Town of Middleburg

Comprehensive Plan 2019

Adopted October 10, 2019

Comprehensive Plan Executive Summary

Virginia law requires all towns, cities, and counties to adopt a Comprehensive Plan containing analysis and long-range strategies for the locality. The Town of Middleburg has prepared this updated Comprehensive Plan (the "Plan") to guide the Town's decision-making over the next ten to twenty years.

I. Introduction

This Plan is organized into chapters that consider the many elements of Town life and responsibilities of local government, including environment, history, population and housing, community facilities, economy, land use, and transportation. Each chapter contains a goal for the topic, an analysis of existing conditions, and strategies that can help the Town to achieve its goals over the coming years.

This Plan has been created with the help of public input including two community workshops, an online survey, and meetings with the Town's leadership, staff, and a variety of community organizations and businesses. This Plan will be an effective tool for the private and public sector by projecting how the Town will steward its financial and historic resources, how land will be used and developed, how economic activity will be stimulated, and how public facilities will be improved.

II. Natural and Environmental Resources

Middleburg occupies an area of beautiful, rolling farmland in western Loudoun County, with surrounding farms and estates contributing as much to the Town's character and image as any feature of the Town itself. Agri-tourism is increasingly important to the Middleburg-area economy, with farms and businesses producing equestrian events, wine, and other products and activities that attract residents and visitors to the area. Balancing economic development with the protection of open space and natural resources, such as the Town's water supply, is a major topic of this Plan.

Middleburg should work with partners to protect and preserve open spaces in and near the Town that contribute to groundwater quality, recreation opportunities, and enhance the natural beauty of the community. Rigorous evaluation of development applications to ensure groundwater protection and promote best management practices is one environmental protection tool available to the Town. While much of the rural landscape is outside of Middleburg's jurisdiction, the Town should nonetheless work with the County and non-profits to promote land trusts, tax incentives for land conservation, open space easements, and the purchase of development rights as strategies to protect rural lands.

III. History and Historic Resources

One of Middleburg's greatest assets and economic drivers is the traditional appearance and historic character of the Town. Historic buildings and streetscapes, as well as historic farms and estates outside of the Town, are unique and major attractions for tourism. Efforts of both Town government and dedicated citizens have helped to preserve this historic atmosphere over time.

To protect these assets, promotion of the historic character of the Town's traditional commercial center and historic neighborhoods must be coupled with regulations that ensure any future growth conforms to local architectural themes. To maintain this balance, Middleburg must remain active outside of its Town boundaries to prevent modern development from encroaching on the Town. The Town should also update its Historic District Design Guidelines to ensure new development and renovations will be compatible in scale and design with the existing character. Lastly, the Town should support individuals, businesses, and non-profits working to protect historic and archaeological resources in and near the Town.

IV. Population and Housing

Middleburg has experienced only modest population growth in recent years despite enormous growth in some parts of Loudoun County. This contrast is largely due to the few remaining buildable sites in the Town. Nonetheless, Middleburg currently includes approximately 114 approved but unbuilt residential lots, due mostly to planned residential development on the Salamander Resort property. The Town's existing housing stock is varied, but houses are generally older and smaller than are found in more recently-developed areas.

Diverse neighborhoods with quality housing that match the historic character of the Town are needed to serve a range of residents. Middleburg leaders see a need to serve both young workers and seniors to fill existing gaps. Enforcement of zoning and building code regulations is necessary to ensure existing properties conform to the Town's character.

V. Community Facilities and Services

The Town operates water and sewer utilities for its citizens and businesses, as well as providing its own police force. Other public facilities such as the Middleburg Community Charter School, fire department, and library are part of the Loudoun County government, and others still, such as electrical power and telecommunications, are private enterprises.

Quality facilities and services are essential to the Town's character and efficiency. High-quality Town administration, water, sewer, law enforcement, parks, and public events are necessary features for quality of life and the attraction of residents and visitors. While water and sewer utilities are generally in good repair, maintenance of these systems is a constant challenge. To continue meeting the Town's needs, Middleburg must review and update the Town's Utilities Master Plan to establish capital needs and growth capacities for Town water and sewer systems.

Town administration and public meetings are housed in the Town Office on Marshall Street, a building that is over its capacity. A new or expanded Town Hall should remain a priority. Middleburg must consider the facility needs that would result from any rezoning, special exception, or other development request, adding parks, police officers, or other assets according to community needs.

VI. Economy

Although a small town, Middleburg is home to a healthy economy based on visitors, Town residents, and residents of nearby rural areas. Tourists and shopping comprise most of the Town's economic activity, with tourism alone responsible for approximately 75% of the Town's revenue. Middleburg recently hired a Business and Economic Development Director and intends to develop new and innovative economic strategies.

Growing existing businesses and retaining them is critical to maintaining the Town's success in tourism and as a regional commercial center. To spur economic activity, Middleburg must adopt an economic development plan that markets the Town, encourages tourism, and increases vitality in the Town's central business district. Marketing the Town should include public events that increase Middleburg's profile within the region.

The Town also sees a new opportunity to embrace coworking spaces that serve growing numbers of residents who work nearer to home rather than commute to jobs nearer Washington D.C.

VII. Land Use

Land Use in Middleburg in centered on the commercial core of Washington, Marshall, and Federal Streets, with surrounding residential uses and occasional open space. The addition of the Salamander Resort in 2013 brought a major commercial enterprise and large tracts of permanently conserved open space. Salamander plans additional development of homes and a mixed-use village totaling 109 new homes. Beyond this planned development there are few development sites remaining in the Town. This Plan contains a Land Use Policy Map showing idealized long-term land uses for all Town parcels, from commercial and high-density residential parcels where activity and development are welcome, to conservation/targeted use parcels, where development would only be acceptable at very low densities and under strict conditions.

Middleburg's next major land use change should come in the form of redevelopment and revitalization of properties along Federal Street, forming an emerging commercial and mixed-use area that provides new shopping, service, and residential options to the Town's residents and economy.

To protect its small rural character, the Town also needs to be proactive in addressing the growth of Loudoun County near its borders. The County has proposed recent land use changes that may threaten the traditional protections of Middleburg-area rural lands. Town residents should be aware of these changes and work, as County residents, to maintain rural lands.

VIII. Transportation

Providing well-connected, safe, and well-maintained village-scale streets will best serve the Town's pedestrians, bicyclists, and vehicular traffic. The Town should prioritize the completion of existing pedestrian connections around and within the central business district by filling in gaps in the sidewalk network. The Town must also continue to study the adequate provision of parking and wayfinding signage, both essential to a Town that relies so heavily on visitors.

Middleburg should additionally pursue a complete redesign of Federal Street, including roadway, sidewalk, landscape, and parking changes to help facilitate the revitalization of this area. Finally, the Town should explore cooperating with Loudoun and Fauquier Counties to preserve rural roads that contribute to the area's unique character.

Acknowledgments

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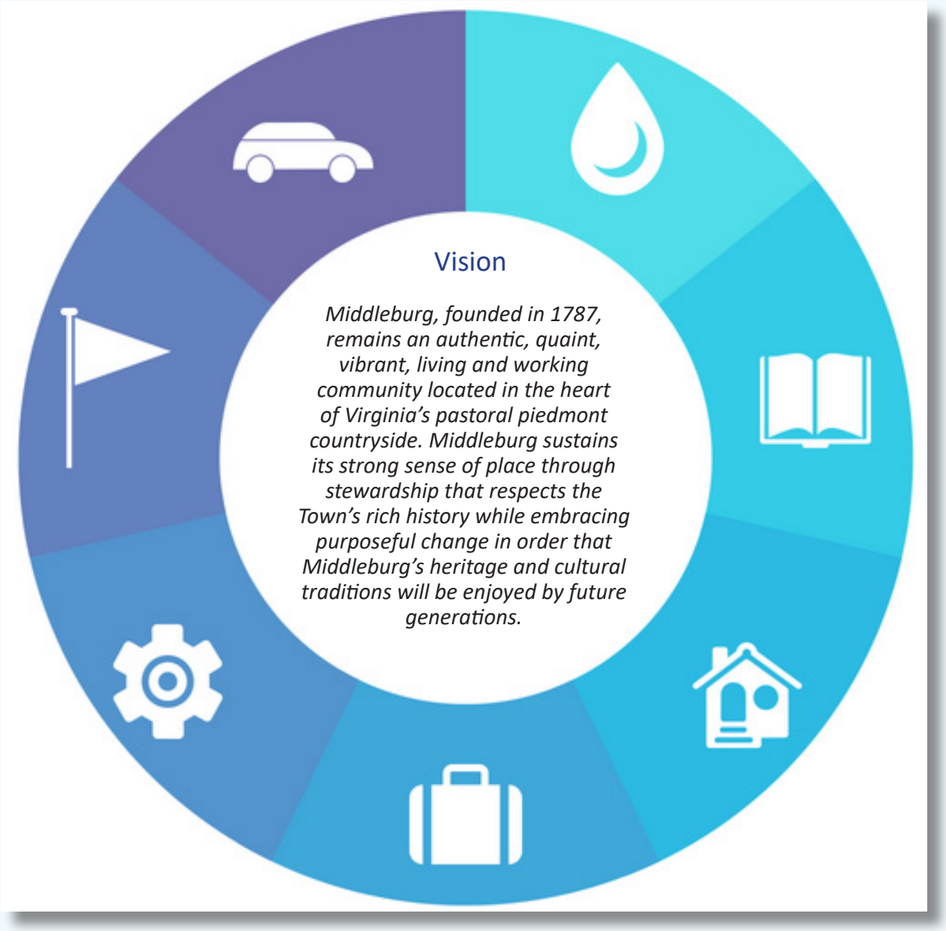
MIDDLEBURG TOWN COUNCIL

"Preserving our heritage through purposeful change"

I. INTRODUCTION



Comprehensive Plan Goals

Each chapter of this Plan includes an overall goal, a component of Middleburg's vision for its future, and a guide recommending action items in each topic area to achieve those goals.

Natural & Environmental Resources
Preserve natural areas and open spaces in and near the Town to protect groundwater quality, provide recreation opportunities, and enhance the scenic character of the community.

Historic Resources
Protect and promote the historic character of the Town's traditional commercial core and historic neighborhoods, while ensuring future growth conforms to local design themes.

Population & Housing
Maintain a diverse community of attractive neighborhoods that provide quality housing for an even wider range of residents in a style that matches the historic character of the Town.

Community Facilities & Services
Provide high-quality and cost-effective administration, water, sewer, law enforcement, parks, and events that enhance the Town's character and livability.

Economy
Encourage business retention and growth that supports the Town's economic success as both a tourism destination and regional commercial center.

Land Use
Carefully plan for and control development to ensure preservation of the Town's rural village character, while allowing growth that serves local needs and matches the Town's aesthetic quality.

Transportation
Provide a safe and adequate system of village-scale streets to better serve pedestrians, bicycles and vehicular traffic.

Legal Basis of the Comprehensive Plan

Virginia law requires that all Planning Commissions within the Commonwealth, with the help of public input, adopt a Comprehensive Plan. Section 15.2-2223 of the Virginia Code governs this directive, stating:

"The Comprehensive Plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities."

The Middleburg Comprehensive Plan

The following document is an update to the Middleburg Virginia Comprehensive Plan.

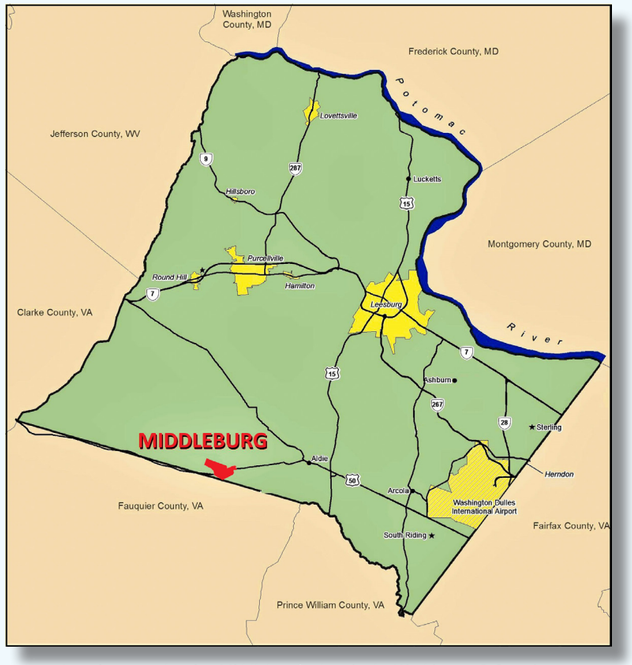
Comprehensive Plans are how all Virginia Chartered Towns, Cities and Counties develop long-range plans that guide their future growth and development. It is mandated that this Plan be a living document, reviewed every five years for necessary updates, or more often as changing circumstances may require. The Middleburg Planning Commission has performed an in-depth review of its existing Comprehensive Plan, endeavored to make it fit the present, and finally has striven to set the Town vision for the next several decades.

To accomplish this heady goal, all parts of town living were scrutinized, and major emphasis was given to the transportation, land use, environment, and economic development chapters. With the help of Town staff, residents, business owners, and other constituencies, the current Plan has been completely revamped and brought up to date.

Special emphasis in this Plan update was to incorporate the Middleburg Town Council's 2018 strategic planning effort that, working with all town constituencies, identified community core values of Transparency, Accountability, Engagement, Trust, Teamwork Leadership, Respect, Integrity, Stewardship and Approachability. Going forward the Town's vision includes the following four major strategic initiatives.

A. Promote Community and Economic Well Being for all Residents
B. Strengthen Community Engagement and Partnerships
C. Practice Good Governance
D. Fund the Future

While the Comprehensive Plan does not carry the legal weight of the Town's Zoning or Subdivision Ordinances, the goals and strategies found herein should inform, and be implemented by, those regulations.



Location map showing Middleburg's place in the Washington D.C. region.

About Middleburg

The Town of Middleburg is located along the southern border of Loudoun County in Northern Virginia. Just forty miles from Washington D.C. and within twenty-two miles of Dulles International Airport and the bustling eastern Loudoun County suburbs, Middleburg retains a small-town charm and historic character that is closely tied to the rural lands and equestrian estates that surround it. Middleburg has traditionally been the hub of an agricultural region, providing supplies and services to rural residents. In the early 20th century the Town became widely known as a center for horse breeding and equestrian sports, increasing its profile and attracting tourism. Today tourism continues to increase with the vast growth of the Washington D.C. region, the opening of the Salamander Resort within the Town, and the addition of wineries and other agritourism attractions nearby. Faced with growth pressure from its eastern boundaries, Middleburg continues to balance its roles as tourist center and economic hub, while seeking to preserve its history, rural heritage, and small-town charm.

Middleburg is a unique and special town with a village-like atmosphere. Set among rural fields yet close to the activity and commerce of an expanding major urban area, Middleburg is both a friendly and intimate community and a destination for those who want to experience its history and charm. While the Town benefits greatly from a quaint, vibrant, and authentic atmosphere, these attributes did not occur by accident; they have been stewarded by Middleburg citizens and community leaders since the Town's founding in 1787. Today Middleburg residents continue to plan for a productive and prosperous future for their town.

Comprehensive Plan Public Input

In planning for the future of Middleburg there is no more important direction than the vision of the residents, business owners, and others who interact with the Town on a daily basis. The process of creating this Plan involved up-front work with the people of Middleburg to gather information, establish vision, and construct goals. Indeed, two community workshops, an online survey, and many meetings with Town staff, civic groups, and business leaders preceded the drafting of this Plan. Public input received through these forums is an invaluable part of this Comprehensive Plan, and informs every page of its content.

The first community workshop was held on May 22, 2017 at the Middleburg Community Center. With sixty-three stakeholders in attendance, Town staff and Plan consultants introduced concepts of comprehensive planning and divided participants into nine small groups, all working together to identify Middleburg's major strengths and challenges. These small groups also drafted individual vision statements for the Town and suggested goals in furtherance of the vision. Responses to these exercises highlighted the numerous strengths of Middleburg, including its community, historic character, natural beauty, and economic vitality. The groups also identified challenges, including growth management, affordability, and infrastructure maintenance.

A second community workshop, on September 27, 2017, drew twenty-four participants who worked with maps of Middleburg to identify areas for 1) growth or redevelopment, 2) preservation, 3) improving automobile, bicycle, and pedestrian transportation, and 4) improvements to public infrastructure. The participants found broad consensus in identifying Federal Street as an optimal site for growth and redevelopment, and preservation became a theme particularly with respect to Asbury Church and wooded areas of the Salamander property. Areas for improvement to public infrastructure overlapped with pedestrian and biking concerns for most groups, suggesting better information concerning trails and updates and new connections for the Town's sidewalk network.

The Town administered an online survey from July to October, 2017, giving the community an additional opportunity to participate in the Comprehensive Plan process. With seventy-nine survey responses, participants answered questions about the Town's priorities, shortcomings, and what they believed growth should look like in the future. Respondents expressed both pro-growth and anti-growth attitudes, but agreed that small-town charm, history, and beauty are essential characteristics of Middleburg that must not be lost.

Throughout the Comprehensive Plan process, Town staff, consultants, and Planning Commissioners participated in individual meetings, with members of local committees, the Windy Hill Foundation, and Salamander Resort, among others, to gather information and opinions that also contribute to the vision and strategies found in this Plan.

Residents gather during a Comprehensive Plan community workshop.

Community Survey Highlights

- Town facility and service priorities:

Growth Management and Planning	64%
Water and Sewer Utilities	42%
Streets and Sidewalks	39%
Police and Public Safety	32%
Others	16%

- Residents who support the growth of the local wine industry: 78%
- In favor of modernizing and upgrading buildings outside the historic district: 63%
- Describe what you value about Middleburg:
  (most frequently used words compiled here)

II. NATURAL & ENVIRONMENTAL RESOURCES

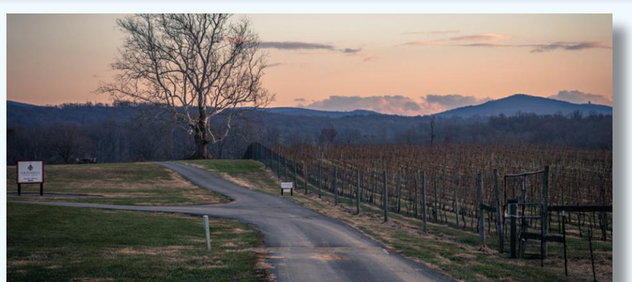
Goal: Preserve natural areas and open spaces in and near the Town to protect groundwater quality, provide recreation opportunities, and enhance the scenic character of the community.

STRATEGIES

1. Evaluate and promote appropriate means for open space preservation, such as land trusts, tax incentives for land conservation, open space easements, and the purchase of development rights in cooperation with conservation organizations and County leaders in accordance with the County's adopted Comprehensive Plan.

2. Evaluate all development applications to ensure the protection of groundwater sources and the provision of stormwater best management practices to protect natural drainageways and water quality. Regularly update and implement the Town's wellhead protection plan.

3. Develop appropriate environmental performance standards for new developments within Middleburg and amend the Zoning and Subdivision Ordinances to incorporate such standards, which may include measures such as stream buffers, limits on clearing and grading on steep slopes, preservation of existing tree stands, limits on impervious cover, and standards for green energy and environmental sustainability.



Vineyards are an increasingly important part of Middleburg-area tourism.

