

# CIDER HILL

## NEIGHBORHOOD DESIGN DISTRICT

### Final Report

Prepared by EPR, P.C. for the City of Winchester

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# Acknowledgements

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# Executive Summary

The Cider Hill Neighborhood Design District (NDD) represents a transformative approach to urban development in Winchester aimed at revitalizing a historically industrial area into a vibrant, mixed-use community. The plan is underpinned by principles of adaptive reuse and enhanced connectivity. It seeks to balance residential, commercial, and public spaces within a cohesive framework that preserves the district's historical character while addressing the needs of modern urban living.

Central to the plan is the adaptive reuse of existing industrial structures, such as old factories and warehouses, which will be repurposed into residential lofts, commercial spaces, and cultural venues. This approach not only preserves the architectural heritage of Cider Hill but also injects new life into underutilized spaces, creating opportunities for small businesses and fostering local economic growth.

The plan divides the district into distinct character districts, each designed to cater to diverse housing needs and promote a community-oriented environment. Moderate Density Residential Clusters will feature townhouses, duplexes, and smaller multi-family buildings, providing a mix of housing options in a walkable setting. Mixed Density Residential Neighborhoods will offer a range of housing types, from single-family homes to mid-rise apartments, ensuring inclusivity and connectivity. The plan also emphasizes the creation of public spaces, such as pocket parks and greenways, to enhance environmental sustainability and provide accessible recreational areas.

Roadway improvements play a critical role in the Cider Hill plan, with proposed modifications aimed at improving traffic safety and fostering a pedestrian-friendly atmosphere. The introduction of a roundabout at the intersection of Fairmont Avenue and Commercial Street is expected to reduce accidents and enhance traffic flow. Additional traffic calming measures, such as chicanes and patterned paving, along with improved pedestrian and bicycle infrastructure, will further promote safe and efficient movement within the district.

Mixed-use development is a cornerstone of the plan, with key areas designated for developments that combine housing, retail, and office spaces. This integrated approach is designed to create a dynamic urban environment where residents can live, work, and shop in close proximity, reducing the need for long commutes and supporting a sustainable, walkable community.

The implementation of the Cider Hill NDD is structured in a phased approach, ensuring that each stage of development builds upon the last to create a cohesive and resilient neighborhood over the next two decades. This strategic, long-term vision positions Cider Hill as a model for sustainable urban redevelopment, balancing the preservation of historical assets with the creation of a thriving, modern community.



# Chapter 1: Introduction

## Purpose

In 2023, the City of Winchester began planning the redevelopment of strategically chosen areas through the Neighborhood Design Districts process. This initiative should guide the City's effort to proactively revitalize neighborhoods by incorporating a mix of residences, businesses, and open spaces that promote residents' well-being.

A Neighborhood Design District (NDD) is a way of "pre-planning" a potential development area and adjacent parcels into a cohesive district. Rather than waiting for developers to deliver quality Planned Unit Developments (PUDs) that reflect community needs, a Neighborhood Design District proactively rezones parcels with the Comprehensive Plan and market demands in mind. Additionally, each district incorporates design guidelines that reflect the community's intent. These design elements can help establish each area as a distinct place and help developers plan their projects.

Infrastructure should be proactively planned and funded more efficiently to keep up with future development. The NDD plans should identify what public improvements might be needed and a mechanism for funding them over the long term.

Ultimately, four NDDs should be created through this process. As of August 2024, two districts have been planned: The *Cider Hill* district in Ward 1 and the *Cedar Valley* district in Ward 4.

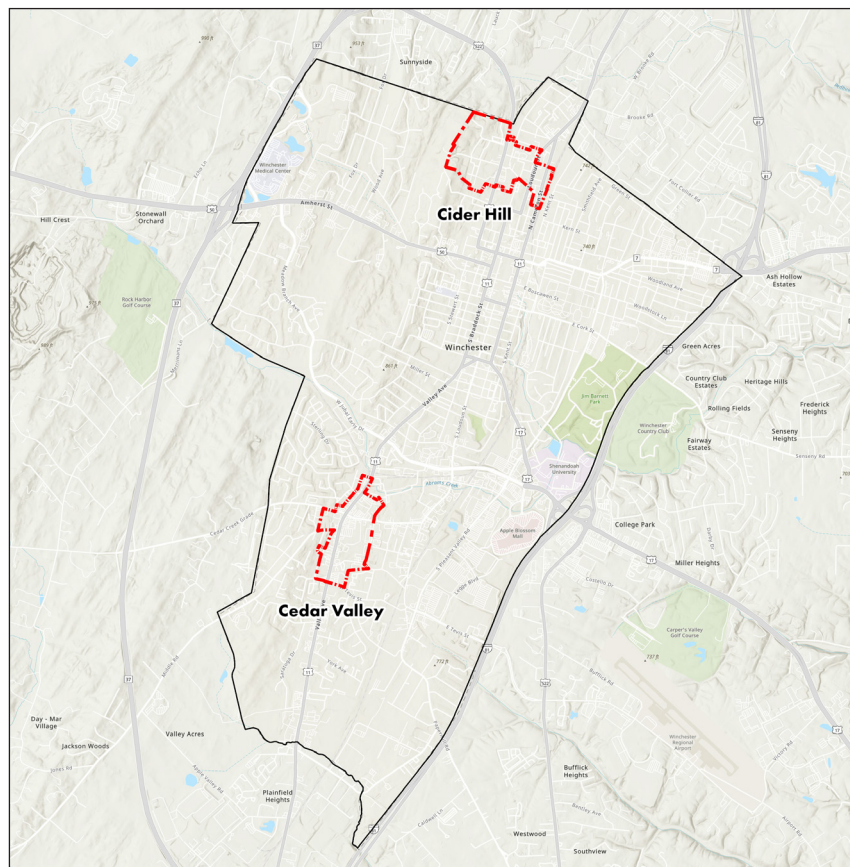


Figure 1: Neighborhood Design Districts as of August 2024

## How to Use the Plan

This document summarizes the planning process, existing conditions, and project outcomes to guide the study area's future development. It includes a phasing plan for the area's future development and a list of public improvements that could be incorporated into future Tax Increment Financing (TIF) implementation. It also includes additional visualizations, including 3D renderings of the future development area.

## Study Area Boundaries

The Cider Hill NDD's boundaries are roughly defined by key streets and major intersections within the area. The district is characterized by the intersection of Fairmont Avenue, Wyck Street, and Commercial Street, which serves as a focal point for traffic management and development. The intersection of Fairmont Avenue and Commercial Street is particularly significant as it has been identified as a potential site for a roundabout to manage traffic flow and improve pedestrian safety.

Fairmont Avenue runs through the district, with various smaller streets, such as Strothers Lane, contributing to the overall layout. The district is also marked by its proximity to old industrial sites, such as the National Fruit site, which has been a key focal point for mixed-use redevelopment plans. The boundaries of the district are shaped by these major streets and the existing industrial and residential uses within them, with plans to integrate and enhance connectivity through new developments and improved infrastructure.



Figure 2: Cider Hill Study Area



# The Planning Process

The planning process took place in six phases:

