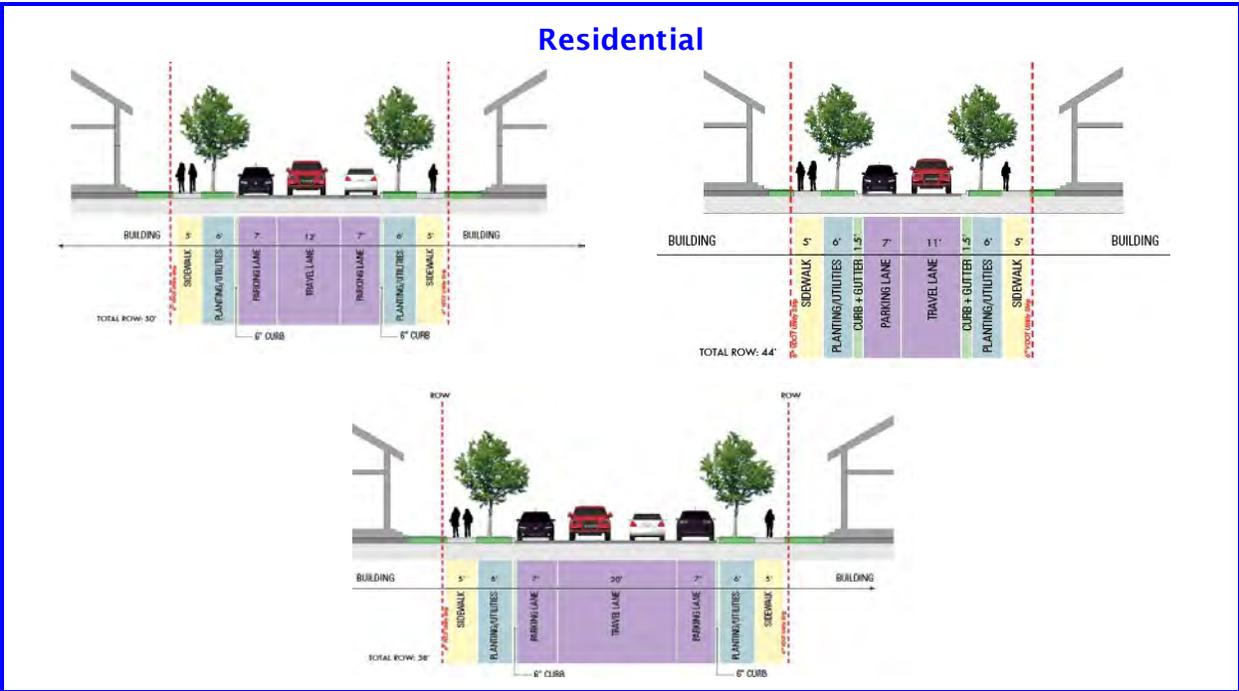
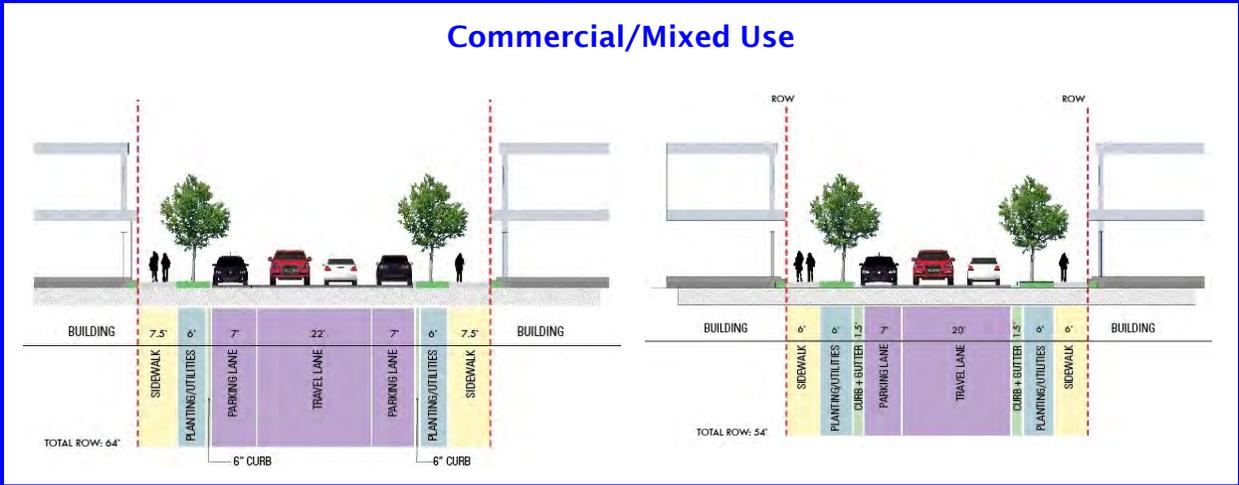
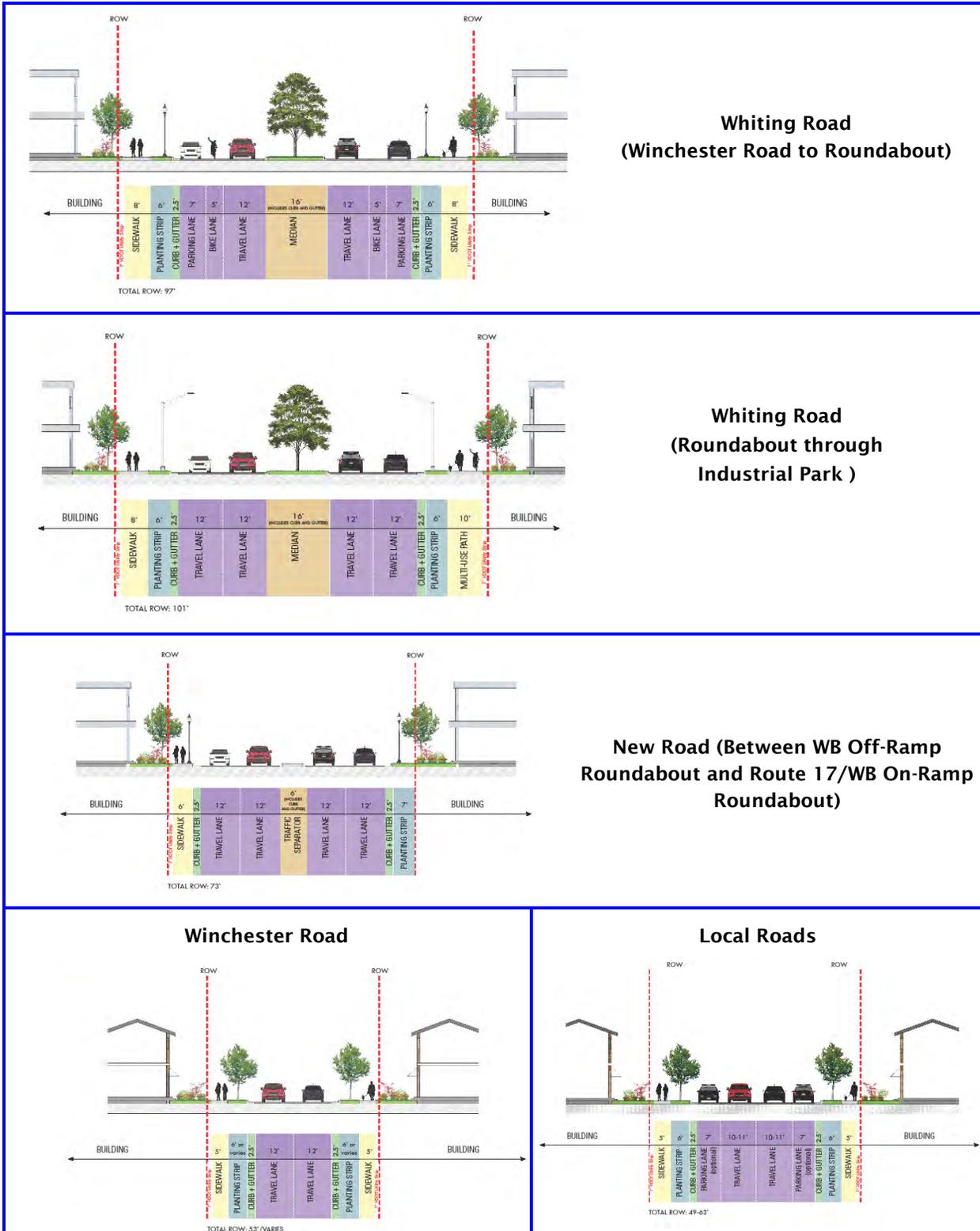


Figure MA-15
Illustrative Street Sections for the Southern Gateway



**Figure MA-16
Interchange (Exit 28 of I-66)**