Location and Topography

Middleburg is located in the Piedmont region of northern Virginia. With the Blue Ridge Mountains to the west and the Chesapeake Bay and Atlantic Ocean to the east, the Town's landscape consists of open, flat farmland and rolling hills. Elevations within the Town range from 420 to 539 feet above sea level. The undeveloped areas of Middleburg are composed of gently sloping, mostly open land. Thin stands of mature trees are found along Town streets and fence lines, with thicker concentrations along stream banks. Isolated pockets of steep slopes with grades between 15% and 25% occur along the various watercourses on the Town's periphery, comprising an area of approximately four acres in total. The topography of Middleburg in no way limits the future development of the Town.

Floodplains are found along the Town's western border near Windy Hill Road and along the Town's eastern border along Wancopin Creek and adjacent to the Town's sewage treatment facility. These areas may be periodically inundated by flooding and, therefore, development in such areas should be limited. A Floodplain Overlay District in the Town's Zoning Ordinance significantly restricts development in flood-prone areas. Additional floodplains are found in County areas adjacent to the Town, with development similarly restricted in these areas.

Soils and Geology

The soils underlying Middleburg are suitable for many uses, including both development and agriculture. About half of the eastern portion of Middleburg, particularly the developed section, stands on fill that has replaced the original soils over the past two centuries. These soils are difficult to classify - but can easily accommodate building foundations, streets, and the installation of water and sewer lines. Rural areas surrounding the Town also benefit from suitable soils that make many types of agriculture possible. These same soils are also adequate for the development of septic drainfields. Isolated deposits of rock, including limestone, are found throughout the Middleburg area, with no known commercial mining of these deposits.

Estate southwest of Middleburg. Surrounding rural areas are crucial to the Town's character.

Local Agriculture

One of the most distinctive features of Middleburg is the rural landscape surrounding the Town. Nearby farms, estates, and historic buildings are essential to the character of Middleburg. The rural landscape, in both Loudoun and Fauquier Counties, includes agricultural enterprises such as cattle farms, horse breeding and training facilities, vineyards, and other farm properties, as well as large country estates.

Agri-tourism is an increasingly important component of the local economy, with farms and businesses producing wine, beer, and spirits, welcoming tourists at tasting rooms, and hosting private events and public festivals. Middleburg serves as a hub for this rural area, serving the shopping, recreation, and other needs of rural residents and offering accommodations and dining to visitors.

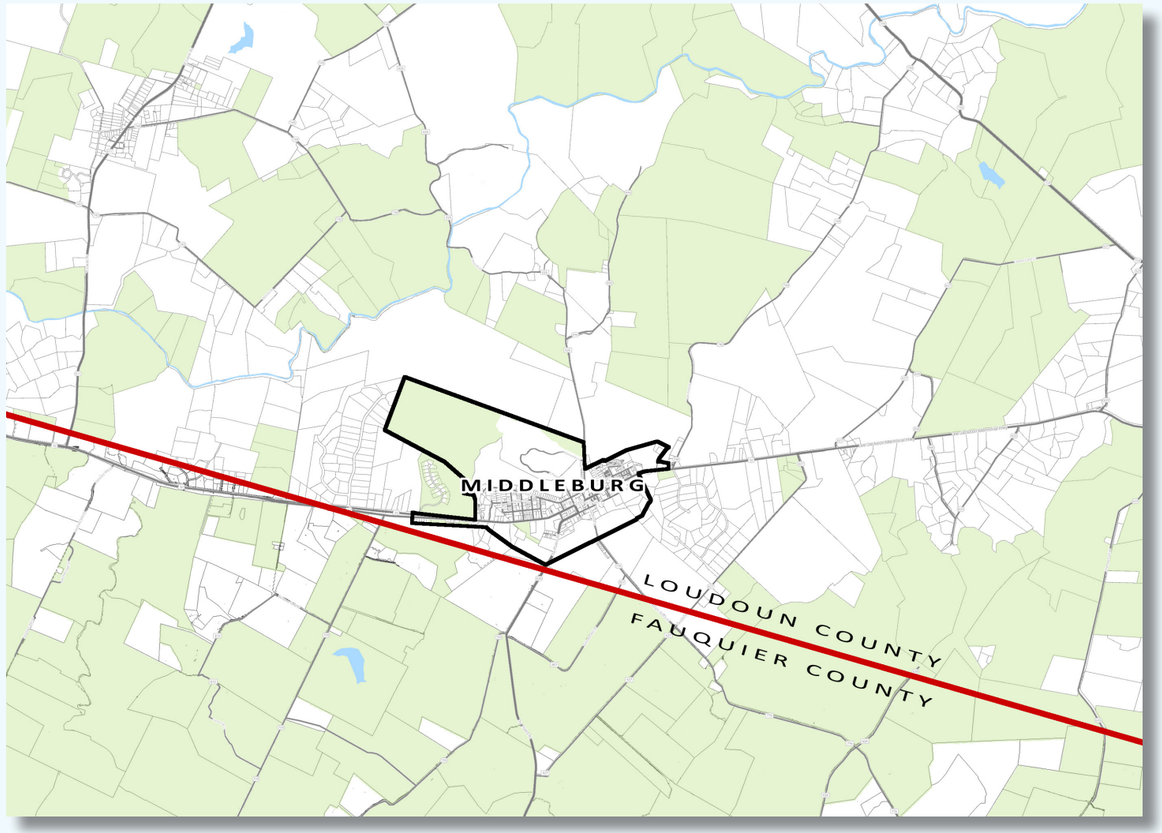
In 2012, the Middleburg American Viticultural Area (AVA) covering portions of Loudoun and Fauquier Counties was established by the Department of the Treasury, Alcohol and Tobacco Tax and Trade Bureau, through efforts of Rachel Martin of Boxwood Winery. At the time of its establishment, the Middleburg AVA contained 251 acres of commercial grape growing in ten vineyards and fourteen wineries.

Preserving Farms and Open Space

The Town of Middleburg intends to maintain a "hard edge" between in-Town development and surrounding rural lands. The Town must continue to take steps to protect and conserve open space and agricultural land in partnership with Loudoun and Fauquier Counties. Conservation easements are one tool being used to preserve land. Conservation easements are a voluntary agreement between a landowner and a local government or nonprofit group which limits future development of the land in order to preserve open, agricultural, or forestry lands. Loudoun County has preserved over 70,000 acres of land through the Loudoun County Conservation Easement Stewardship Program. Most of the easements in the County are held by nonprofit land trusts or conservation groups which monitor compliance with easement restrictions. While both Loudoun and Fauquier Counties have many rural acres under conservation easement, many farms in the vicinity of Middleburg are not yet protected.

The Loudoun County 2019 Comprehensive Plan (adopted June 20, 2019) indicates that the County might pursue a Transfer of Development Rights program as a new strategy toward the policy of providing protection for natural, environmental, and heritage resources (NEHR Action 1.1 F.). Other actions include promoting preservation through various public and private programs such as the Open Space Preservation Program or Conservation Easements (NEHR Action 1.1 B.), in which owners are compensated for easements rather than donating them voluntarily.

The County Plan also includes an adopted strategy to "maintain a defining edge at the Town of Middleburg's boundary in lieu of a (Joint Land Management Area) to clearly distinguish the Town of Middleburg from the surrounding rural, undeveloped countryside" (Town Strategy 1.8) and multiple related actions to support this strategy, including collaborating with the Town on zoning and development activities outside the Town (Action 1.8 A.) and partnering with the Town and preservation groups to promote and implement open-space preservation around the Town "that helps establish a greenbelt and protect the rural appearance of roadways leading into the Town" (Action 1.8 B). The Town should actively pursue collaboration with the County on such efforts. The County Plan also includes specific strategies for the protection of rural roads and scenic views surrounding the Town; these are further explored in Chapter VIII of this Plan.



While both Loudoun and Fauquier Counties have extensive conservation easements - shown in green - many of the farms in the vicinity of Middleburg are not protected.

Hydrology and Water Resources

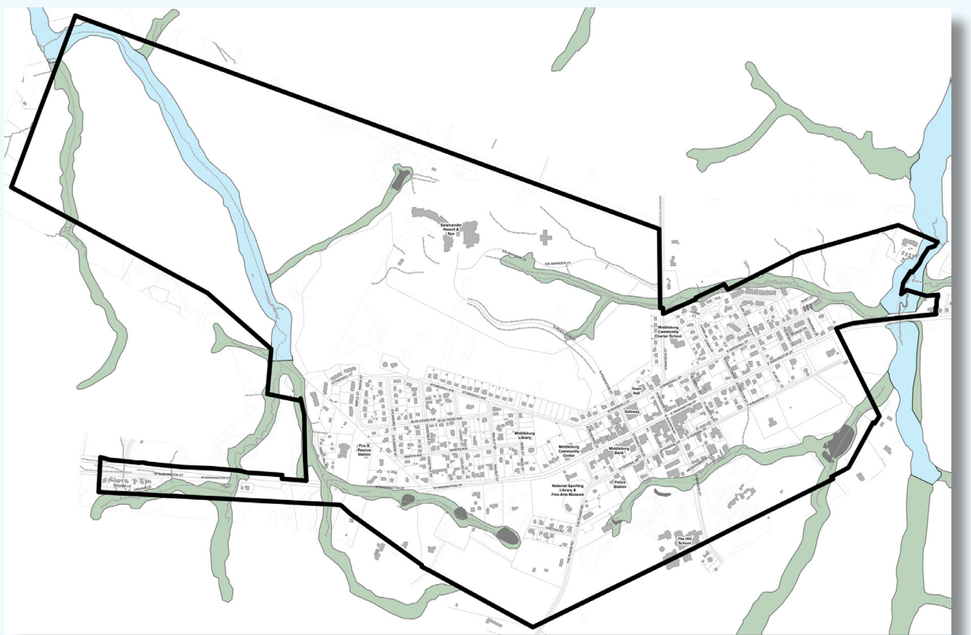
Middleburg is bounded by two streams, Barney's Branch to the west and Wancopin Creek to the east. Barney's Branch drains approximately 40% of Town land, while Wancopin Creek receives the drainage of approximately 60% of the Town. Both of these streams are parts of the larger Goose Creek watershed, draining much of Loudoun County and running northeast into the Potomac River Basin.

The Town provides a public water system consisting of five active groundwater wells, four located within the Town and one located south of the Town in Fauquier County. Water drawn from these wells is regularly tested for quality, and is treated to remove contaminants including high concentrations of iron and manganese. The Town publishes an annual report on water quality for the information

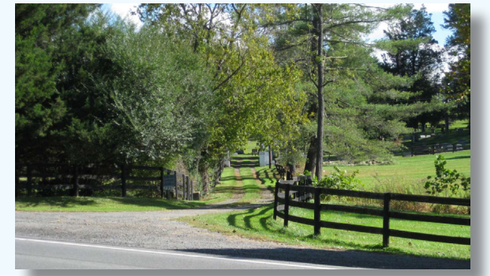
of residents and business owners. Middleburg consistently meets all water quality standards of the Virginia Department of Health and mandated by the Federal Safe Drinking Water Act. The Town was recognized by the Virginia Rural Water Association as Water System of the Year in 2017.

Because the Town relies on groundwater, the health of these public wells is paramount. The Commonwealth requires localities to engage in wellhead protection planning, and Middleburg adopted a Source Water Protection Plan (SWPP) in 2013. This original plan involved public education strategies and source management strategies to protect the Town's groundwater. Strategies included monitoring the use of fertilizers by agricultural businesses, response planning in the event of hazardous spills, identifying properties containing oil tanks, and developing youth education programs on the topic of water pollution. Through work by its Wellhead Protection Advisory Committee, the Town adopted an update to the SWPP in December 2018.

The Town must continue to update the SWPP, follow through with the plan's identification, planning, and education tasks, and carefully consider any future development proposals, both within the Town and in adjoining areas of Loudoun and Fauquier, that may include agriculture, fuels, vehicle service, light industrial, or other elements that may pose a threat to groundwater supply and health.



Flood zones (blue) affect properties on the east edge of Middleburg and land within the Salamander conservation easement. Wetland areas (green) are found throughout and may also affect development.



Farms and estates within Town limits; south of Washington Street.

Permeable surfaces; parking lot of National Sporting Museum.

Environmental Regulations and Initiatives

Environmental performance measures work in conjunction with land conservation so that new development is executed in a way that protects the site and its surroundings. Polluted runoff from impervious surfaces and erosion from clearing and grading are two examples of negative environmental consequences that can be avoided through appropriate zoning standards.

Specific study of individual performance standards should be undertaken by the Town as it updates the Zoning Ordinance to match the Town's future vision and changing conditions. Standards will vary across the Town's various zoning districts, but all such standards should contemplate, and incorporate where applicable, the following guidelines:

- Stream buffers - Buffers between streams and the development of buildings or parking facilities can reduce erosion and environmental pollution of the waterway while maintaining views and wildlife corridors. A 100-foot buffer should be expected from Wancopin Creek - less for smaller tributaries - and the buffer should be vegetated rather than maintained as manicured lawn.
- Limits on clearing and grading of steep slopes - Middleburg's relatively few steep slopes are found along stream banks, including Barney's Branch at the Town's west edge. Vegetation on steep slopes stabilizes soil preventing erosion and landslides. No permanent disturbance or clearing of slopes over 15% should be allowed, with temporary disturbance permissible only with a prior approved restabilization and replanting plan.
- Preservation of existing tree stands - Forests maintain habitats and natural viewsheds surrounding Middleburg and preserving these areas is a high priority for the Town. Tree removal should be highly discouraged during the site planning process, with removed trees replaced at a ratio of 1:1 in addition to existing landscaping requirements.
- Limits on impervious cover - Impervious surfaces like concrete or pavement increase the runoff of pollutants to water sources and stop rainfall from joining local groundwater. The Town can minimize impervious cover by evaluating parking regulations to minimize the size of parking lots, and by setting by-right impervious limits within zoning districts with residential zones allowed minimal impervious cover and commercial uses allowed near full coverage. Incentives can also be implemented for modern permeable paving materials.
- Green energy and environmental sustainability - Reducing energy use, favoring use of renewable energy sources, and advancing green and sustainable building practices can promote environmental protection locally and globally. The Town might lead in this regard by, for example, promoting green energy and sustainability measures in its own facilities and programs and in guidelines and requirements for new developments within the Town.

Environmental standards and regulations should be prioritized in the development review process. Individuals may also contribute to environmental protection and education within the Town. For instance, the Go Green committee meets regularly and is focused on promoting environmental sustainability and health and wellness among Middleburg residents.

III. HISTORY & HISTORIC RESOURCES

Goal: Protect and promote the historic character of the Town's traditional commercial core and historic neighborhoods, while ensuring future growth conforms to local design themes.

STRATEGIES

1. Cooperate with Loudoun County in seeking ways to prevent modern development from encroaching on the Town's distinctive rural surroundings.

2. Update the Town's Historic District Design Guidelines to continue to ensure new development and renovations are compatible with the historic character of Middleburg.

3. Enhance the eastern and western entrances of Town to welcome visitors to Middleburg.

4. Support the efforts of private individuals, businesses and non-profit groups to preserve and maintain the historic archaeological resources of the Town and the surrounding area and to identify historic landmarks for visitors.

Middleburg is one of the oldest and most carefully preserved towns in the Washington D.C. region. Its historic buildings, some dating to the early 18th century, and its village-like scale define its character. Well-preserved farms and estates surround the Town and support the agricultural and equestrian pursuits that have characterized the region for the past two centuries. Middleburg is a focal point of Virginia's hunt country as well as an emerging wine region. The Town's historic scale and charm have made it a popular tourist attraction, drawing from the Washington D.C. region and beyond. Middleburg owes much of its personality and its economic wellbeing to its history.

It is a major focus of the Townspeople to preserve this small, scenic, rural community in a historical, agricultural, quiet and natural setting. Preservation must be actively pursued, both through efforts within the Town and partnership with the County to protect surrounding rural areas from overdevelopment. Simultaneously, Town government must continue to protect the historic quality of Middleburg while supporting the many efforts of citizens and community groups to maintain and promote their Town's historic identity.

Red Fox Inn and Tavern, established in 1728 at the corner of Washington and Madison Streets in the center of Middleburg.

Emmanuel Episcopal Church was established in 1842 in its current home at the corner of Washington and Liberty Streets.

MIDDLEBURG HISTORY

Early Years

In early recorded history, the area that is today Loudoun County and Middleburg was used as hunting ground and dwelling space for Native American tribes, including Sioux, Algonkian, Iroquois, Susquehannock, and Piscataway (Scheel 2010). The 1722 Treaty of Albany opened Virginia for European expansion. In 1731, Rawleigh Chinn received 3,300 acres from the Northern Neck Proprietary and the land was later passed down to his son Joseph Chinn. Middleburg's founder Leven Powell purchased land in Northeastern Virginia from Joseph Chinn in 1763 for $2.50 an acre. Powell was a Revolutionary War officer and a Federalist who served in the General Assembly (U.S. Department of the Interior 1982).

On November 2, 1787, Powell established the Town of Middleburg and divided fifty acres of land into seventy lots to be sold. Streets were laid out in a rectangular grid and included streets named after prominent Federalists. Original lots were mostly located along Washington Street between Independence Street in the east and Constitution Street in the west. (Neither Independence nor Constitution Streets exist today). Powell's original guidelines required that buyers must build a home of at least sixteen feet square with a brick or stone chimney, and that construction of the home must be completed within a year of purchase. Despite his dedication to the Town's operations, when Powell died in 1810, only seventeen of the original seventy lots had been laid out and developed.

Powell's son, Burr Powell, remained dedicated to establishing the Town and growing the Town. When the War of 1812 ended, road and river transportation infrastructure in Northern Virginia greatly improved. In 1816, Burr Powell established five new trustees of the Town who were residents or business owners in Middleburg. Middleburg's economy benefited from wheat mills within the surrounding area. By the 1830s, the Town had a population of 430 and there were eighteen flour mills in a ten mile radius of Middleburg. There was also a thriving, centrally located stagecoach business located in Middleburg throughout the 19th century.

Civil War

Middleburg continued growing and, by 1853, had a population of approximately 600. Northern Virginia soon divided over the national issue of slavery. There were many Quakers in northern Loudoun County who opposed slavery, while many landowners in the Middleburg area who relied on slave labor tended to be pro-slaverly. When the Civil War began in 1861, citizens of Middleburg supported Virginia's secession from the Union.

The Town became a place where Confederate soldiers could seek food and shelter during the war. Middleburg was a part of "Mosby's Confederacy," where Lt. Col. John Singleton Mosby raided Federal troops. Though Union troops raided Middleburg in 1862, Middleburg continually sided with the Confederacy throughout the war. The community of Middleburg suffered through this war as many residents left Town. The remaining residents continued to provide a safe place for Confederates. After the Battle of the Wilderness, Middleburg took in over 1,200 injured soldiers. Today, there is a monument in Sharon Cemetery in Middleburg that is dedicated to unidentified soldiers who died in Middleburg (U.S. Department of the Interior 1982).

After the Civil War, a branch of the Freedman's Bureau was established in downtown Middleburg at the Hansborough House, at an intersection that continues to be known as "Bureau Corner." Prior to the Civil War, African Americans represented almost fifty percent of Middleburg's population. By the end of the war, Middleburg's African American population decreased to about thirty-five percent of the overall population. Freed slaves initially gained ownership of some land in the area, but African American landowners declined in number after all African Americans were denied the right to vote by the Virginia Constitution in 1902.