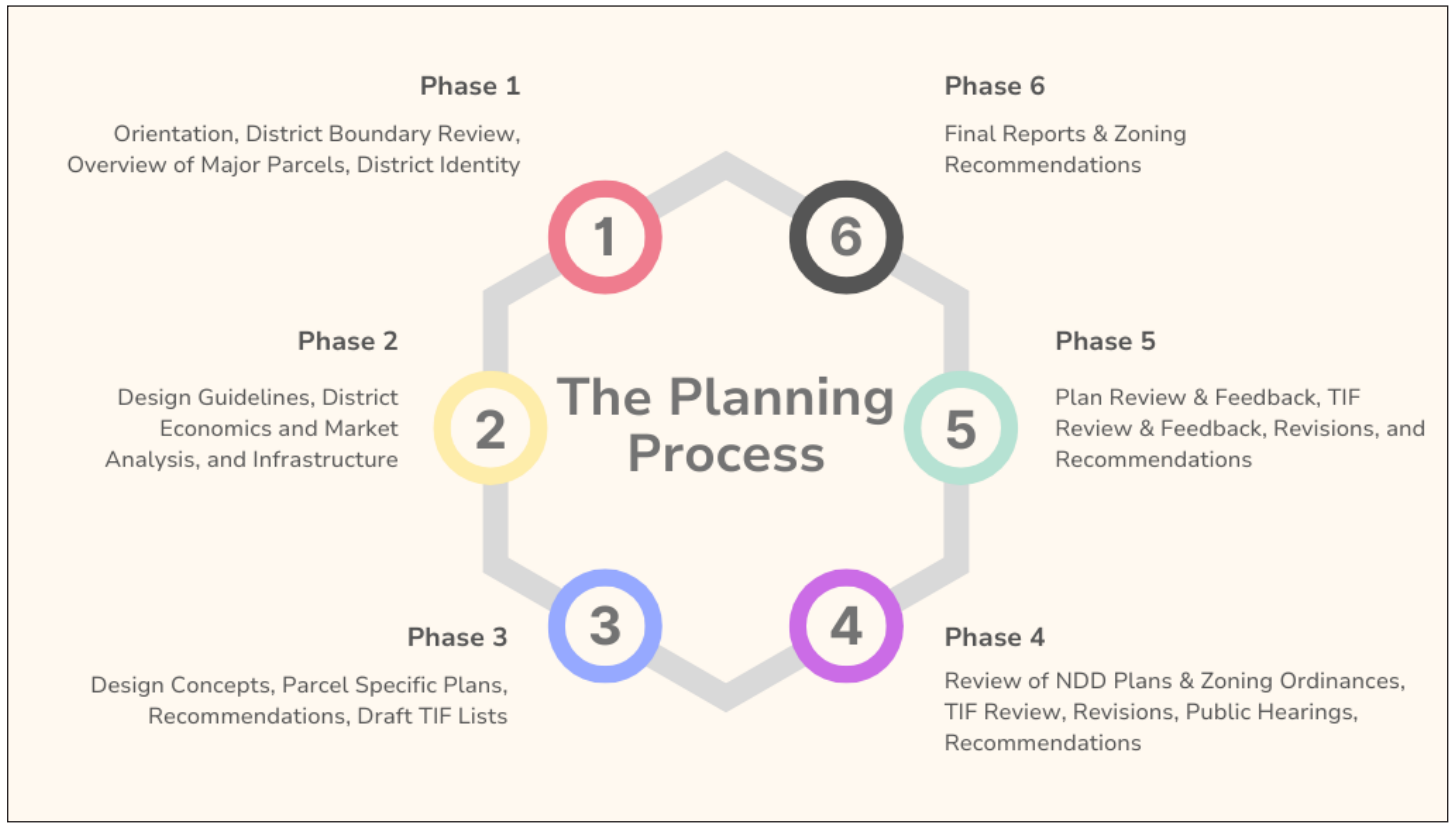


Figure 3: The Planning Process

Two groups guided the Neighborhood Design District planning process:

- A **Support Team** involved in planning the districts. It included City Staff, market consultants, designers, and zoning experts.
- A **Neighborhood Design District Advisory Committee** for each district, consisting of four members of the public, two city councilors, one planning commissioner, and one EDA board member.

## Summary of Outcomes

The Cider Hill planning process has culminated in a comprehensive and forward-looking plan to revitalize a key area of the city. Efforts included community engagement, collaborative advisory meetings, and detailed planning and design work. This summary highlights the key outcomes of this process.

## Adaptive Reuse

Adaptive reuse of industrial sites is a key component of this plan, which recognizes the potential of these large, often underutilized industrial structures to be repurposed for new uses that align with the district's vision for renewed development and urban revitalization. By retaining and repurposing these industrial sites, the plan aims to preserve the historical and architectural character of the area while breathing new

life into spaces that have outlived their original industrial functions.

Adaptive reuse of industrial sites, such as old factories or warehouses, could involve converting these buildings into residential lofts, commercial spaces, or cultural venues. For example, large, open floor plans typical of industrial buildings are ideal for creative office spaces, art studios, or co-working environments, which can attract a diverse range of businesses and entrepreneurs. These sites could also be transformed into mixed-use developments that combine living spaces.

## **Character Districts**

The Cider Hill's character districts are designed to create a diverse, sustainable, and community-oriented urban environment. Moderate Density Residential Clusters should feature townhouses, duplexes, and small multi-family buildings, offering a mix of housing options in a walkable setting with integrated public spaces. Mixed Density Residential Neighborhoods should provide a variety of housing types, from single-family homes to mid-rise apartments, ensuring a balanced and inclusive community with seamless connectivity to public transit and amenities. Small Scale Commercial Adaptive Reuse districts should revitalize historic structures for small businesses, preserving the district's charm while supporting local economic growth. Additionally, the district should incorporate pocket parks, open spaces, and rain gardens to enhance environmental sustainability and provide accessible recreational areas, promoting a high quality of life for residents.

## **Roadway Improvements**

This plan recommends roadway modifications to boost traffic safety, optimize flow, and foster a pedestrian-friendly atmosphere. Central to these changes is the introduction of a roundabout at Fairmont Avenue and Commercial Street, projected to cut total traffic accidents and injuries through its continuous, low-speed design that reduces conflict points. Complementary measures include chicanes for traffic calming, patterned paving and public art to promote cautious driving, and channeled left-turn lanes at Wyck Street and Fairmont Avenue to enhance downtown traffic flow. To further prioritize pedestrian safety, the district should incorporate mid-block crossings and raised intersections, promoting safer and more accessible pathways for pedestrians.

## **Mixed-Use Development**

This plan promotes mixed-use development as a central component of its revitalization strategy. The district is planned to feature a blend of residential, commercial, and recreational spaces, integrated within close proximity to create a vibrant neighborhood. Key areas are designated for mixed-use developments that combine housing with retail, office spaces, and community amenities, allowing residents to live, work, and shop within the same area. This approach is intended to create a dynamic urban environment where different uses coexist and complement each other, reducing the need for long commutes and fostering a more sustainable, walkable community.

## **Creation of Public Spaces**

The planning process placed a strong emphasis on the creation of public spaces as an element of its urban revitalization strategy. These public spaces are designed to serve as focal points for community interaction, recreation, and cultural activities, enhancing the overall quality of life in the district. The plan envisions new parks, plazas, and greenways strategically distributed throughout the neighborhood to ensure accessibility and connectivity.



# Chapter 2: Existing Site Conditions

## Overview

Cider Hill is characterized by a blend of industrial, commercial, and residential uses, reflecting its historical roots as an industrial hub. The area includes large industrial sites like the National Fruit Company and Winchester Cold Storage, which now present opportunities for redevelopment. The existing road network, while functional, is predominantly car-oriented, with limited public transportation options and challenges related to pedestrian and bicycle access. Utilities, such as water and sewer systems, are well-established but may require upgrades to support future development. Overall, the district's existing conditions underscore the need for strategic investment in infrastructure and land use planning to facilitate its transition into a vibrant, mixed-use community.

## District Background and History

The Cider Hill NDD has a rich background rooted in its historical role as an industrial area. The district has been shaped significantly by the presence of old industrial sites, particularly the National Fruit Company and Winchester Cold Storage. These sites, alongside the railroad tracks, have historically served as both economic engines and physical barriers within the district. Over time, the area's industrial uses have declined, creating opportunities for adaptive reuse and redevelopment.

One of the district's most notable features is its connection to the agricultural history of Winchester. The presence of industrial facilities related to fruit packing and storage reflects this legacy. As these industries have waned, the district has faced challenges, such as potential blight and the need for environmental remediation of old industrial sites.

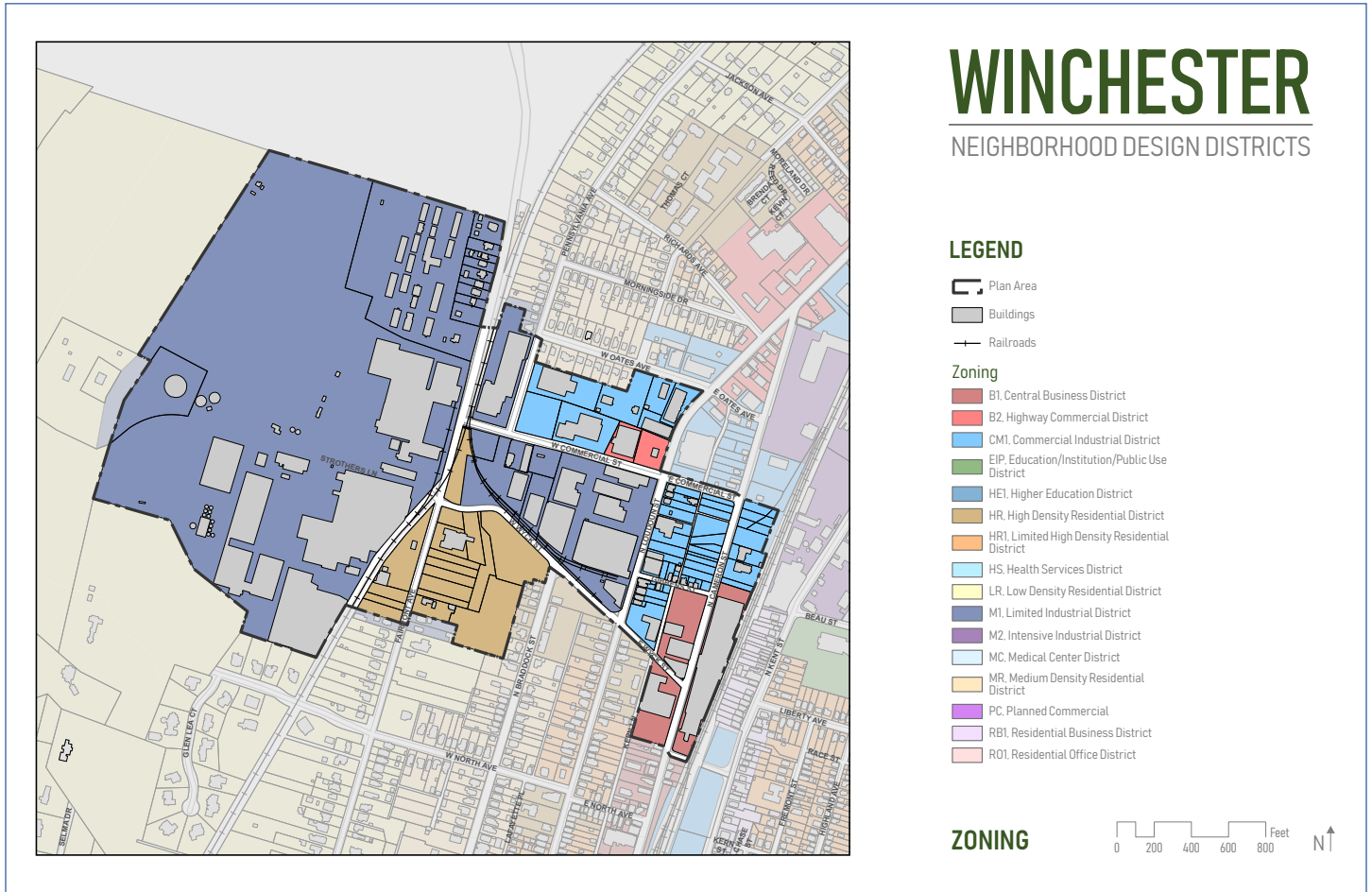
The district has also been identified as a key area for revitalization. Efforts have been made to refashion the district into a mixed-use area that blends residential, commercial, and light industrial uses. The neighborhood is seen as having strong potential for redevelopment, particularly through adaptive reuse of existing industrial buildings. There is also a focus on improving pedestrian and traffic safety, as the current layout presents challenges for non-motorized users.