19th and 20th Century

The population of Middleburg continued to diminish in the decades following the Civil War. In 1890 the Town's population was 819, and twenty years later in 1910, the population dropped to just 263. Middleburg incorporated as a Town by a charter of the Virginia General Assembly in 1872 which enabled Middleburg to elect a mayor.

The Piedmont and Orange County Hunts, a fox hunting and horse racing club, was founded by Henry Worchester Smith and other ex-patriot New Yorkers in 1904. Members leased a clubhouse in Middleburg and the social club began to attract regional interest in fox hunting and horse racing. Middleburg Hunt was established two years later in 1906. Soon, Middleburg began to attract avid equestrians. The Town again began to grow and develop, emphasizing historic preservation and equestrian sports.

The Glenwood Park race course was completed just north of Middleburg in 1932. The National Sporting Library and Museum was established in 1954 and continues to celebrate Middleburg's unique sporting heritage. The museum both a research library and exhibit space and includes over 26,000 books and works of art related to European and American sporting. Middleburg became nationally and internationally known as a center for horse breeding and equestrian racing and continues to be a reputable sporting community today. The first formal architectural survey of Middleburg, *Architectural Survey of the Original Leven Powell Section of Middleburg, Virginia* was completed in 1977 by John Lewis. This survey led to the nomination and listing of the Middleburg Historic District in the National Register of Historic Places in 1982.

TIMELINE OF HISTORIC EVENTS

1728	1787	1861	1865	1872	1904	1932	1982
The Red Fox Inn is established	The Town of Middleburg is founded by Leven Powell	Virginia secedes from the Union	A Freedman's Bureau is established at the Asbury Methodist Church	Middleburg is incorporated as a town by the Virginia General Assembly	Piedmont and Orange County Hunts founded	The Glenwood race course is established	Middleburg Historic District added to the National Register of Historic Places

Middleburg National Bank, founded 1924.

Washington Street before recent streetscape improvements.

HISTORIC RESOURCES TODAY

Today, Middleburg's heritage is preserved through a variety of government and nonprofit efforts. The Town established the Middleburg Historic District as an overlay zoning district in 1975. The boundary of the district includes all properties within 300-feet of the Town boundary as mapped in 1854, bordered by Marshall, Independence, and Federal Streets, and what was once Constitution Street. The historic district includes over 160 buildings, including several listed individually on the National Register of Historic Places or the Virginia Landmarks Register.

Building and development within the Historic District must comply with the all zoning regulations, as well as historic guidelines overseen by the Historic District Review Committee. These regulations attempt to ensure that new buildings, or renovations of historic buildings, are in keeping with the scale, character, and design of their surroundings, and that they contribute to the overall value of the district rather than take away from it. These design guidelines should be continually revised and improved to best represent the historic goals of the Town. Additional guidelines should be established with respect to the appearance of Middleburg's east and west Washington Street entrances, ensuring that any change in these areas is compatible with the Town's character.

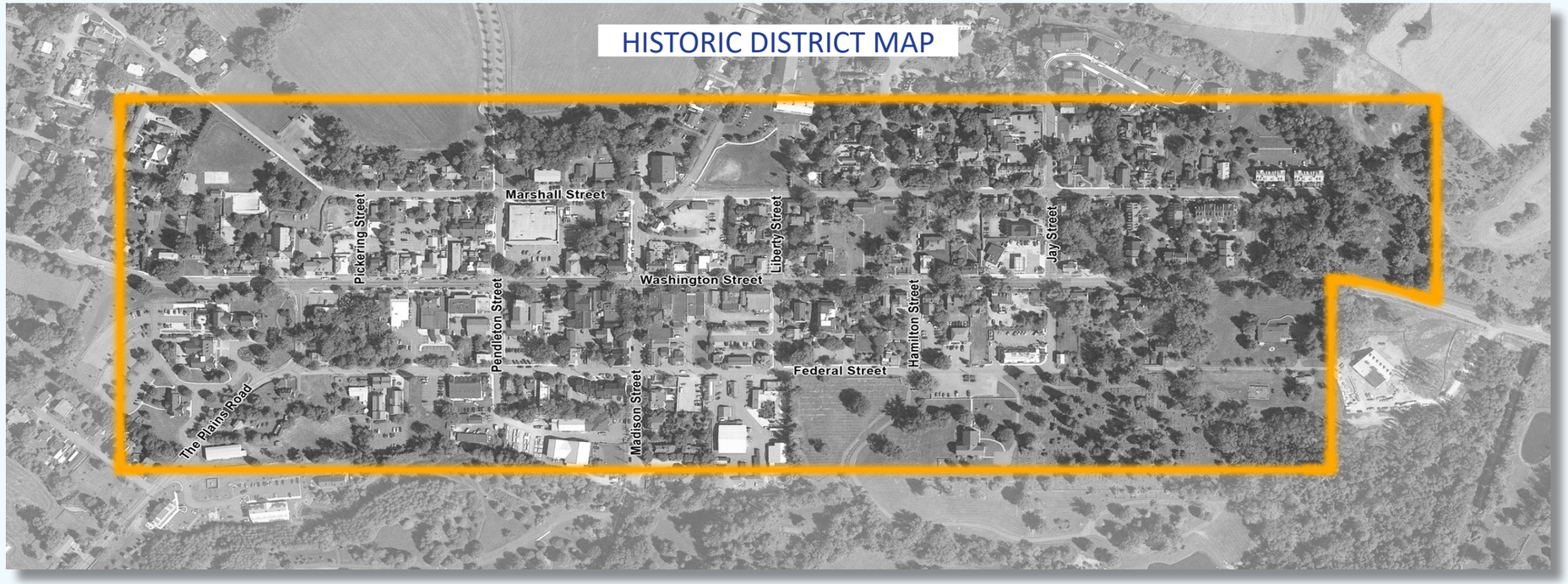
Middleburg is also part of the Mosby Heritage Area, which includes parts of several northeastern Virginia counties and Jefferson County, West Virginia. The Heritage Area Board plans and supports community programs, tourism initiatives, education, and research which focuses on the historic, cultural and natural resources in the area. National Heritage Areas are designated by the U.S. National Park Service.

Historic District Regulations

The Historic District Review Committee (HDRC) reviews and approves applications for construction, reconstruction, alteration, or relocation of any building within the boundary of the historic district to enforce scale, style, materials, and other elements in keeping with the character of the area. While the HDRC works from written guidelines, these guidelines should be continually updated to reflect the interests of the Town. Characteristics of such applications and subsequent HDRC review include:

- An applicant must apply for a Certificate of Appropriateness, to include descriptions and plans of proposed uses.
- Applications are reviewed monthly by the Historic District Review Committee.
- If an application is approved, the applicant must then apply for appropriate zoning or sign permits.
- If the application is not approved, the committee will provide reasoning and recommendations to assist the applicant in revising the application to comply with the design guidelines.
- Factors considered in the evaluation of applications include: whether the Town's Historic District Survey designates the structure as contributing or non-contributing to the District; the exterior architectural features and physical design; relation of the structure to surrounding structures; the historic value of potential razed buildings; the historic value of restoration or alteration; and the economic benefits of the project.
- Once a Certificate of Appropriateness is obtained, the project must be initiated within one year.
- The Town Council has the ability to enlarge or alter the boundaries of the historic district if an excluded area is determined to be of archeological, architectural, or cultural relevance.

Historic buildings such as these along Washington Street, help define the town character that zoning and historic regulations aim to protect.



IV. POPULATION & HOUSING

Goal: Maintain a diverse community of attractive neighborhoods that provide quality housing for an even wider range of residents in a style matching the historic character of the Town.

STRATEGIES

1. Target housing development and features that appeal to young people and families.

2. Use the Town's development regulations to ensure that housing features benefit senior citizens, including universal design, independent living apartments, and small assisted living projects designed and constructed in keeping with the historic character of Middleburg.

3. Support the efforts of non-profit groups such as the Windy Hill Foundation to maintain a supply of affordable housing in the Middleburg area.

4. Enforce all applicable laws, including zoning and building code regulations, to ensure the maintenance of existing houses and properties, and strengthen these laws where appropriate.

Townhomes in Middleburg's Ridgeview neighborhood.

Recent residential development on North Jay Street.

Population and Growth

The population of Middleburg has risen and fallen over time, influenced by a variety of local, regional, and national factors. Middleburg experienced growth, sometimes dramatically so, throughout much of the 20th century, but as recently as the 1970s and 1980s the Town was losing population even as Loudoun County grew enormously. Since 1990 the Town has grown modestly, participating in a small way in the rapid growth of the County and region, likely constrained by limited space to add new housing. As of the most recent United States Census, in 2010, the population of Middleburg was 673 people. With housing prices indicating strong demand, the Town's population likely will continue to rise as new housing units are added. While Middleburg does not have a great deal of available land for new housing, development opportunities do exist, and the Town already has a significant number of approved but unbuilt homes, mainly within planned residential portions of the Salamander development.

Town and County Population Growth

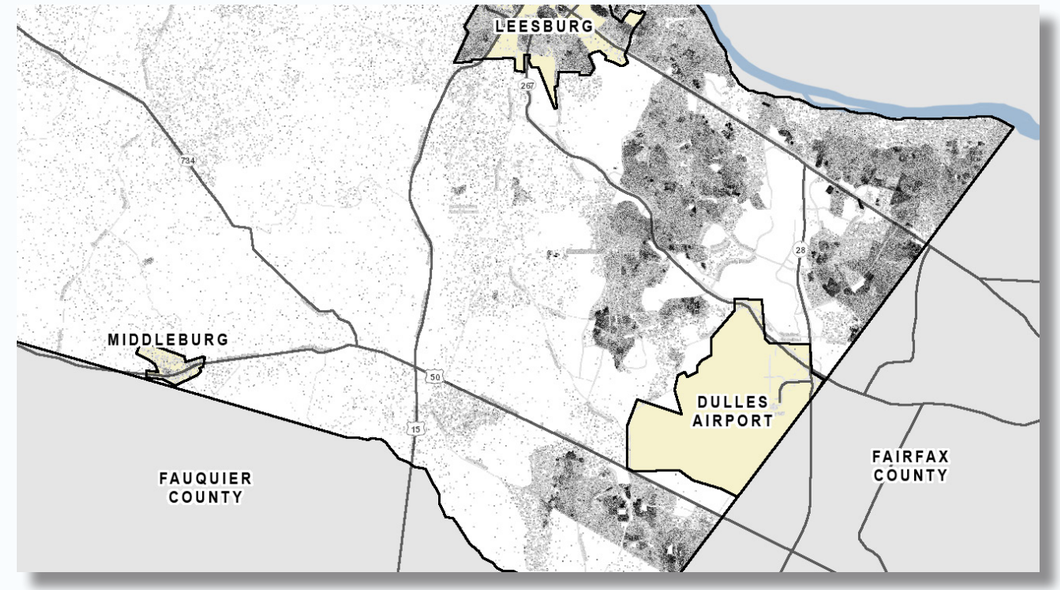
	Middleburg		Loudoun County	
	population	*% growth*	*population*	*% growth*
1880 Census	419	--	23,634	--
1890 Census	429	2.4%	23,274	-1.5%
1900 Census	296	-31.0%	21,948	-5.7%
1910 Census	263	-11.1%	21,167	-3.6%
1920 Census	283	7.6%	20,577	-2.8%
1930 Census	298	5.3%	19,852	-3.5%
1940 Census	629	111.1%	20,291	2.2%
1950 Census	663	5.4%	21,147	4.2%
1960 Census	761	14.8%	24,549	16.1%
1970 Census	833	9.5%	37,150	51.3%
1980 Census	619	-25.7%	57,427	54.6%
1990 Census	549	-11.3%	86,129	50.0%
2000 Census	623	15.1%	169,599	96.9%
2010 Census	673	6.5%	312,311	84.1%

Local Trends

The exact population of Middleburg in 2019 is difficult to determine. The last definitive count of Town residents was the 2010 U.S. Census, which will be updated by the 2020 Census. Interim estimates may be derived from various programs that gather population information. The American Community Survey, for instance, estimates 656 Town residents; an unlikely decline from the 2010 census. The U.S. Census Population Estimates Program places the number at 828; also unlikely given the addition of few new housing units since 2010. The true number is likely somewhere between those two estimates, reflecting continued modest growth.

The largest development project in recent Middleburg history is the addition of the Salamander Resort, opened in 2013. The resort is located on a property once known as the Harriman Tract. Development of the resort included a boundary line adjustment bringing the entire tract into the Town in 2006, rezoning and approval of a Special Use Permit for the use in 2007, and construction of significant improvements to Middleburg's water and sewer systems. Today the 168-room hotel, spa, meeting venue, and recreation facilities occupy part of the 340-acre site, which includes nearly 200 acres protected by a permanent conservation easement, and other areas planned for future development. Proffered development plans include forty-nine Estate and Village luxury homes and a Mixed-Use Village featuring offices and up to sixty additional homes, some reserved for the elderly, local school staff, and other workforce residents.

General location of proposed future development phases associated with the Salamander Resort.



A population density map illustrates the sharp contrast between high levels of development on the County's east side and agricultural preservation on the County's west side near Middleburg.

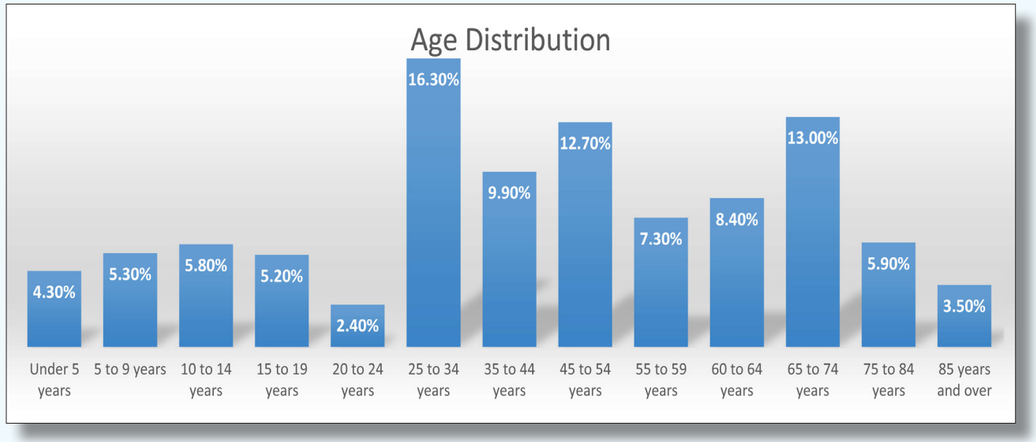
Regional Trends

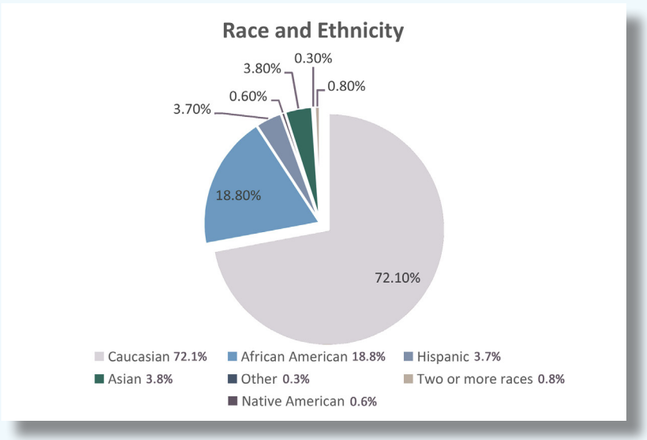
Middleburg cannot ignore the growth pressures that surround the Town. Since the 1960s, Loudoun County has experienced rapid growth, with population increasing over 50% until the 1980s. The County's population nearly doubled during the 1990s and, in the 2000's, grew to a level that represents 84% growth over the preceding fifty years. It is also worth noting that Loudoun County borders Fairfax County, which itself has grown, becoming Virginia's most populous county at over one million residents. The area's proximity to the District of Columbia and surrounding cities and suburbs make it an attractive and sometimes more affordable option for regional commuters. Additionally, expansion of Dulles International Airport has increased the number of visitors frequenting Loudoun's eastern side.

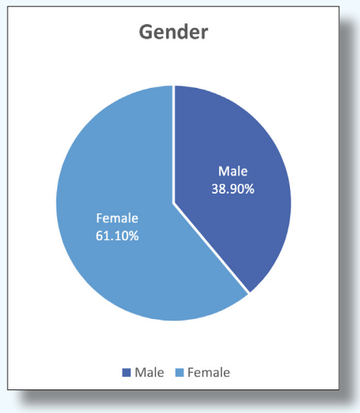
Loudoun, like many of its neighbors, has used development regulations to constrain growth to areas closest to Washington D.C. and to protect agricultural landscapes in the western portion of the County in keeping with its heritage and history. Preservation of the rural landscape surrounding Middleburg is due in part to this effort. With eastern areas of Loudoun becoming more urban, Middleburg must question whether the County's rural conservation efforts can withstand another ten or twenty years of exponential growth. In addition to promoting conservation easements in surrounding rural areas, the Town must remain active in County politics and planning, fighting to preserve western Loudoun's rural Comprehensive Plan designation and conservation zoning districts.

Middleburg's Demographic Profile

In many ways the population of Middleburg is very different from national, regional, or County averages. The demographic profile of Middleburg's residents reveals who lives in the Town and raises planning issues that the Town must address. The charts below summarize Middleburg demographics as reported through 2016 American Community Survey estimates. A thriving, healthy, and sustainable Town must include a diverse population, representing an array of ages, income levels, and other demographic factors.







Age and Race

Compared to the national median age of 37.8 years and 35.8 years in Loudoun County, Middleburg's median age of 46.2 years shows the influence of older and retired residents. Its distance from major employment centers may have played a role in this statistic. Yet, past U.S. Census counts reveal a small decline in residents over 65 and a small increase in residents ages 25 to 34 as a share of the Town's population. This distinction may be due in part to technology that allows some professionals to work remotely, opening up greater choices in where to live. While Middleburg has diversified in age, racial diversity has declined, with its African American population declining from 37% in 1980 to 18.8% today, and other races, including Asian American, and Native American remaining relatively smaller portions of the population.

Education and Income

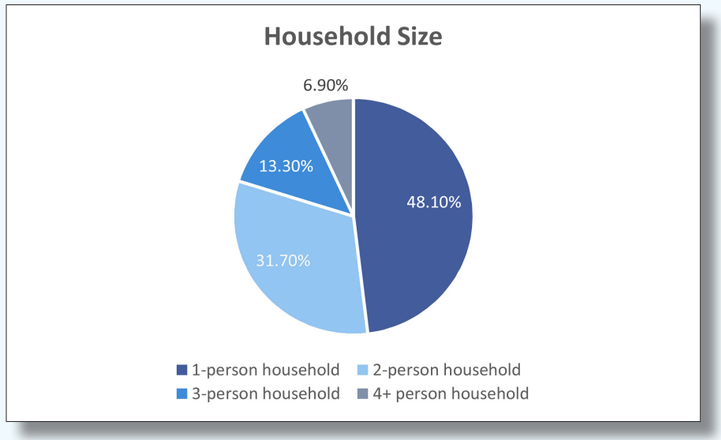
Residents of Middleburg are well educated. High school completion rates for the Town are 93.5% while the national average is 88%, and the percentage of residents with a Bachelor's Degree or higher is 43.8% compared to a national average of 33%. 59.8% of residents in Loudoun County have a Bachelor's Degree or higher. Despite high levels of education, a prosperous region, and the area's reputation for wealth, median household income for Middleburg is just $43,438, well below the national median of $59,039, and far below Loudoun County's median household income of $125,612. Middleburg's low median income may be due in part to retired residents with limited incomes, but may also be influenced by residents of low-income housing units provided by the Windy Hill Foundation. The poverty rate for Middleburg is 12.3%, nearly identical to the national average of 12.7%, but higher than Loudoun County's 3.7%. Fewer Middleburg residents have health insurance (89.6%) than either the national average of 91.2% or the Loudoun County average of 92.5%.

Demographic Strategies

Age is an important factor when considering the future needs of Middleburg residents. The Town has begun to attract young people and families, but public input consistently suggests the community would benefit from more. Younger residents may bring disposable income which can support local shops and restaurants, may include entrepreneurs who add to local business and employment, and otherwise contribute to a vibrant and diverse Middleburg community.

Middleburg can attract young people and families by planning for a wider variety of housing types, including smaller apartment and condominium units that may be affordable and appealing for single individuals, as well as low-maintenance townhomes or single-family detached homes with more bedrooms that are increasingly desired by young families with busy lives. Younger residents may also be attracted to recreational amenities, either as a part of a residential project or as part of the Town overall.

Middleburg's aging population will also have unique future needs. Older residents may find it difficult to live in larger, multi-story homes, or to keep up with the maintenance needs of older houses. Middleburg can also serve this population by planning for a wider variety of housing options, including smaller single level apartments or small assisted living projects. The Town should also encourage Universal Design through its development regulations to make all future units more accessible, including features like stepless entrances and site design that reduces stairs and provides wider walks and paths. Universal Design has the added benefit of addressing the needs of those with disabilities, who represent 12% of Middleburg's population (28% of whom are under the age of 65).



Housing Characteristics

The Town of Middleburg includes approximately 429 housing units. Of these 45.8% are renter-occupied and 54.2% are owner-occupied. Owner occupancy is low compared to the Loudoun County rate of 63.6% and the national average of 77.4%. Median home value in Middleburg is $432,100. While high compared to national averages, this is in line with Loudoun County's median home value of $462,100 and within the typical range for the Washington D.C. region.

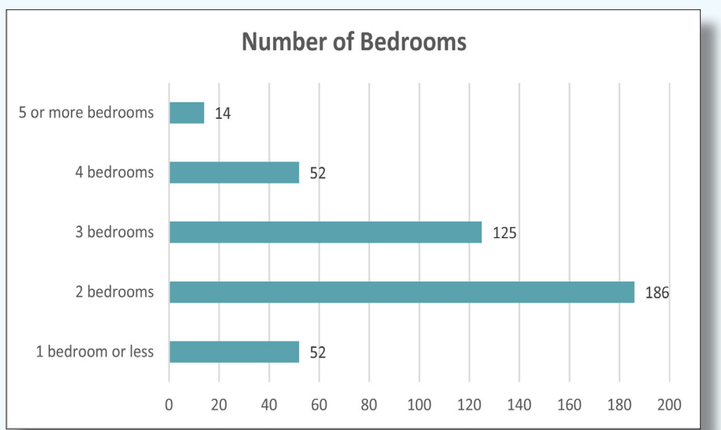
Homes in Middleburg are both smaller and older than Loudoun County and regional averages. A large part of the Town's housing stock are 2-bedroom units (43.4%), which may serve existing residents, but may not attract young families to the community. Middleburg also has a significant number of homes built during or before the 1930's. This is in contrast to the many new homes built in the region over the past three decades. While these older homes are a big part of the Town's historic character and small-town charm, their higher maintenance needs, lower energy efficiency, and traditional layouts may not meet the needs of prospective home buyers.

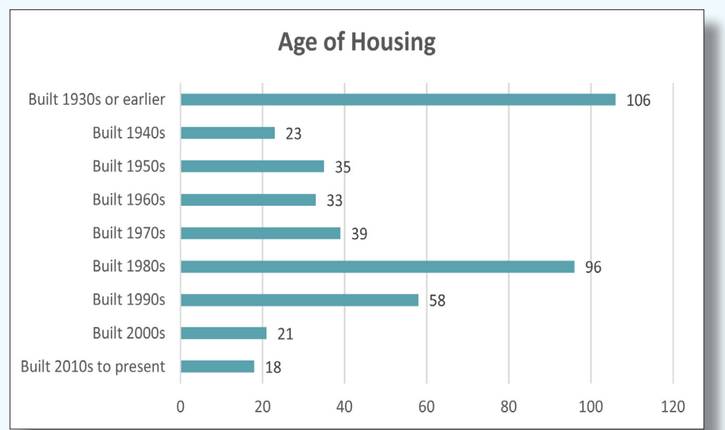
Housing Initiatives

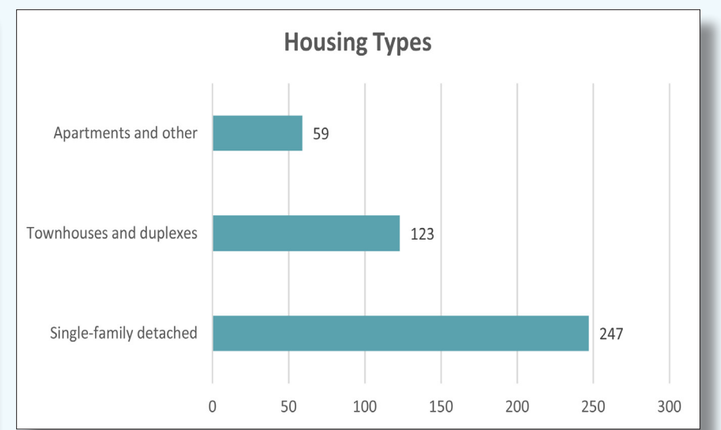
Ideally, Middleburg should include housing options for all ages and family situations, allowing residents to spend their lives in the community even as their housing needs change. Future housing stock can be managed using the Town's zoning ordinance, adjusting regulations to allow more housing variety, and extending mixed-use zoning into areas currently zoned commercial to allow for select projects on larger parcels that mix commercial uses with a variety of housing types that may be affordable and appealing to both younger residents and an aging population.

Middleburg should also continue to support non-profit groups such as the Windy Hill Foundation through development regulations and financial contributions as they address affordable housing and other initiatives. Formed in 1981, Windy Hill has used a combination of grants, tax credits, and charitable donations to build or renovate low-income units. Windy Hill's affordable units make up sixty-seven of the Town's 429 total housing units, and Foundation programs such as after-school tutoring and summer camps for younger residents add immense value to the Town. The Foundation's latest Middleburg project, in 2004, involved the construction of affordable townhouses on Virginia Lane, at the Town's western entrance.

Finally, Middleburg's aging housing stock emphasizes the need for zoning and property maintenance regulations that preserve Middleburg's aesthetic quality and protect the Town's many older homes from neglect. While the Town has limited administrative staff, housing enforcement must be given an important role among the Town's many duties to its residents. In addition to ensuring the maintenance of older homes the Town should encourage renovation where applicable to meet modern codes and standards, allowing such homes to appeal to a wider range of buyers or renters.







Projecting Future Population and Housing

While population projections are maintained by various state agencies, such estimates are made for counties and cities only, not for towns. Nonetheless, relevant projections forecast continued growth for the Northern Virginia region, including the counties of Loudoun and Fauquier.

	Loudoun County *	Fauquier County **
2020	422,946	70,302
2030	479,946	78,259
2040	502,102	84,973

** Loudoun County Planning and Zoning ** Weldon Cooper Center for Public Service*

With strong growth pressure in the surrounding region and the celebrated charm of the Town itself, Middleburg is likely to experience population and housing growth in the near future. That said, growth may be constrained by such factors as rural land use protections and limited availability of land for new housing within the Town. At present there are approximately 114 approved but unbuilt residential properties within the Town, primarily associated with future residential development of the Salamander property. Below is a basic forecast of future housing units and population based on these unbuilt homes.

Existing Population *(estimated)*	656
Existing Housing Units	429
Approved Unbuilt Houses	114
Average Household Size	1.89
Future Population Increase	216
Population at Buildout	872

The above estimate is based on a low estimate of Middleburg's current population, and assumes current characteristics will be maintained, including average household size of 1.89 people. A variety of factors including an increase in family residents in Middleburg or approval of new residential development could cause further population increases. Though growth is inevitable, the degree and manner to which it effects the Town ultimately depends on how closely Middleburg adheres to its vision. New development must appeal to families both young and old. It must find a balance between luxurious amenities and affordable housing. Above all, it must find consistency with the character of Middleburg.

Residential types; townhomes along North Jay Street.

Residential types; new single-family home on Reed Street.

Residential types; historic single-family residence on Chestnut Street.

V. COMMUNITY FACILITIES & SERVICES

Goal: Provide high-quality and cost-effective administration, public water, sewer, law enforcement, parks, and events that enhance the Town's character and livability.

STRATEGIES

1. Use capital improvements programming to guide the construction and acquisition of capital projects and facilities in the Town.

2. Continue to limit future public water and sewer service to within the Town's corporate limits.

3. Pursue updates to the Town's Utilities Master Plan to establish the growth capacities of the Town's water and sewer systems.

4. Consider the adequacy of Town utilities and public safety services when reviewing rezoning and special exception applications.

5. Pursue acquisition and development of a Town-owned park space.

6. Require the co-location of energy and/or communication lines and facilities and the use of underground utility lines, wherever possible.

7. Continue to study and plan for future needs for the Town's government meeting space, administrative personnel and police.

While not Town owned, the Middleburg Community Center on Washington Street is a cornerstone of Town life and history.

The Middleburg Library on Reed Street is a branch of a larger Loudoun County library system.

Town Administration

The Town of Middleburg uses the Council-Manager form of government. The eight-member Town Council includes seven voting Council Members and a Mayor who votes only in the case of a tie. Council Members are elected to four-year terms, while the Mayor is elected to a two-year term. The Town Council represents the citizens of Middleburg, acting on their behalf regarding local, regional, and state government issues. The Town Council meets monthly and holds special meetings as necessary. It appoints members of various Boards and Commissions and oversees a full-time administrative staff that includes a Town Administrator, Town Clerk, Town Treasurer, and Chief of Police, among others.

The Town Office houses Town administration and public meetings.

Town Office

Most of the Town's administrative work is carried out at the Town Office, located at 10 West Marshall Street. This facility contains offices for Town staff, as well as a Council Chamber where the Town Council and other committees meet. The Town Office was built in 1964 and expanded in 1976, but today is over its capacity. The Town will continue to plan for an eventual replacement for the Town Office, allowing for administrative expansion and the potential to unite administration and police functions under one roof. Replacement of the Town Office further presents an opportunity for the Town to exemplify any green and sustainable practices in construction and energy use that it desires of future developments. As of the date of this publication, a space needs study has been conducted but no site has been chosen. The future mixed-use portion of the Salamander development includes a proffer for a potential Town Office site.

PUBLIC UTILITIES

The Town of Middleburg provides public water and sewer utilities to residents and businesses. These facilities are owned and maintained by the Town, while day-to-day operations are carried out by a contracted company. These utility systems are generally in good repair, especially for an older town, but will require ongoing commitments to their repair and upgrade, as components fail over time, and as new regulations and requirements are implemented by state and federal authorities. Both water and sewer systems have significant available capacity, but future needs should be studied in depth with the update of the Town's Utilities Master Plan, last updated in 2003.

Public Water

Middleburg has operated its public water system since 1937. Today the Town's public water supply is drawn from five active wells, four within the Town and one south of the Town, in Fauquier County. Water is treated at two filtration plants, including processes that remove iron and manganese. Water can be stored in two elevated tanks, a 60,000 gallon tank near the intersection of Liberty and Marshall Streets, and a 250,000 gallon tank near the western end of Stonewall Avenue. A network of underground distribution lines delivers water to customers.

The public water system is generally in good repair, with improvements underway to replace aging lines, and periodic improvements necessary to maintain the safety and quality of wells and other system components. Maintenance of the water system will remain an ongoing effort, and the Town must budget for capital improvement projects that sustain a safe and efficient water supply. Because the Town relies on groundwater wells, it must also use wellhead protection measures to guard against contamination. A Wellhead Protection Committee advises the Town on this and related issues and provides a wellhead protection plan; most recently updated in 2018.

The existing public water system has a capacity of 400,000 gallons per day. Peak water demand is 180,000 gallons per day, leaving the Town well within its water capacity and able to serve new customers as necessary. Considering residential growth only, Middleburg's public water system could theoretically support up to 450 additional residential units.

Public Water Use and Capacity	
Water Capacity Used	50%
Existing Water Supply	400,000 gallons/day
Existing Water Demand	180,000 gallons/day
System Capacity *(90% of supply)*	360,000 gallons/day
Free Capacity	180,000 gallons/day
Typical Peak Home Usage	400 gallons/day
Potential Residential Growth	450 units

Public Sanitary Sewer

Middleburg provides one sewage treatment plant located at the Town's eastern edge along Wancopin Creek and a system of sanitary sewer lines serves the Town's homes and businesses. Most sanitary sewer lines operate by gravity flow, with a pump station serving a small part of the Town's western edge.

The sewerage treatment plant was significantly upgraded in conjunction with the construction of the Salamander Resort in 2009, and now has a capacity of 250,000 gallons per day. Peak sanitary sewage flow is approximately 120,000 gallons per day, placing the Town well within the capacity of this treatment plant, and able to accommodate additional system connections in the future as needed. The quality of sewage treatment is excellent, with the plant discharging water that is cleaner than the receiving waters of Wancopin Creek.

As an older town, Middleburg faces challenges associated with aging sewer lines that allow some amount of stormwater or groundwater to infiltrate into the sanitary sewer system. Such infiltration wastes system capacity and introduces gravel and sediment into the sanitary sewer system. The only viable solution is the gradual and ongoing repair and replacement of aging sanitary sewer lines, a project complicated by the location of many lines under Town streets.

Despite having a reliable Town sanitary sewer system, several homes in Middleburg are not connected to the system and instead use in-ground septic tanks. The Town should continue to work toward full sanitary sewer coverage and elimination of septic systems, which present environmental risks should these systems fail. Full sanitary sewer coverage would require the extension of sewer lines along parts of Stonewall Avenue and Lincoln Road.

Public Sewer Use and Capacity	
Sewer Capacity Used	48%
Existing Sewer Plant Capacity	250,000 gallons/day
Existing Peak Sewer Flow	120,000 gallons/day
Free Capacity	130,000 gallons/day
Typical Peak Home Usage	250 gallons/day
Potential Residential Growth	520 units

Stormwater and Drainage

Stormwater is managed by several methods within the Town, including a limited, subsurface storm sewer system existing primarily in the downtown core and surface drainage elsewhere. The Town does not maintain these drainage systems; rather, VDOT maintains storm sewers, drainage structures, and ditch sections in the public right-of-way along state-maintained streets, as well as a limited number of drainage ways connecting to these street rights-of-way on private property within dedicated easements.

Many areas of Middleburg were developed prior to enactment of modern best practices and regulations regarding design and maintenance of drainage systems, and these areas often experience issues with stormwater management as a result. The Town regularly consults with VDOT when issues arise and undertakes improvements where feasible. For example, VDOT performed ditch and driveway culvert improvements along the west side of North Madison Street in 2016, ditch and inlet improvements at Hamilton and Federal Streets in 2018, and inlet and pipe improvements at the northern terminus of Chinn Lane in 2019.

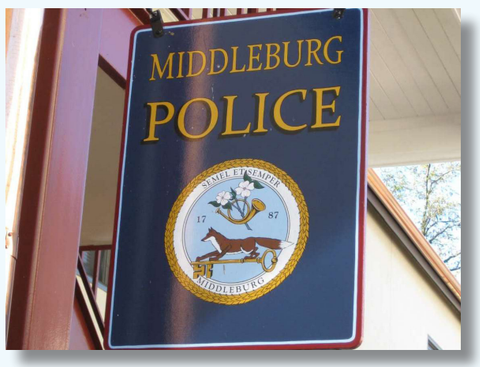
The Town should continue to work with VDOT to address ad hoc issues as they arise and to discuss possible remediation in areas that regularly experience stormwater problems. The Town should further closely monitor any activities that might disrupt the designed flow of stormwater, such as interruptions to ditch sections or culverts being filled in or paved over. Additionally, stormwater impacts of new developments are evaluated under the Virginia Stormwater Management Program (VSMP). The Loudoun County Department of Building and Development (B&D) administers the VSMP for the Town. The Town should continue to work closely with B&D to ensure that the evaluation of any such developments adequately accounts for outfall/downstream impacts.

Fire and Rescue

From 1936 to 2015, Middleburg was home to a volunteer fire department which served the Town and nearby rural areas. In 2015 the Middleburg Volunteer Fire Department turned over its operations to the Loudoun County Combined Fire and Rescue System, which now operates the fire house at 910 West Washington Street. Sitting on a 2.5-acre site in the western portion of the Town, the fire station is owned and maintained by Loudoun County. The facility is now called Middleburg Station 3 and includes a fire engine, tanker, brush truck, and an advanced life support ambulance. The station and its equipment are staffed twenty-four hours a day by paid Loudon County Fire and Rescue personnel. While Middleburg does not control these emergency services, Loudoun County Fire and Rescue should be consulted, and the capacity of fire and rescue services considered, before approving new development through rezoning or special exception applications.

Police

The Middleburg Police Department employs six full-time and two part-time officers and provides 24/7 coverage that includes community policing, crime prevention, emergency response, patrol, investigative services, and traffic enforcement duties within the Town. The department is well-staffed given the Town's size. Currently operating out of a rented office suite at 107 West Federal Street, Middleburg's Police Department is not responsible for maintenance of the site or building. The Town owns vehicles and other equipment that needs periodic replacement to keep the department running efficiently. As with other public facilities, Middleburg must consider the capacity of the police department as they consider applications for new development.



The Middleburg Police Department occupies rented space on West Federal Street. A new, combined facility with the Town's administrative offices should be planned.

What was once the Middleburg Volunteer Fire Department is now a professionally staffed branch of Loudoun Fire and Rescue.

Education

One public elementary charter school is located at 101 North Madison Street within the Town. Middleburg Community Charter School serves students in kindergarten through fifth grade and is a part of the Loudoun County Public School system. As a charter school, students must apply to attend, but priority is given to Middleburg-area students. Loudoun County owns and maintains the school's site and building. Middleburg students may also attend Loudoun County Schools located outside the Town, including nearby Banneker Elementary School, Blue Ridge Middle School, and Loudoun Valley High School located in Purcellville. Additionally, The Hill School - an independent school for students in junior kindergarten through eighth grade - is also partially located within the Town, at 130 South Madison Street. The Hill School occupies 137-acre campus and enrolls over 200 students.

While the Town has no direct involvement in the operation of these schools, they are assets to the community and should be protected as such. As a participant in the public school system, Loudoun County Public Schools should be consulted, and the capacity of schools considered, before approving new development which would add residents to the Town.

Recreation

While the Town itself does not own or maintain any parks or public recreation facilities, its residents benefit from facilities provided by private businesses, including the Middleburg Community Center, National Sporting Library and Museum, and walking trails on the grounds of The Hill School and Salamander Resort, which are both available for public use. There is also a Loudoun County Park, Mickie Gordon Memorial Park, located about one mile east of the Town with open space and playing fields. As the Town grows and changes it should pursue opportunities to acquire publicly owned park space. The ideal space would be as central as possible to serve both recreation and community events. With few vacant parcels available, a future town square or town green may come as the result of redevelopment of one of several major parcels.