## Existing Land Use Patterns

The existing land use and zoning patterns in the Cider Hill district reflect its industrial heritage, with large portions of the area occupied by old industrial sites such as the National Fruit Company and Winchester Cold Storage. The zoning patterns currently support a mix of industrial, commercial, and residential uses, although the area remains dominated by industrial and commercial activities. These zones are characterized by large industrial sites, small to medium industrial and commercial properties, and some residential areas, particularly along Fairmont Avenue.

The district's zoning framework should be set up to accommodate and encourage redevelopment, with a focus on mixed-use development to diversify land uses. This includes proposals to adapt existing industrial structures for residential or mixed-use purposes, adding new commercial spaces, and introducing residential units in areas previously dominated by industrial uses. However, challenges

remain, such as poor connectivity within the district, environmental concerns related to old industrial sites, and limited public open spaces.



Map 1: Existing Zoning

## Infrastructure and Services

The Cider Hill area includes a variety of existing infrastructures and services that provide a foundation for its planned redevelopment. This section outlines the current state of transportation, utilities, public services, and other critical infrastructure within the district.

### Transportation Infrastructure

#### Road Network

The district’s existing road network is characterized by a mix of primary and secondary streets that define the area’s structure and connectivity. Key streets include Fairmont Avenue, which runs through the district, and Wyck Street, which intersects with Fairmont Avenue and is significant for traffic flow. These streets are critical to the district’s overall accessibility and are focal points in the ongoing development plans.

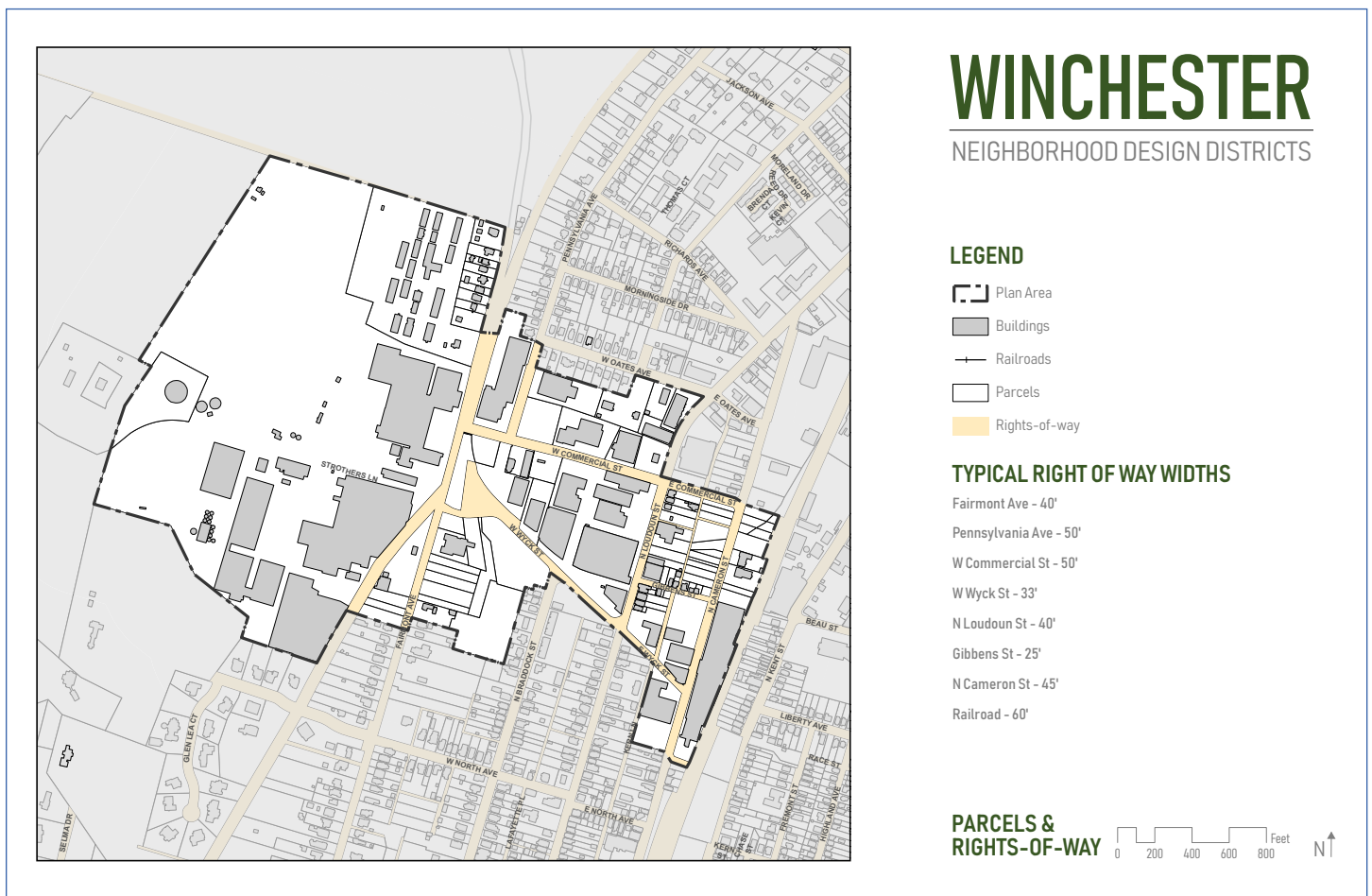
The road network is currently designed to manage local and through traffic, with concerns about pedestrian and bicycle safety due to the industrial nature of the district and the presence of large, underutilized sites. The area’s connectivity is further complicated by the presence of the railroad, which acts as a barrier to seamless movement across the district. The existing roads are also noted for

having issues with congestion and poor pedestrian environments, which are challenges the district's redevelopment plans aim to address.

## Public Transportation

The Cider Hill district currently has limited public transportation options. The area's transportation infrastructure is heavily car-oriented, and public transit services are sparse. There is a noted lack of bus routes or other public transportation services that directly serve the district. This deficiency in public transit, combined with poor pedestrian and bicycle access, highlights the area's dependence on automobile travel.

The existing road network does not adequately support non-motorized transportation, making it challenging for residents and workers to navigate the district without a car. As part of the district's redevelopment, there is a recognized need to improve access to alternative transportation modes.



Map 2: Existing Parcels & Rights-of-Way

## Utilities

The district's existing utilities are generally well-established, providing a solid foundation for new projects. However, the district's aging industrial infrastructure may pose challenges, particularly in terms of ensuring that these utilities can meet the needs of new developments and handle potential environmental concerns.

This existing infrastructure should be crucial for supporting redevelopment, especially as the district

transitions from its industrial past to a more residential and commercial future. Upgrades to water, sewer, electricity, and gas systems may be required to support increased density and modern usage standards.

TIF (Tax Increment Financing) funding could play a crucial role in funding utility improvements. TIF financing allows the district to capture the future tax revenue generated by increased property values resulting from new development and infrastructure improvements. These funds can be reinvested into the district to pay for essential public improvements, including upgrades to existing utility systems.

By using TIF, the district can finance the costs associated with modernizing and expanding its utility infrastructure without placing an immediate burden on taxpayers. This is particularly important in areas like Cider Hill, where aging infrastructure may not be sufficient to support new development projects. TIF funds could be directed towards upgrading existing water and sewer lines, ensuring that the district's infrastructure can handle increased demand from new residential and commercial developments.

## **Public Amenities and Services**

### ***Parks and Recreation***

The Cider Hill district currently has no parks or recreational spaces, which is recognized as a gap in the area's amenities. Pocket parks and public plazas have been recommended as part of the concept plan for this district. These spaces could serve multiple purposes, including stormwater management and providing community gathering areas. The potential for creating parks, particularly in areas like stormwater retention ponds, has been proposed as a way to enhance the district's livability while addressing environmental concerns.

### ***Commercial Services***

The existing commercial services in the Cider Hill district are relatively limited and primarily consist of small to medium-sized businesses that cater to local needs. The commercial activity is centered along major corridors such as Fairmont Avenue and Wyck Street, where there are a limited number of small retail shops, auto repair businesses, and service-oriented establishments.

## **Residential Market Analysis**

Residential market analysis conducted by the strategic economic development firm Fourth Economy provides an in-depth examination of the city's housing trends, demographics, and economic conditions to inform future development strategies. The analysis reveals that while Winchester's Metropolitan Statistical Area (MSA) is experiencing growth, the city's population expansion is more modest, projected at only 4% from 2020 to 2030, which is below the state average. Additionally, the city's population is aging, with a significant increase in residents aged 65 and older, which is influencing labor force participation and overall employment rates.