Community Center

The Middleburg Community Center is a non-profit foundation that owns and operates facilities for the benefit of Town residents. The Community Center building includes various event and administrative spaces, and the full five-acre site includes a community pool, park space, playgrounds, and playing fields. The Community Center is funded by donations and grants, including contributions from Town government, and stages its own youth and adult events, and provides facilities for private events. The community center is an invaluable partner to the Town, providing recreation and community gathering space, and the Town should do everything in its power to ensure the Center's long-term health.

Library

The Middleburg Library is located at 101 Reed Street and is one of ten libraries operated by the Loudoun County Public Library system. The facility has computing and meeting room facilities, and hosts programs for people of all ages. The property is owned by the nearby Middleburg Community Center while the building is maintained by Loudoun County.

Broadband

While broadband internet service is not a public utility provided by the Town, internet connectivity is an increasingly important part of community infrastructure for both businesses and residences. Both Verizon and Comcast offer high-speed business internet services in Middleburg, while Comcast is the primary provider of residential internet service. Cellular data service is available from multiple providers and may be increasingly important as a residential internet service. The Town should work actively with internet providers to bring more services, higher speeds and, ideally, fiber optic infrastructure to Middleburg while ensuring that facilities meet the Town's aesthetic needs.

VI. ECONOMY

Goal: Encourage business growth and retention that supports the Town's economic success as both a tourism destination and regional commercial center.

STRATEGIES

1. Adopt an economic development plan that actively markets the Town for business investment, targeting identified local needs including restaurants and resident shopping needs.

2. Encourage tourism that is sensitive to the local environment and historical character of the Town.

3. Expand the Town's central business district to include Federal Street as an emerging destination for shopping, dining, and services.

4. Continue to produce public events that benefit both visitors and residents, and increase Middleburg's profile within the region.

5. Pursue a coworking space or small business center that serves the needs of telecommuters and freelancers.

Washington Street; Middleburg's main commercial street.

Middleburg is a small, but important, business center. The Town is both a thriving tourist destination and a commercial center for a large rural area covering portions of both Loudoun and Fauquier Counties. The business community is essential to the life and character of Middleburg, providing employment opportunities, necessary services, and a stable tax base. Healthy business and employment sectors will continue to be crucial to the future success of Middleburg, even as the business needs of the Town change and businesses themselves face new challenges.

Existing Businesses

Existing Middleburg businesses cover a broad range of goods and services for both residents and visitors. These businesses also come in many sizes, from one-person freelance businesses operating quietly in residential areas to retail storefronts and major employers like the Salamander Resort. The Town is especially strong in retail, as well as in professional services, a category that includes healthcare, law, and other consulting businesses. Finance, real estate, and building contractors also play major roles in the local economy. Citizen input, through the community survey and Comprehensive Plan workshops, pointed to desires for more restaurants, as well as activities and nightlife. Indeed, several new restaurants opened in Town during the production of this Plan.

Boutique retail along Washington Street (pictured), aimed at tourists and visitors, is a mainstay of the Town, but future economic development should aim for a balance between boutiques and shops and services for local residents.

Businesses in Middleburg

Category	*Businesses*
Business Services	31
Contractors	14
Financial Services	9
Personal Services	21
Professional Services	59
Real Estate	9
Repair Services	2
Retail and Restaurant	81
Utilities	1
Wholesale	2

Business Licenses; June 2018

Commercial Zoning

Middleburg has approximately forty-six acres of commercially zoned land, or seven percent of the Town. Commercial land is divided into three zoning categories. The C-1 district permits lower intensity commercial uses and is intended as a transition between commercial and residential areas. The C-2 district makes up the downtown commercial core along Washington Street and allows shops, restaurants, and other service uses. The C-3 district, located south of Federal Street, allows more intense commercial uses that may not fit the space or image of Washington Street such as building supply sales, storage, auto repair and service, and light manufacturing. In addition to commercial zoning regulations, most Middleburg commercial properties are subject to historic district architectural guidelines that aim to protect the look and character of the Town.

Employment

With a larger than average retired population, just 330 Middleburg residents are over the age of sixteen and employed full-time. But, these employed residents work in a wide variety of occupations and industries led by health care, retail, education, and other professional occupations.

Middleburg Residents by Employment

Industry	*Employees*
Total civilian employed population 16 yrs and over	**330**
Agriculture, forestry, fishing and hunting:	14
Construction	23
Manufacturing	5
Retail trade	49
Transportation and warehousing	7
Information	11
Finance and insurance, and real estate	33
Professional, scientific, and management, and administrative and waste management services:	35
Educational services	39
Health care and social assistance	53
Arts, entertainment, and recreation	9
Accommodation and food services	17
Other services, except public administration	20
Public administration	15

American Community Survey 2017

Notably, while Middleburg reports 330 employed residents, not all residents work within the Town. As a small town in a rural, area commuting is a major factor, with many residents driving to work, especially toward the major employment centers in eastern Loudoun County or other parts of the Washington D.C. metro area. National employment trends of more people working from home full or part-time, or in freelance positions, have affected the Middleburg workforce. For example, in 2009, over 78% of employed residents worked outside of the Town; yet, by 2017, more than half of working residents were employed within Middleburg. This trend toward flexible employment can benefit the Town, offering new opportunities for residents and encouraging more local spending as workers stay close to home during the week. Middleburg should pursue and/or encourage the development of a coworking space to provide meeting space, networking, and other essentials to telecommuters and freelance workers.

Middleburg Residents and Commuting

2017	
Worked in Middleburg	50.5%
Commuting Outside Middleburg	49.5%
2009	
Worked in Middleburg	21.8%
Commuting Outside Middleburg	78.2%

American Community Survey 2009; 2017

Tourism

At 75% of the Town's annual revenue, tourism remains central to the economy of Middleburg. Visitors come to Middleburg from the Washington D.C. region and beyond in connection with special events, day visits, and weekend stays. The opening of the Salamander Resort in 2013 has increased the lodging available in Middleburg with its resort and conference facilities. The Town should continue to embrace its role as a tourist center, taking an active role in planning and promoting celebrations such as the Middleburg Christmas Parade and events at the Community Center, National Sporting Library, and nearby equestrian facilities.

A 2017 economic development survey asked approximately 100 people what drew them to visit Middleburg. Visitors cited restaurants and events, specifically equestrian programs, as top draws. In choosing one essential characteristic of Middleburg, respondents noted its small size, beauty, quaint atmosphere, and historic character. When considering future development and redevelopment within the Town, the qualities that bring visitors to Middleburg must be maintained at all costs through careful plan review and historic review, including preserving historic structures, ensuring architectural quality and compatibility, and maintaining trees and landscaping.

The Pink Box on North Madison Street provides tourism and Town information.

Economic Development

The Town has taken an active role in promoting local economic development, including hiring a full-time Business and Economic Development Director who works to retain existing businesses and to recruit new businesses and match them with available commercial real estate. The Business and Economic Development Director will also develop long and short-term economic development plans and strategies to promote Town interests.

While Middleburg is widely seen as a place to visit and shop, the Town continues to experience vacant storefronts. The Town, through its staff, is in constant contact with interested businesses that cannot find spaces to meet their needs, sometimes because available spaces are too small, parking is not adequate, and/or rents are not affordable. A 2017 survey of local businesses found that commercial rents were the business community's biggest concern, followed by low levels of foot traffic, and that business owners worry about the effect of vacancies on the business district overall.

While Middleburg administrators have no control over rents set by private property owners, Town staff and leadership should continue efforts to recruit desirable businesses and retain existing businesses. The Town can also focus its efforts on Town-owned properties as locations for economic development. For instance, Town owns the former Asbury Methodist Church at 105 North Jay Street, for which the Town has solicited redevelopment interest, and which may be a commercial site or a community or non-profit location. In the longer term the Town may consider the redevelopment of the Town Yard public works site at 108 South Madison Street, relocating its maintenance and storage functions to a less central location, such as the vicinity of the Town's sewage treatment plant.

A major emphasis of this Comprehensive Plan is the potential redevelopment of Federal Street as detailed beginning on page 30. Federal Street presents a unique opportunity for the Town to expand its central business district with an emerging destination for additional shopping, dining, and services.

Marketing and Branding

At the time of publication, Middleburg is actively pursuing a marketing and branding initiative with the help of outside consultants. The aim is to develop a common logo and marketing characteristics for use on signs, advertisements, online engagement and other materials. The outcome of this branding exercise will make possible the installation of planned wayfinding signage featuring the updated brand and directing visitors to attractions, parking, and other points of interest.

Middleburg's entrance signs welcome visitors and advertise local events.

VII. LAND USE

Goal: Carefully plan for and control development to ensure preservation of the Town's rural village character, while allowing growth that serves local needs and matches the Town's aesthetic quality.

STRATEGIES

1. Ensure the Town's ability to provide required public services by managing growth at a sustainable rate.

2. Support and encourage the provision of dwelling units above commercial storefronts in the central business district.

3. Work with Loudoun and Fauquier Counties to develop a Middleburg Area Plan that promotes conservation in areas surrounding the Town, preserves nearby rural and scenic areas, and maintains the "hard edge" between the Town and surrounding rural land uses.

4. Evaluate existing residential and commercial zoning district regulations and the Zoning Map for their compatibility with the goals and strategies of this Plan and identify necessary or desirable amendments.

5. Provide community design guidelines for use within the Town that will ensure that new development is compatible with Middleburg's small-town scale and historic character and incorporate these as guidelines in the Comprehensive Plan.

6. Evaluate potential locations for public open space, such as a town green, as a permanent location for public events.

Existing Land Use

While small, Middleburg is a relatively dense hub of development within quiet, rural surroundings.

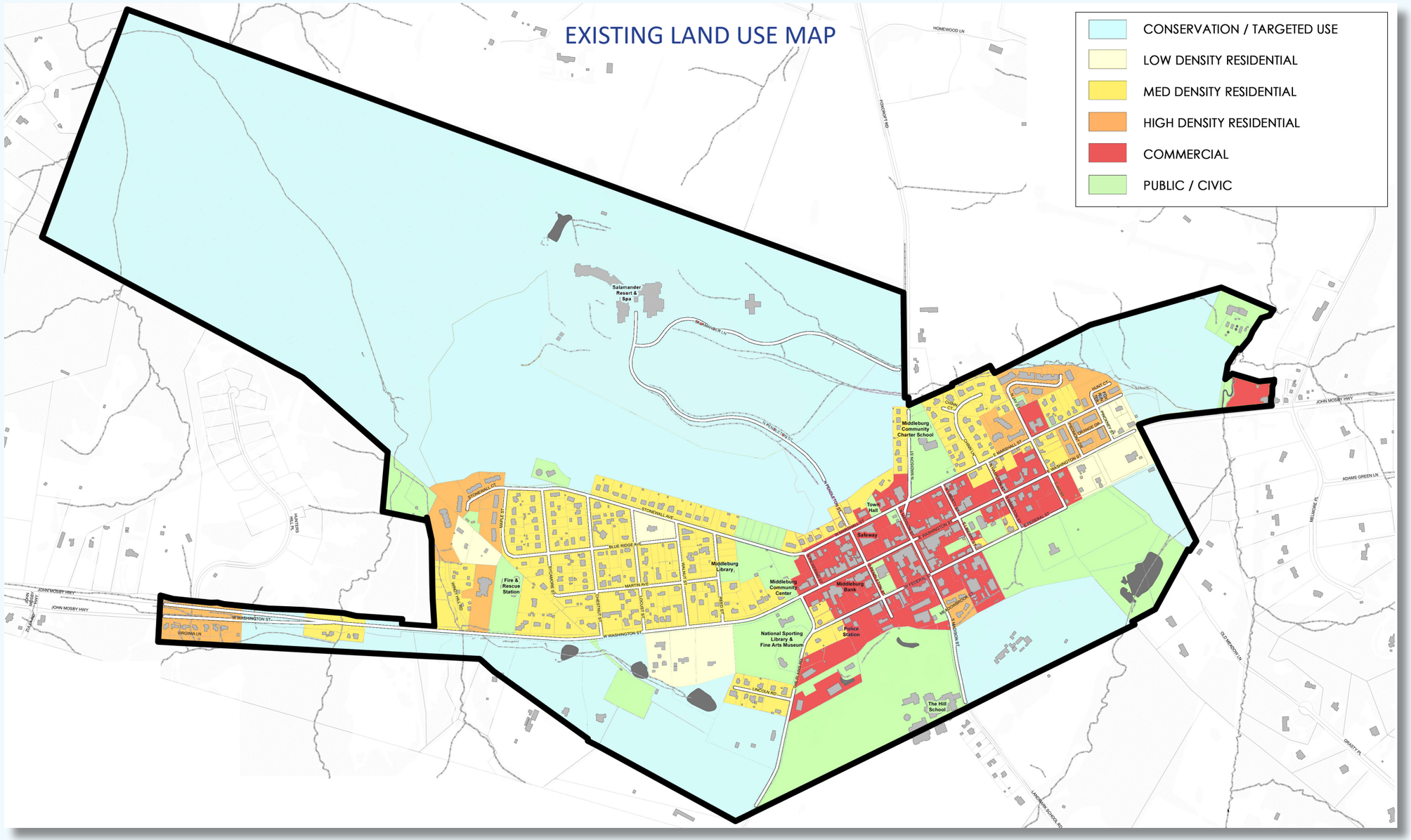
The core of Middleburg is the concentration of commercial development along Washington Street, with retail, restaurant, service, boutique, and small office uses that serve Town residents as well as visitors and residents of a wider rural area of southwestern Loudoun and northern Fauquier counties. The Town's commercial downtown is centered on the intersection of Washington and Madison Streets and occupies approximately ten square blocks between The Plains Road and Jay Street. Some smaller commercial uses are found north of Washington Street along Marshall Street, while additional retail, service, restaurant, and heavier commercial uses are located south of Washington Street along the south side of Federal Street. Most commercial structures are built at or near the street edge and are one to two stories tall, with scale and architecture that compliments the historic nature of the Town and nearby residential uses.

The most important change in recent Middleburg land use has been the development of the Salamander Resort at the north end of Pendleton Street. Opened in 2013, the resort occupies 340 acres and has 168 guest rooms and offers a spa, restaurant, meeting space, and equestrian facilities. Development of the resort involved a boundary line adjustment bringing 252 acres into the Town and construction of considerable significance to Middleburg's water and sewer systems. The resort continues to plan for further residential and mixed-use development and represents the largest area of undeveloped land in Middleburg.

Residential uses make up the greatest portion of Middleburg land uses, with single family homes and townhouses located throughout the Town, primarily north of Washington Street and in the western area of the Town in the Ridgeview neighborhood. While the Town has many historic homes, there has been significant residential development since the mid 20th century. The most recent home building activity in Middleburg has seen townhomes developed in several small projects including those along North Jay Street, Orange Drive, and Stonewall Court. Occasional tear-down or infill projects have been seen in the Ridgeview neighborhood. Residential uses range from dense townhomes to single family homes on large lots, and are between one and three stories in height, with architectural styles drawn from the colonial and federal styles of Virginia's past. The Salamander Resort has received approval of a preliminary subdivision plat to build additional large single-family homes on large lots. Site plan and other necessary reviews for this project remain underway. A proffered future mixed-use phase would include higher density housing.

Public and semi-public uses, including the Town Office, community center, library, churches, schools, and cemeteries, are scattered throughout the Town. The character of Middleburg is also defined by the many acres of open, agricultural, and forest uses that surround the Town.

Retail shops on Washington Street are just one Middleburg land use among residential neighborhoods and other uses.



Map of existing (2019) Middleburg land uses by type.

Middleburg has very few undeveloped parcels. The Salamander Resort represents the largest area of open land in the Town. While 200 acres of Resort property is protected by open space easements, Salamander has plans for residential and mixed-use development. Additionally, an unbuilt parcel exists northeast of the downtown and adjacent to the Town's sewer treatment facility, but the parcel is impacted by flood zones and is planned for conservation use. One large estate parcel is found south of the downtown and east of Madison Street, while other large residential parcels exist southwest of the downtown along Washington Street. These estates are stable uses that are not currently planned for development.

Land Use Regulations

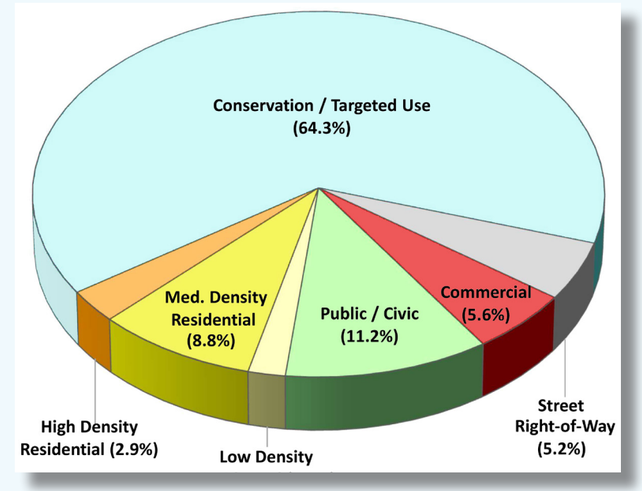
This Comprehensive Plan is a guide for long-range planning and decision-making. It is not a land use regulation, and it lacks the legal authority to regulate how properties in the Town are used, improved, or divided. The day-to-day regulation of land use and development is carried out by the Town's Zoning and Subdivision Ordinances, with the Subdivision Ordinance governing any division of parcels and the Zoning Ordinance specifying use, density, setback, and other regulations.

The Zoning Ordinance divides Middleburg into nine zoning districts, with one agricultural district intended to preserve open space and large estate parcels, three commercial districts regulating various intensities of commercial use, four residential districts regulating different types and densities of residential use, and a Mixed-Use Village district associated with planned future development on the Salamander Resort property.

In addition to the nine standard zoning districts, Middleburg maintains two overlay zoning districts. Where applicable, these overlays add additional regulations atop the underlying zoning, which still applies. The Historic District Overlay applies to all properties within the Town's designated Historic District and requires additional review by the Historic District Review Committee to ensure the design of any new or renovated building is in keeping with the architecture of the Town. The Floodplain Overlay District applies to any land within a designated flood zone and requires additional information and review to mitigate risks to people and property in the event of flooding.

The Town should continually review and update the Zoning Ordinance to fit the vision and goals expressed in this Plan. Given that future development will be as much driven by infill and redevelopment as by new development, all zones should be reviewed for changes that can make redevelopment projects more accessible. While some residential uses are already permitted in commercial zones, to promote housing variety that attracts and retains young people, apartments over shops and offices should be further encouraged in C-2 and C-3 zones, including making dwelling units by-right in C-3.

Zoning regulates the density, height, use, and in some cases architectural design of proposed buildings.



Existing land use shows over half of the Town in agriculture and open space, but while some of this open space is permanently protected, other open parcels are already planned for development.

Zoning District	Density	Max. Coverage	Max. Height
A-C Agricultural Conservancy	Min. 10 acres/lot	10%	35'
R-1 Single Family Residential	Min. 10,000 sf/lot	35%	35'
R-2 Single Family Residential	Min. 8,000 sf/lot	30%	30'
R-3 Residential	Max. 6 units/acre	50%	35'
R-4 Residential	Max. 10 units/acre	35%	35'
C-1 Restricted Commercial	Min. 6,000 sf/lot	35%	25'
C-2 Town Commercial	n/a	85%	30'
C-3 General Commercial	Min. 6,000 sf/lot	50%	30'
MUV Mixed Use Village	Varies	Varies	35'

The Town's nine zoning classifications allow for a broad mix of uses and densities.