Winchester has seen a shift in housing dynamics, with a growing proportion of renters compared to homeowners. From 2010 to 2020, the share of homeowners declined by 3 percentage points, while the share of renters increased by the same amount, a trend consistent with broader state patterns. Despite this shift, the city's median household income has risen by 36%, although it still lags behind the MSA and state averages. The analysis highlights a critical housing mismatch, where lower-income households struggle with affordability, while higher-income households often occupy units below their means, limiting availability for those with lower incomes.

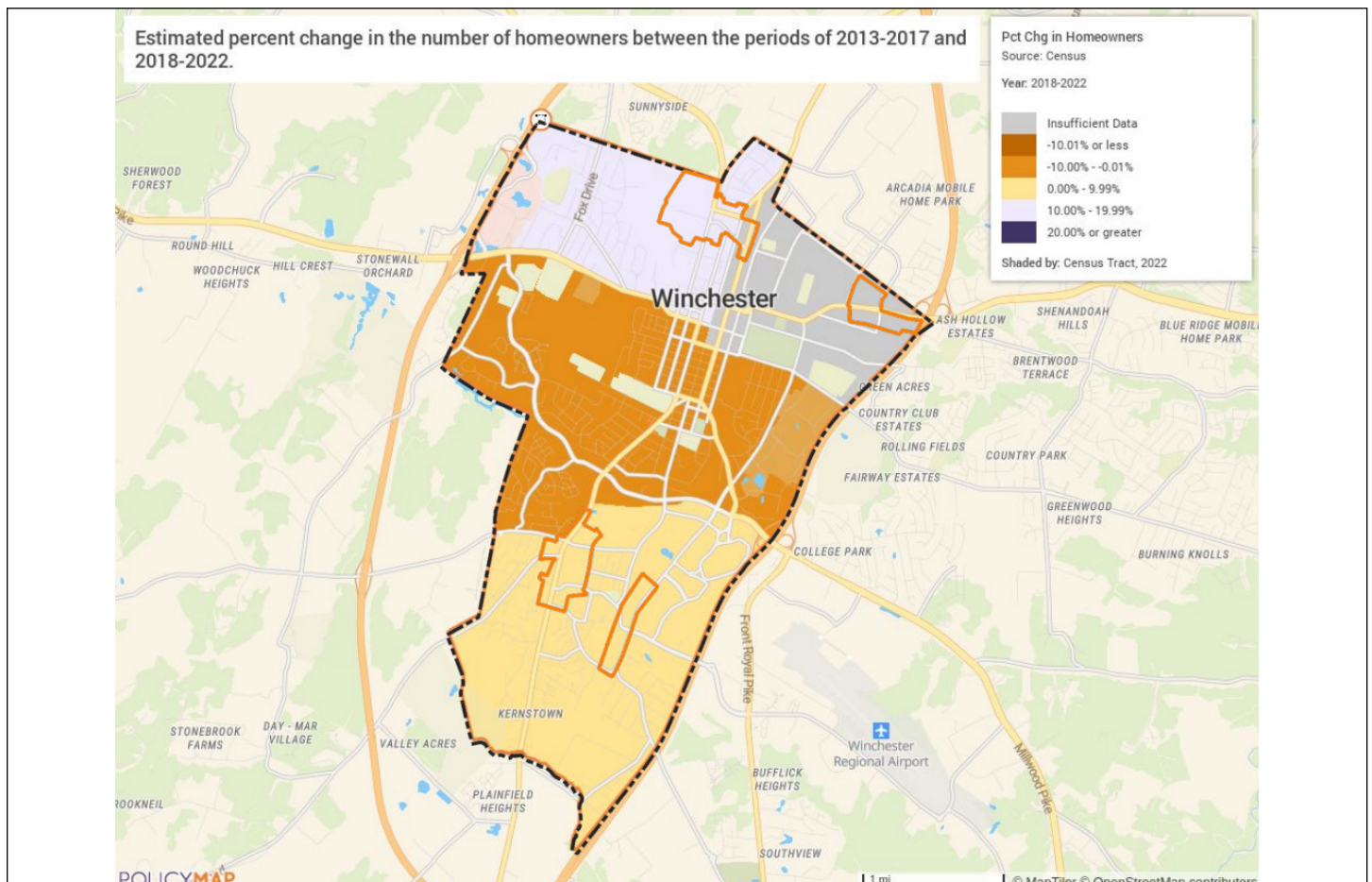


The city's housing market faces challenges, including a shortage of higher-value ownership units and a need for more affordable rental options, particularly for the lowest and highest income brackets. Although there has been an increase in building permits for new housing units, with 259 new units added in 2022, Winchester still falls short of the projected number of units needed.

The concept plan for Cider Hill aims to address the residential market issues identified by Fourth Economy's analysis. The district should focus on creating a more balanced housing market that can accommodate the diverse needs of Winchester's residents, particularly in response to the aging population and the growing proportion of renters.

To address the shortage of higher-value ownership units, the City could encourage the development of upscale housing options in Cider Hill through targeted zoning changes and incentives for developers. This should help meet the demand from higher-income households currently occupying lower-value units, thereby freeing up these more affordable units for lower-income residents.

In response to the need for more affordable rental options, particularly for the lowest and highest income brackets, the concept plan for Cider Hill recommends mixed-income housing developments. These projects should integrate affordable units into new residential developments, ensuring that low-income residents have access to quality housing within the district. Additionally, this plan discusses how Tax Increment Financing (TIF) can be used to fund infrastructure improvements that support higher-density residential development, making it easier and more cost-effective for developers to include affordable units in their projects.



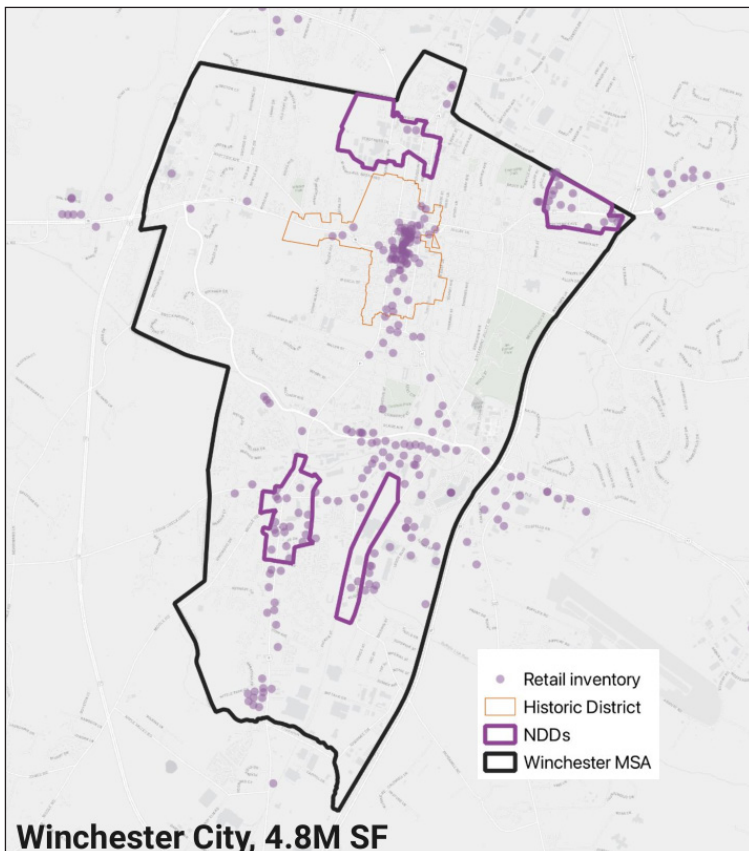
Map 3: Homeownership. Source: PolicyMap | ACS 2013-2017 and 2018-2022. Note: the location of two other proposed NDDs are included in this map, but have not been finalized.

## Commercial Market Analysis

Fourth Economy’s commercial market analysis provides an overview of Winchester’s office, retail, and hotel sectors, highlighting current trends, inventory, and future demand projections. Winchester City dominates the office market within the Winchester, VA-WV Metropolitan Statistical Area (MSA), holding 63% of the region’s office space. The majority of this space is older, with Class B offices making up 71% of the inventory. Despite a 9% increase in office rents over the last five years, vacancy rates have begun to rise since 2022, indicating potential shifts in market dynamics. Projections suggest that Winchester should need an additional 126,000 to 168,000 square feet of office space by 2025, with demand increasing to as much as 401,000 square feet by 2040.

In the retail sector, Winchester also leads the region, holding 55% of the MSA’s retail space. The city’s retail vacancy rates have decreased significantly, from 8.2% in 2011 to 2.3% in 2024, while asking rents per square foot have risen by 19% since 2010. Winchester is projected to need approximately 290,000 square feet of additional retail space by 2030, expanding to 520,000 square feet by 2040, underscoring its role as a regional retail destination.

The hotel market in Winchester is similarly robust, with the city accounting for 88% of the MSA’s hotel rooms. Although most of the hotels are older, the market has shown positive trends in occupancy rates, which have increased from 49% in 2014 to 57% in 2024. Revenue per available room (RevPAR) and average daily rates (ADR) have also seen significant growth, with RevPAR increasing by 28% and ADR by 24% over the past six years. This indicates a steady demand for hotel accommodations, with projections suggesting the need for 70 to 80 new rooms by 2030 and up to 140 additional rooms by 2040.



Given Winchester’s role as a regional retail hub, the Cider Hill district should expand its retail offerings by integrating new commercial spaces into mixed-use developments. These developments should not only provide additional retail square footage but also create vibrant, pedestrian-friendly environments that attract both local residents and visitors. The plan includes encouraging a diverse range of retail options, from small, locally-owned businesses to larger national retailers, to meet the growing demand for retail space. Enhancements to the public realm, such as improved streetscapes and better connectivity between commercial areas, should further support the district’s role as a retail destination.

Map 4: Existing Retail Space Inventory. Source: PolicyMap | ACS 2013-2017 and 2018-2022. Note: the location of two other proposed NDDs are included in this map, but have not been finalized.



# Chapter 3: Illustrative Vision



Map 5: Cider Hill Concept Plan

## WINCHESTER

### NEIGHBORHOOD DESIGN DISTRICTS

#### LEGEND

- Study Area
- Mixed Use Building - retail/office/residential mix
- Commercial Building - small office or retail uses
- High Density Residential - multifamily apartments or condos
- High Density Residential with nonresidential ground floor use
- Medium Density Residential - townhomes
- Single Family Homes
- Cottage courts
- Structured Parking
- Clubhouse/ Rec. Building
- Indicates adaptive reuse of existing structures
- Surface Parking
- Landscaping / Screening
- Pocket Park / Open Space
- Streetscape with bike/ped facilities and street trees
- Retention Pond / Rain Garden

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#### CONCEPT PLAN

## Concept Plan

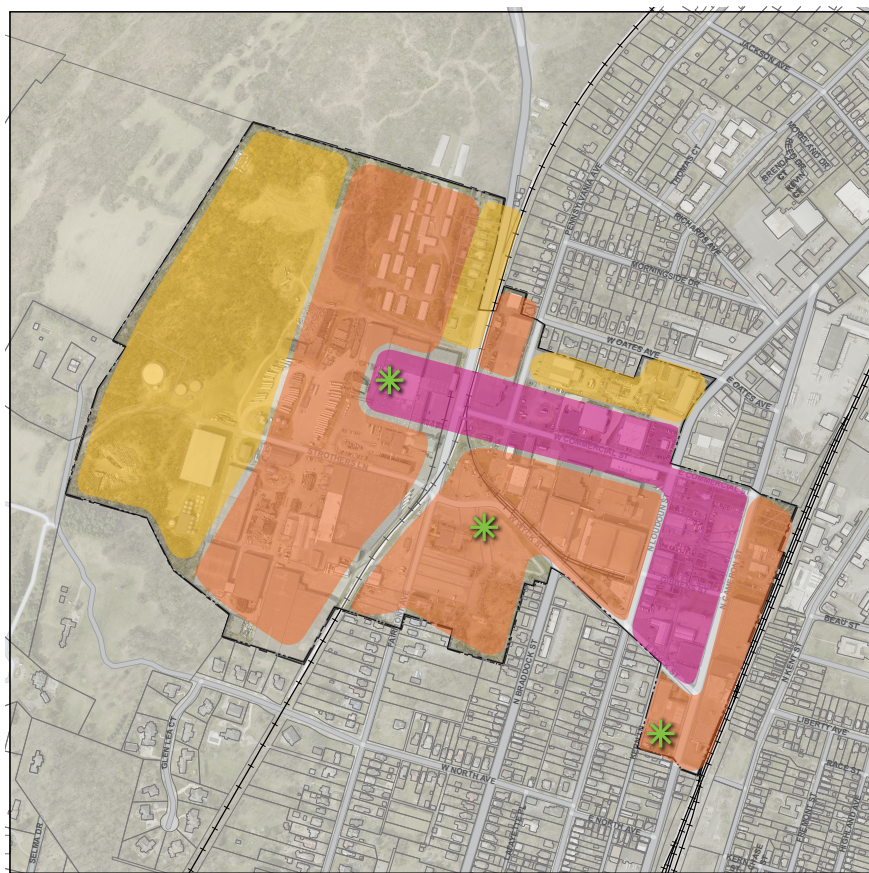
The concept plan for Cider Hill envisions transforming the area into a vibrant, mixed-use neighborhood that blends residential, commercial, and recreational spaces while preserving its industrial heritage. Central to the plan is the adaptive reuse of existing industrial buildings, which should be repurposed for new housing, offices, and retail spaces, creating a dynamic environment that meets the diverse needs of residents and businesses. It displays a vision for a vibrant and sustainable urban environment, organized into distinct character districts that balance residential, commercial, and public spaces.

The plan includes Moderate Density Residential Clusters, featuring townhouses and multi-family buildings designed to create walkable, community-oriented neighborhoods. Mixed Density Residential Neighborhoods should offer a variety of housing options, seamlessly integrating with surrounding areas to promote inclusivity and connectivity. Small Scale Commercial Adaptive Reuse districts should revitalize historic structures, supporting local businesses while preserving the district's unique character. The plan also emphasizes green spaces, including pocket parks and rain gardens, to enhance livability and sustainability. Additionally, the plan details transportation improvements, such as roundabouts, traffic calming measures, and pedestrian and bicycle infrastructure, to ensure safety and accessibility for all residents.

Commercial Street plays a pivotal role in the revitalization of the Cider Hill Neighborhood Design District. It is envisioned as the heart of the district, serving as a key area for adaptive reuse and new development, with a focus on creating a pedestrian-friendly environment. The street is expected to attract businesses, restaurants, and residential spaces above commercial units, fostering a vibrant mixed-use corridor. Its transformation aims to balance the district's raw industrial character with modern amenities, promoting active street life. Moreover, Commercial Street's integration with green spaces, pocket parks, and improved infrastructure, such as bike lanes and pedestrian pathways, will help link surrounding residential areas to the new developments, supporting both local community needs and broader economic growth.

## Character Districts

The concept plan for Cider Hill incorporates a balanced mix of land uses to create a vibrant and functional urban environment separated into "Character Districts," which are described in the following section.



# WINCHESTER

NEIGHBORHOOD DESIGN DISTRICTS

- LEGEND**
- Study Area
  - Moderate Density Residential Clusters
  - Mixed Density Residential Neighborhoods
  - Small Scale Commercial Adaptive Reuse
  - Parks / Open Space



## PROPOSED CHARACTER DISTRICTS

Map 6: Proposed Character Districts

## Moderate Density Residential Clusters

Moderate Density Residential Clusters are a key component of the district's residential development strategy. These clusters are designed to provide a balanced mix of housing options that accommodate a diverse range of residents while promoting a walkable, community-oriented environment.



## ***Housing Types and Density***

The Moderate Density Residential Clusters should primarily consist of townhouses, duplexes, and smaller multi-family apartment buildings. These housing types allow for a higher density of residences compared to single-family homes, making efficient use of land while still maintaining a human scale and a neighborhood feel. The moderate density ensures that these areas remain vibrant and active, with enough residents to support local businesses and services, yet not so dense as to create congestion or overcrowding.

## ***Design and Layout***

The design of these clusters should emphasize attractive, cohesive streetscapes with a focus on pedestrian-oriented layouts. Buildings should be typically oriented towards the street. Public spaces, such as small parks, green spaces, or community gardens, are integrated within the clusters to provide residents with places to gather, relax, and enjoy outdoor activities.

## ***Connectivity and Accessibility***

The Moderate Density Residential Clusters should be strategically located to promote connectivity with the rest of the Cider Hill district. They should be designed to be within walking distance of commercial areas, public transit options, and community amenities, reducing the need for car travel and fostering a more sustainable lifestyle. Pathways and bike lanes should link these residential areas to other parts of the district, promoting active transportation and enhancing the overall mobility of residents.

## **Mixed Density Residential Neighborhoods**

Mixed Density Residential Neighborhoods should be designed to offer a diverse range of housing options within a cohesive and well-planned environment. These neighborhoods aim to balance the needs for higher density housing with the desire for a community-oriented, livable neighborhood, creating a dynamic and inclusive residential area.

## ***Housing Types and Density***

These neighborhoods should feature a variety of housing types, including single-family homes, townhouses, duplexes, and mid-rise apartment buildings. This mix of densities allows for a broader spectrum of housing choices, accommodating different household sizes, income levels, and lifestyle preferences. The inclusion of higher-density options, such as mid-rise apartments, helps to increase the overall residential capacity of the district, supporting a larger population while still maintaining an attractive and manageable scale.

## ***Design and Layout***

The design of these neighborhoods should be focused on creating a visually appealing and functional urban environment. The layout should be integrated seamlessly with surrounding neighborhoods, providing smooth transitions between different densities and uses.

## ***Connectivity and Accessibility***

These neighborhoods should be designed to be well-connected to public transportation, commercial areas, and other neighborhood amenities. Pedestrian pathways and bike lanes should be integrated into the design, promoting active transportation. This focus on connectivity should help to create a more

sustainable and convenient living environment for residents.

## **Small Scale Commercial Adaptive Reuse**

Small Scale Commercial Adaptive Reuse districts should focus on revitalizing existing structures, particularly those with historical or architectural significance, by converting them into spaces suitable for small businesses, shops, cafes, galleries, and other commercial uses. These districts aim to maintain the charm and character of the original buildings while breathing new life into them, making them functional and relevant for contemporary needs. The adaptive reuse approach allows for the preservation of the district's unique identity, creating a seamless blend of old and new.