Land Use Policy Map

A Land Use Policy Map is a common Comprehensive Plan element that is meant to show an idealized picture of land use in the long-term future. For Middleburg, uses have been grouped into seven broad categories, with consideration given to an appropriate balance of residential, commercial, preservation, and other uses. It is important to note the Land Use Policy Map is not the same as zoning, although the two are related. Rather, Land Use Policy can be thought of as a picture of what zoning in the Town might look like over the next twenty or more years. This map does not change what uses are presently allowed on a piece of property, although it could be used by a property owner to help justify rezoning a parcel.

Conservation / Targeted Use

The Conservation or Targeted Use category includes areas within the Town that are largely unbuilt and primarily in agricultural use. These areas include a number of small farms and estate residences south of Washington Street in the western portion of the Town, unprogrammed and equestrian portions of the Salamander Resort property, and open space at the Town's northeastern edge. It is the Town's expressed desire that these pockets of open space remain open. Some of these areas, including portions of the Salamander property and land adjacent to the Fox Run development, are protected by easements or covenants, while other open properties are not under protection.

Notwithstanding the intent that rural and open parcels remain open, the Town will consider alternative, low-intensity uses on a case-by-case basis that would maintain the majority of open space in these areas while accommodating a use that complements and enhances the rural village character of Middleburg. Acceptable Targeted Use projects would set a goal of preserving 75% or more of the site in permanent open space, preserving critical rural views through the property, being of the highest architectural quality, producing minimal traffic impact, reinforcing the Town's "hard edge" between Town development and rural countryside, and serving local needs without detracting from the downtown core. Examples of potential Targeted Uses include conference or retreat centers, non-profit organizations, museums, and similar uses that enhance livability and tourism in Middleburg while retaining the outward appearance of agricultural or estate uses.

Low Density Residential (0.5 - 3 units per acre)

Low Density Residential includes single-family detached homes, primarily in areas that are not within already-established residential neighborhoods, including areas along Washington Street at the Town's eastern boundary and in proposed large-lot areas of the future Salamander residential development. The density for this category is proposed at one half to three units per acre. This density range will produce larger lots than are typical for Middleburg but that still support a grid of town streets and a town-like density clearly differentiated from farms and rural areas outside of the Town.

Medium Density Residential (3 – 6 units per acre)

Medium Density Residential includes single-family detached homes at densities of three to six units per acre. This category represents the majority of existing single-family residential in Middleburg, including the Ridgeview neighborhood, residences along Chinn Lane, and other scattered homes. Occasional infill or replacement residential development may still occur in these areas, with this density range assuring compatibility with these existing neighborhoods. The Medium Density category also represents goals for the medium-lot portion of the proposed Salamander residential development adjacent to the existing Ridgeview neighborhood.

High Density Residential (6 – 10 units per acre)

High Density Residential is intended for future duplex, townhouse, apartment, condominium, and other attached residential units. This category includes existing townhouse developments along Stonewall Court and in the vicinity of Orange Avenue, North Jay Street, and East Marshall Street, as well as logical infill areas near the Central Business District. Two existing single-family lots between Windy Hill Road and Maple Street have been placed in this category because they may be used for new high-density affordable housing by the Windy Hill Foundation, but may not be appropriate for other high-density residential uses. Densities between six and ten units per acre will allow future development that meets demands for small, low-maintenance units while maintaining an appropriate small-town scale.

Commercial

Commercial land use includes Middleburg's commercial core of offices, shops, restaurants, and service uses generally located along Washington Street between Marshall and Federal Streets as well as other service and light industrial uses found south of Federal Street. This category is designed to facilitate a wide range of business activities in a pleasant atmosphere that is consistent with the village-like scale and historic character of the Town. Ideally Middleburg's commercial core will balance the needs of residents and visitors alike, by offering an array of restaurants and shops with day-to-day services of banking, healthcare, hardware, grocery, and other similar needs. Commercial uses are shown on the Land Use Policy Map as a contiguous area to enforce and preserve a single downtown business area for the Town. No further expansion of the commercial area is planned or desired.

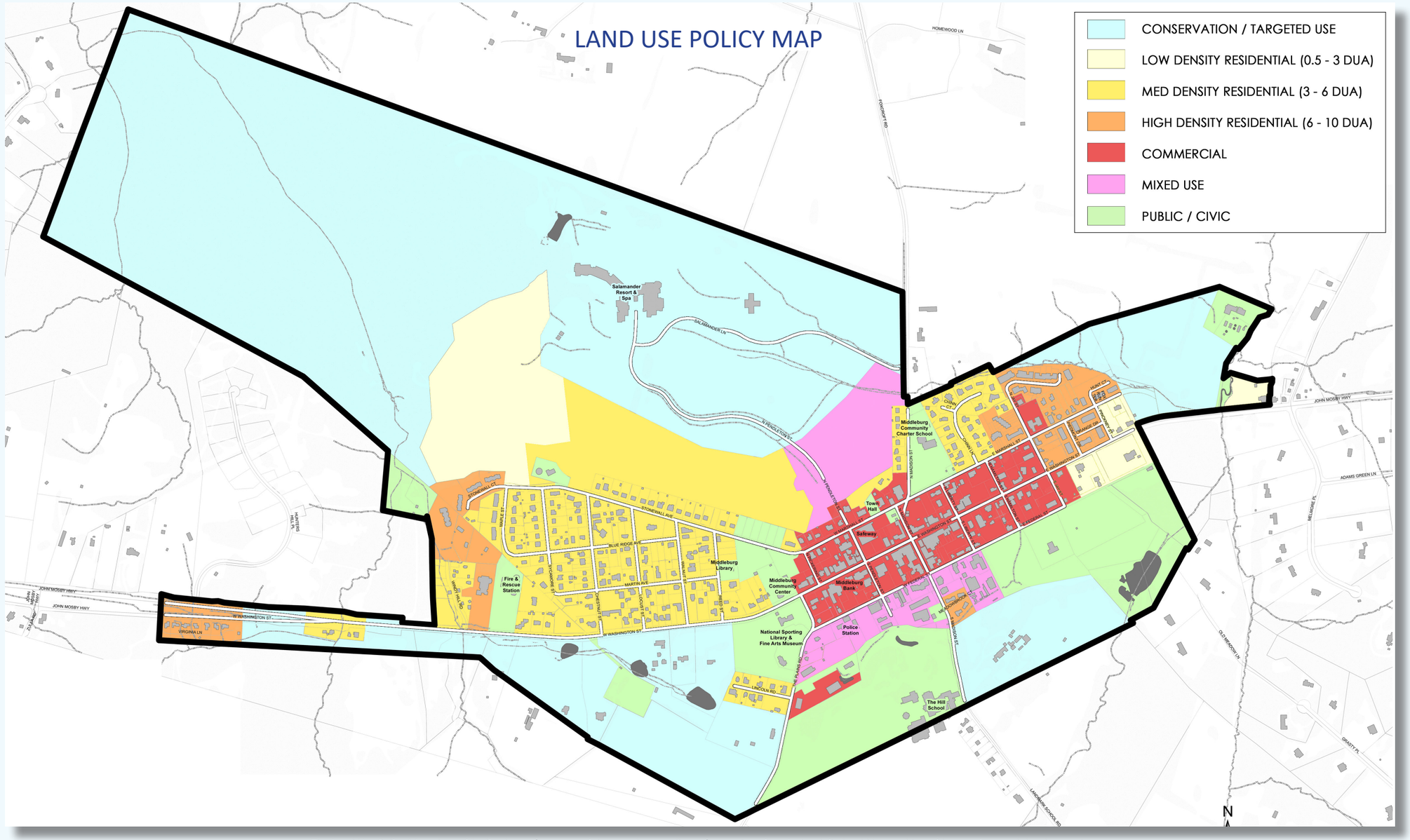
Mixed-Use

Mixed-Use is an appropriate concept for development or redevelopment of select sites. Such areas include the proffered mixed-use village portion of the Salamander property and potential redevelopment sites along the south side of Federal Street. A mixed-use project would contain residential units with densities up to 20 units per acre, as well as commercial uses, all arranged in a comprehensive design and built as a single master planned project. Potential mixed-use projects must strictly adhere to the scale and design features of Middleburg, including pedestrian orientation, buildings with minimal setbacks from the street, meaningful and usable green space, tree-lined streets, parking along streets or in lots hidden from view, and scale, massing, and architectural design to match the existing character of the Town. Residential units should meet this Plan's goals of providing for a wider variety of housing types that may be affordable and appealing to single individuals, younger families, and older residents as described in the Population and Housing chapter.

Public / Semi-Public

The public/semi-public category includes existing public uses owned by the Town of Middleburg or by Loudoun County such as the Town Office, Middleburg Community Charter School, Fire and Rescue Station, Town Maintenance Facility, and various utility facilities. The category further includes semi-public uses such as the Middleburg Community Center, library, The Hill School, and cemeteries. These uses provide facilities and services to benefit the entire community. Just as importantly, public/semi-public uses include large areas of permanent open space to help create and reinforce a defined "edge" around the Town, providing both aesthetic and recreational benefits to the Town.

Middleburg Professional Center; an example of recent construction designed to fit into local surroundings.



The Land Use Policy Map shows idealized uses for appropriate parcels regardless of current zoning. Instead, it should be used to guide rezonings and development.

Regional Land Use Policies

While Middleburg's zoning and land use policies and regulations control building and development within the Town limits, land use policies in neighboring rural areas will significantly affect the Town. The economy, character, and future of Middleburg are all closely tied to the rural farms, businesses, and attractions that surround the Town.

Loudoun County Land Use

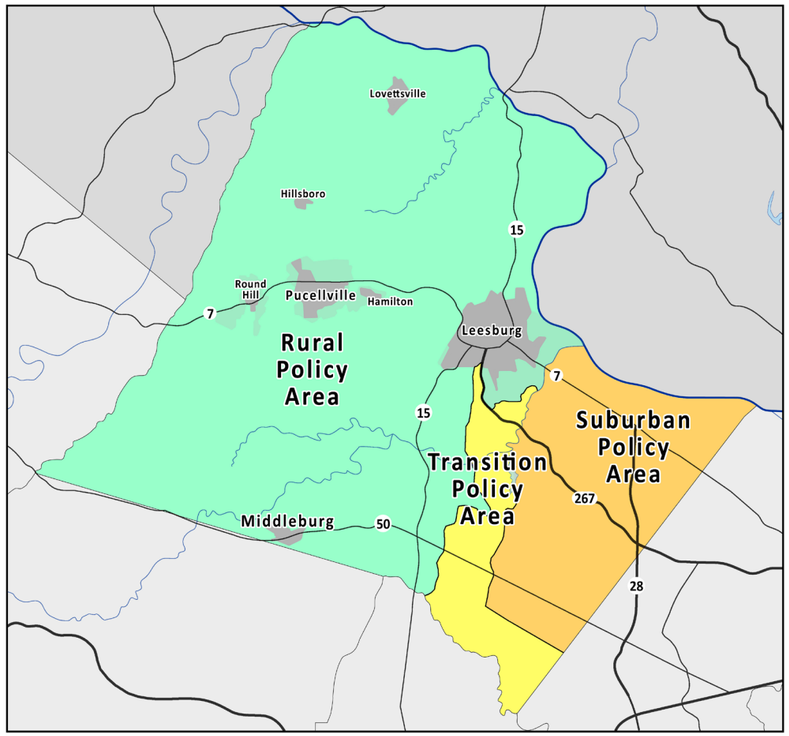
Loudoun County has experienced consistent, rapid population growth over the past several decades. The County has attempted to organize this rapid growth by establishing three major Land Use Policy Areas. The Suburban Policy Area, occupying the eastern Loudoun, makes up 18% of the County and is home to the vast majority of its population and commercial development. The Rural Policy Area covers the western 75% of the County and attempts to preserve rural lands and ways of life. The Transition Policy Area forms a buffer between the Suburban and Rural areas, making up 7% of County land area, and allows constrained residential uses with larger lots and requirements for open space.

The preservation of Middleburg's agricultural surroundings is well supported by the Rural Policy Area, which calls for a base residential density of forty acres per lot and the preservation of historic structures, scenic views, waterways, slopes, and rural roads. However, with Transition and Suburban Policy Areas nearby, any changes to, or expansion of, these areas may change the landscape of Middleburg. The western border of the Transition Policy Area begins just six miles east of Middleburg near Watson Road (Route 860), while the western border of the Suburban Policy Area lies nine miles east of the Town near Fleetwood Road (Route 616).

In addition to adding high-density Urban Policy Areas in key locations in eastern Loudoun, the Loudoun County 2019 Comprehensive Plan (adopted June 20, 2019) includes small expansions of the Transition Policy Area westward into the Rural area and changes to the Transition Policy Area to allow much greater levels of density. While these changes may not immediately affect the Town, residents should rightfully be concerned with the advance of suburban development toward Middleburg. The Town should actively partner with the County to pursue the County's adopted natural, environmental, and heritage resources strategies as referenced on page 6 of this Plan. Middleburg residents and leaders should remain aware of, and engaged with, County planning efforts, and should act and vote to protect Loudoun's rural areas from development at every opportunity, including by partnering with Loudoun's other rural towns through the Coalition of Loudoun Towns.

Fauquier County Land Use

While Middleburg is within Loudoun County, the southern edge of Town is nearly contiguous with Fauquier County, giving Fauquier a role in the preservation of the rural landscape surrounding the Town. The county's growth rates have not been as dramatic as those seen in Loudoun County, but Fauquier County nonetheless experiences significant growth pressure due to its Northern Virginia location. Its Comprehensive Plan establishes the preservation of Fauquier's agricultural heritage and rural landscape as key objectives. To balance growth and preservation the Comprehensive Plan establishes Service Districts to help organize future growth. Growth is to be steered toward these districts, which are found around existing towns and areas of development and where public utilities are available or may be extended. Outside of these Service Districts zoning significantly restricts land uses and subdivisions are governed by a sliding scale, with minimum lot sizes no greater than ten acres. The closest designated Service District to Middleburg is the Marshall Service District located eight miles southwest of Middleburg. While residents and leaders of Middleburg may have less influence over Fauquier County planning policies, it is still important for the Town to stay informed of growth and change to its south and to remain active in regional organizations that work toward agricultural, historic, and rural preservation.



Middleburg is located in Loudoun County's Rural Policy Area, an area under threat from rampant growth in the Suburban and Transition Policy Areas to the east. The County's Comprehensive Plan Policy Areas were revised in their boundaries and content in the County's 2019 Comprehensive Plan.

Nearby farms, open space, and rural lanes define the character of Middleburg as much as any in-Town feature.

Salamander

The opening of the Salamander Resort in 2013 represents the largest development change in recent Middleburg history, and the culmination of years of negotiation between the resort's developers and the residents and leadership of the Town. The resort is situated upon a property formerly known as the Harriman Tract. Development of the resort included annexation of the entire tract into the Town, and the Town approved a set of proffers, or development conditions, that included improvements to Middleburg's water and sewer systems and conditions for future development on the Salamander property.

Today the resort offers, among other things, 168 hotel rooms, meeting space, a spa, restaurants, and recreation facilities. Of the 340-acre resort property, 200-acres are protected by a permanent conservation easement and will never be developed. Other areas of the property are planned for future residential and mixed-use development and are controlled by the resort's original proffer agreement with the Town.

Further proposed development of the Salamander property is planned in three sections: large-lot single family homes, medium-lot single family homes, and a mixed-use village. As of the time of this writing, the resort has received approval of its preliminary subdivision plat for proposed large and medium lot residential portions and site plan review is underway

Large Lot Residential

The large lot residential development is proposed for fifty-two acres southwest of the resort and adjacent to existing homes along Stonewall Avenue and Stonewall Court. This development would be governed by the Town's R-1 zoning district, allowing lots no smaller than 10,000 square feet. The applicable proffer agreement will further limit homes in this area to a footprint of 3,500 square feet.

Proposed Salamander residential and mixed-use development.

Medium Lot Residential

The medium lot portion of the proposed development includes twenty-six acres located south of the resort and adjacent to homes along Stonewall Avenue. These lots would be governed by the Town's R-3 zoning district, allowing lots as small as 7,300 square feet. The applicable proffer agreement limits homes in this area to a footprint of 2,500 square feet. Together the large and medium lot portions of the proposed development would include up to forty-nine new homes.

Mixed-Use Village

The proposed mixed-use village includes fourteen acres on both the east and west sides of the resort entrance at North Pendleton Street. As of time of this writing, the resort ownership has neither submitted nor obtained approvals of a site plan or other detailed development information for the proposed mixed-use village. The resort proffer agreement proposes up to twelve detached single family homes and up to forty-eight attached multi-family units, with the twelve single family units dedicated for faculty and staff of local schools and the multifamily units reserved for workforce housing and senior housing. The mixed-use village could also include up to 30,000 square feet of non-residential uses, including a restaurant, and, if constructed, will provide space for a new Town Hall or other municipal use.

New Street Entrances

The proposed Salamander residential development will be accessed from the existing resort access at North Pendleton Street and from two new entrances that connect to Stonewall Avenue at Reed Street and Chestnut Street. These new connections will be designed and constructed to meet all Virginia Department of Transportation requirements to be accepted into the Town's network of public streets, and will not include gates or other barriers restricting access from Stonewall Avenue.

Salamander Conclusion

Future residential development on the Salamander property represents significant growth for the Town of Middleburg. The 109 permitted units will bring a 25% increase in the total number of housing units in the Town and are fully permitted now that the resort and its proffered conditions have been approved. The Town, however, retains some control over the site plan and architectural review processes. As of the writing this Plan, site plan review is underway for the R-1 and R-3 residential portions and architectural design guidelines have been approved for the R-1 portion. No site plan has been submitted, or architectural review completed, for the mixed-use portion. All eventual development on the Salamander Property is tied to the proffer agreements, which include reasonable limits on the footprint, access, phasing, and eventual occupancy of the project and requires the Historic District Review Committee to approve the design of all buildings.

The future development of the Salamander property will doubtless be instrumental in the future of Middleburg. A successful development in this area will add residents who support local businesses and add affordable housing units for teachers, the elderly, and others in the workforce, all with a look and feel that adds to, rather than takes away, from Middleburg's small-town charm and historic character. While the proposed development will be tightly controlled by existing development regulations and the proffer agreement, Middleburg's staff and leadership must take responsibility for holding the applicant to all requirements.

Existing resort building to be supplemented by single family and mixed-use village development.

Future site of Salamander residential development west of Pendleton Street.

Federal Street

One block to the south of Washington Street, Federal Street provides an opportunity for Middleburg to expand its role as an economic center for its rural area, increase visitation, and include new types of development within the Town. While Washington Street will remain Middleburg's downtown hub, Federal Street can emerge as a center in its own right, featuring a mix of residential and commercial uses and being home to uses that require more space than Washington Street can provide.

Existing Federal Street development is a mix of single-family residential, retail, office and service uses such as storage, contractor workshops, and light industry, with a large portion of the south side of the street occupied by Middleburg Baptist Church and the cemeteries that surround it. While the north side of the street is largely occupied by the rear portion of Washington Street businesses, many of the remaining properties on the south side of Federal Street are lower intensity uses occupying large parcels presenting redevelopment potential.