### ***Building Types and Uses***

Buildings within these districts include warehouses and industrial facilities that are no longer in use for their original purposes. These structures can be repurposed to accommodate a variety of small-scale commercial activities. For instance, a historic house might be converted into a boutique retail store or a neighborhood coffee shop, while a former warehouse could become an art gallery or a co-working space. The diversity of uses within these adapted buildings helps to create a lively and diverse commercial environment, attracting both residents and visitors.

### ***Design and Aesthetic***

While the primary focus of these districts is on maintaining the historical and architectural integrity of the buildings, careful attention should be given to modernizing interiors and enhancing the functionality of the spaces. The exterior façades should be preserved or restored to reflect their historical significance, while interiors should be adapted to meet current building codes and commercial needs.

### ***Community and Economic Impact***

Small scale commercial uses in Cider Hill are intended to serve as catalysts for local economic development, providing opportunities for small businesses and entrepreneurs to thrive. By repurposing existing buildings, these districts can offer affordable and flexible commercial spaces that support a variety of business types. This, in turn, helps to create jobs, attract investment, and stimulate the local economy. Additionally, the focus on small-scale, community-oriented businesses fosters a strong sense of place and contributes to the social fabric of the Cider Hill district.

### ***Sustainability and Preservation***

Adaptive reuse is inherently sustainable, as it reduces the need for new construction and minimizes waste by repurposing existing materials and structures. These districts embody the principles of sustainability by conserving resources and reducing the environmental impact of development. At the same time, they contribute to the preservation of the district's cultural and historical heritage, ensuring that the unique character of Cider Hill is maintained for future generations.

## **Parks/Open Space**

The incorporation of pocket parks, open spaces, and rain gardens is aimed at creating a green, sustainable, and community-oriented environment. These elements should be thoughtfully integrated into the urban fabric to enhance quality of life, promote environmental sustainability, and provide accessible recreational areas for all residents.

## **Pocket Parks**

Pocket parks are small, strategically located green spaces designed to be easily accessible to residents throughout the Cider Hill district. These parks should be dispersed within residential and mixed-use areas. Despite their compact size, pocket parks may be equipped with amenities like seating areas, playground equipment for children, and landscaping that encourages local biodiversity. Their design should emphasize creating intimate, inviting spaces where residents can enjoy a quick escape from the urban environment, contributing to the overall walkability and livability of the district.

## **Open Spaces**

Open spaces should be incorporated into the Cider Hill district to accommodate a variety of recreational activities, including sports, outdoor events, and casual gatherings. The design of these spaces should focus on creating multifunctional environments that can adapt to different uses and seasonal changes, ensuring they remain vibrant and active year-round. Open spaces can also play a critical role in connecting different parts of the district, with greenways and pedestrian paths linking these areas to residential neighborhoods, commercial zones, and cultural sites.

## **Rain Gardens**

Rain gardens should also be a feature of the district's sustainable design, serving both aesthetic and functional purposes. These gardens are typically designed to manage stormwater runoff by capturing and filtering rainwater through soil and plant roots, reducing the burden on the district's drainage systems and minimizing the risk of flooding. When strategically placed throughout the district, particularly near roads, parking lots, and other impervious surfaces, rain gardens can help mitigate the environmental impact of urban development. In addition to their environmental benefits, rain gardens can be landscaped with native plants, adding to the district's greenery and enhancing its ecological diversity. They can also be integrated into the design of pocket parks and open spaces.

## **Corridors**

This plan includes several corridor types designed to enhance connectivity, safety, and accessibility while promoting a vibrant, walkable urban environment. These corridors vary in function and design, catering to different modes of transportation and urban activities. In particular, Commercial Street will be an integral corridor in this district.

## **Avenues**

Avenues provide vital connections between neighborhoods and commercial areas, supporting both local and through traffic. These avenues are similar to boulevards but without landscaped medians. They have wide sidewalks, bike lanes, and on-street parking, ensuring safe and efficient travel for all users.

## **Local Streets**

Local streets serve residential neighborhoods, providing access to homes and local amenities while prioritizing pedestrian safety and comfort. These streets emphasize greenery, with tree lawns and broader setbacks. They include facilities for walking and biking and traffic calming measures to ensure a safe, low-speed environment.

## Transportation Concepts

Improving transportation infrastructure is a key component of the Cider Hill plan. Transportation concepts focus on enhancing connectivity, promoting sustainable travel modes, and ensuring safety for all users.

### Road Network

Improving existing roads and creating new connections to promote seamless movement within the district should enhance connectivity in Cider Hill. Traffic calming measures, such as curbside parking and landscaped medians, should be implemented to reduce vehicle speeds and improve safety for all users.

#### **Roundabout Implementation**

A significant proposed change is the installation of a roundabout at the intersection of Fairmont Avenue and Commercial Street. Safety benefits of roundabouts include:

- **Reduction in Accidents:** Roundabouts are expected to decrease total traffic accidents by 62-67% and injury accidents by 85-87%.
- **Traffic Calming:** The continuous, low-speed traffic flow and fewer conflict points inherent in roundabout design are anticipated to reduce the severity of collisions and improve overall safety.
- **Pedestrian Safety:** Roundabouts offer improved pedestrian safety through slower traffic, shorter crossing distances, and the inclusion of pedestrian refuge islands.



Figure 4: Rendering of Future Conditions with Roundabout at Commercial Street and Fairmont Avenue.



## Traffic Calming Features

In addition to the roundabout, other traffic calming measures are proposed, including:

- **Patterned Paving and Public Art:** These elements could be integrated into the roundabout to enhance the aesthetic appeal and further encourage cautious driving.
- **On-Street Parking and Shared Use Paths:** These features are designed to support a mixed-use environment and promote pedestrian and cyclist activity.

## Intersection Modifications

Changes are also proposed to the intersection of Wyck Street and Fairmont Avenue, including:

- **Channeled Left Turn Lanes:** The proposed configuration involves having the existing through lane automatically transition into a left-turn lane, making the turn onto Wyck Street the default traffic movement. Drivers wishing to continue straight or turn right would need to change lanes accordingly. The goal is to simplify the turn onto Wyck Street and encourage it as the preferred traffic movement.
- **Mid-Block Crossings:** Designed for pedestrian convenience and safety, these crossings should be integrated with raised intersections and crosswalks to slow traffic and make pedestrians more visible.

## Pedestrian and Bicycle Infrastructure

Pedestrian and bicycle infrastructure in Cider Hill should include the development of shared use paths, which are multi-use trails designed to accommodate both pedestrians and cyclists, thereby promoting active transportation. Additionally, pedestrian-only streets could be created to encourage walking and support local businesses. Sidewalk improvements, including upgrades and expansions, can promote safe and accessible pedestrian routes throughout the district.

## Infrastructure Needs

### Utilities

Water and sewer lines may need upgrading to accommodate the increased demand from new residential and commercial developments. Additionally, enhancements to the electrical grid and gas lines should support modern, energy-efficient technologies and increased consumption, ensuring reliable and sustainable utility services for the district.

### Communication Networks

High-speed internet access should be available throughout the district to support residential, commercial, and educational needs.

## Yield Analysis

The Cider Hill plan outlines potential development estimates for residential, mixed-use, and commercial spaces once the district is fully built out. These figures represent estimates based on current planning data:

- **Single-Family Homes:** 200 units
- **Medium-Density Residential (townhomes):** 537 units
- **High-Density Residential (apartments or condos):** 1,200 units across 24 buildings
- **Nonresidential Ground Floor Use in Residential Buildings:** 140,000 sq. ft. across 11 buildings
- **Mixed-Use (retail/office/residential mix):** 24,000 sq. ft. across 4 buildings
- **Commercial (small office or retail):** 125,000 sq. ft. across 39 buildings

# Chapter 4: Implementation

## Zoning Analysis

The NDD zoning ordinance is intended to allow a flexible mix of residential, commercial, and other uses, producing centers of activity that incorporate new and existing structures and attractive streetscapes and civic spaces. The ordinance aims to primarily allow for by-right development while retaining some control over the form of that development. It includes the following guidelines:

- Uses
- Conditional Uses
- Lot Width
- Setback
- Block Length
- Yards
- Height
- Residential Density
- Townhouses
- Façade Transparency
- Façade Articulation
- Civic Space

Existing businesses that do not conform to the design district's zoning should be grandfathered.

The comprehensive plan amendment for the Cedar Valley NDD is included in **Appendix A**, and a copy of the zoning ordinance for the Cedar Valley and Cider Hill NDDs is included in **Appendix B**.

## Tax Increment Financing (TIF)

Tax Increment Financing (TIF) is a public financing method to promote economic development and redevelopment in designated areas. It captures the future increases in property tax revenues generated by the rise in property values due to redevelopment and uses those funds to finance the necessary improvements. TIF can be a powerful tool for revitalization, providing the financial resources needed for infrastructure upgrades, public amenities, and other key elements of the redevelopment plan.

TIF calls for local taxing bodies to jointly invest in the development or redevelopment of an area, intending that any short-term gains be reinvested and leveraged so that all taxing bodies should receive more considerable financial gains in the future. The funds for this investment come from future tax revenues not otherwise expected to occur, generated by increased public and private investment in identified, underperforming areas.



## How TIF Works

When a TIF district is created, the sum of property values in the area is established as the “base” value of the project area. The property taxes paid on this base amount continue to go to the various taxing bodies as they always had, with the revenue declining only if the base declines (something that the TIF is expected to keep from happening) or if the tax rate goes down. The growth of the subject property’s value over the base value generates the tax increment, which is the difference between the amount of property tax revenue generated before TIF designation and the amount of property tax revenue generated after designation. This increment is collected into a special fund for the municipality to make additional investments in the TIF project area. Only these new tax revenues generated after the TIF district is designated can be made available for investment in public and private assets located within the district. This reinvestment generates additional growth in property value, which in turn results in even more revenue growth for reinvestment.

Ultimately, the incremental taxes paid into the TIF fund are due to increased property values paid by property owners within the TIF district. In most cases, these taxes are paid by property owners receiving the direct benefit of the City’s use of TIF to spur economic development and redevelopment in an area where such activity would be otherwise unlikely. In this way, the TIF redevelopment project creates a virtuous cycle, increasing development and redevelopment in the area. When the TIF project ends, all the taxing bodies should benefit from the increased property value, resulting in increased tax revenues from the new growth.

## Benefits of Using TIF

- **Economic Growth:** TIF helps create a more attractive and functional urban environment by financing infrastructure and public amenities. This, in turn, attracts businesses and residents, stimulating economic growth within the district.
- **Increased Property Values:** Property values should likely rise as the district is redeveloped and improved, generating additional tax revenue to be reinvested into the community and creating a positive feedback loop of growth and improvement.
- **Leveraging Private Investment:** TIF can help attract private investment by reducing the financial risks associated with redevelopment projects. By funding critical infrastructure and public amenities, TIF makes the district more appealing to developers and businesses.

## Eligible Projects for TIF Funds

In Virginia, eligible projects for TIF funds include public facilities including, but not limited to, roads, water, sewers, parks, and real estate devoted to open space within redevelopment and conservation areas to encourage private development in such areas to eliminate blighted conditions.

## TIF Process in Virginia

Creating a Tax Increment Financing (TIF) district in Virginia involves a detailed process governed by state statutes. Here is an overview of the steps involved, based on Virginia Code § 58.1-3245.2:

### 1. Preliminary Steps and Identification

- **Initial Assessment:** Local government officials identify a potential area for TIF designation. This

area must generally be “blighted” or underdeveloped.

- **Feasibility Study:** Conduct an economic feasibility study to assess the potential for redevelopment and the financial viability of creating a TIF district.

## 2. Drafting the TIF Plan

- **Plan Preparation:** Based on findings from the initial assessment and feasibility studies, specific boundaries for the TIF district are drawn, and the exact parcels of land to be included within the district are mapped out. The TIF plan is drafted, including boundaries, proposed redevelopment projects, and anticipated public benefits. The plan must also detail how the incremental tax revenues should be used to finance the improvements.

## 3. Public Involvement and Hearings

- **Public Notice:** Provide public notice of the intention to create a TIF district. This typically involves publishing notices in local newspapers and notifying affected property owners.
- **Public Hearings:** Hold public hearings to present the TIF plan and allow for community input. These hearings are crucial for transparency and gathering feedback from residents and stakeholders.

## 4. Approval by Local Governing Body

- **Local Approval:** The TIF plan, including the district boundaries, must be approved by the local governing body (e.g., city council or county board). This approval process may involve multiple readings and votes.
- **Resolution or Ordinance:** The governing body passes a resolution or ordinance formally establishing the TIF district and adopting the TIF plan.

## 5. Finalization and Implementation

- **Formal Designation:** Once approved, the TIF district is formally designated. The incremental tax revenue generated within the district is then allocated to the TIF fund.
- **Project Initiation:** Begin the development projects outlined in the TIF plan, using the TIF funds to finance infrastructure improvements and other redevelopment efforts.

By adhering to these steps and ensuring compliance with state laws, municipalities in Virginia can effectively create and manage TIF districts to promote economic development and revitalization. For more detailed information, refer to Virginia Code § 58.1-3245.2 and resources provided by the Development District Association of Appalachia (DDAA).

## Where TIF Districts Work Well

- **Blighted Areas:** TIF districts are particularly effective in revitalizing blighted or economically distressed areas. The promise of future tax revenues can attract private investment that might not otherwise occur.

- **Infrastructure Projects:** TIF can successfully finance significant infrastructure projects to spur further economic development.
- **Mixed-use Developments:** Areas designated for mixed-use developments, combining residential, commercial, and retail spaces, often benefit substantially from TIF funding.

## Where TIF Districts May Not Work

- **Already Thriving Areas:** In areas already experiencing growth and development, TIF districts may not be necessary and could divert needed tax revenues from other public services.
- **Poorly Defined Projects:** If the projects within the TIF district are not well-defined or aligned with community needs, the district may fail to achieve its goals.
- **Overreliance on TIF:** Municipalities that rely too heavily on TIF without a diversified economic development strategy may face financial challenges.

## Threats and Challenges of TIF Districts

- **Financial Risk:** TIF districts can pose financial risks if projected increases in property values and tax revenues do not materialize. This can lead to budget shortfalls and increased debt.
- **Displacement and Gentrification:** Redevelopment efforts can sometimes lead to the displacement of existing residents and businesses, particularly low-income populations, due to rising property values and rents.
- **Transparency and Accountability:** Ensuring transparency and accountability when using TIF funds is crucial. Mismanagement or lack of oversight can lead to public distrust and ineffective use of resources.

## Application of TIF in Cider Hill

The Cider Hill NDD presents a unique opportunity for revitalization through strategic public improvements that can be supported by a TIF district. The following list outlines key public improvements that could be incorporated into future TIF district funding.

### *Roadway Improvements*

- Roundabout installation at key intersections (e.g., Fairmont Avenue and Commercial Street).
- Intersection modifications, such as channeled left turn lanes and mid-block crossings.
- Traffic calming measures, including chicanes, patterned paving, and public art integration.
- On-street parking facilities and shared-use paths for pedestrians and cyclists.

### *Infrastructure Upgrades*

- Upgrades to water and sewer lines to support increased residential and commercial demand.
- Enhancements to electrical grids and gas lines to accommodate modern energy-efficient technologies.
- Expansion and improvement of high-speed internet access throughout the district.

## ***Pedestrian and Bicycle Infrastructure***

- Development of shared-use paths for pedestrians and cyclists.
- Construction of pedestrian-only streets and sidewalk improvements.
- Installation of raised intersections and crosswalks for enhanced pedestrian safety.

## ***Public Spaces and Green Infrastructure***

- Creation and maintenance of pocket parks and open spaces.
- Development of rain gardens for stormwater management and environmental sustainability.
- Landscaping and public art projects in public spaces.

## ***Small Scale Commercial Adaptive Reuse***

- Renovation and repurposing of historic buildings for small-scale commercial use.
- Infrastructure support for new businesses, including improved utilities and access roads.

## ***Connectivity Enhancements***

- Improvements to local streets to ensure safe, low-speed environments.
- Creation of greenways and pedestrian paths linking residential neighborhoods, commercial zones, and cultural sites.