The redevelopment of any Federal Street parcels will likely be a long-term goal, and ultimately the decision of individual Middleburg property owners. But significant growth can happen in this area as small, utilitarian buildings are replaced with larger buildings and developments. The Town might spearhead such an effort by considering redevelopment of its own maintenance yard at 108 South Madison Street. **Moreover, the Town recognizes that new zoning regulations will be necessary to implement mixed-use aspirations for the redevelopment of Federal Street. The Town will, in the right context, work with land owners and potential developers in a holistic manner to ensure compatibility of redevelopment concepts with the goals of this Plan.**

The western portion of Federal Street, together with several parcels on The Plains Road, can improve the Town's Plains Road entrance. Farther east on Federal Street, several larger sites, such as the Middleburg Millwork and existing warehousing/storage, carry the potential to rebuild as coordinated developments that incorporate both commercial and residential uses in the same complex. In such an event, residential uses would be appropriate for upper floors and deeper areas of the site, while the Federal Street frontage should be kept in retail, restaurant, and other active uses that encourage pedestrianism and a lively streetscape. Any redevelopment on or near Federal Street should include appropriate open space, landscaping, and necessary parking. Developments in this area might also provide additional parking that serves the larger needs of Washington Street businesses and Town events.

As a first step in the redevelopment of Federal Street, the Town should concentrate on the street itself, seeking grant or other public funding for streetscape improvements. Streetscape improvements on Washington Street, completed in 2016, have been a success for the Town, with upgraded sidewalks, crosswalks, lighting, and landscaping. These improvements have increased pedestrian safety and capacity and enhanced Washington Street businesses. The two-block streetscape plan presented in this document comes at an approximate cost of $1.8 million.

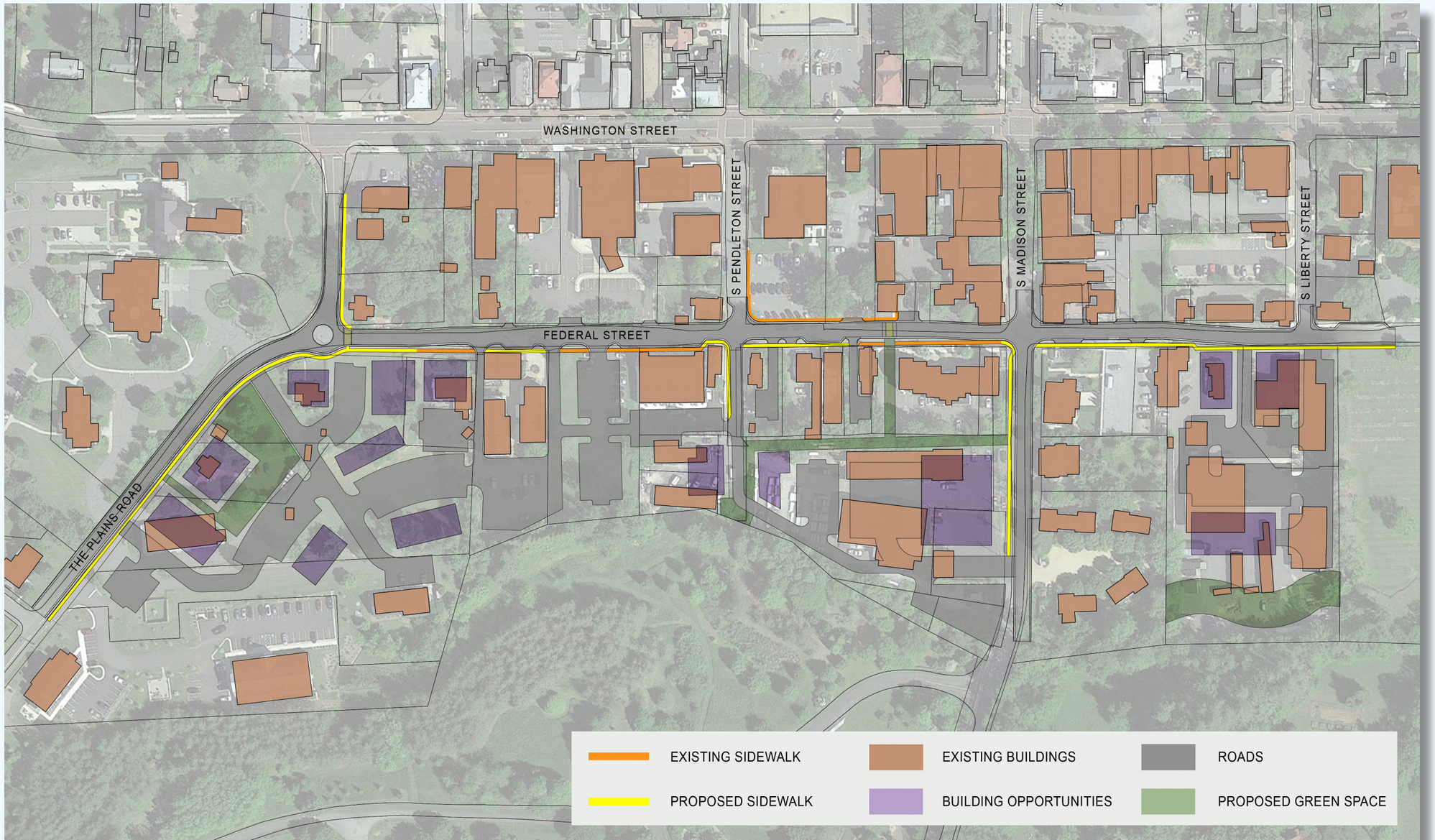
Federal Street presently lacks a connected network of sidewalks. Sidewalk projects should add connections both east and west of Madison Street and along The Plains Road to complete the pedestrian network, concentrating on the more active south side of the street. Crosswalks in contrasting materials (e.g. brick pavers) should be included except where sight distances or slopes make crossing unsafe.

For future retail, service, and other uses, on-street parking will be vital to the success of any development project. The plans included herein demonstrate how organized on-street parking might be achieved on at least one side of Federal Street in most locations, and on both sides of the street between Madison and Pendleton Streets. The Town may also promote its environmental goals by using pervious pavement in parking areas, and bio-filters where space allows, to reduce stormwater runoff.

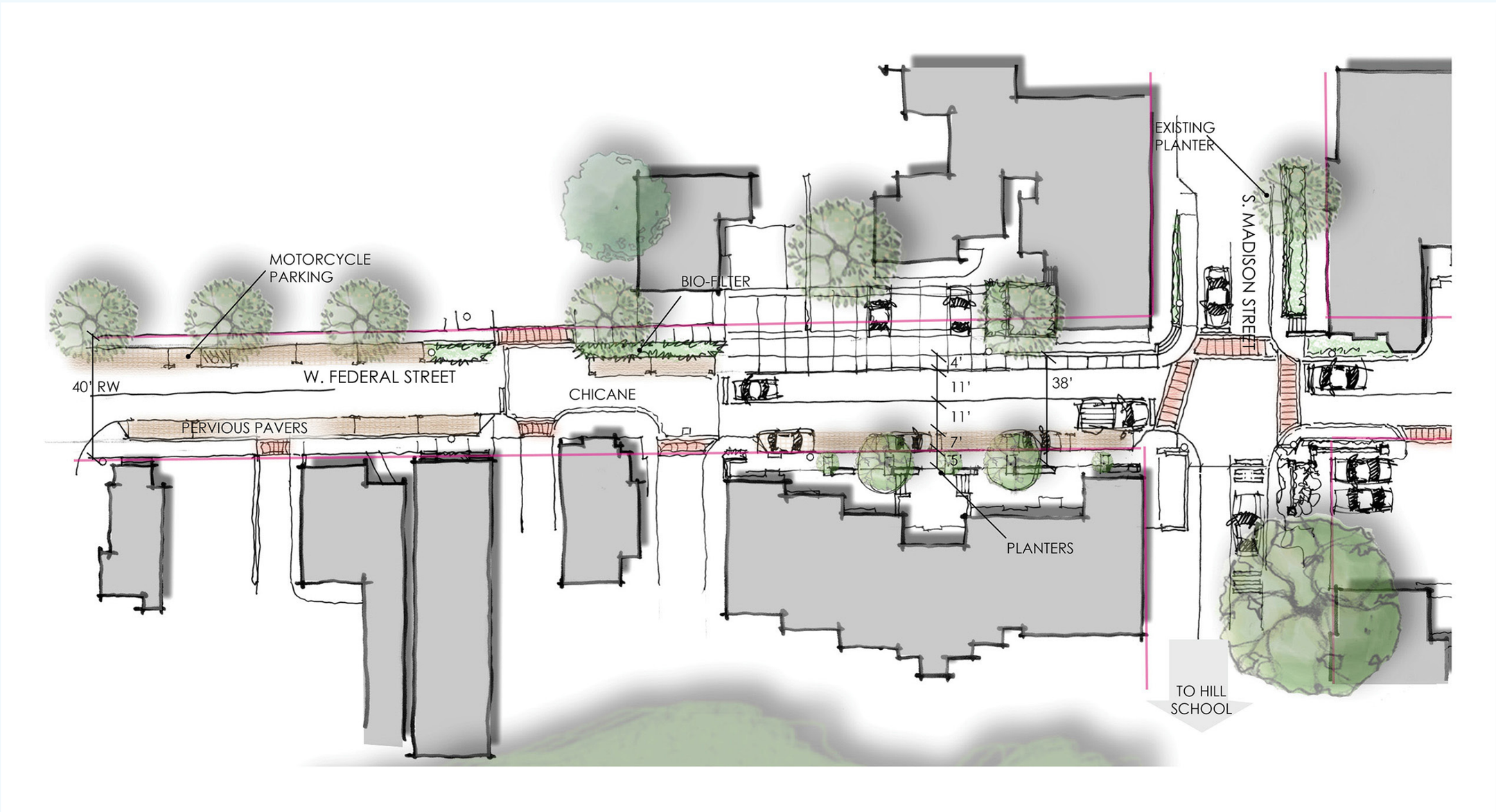
The narrow Federal Street right-of-way, with some buildings encroaching on the public street, limits available space. Chicanes in two especially narrow locations can be used to preserve sidewalk and parking zones while still allowing two-way traffic. In these short segments, opposing traffic would alternate in the same way as using rural one-lane bridges. As an added benefit, such chicanes would calm traffic, and create a quiet and pedestrian-focused street.

West Federal Street at South Pendleton Street. Much of Federal Street lacks curbs, sidewalks, clearly marked parking, and proper drainage.

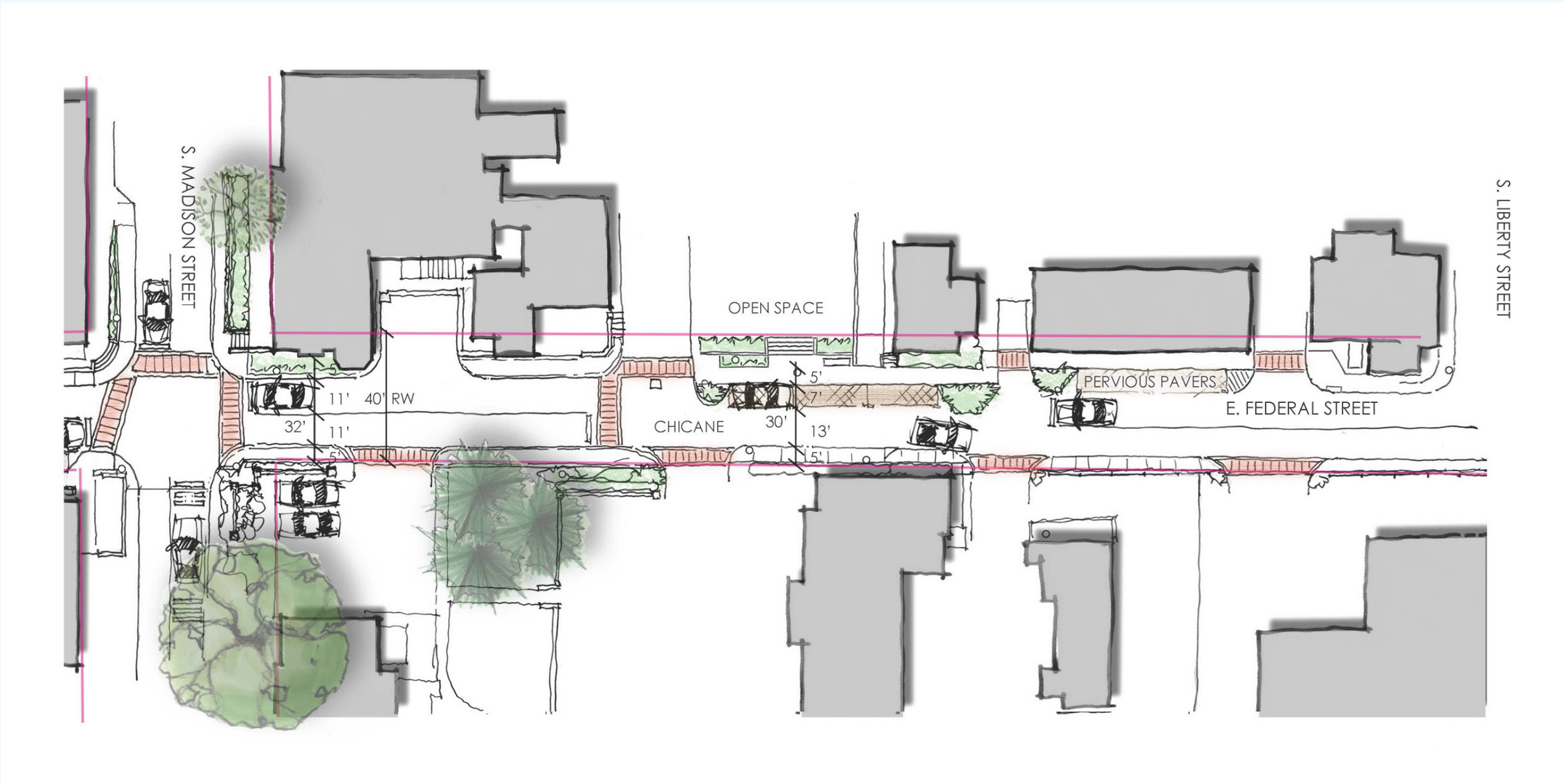
East Federal Street at South Jay Street where new office development has added one small section of curb and sidewalk to the streetscape.



Conceptual land use plan for Federal Street properties, showing the potential for new development, greenspace, and parking if and when redevelopment occurs.



Conceptual streetscape design for Federal Street west of Madison Street, showing reorganized parking, connected sidewalks, crosswalks, and stormwater improvements.



Conceptual streetscape design for Federal Street east of Madison Street, showing reorganized parking, connected sidewalks, crosswalks, and stormwater improvements.

VIII. TRANSPORTATION

Goal: Provide a safe and adequate system of village-scale streets to better serve pedestrians, bicycles and vehicular traffic.

STRATEGIES

1. Continue a sidewalk improvement program to provide pedestrian connections to and within the central business district.

2. Promote traffic calming as a means of addressing pedestrian and bicycle safety, traffic noise, and street design concerns.

3. Continue to analyze ways to improve downtown parking, including identifying potential locations for additional public parking within or adjacent to the central business area and evaluating the adequacy of the current in-lieu parking fee.

4. Implement a Town-wide wayfinding program to direct visitors to points of interest and parking opportunities.

5. Cooperate with Loudoun and Fauquier Counties to develop scenic easements, development setbacks, and other strategies to preserve rural roads.

Pedestrian Transportation

The history, tourism, and small scale of Middleburg make it a great place to walk. Sidewalks are provided along many Town streets, and trails are available in certain locations near the Town's edges. Middleburg's existing pedestrian pathways offer the greatest opportunity to improve the Town's overall transportation network in the future.

Existing Sidewalks and Trails

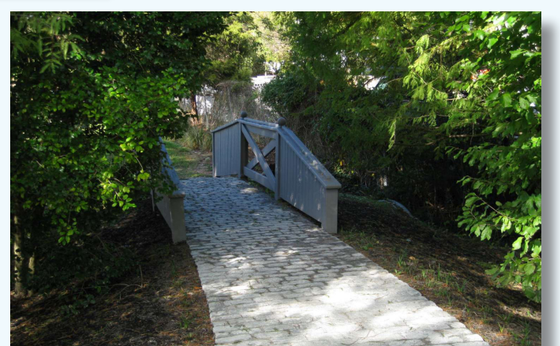
Sidewalks exist on many Town streets in various designs, materials, and levels of completeness (see map). Sidewalk materials include sections in concrete, brick, and stone pavers. These materials, along with sidewalks widths, slopes, lack of curb ramps at intersections, and other conditions may not meet the modern standards of the Americans with Disabilities Act (ADA). Many residential areas do not have sidewalks, such as those near Stonewall Avenue, where traffic is relatively low and residents have expressed a desire not to add them.

Walking trails are located at the Salamander Resort and The Hill School, which trails can be accessed at the north and south ends of Pendleton Street, and which are generously made available for public use. While they may not make useful transportation connections, these trails are a recreational resource for the Town.

Future Sidewalks and Trails

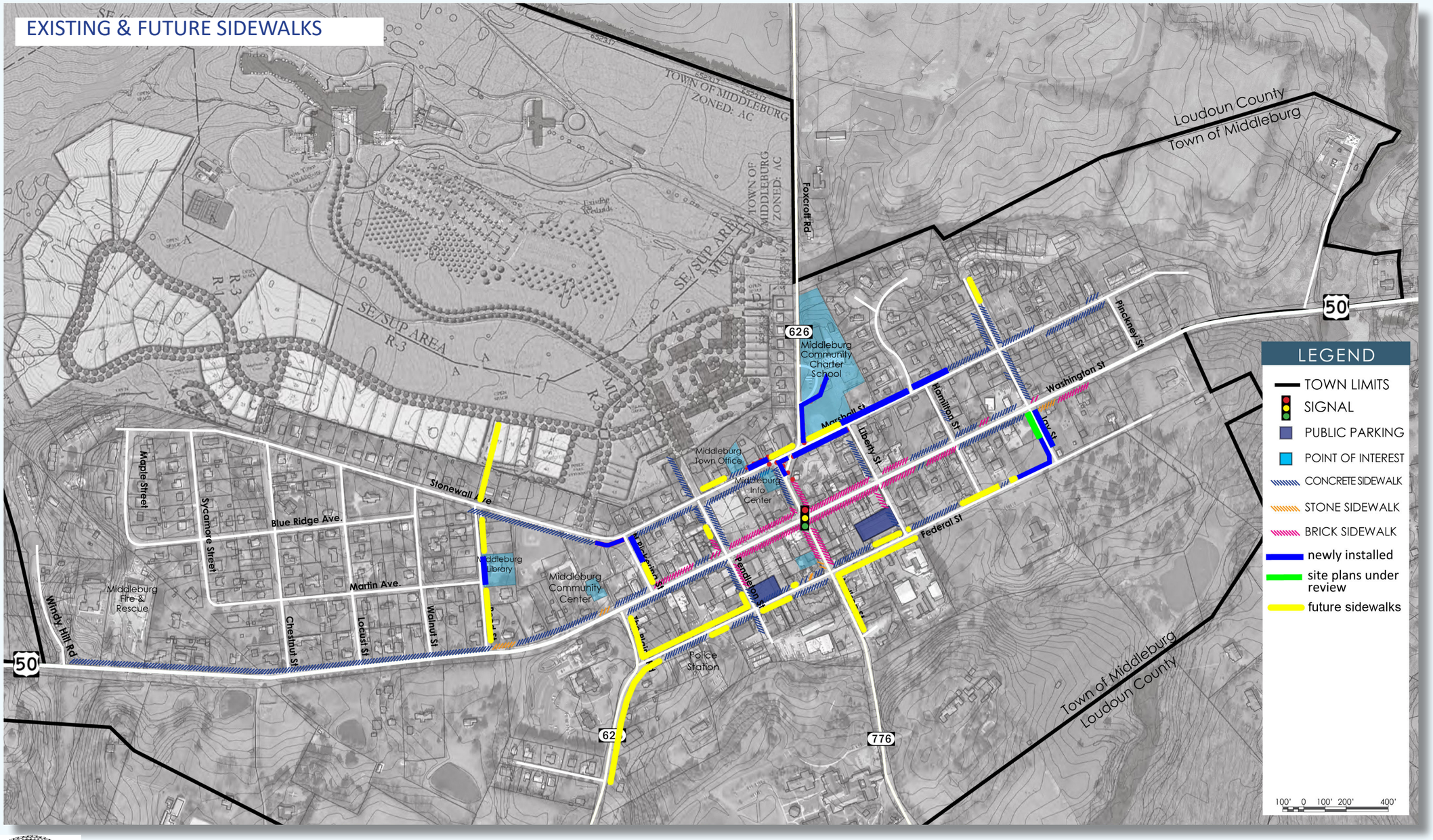
The Town should concentrate on completing the pedestrian network by filling in missing sections of sidewalk as a first step. Later efforts should bring sidewalks to both sides of streets where only one side is currently built. This will be especially important along Federal Street as it becomes a more vibrant commercial or mixed-use area. All new development should include sidewalk construction along its frontage, and along any newly-created streets. New sidewalks are planned for at least one side of all proposed Salamander residential streets. New sidewalks should be budgeted at approximately $125 per linear foot.

Recent streetscaping projects have updated sidewalks, street lights, crosswalks, and other features along Washington Street.

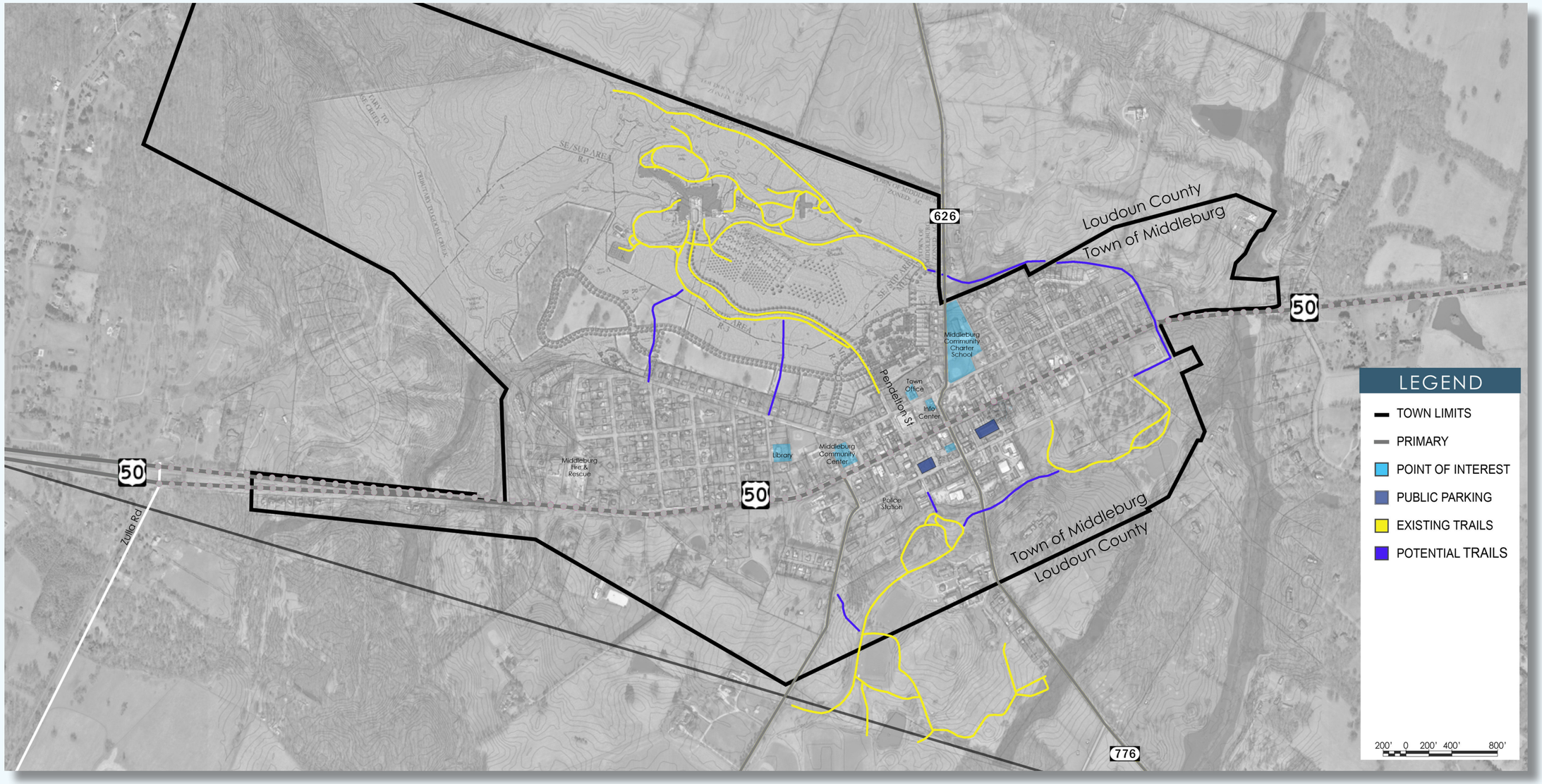


A footbridge at the end of South Pendleton Street connects to walking trails and the Polly Rowley Arboretum on the grounds of The Hill School.

Small residential streets like Martin Avenue have very low traffic and may have no need for sidewalks at all.

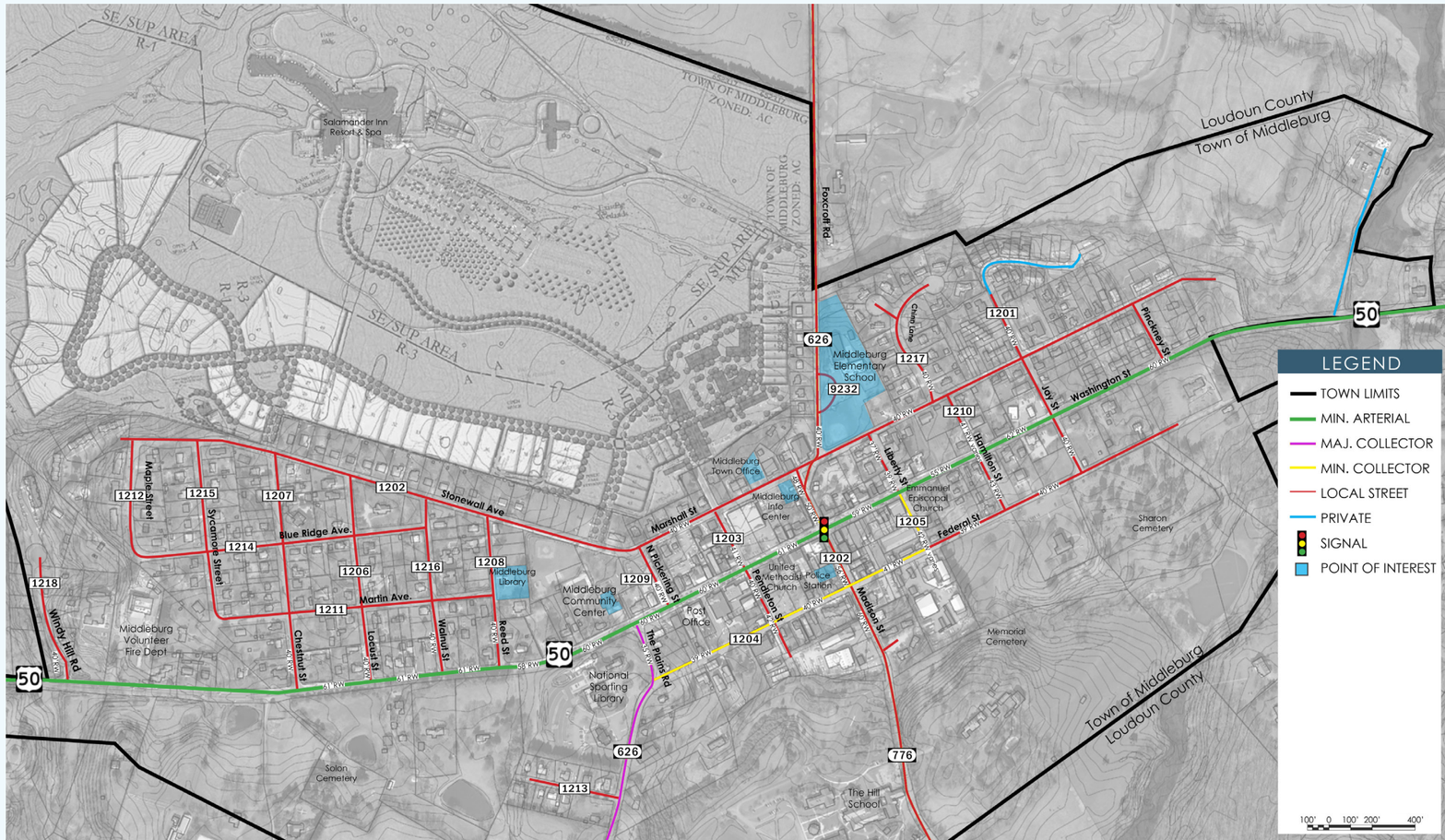

EXISTING & FUTURE SIDEWALKS
Loudoun County
Town of Middleburg
Town of Middleburg
Loudoun County
TOWN OF MIDDLEBURG
ZONED: AC
SE/SUP AREA
R-3
Foxcroft Rd
626
Middleburg Community Charter School
Marshall St
Hamilton St
Liberty St
Washington St
Pinckney St
Jay St
Federal St
50
Middleburg Town Office
Middleburg Info Center
Stonewall Ave
Blue Ridge Ave.
Maple Street
Sycamore Street
Middleburg Library
Middleburg Community Center
Martin Ave.
Middleburg Fire & Rescue
Windy Hill Rd
Chestnut St
Locust St
Walnut St
Randolph St
Police Station
62
776
LEGEND
TOWN LIMITS
SIGNAL
PUBLIC PARKING
POINT OF INTEREST
CONCRETE SIDEWALK
STONE SIDEWALK
BRICK SIDEWALK
newly installed
site plans under review
future sidewalks
100' 0 100' 200' 400'

EXISTING & POTENTIAL TRAILS



Both The Hill School and Salamander Resort provide extensive trails that are available to the public. Potential connections can better connect these trails to neighborhoods and the central business district.

ROUTES & CLASSIFICATIONS



HIERARCHY OF STREETS

The Virginia Department of Transportation (VDOT) characterizes streets and roads by Functional Classification, taking into account types of travel, traffic volumes, and connections made. Classifications determine geometric standards, frequency of maintenance inspections, eligibility for certain improvement funds, and whether a road is primarily meant to move traffic as quickly as possible or to provide access to properties along the road.

- **Minor Arterials**

  Washington Street – Route 50

  Minor Arterials serve trips of moderate length between towns and small cities that are not directly accessed by highways, with higher volumes and speeds than local streets. They provide more land access than larger arterials or highways, but are not neighborhood streets.

- **Major Collector**

  The Plains Road – Route 626

  Major Collectors are important intra-county routes that link towns and cities to nearby rural or suburban areas. They provide both land access and traffic circulation, with both higher speeds and higher driveway density.

- **Minor Collector**

  South Liberty Street
  West Federal Street

  Minor Collectors serve both land access and traffic circulation in lower density residential and commercial/ industrial areas by collecting traffic from local streets and channeling it to the arterial system. These streets typically have lower speeds and fewer signalized intersections.

- **Local Streets**

  All other Middleburg Streets

  Locally classified roads account for the largest percentage of all roadways in terms of mileage. They are not intended for use in long distance travel, or for through trips, but primarily to provide direct access to abutting properties.

Washington Street is Middleburg's main street, and its busiest, seeing an average of 9,700 trips per day.

With its wider right-of-way, some areas of Washington Street mix urban (sidewalk & curb) and rural (shoulder & ditch) road design.

Stonewall Avenue, like many Town streets, is a narrow right-of-way with little traffic and no sidewalk, curb, or pavement markings.

Traffic Volume

Most Middleburg streets experience relatively low traffic volume that is in keeping with the Town's small size and rural setting, with one significant exception. Washington Street forms one portion of U.S. Route 50, carrying significant regional traffic through the Town, but remaining within the capacity of the roadway. Middleburg's only traffic signal is located at the intersection of Washington and Madison Streets. This signal is maintained by the Virginia Department of Transportation, who reports that the intersection also operates within acceptable levels, but with some congestion at peak times. Washington Street is also designated among regional evacuation routes that must be kept clear in the event of major emergencies.

Selected Traffic Counts

Street Name	*Average Daily Traffic*	*Public Right-of-Way*
Washington Street (Rt. 50)	9,700	60 ft.
The Plains Road (Rt. 626)	1,500	40 ft.
North Madison Street (Rt. 626)	1,500	40 ft.
South Madison Street (Rt. 776)	400	40 ft.
Federal Street	1,100	40 ft.
Marshall Street	910	40 ft.
Pendleton Street	760	40 ft.
Stonewall Avenue	390	40-50 ft.

Both Town and County officials have previously dismissed the idea of a Route 50 bypass, meaning that Middleburg must deal with high regional traffic volume within the existing space of Washington Street. Improvements along Washington Street were completed in 2016 to provide a measure of traffic calming and pedestrian safety. This work builds on similar improvements in nearby Route 50 villages to slow through traffic along Town streets. The Town should also be open to improvements on Federal and Marshall Streets that would make these routes more useful for local trips, reducing the burden on Washington Street. At this time, while traffic in Middleburg can be heavy, congestion and delays are still manageable.

New Streets

While there are few opportunities for new street connections in Middleburg, future developments may include internal streets that connect to the Town's existing grid of streets. One major example is future residential development within the Salamander resort property. Existing proposals include new residential streets that connect to Stonewall Avenue at Chestnut Street and Reed Street. These multiple points of access can help to alleviate traffic generated by this development, which may produce up to 1,000 additional trips per day. Care must be taken to ensure these new streets match the scale and design of existing Town streets.

Existing streets may also be improved for better function, safety, traffic calming, and appearance, including plans for upgrades to Federal Street found in this Comprehensive Plan. Street speeds will need continuous monitoring for potential change. Working with the existing constrained right-of-way, Federal Street will need curb, sidewalk, drainage, and utility improvements to provide for increased commercial foot and vehicle traffic while being mindful of the historic character and fabric of the area. Federal Street improvements will require careful consideration to move from the conceptual designs presented in this Plan to construction plans, including review by the Virginia Department of Transportation of sidewalk, crosswalk, and chicane designs that may require a flexible approach to typical road designs.

Scenic & Historic Roadway Designations

The Loudoun County 2019 Comprehensive Plan (adopted June 20, 2019) includes strategies designed to protect rural roads and scenic views in the vicinity of the Town. These include specific protections for important entrance corridors, including County designation of US Route 50 through the Mosby Heritage Area as a Historic Access Corridor or Historic Roadway District and designation of Route 626 (Foxcroft Road and The Plains Road) as a Historic Access Corridor (Countywide Transportation Plan Policy 7-4.5). The County also commits to pursuing Virginia Byways designation from the Commonwealth for these same roadways (CTP Policy 7-4.7). The County also states it will protect these rural roads and scenic views through revised state road improvement standards (General Plan, Town Action 1.8 C.) The Town should coordinate and cooperate with the County in its pursuit of such designations and road design revisions. The Town should also establish a relationship with Fauquier County to work on similar efforts.

Parking

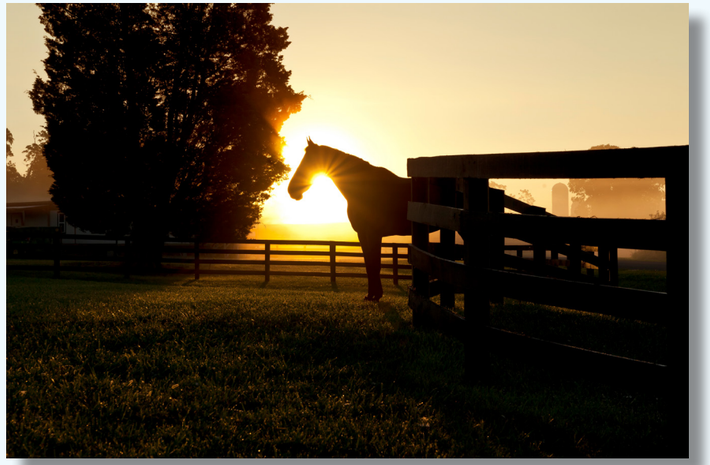
With an economy serving large numbers of both tourists and residents of nearby rural areas parking will likely continue as a major issue for Middleburg. Since parking was last studied in 2005, the Town has added parking by restriping on-street spaces and leasing additional off-street lots for public use. Parking meters have also been removed from Washington Street. In September 2018, the firm of Kimberly-Horn conducted a parking study, finding that highest average downtown parking occupancy exists on Fridays with approximately 86% percent occupancy. Other weekdays averaged 73% parking occupancy, and weekend average occupancy was approximately 76%. This parking study concluded, among other things, that while the central business district has adequate parking, the Town might benefit from simple improvements such as designating 30-minute, high-turnover spaces in key locations, investigating shared parking agreements with the Middleburg Community Center and National Sporting Library and Museum, and producing maps of public parking.

During the study period, peak parking times, such as Fridays at midday, saw Washington Street spaces nearly full, with ample parking available in the nearby Pendleton and Liberty Street lots. While this study concludes that public parking is sufficient at present, there remains a public perception that parking is lacking. The Town must nonetheless recognize that parking is key to the function of the Town and its economy, with tourism and rural area residents being major consumers of Middleburg services and thus in need of parking.

Middleburg should continue to study parking demand as new businesses arrive on Washington Street, and as Federal Street becomes a busier destination for shopping and services. New public parking opportunities should be identified, with lots preferred over on-street parking. Lot and street parking should remain free of charge, and the Town may consider providing charging stations for electric vehicles. Both now and in the future, public parking must be clearly marked, with directional signs pointing visitors to convenient, free parking. The Town might also designate employee parking to preserve valuable Washington Street spaces for customers.

CONCLUSION

The preceding Plan is the result of a careful, participatory process among the Middleburg Planning Commission, Town staff, residents, business owners and other constituents. The values, goals and strategies expressed throughout are intended to guide Middleburg toward a harmonious and coordinated existence over the coming decades. In keeping with its mandate under Virginia law, the Town will revisit this Plan as circumstances may require, invoking in each instance a process that invites and considers input from all relevant stakeholders.



Sunset at Salamander Resort and Spa. Photo by Justin Kriel of Contrast FX.