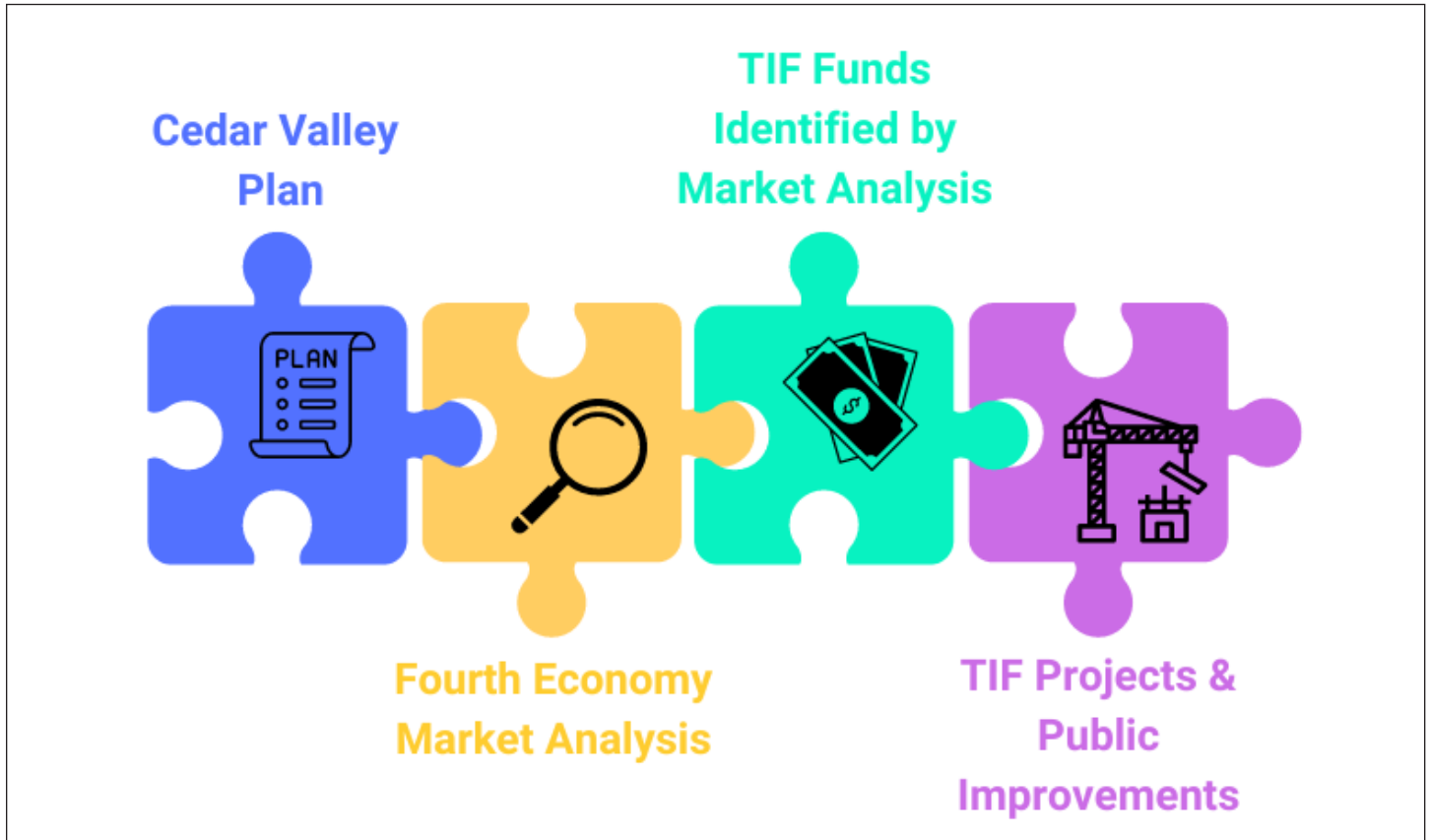


Figure 5: Implementation



## Phasing

The phased development plan for the Cider Hill district is designed to transform the area into a vibrant, sustainable neighborhood over the next two decades. Phase 1 focuses on establishing foundational infrastructure, initiating the adaptive reuse of key historical buildings, and planning for residential areas and pocket parks. Phase 2 aims to expand residential and commercial development, enhance connectivity, and continue public space improvements. Phase 3 envisions completing the district's build-out, solidifying Cider Hill as a fully functioning mixed-use neighborhood with a strong emphasis on sustainability and resilience.

### Phase 1: Initial Development

#### *Utility Upgrades*

- Assess and upgrade water, sewer, and electrical systems to support future development.
- Implement stormwater management systems, including the installation of rain gardens and permeable pavements.
- Assess and begin upgrading communication networks, including the expansion of high-speed internet access.

#### *Transportation Network Enhancements*

- Resurface and expand key roads, such as Fairmont Avenue and Wyck Street, to improve traffic flow and safety.
- Begin the design and construction of the proposed roundabout at the intersection of Fairmont Avenue and Commercial Street.
- Implement initial traffic calming measures, such as chicanes and on-street parking configurations.

#### *Adaptive Reuse Initiatives*

- Explore adaptive reuse of key historical buildings.
- Begin environmental remediation of industrial sites to prepare for redevelopment.
- Secure partnerships with developers for adaptive reuse projects that align with the district's character and vision.

#### *Residential and Open Space Planning*

- Begin the planning and preliminary design of pocket parks, green spaces, and community gardens.

### Phase 2: Mid-Term Development

#### *Residential and Commercial Expansion*

- Secure partnerships with developers to construct a variety of housing types.
- Secure partnerships with developers to expand commercial spaces, focusing on mixed-use developments that include retail, office spaces, and community amenities.

## ***Ongoing Adaptive Reuse Projects***

- Continue to encourage the transformation of underutilized industrial sites into functional residential, commercial, and cultural spaces.
- Encourage the establishment of small-scale commercial businesses in repurposed historic buildings.
- Complete environmental remediation of remaining industrial sites to support further development.

## ***Public Space Development***

- Secure partnerships with developers to begin the construction of larger public spaces, such as plazas and greenways, ensuring connectivity throughout the district.
- Continue to promote pocket parks and integrating rain gardens into these spaces for stormwater management.
- Implement streetscaping projects, including the addition of street trees, decorative lighting, and pedestrian-friendly pathways.

## ***Transportation and Connectivity Improvements***

- Expand the shared-use path network to connect residential areas with commercial zones and public spaces.
- Enhance pedestrian and bicycle infrastructure, including the installation of bike lanes and pedestrian crossings.
- Improve public transit access, including the development of new bus stops and potential transit hubs within the district.

## **Phase 3: Long-Term Vision**

### ***Final Build-Out of the District***

- Developers should complete all residential and commercial development projects, achieving the district's full residential capacity.
- Developers should complete construction of mixed-use buildings and ensure the integration of community-oriented amenities.
- Solidify the district's identity as a vibrant, diverse community with a balanced mix of housing, commerce, and public spaces.

### ***Completion of Infrastructure Projects***

- Finalize all remaining utility upgrades, ensuring long-term reliability and sustainability.
- Complete road network enhancements, including the addition of roundabouts and traffic calming features.
- Ensure all transportation infrastructure, including pedestrian and bicycle paths, is fully integrated and functional.

## ***Public Space and Environmental Sustainability***

- Complete the development of all planned public spaces, including parks, plazas, and recreational areas.
- Finalize the integration of green infrastructure throughout the district, promoting sustainability and resilience.
- Implement a maintenance and preservation plan for public spaces and historic buildings to ensure long-term community benefits.

# Chapter 5: Conclusion

This plan outlines a strategic approach to revitalizing and developing the district over the coming decades. By focusing on phased development, this plan ensures that infrastructure upgrades, community needs, and sustainable growth are prioritized and balanced throughout the process. The phased approach also allows for flexibility in adapting to new opportunities and challenges, ensuring that the district remains vibrant, resilient, and aligned with the long-term vision of the community.

The plan's success hinges on active collaboration between public and private stakeholders, ongoing community engagement, and a commitment to sustainability. Each phase of development is carefully designed to build on the previous one, gradually transforming the Cider Hill district into a thriving, mixed-use community that enhances the quality of life for all residents.

## Next Steps

### *Finalize the Phasing Plan*

- Present the plan to City Council and other relevant stakeholders for final approval.
- Secure necessary permits, funding, and partnerships to begin Phase 1 activities.
- Develop detailed implementation schedules for each phase, including key milestones and responsible parties.

### *Initiate Phase 1 Projects*

- Begin infrastructure upgrades and pilot projects as outlined in Phase 1.
- Form partnerships with developers for mixed-use projects and public space enhancements.
- Start the process of securing funding for Phase 2 projects.

## Plan Maintenance

This plan is a living document that requires continuous monitoring, evaluation, and adjustment to remain relevant and effective. Annual reviews of the plan's progress should be conducted to assess whether milestones are being met and to identify any emerging challenges or opportunities. Staff should revisit the plan's goals and objectives every five years to ensure they align with the evolving needs of the community and broader urban development trends.

Through careful planning, ongoing engagement, and a commitment to sustainability, the Cider Hill Neighborhood Design District should evolve into a vibrant, resilient community that meets the needs of its residents while preserving the character and charm of the area. This phasing plan provides the roadmap to achieve that vision, ensuring a thoughtful and deliberate approach to the district's development over the next two decades.



# Appendix A: Comprehensive Plan Amendment

## Introduction

The Cider Hill Neighborhood Design District (NDD) plan aims to transform a historically industrial and underutilized area of Winchester into a vibrant, mixed-use neighborhood that supports residential, commercial, and public space development. The plan envisions an inclusive community that balances adaptive reuse of historic structures with new developments, prioritizing sustainability, connectivity, and quality of life improvements for current and future residents.

## Objectives of the Cider Hill NDD Plan

The primary goals of the Cider Hill NDD are to:

- Promote mixed-use development that integrates residential, commercial, and public spaces;
- Enhance connectivity and walkability through improved infrastructure, including safer streetscapes and better access to public transportation;
- Facilitate adaptive reuse of historic industrial buildings while encouraging new, sustainable development;
- Create community spaces such as parks and plazas that foster social interaction and recreation;
- Revitalize Commercial Street as the central hub for economic activity, blending adaptive reuse of industrial buildings with new commercial and residential development to create a vibrant, pedestrian-friendly corridor that anchors the district; and
- Implement strategies for economic growth through public-private partnerships and Tax Increment Financing (TIF).

## Historical Context

The Cider Hill area has a rich industrial history tied to the National Fruit Company and other manufacturing operations. The area has faced challenges such as poor connectivity, underused industrial spaces, and unsafe pedestrian conditions. The district's transformation began with adaptive reuse projects like Fairmont Greens and ZeroPak, signaling a shift towards mixed-use development. The Cider Hill NDD seeks to preserve this industrial heritage while adapting it for modern residential and commercial uses.

## Phased Implementation

The implementation of the Cider Hill NDD Plan will occur in multiple phases:

### Phase 1: Initial Development

#### *Utility Upgrades*

- Assess and upgrade water, sewer, and electrical systems to support future development.

- Implement stormwater management systems, including the installation of rain gardens and permeable pavements.
- Assess and begin upgrading communication networks, including the expansion of high-speed internet access.

### ***Transportation Network Enhancements***

- Resurface and expand key roads, such as Fairmont Avenue and Wyck Street, to improve traffic flow and safety.
- Begin the design and construction of the proposed roundabout at the intersection of Fairmont Avenue and Commercial Street.
- Implement initial traffic calming measures, such as chicanes and on-street parking configurations.

### ***Adaptive Reuse Initiatives***

- Explore adaptive reuse of key historical buildings.
- Begin environmental remediation of industrial sites to prepare for redevelopment.
- Secure partnerships with developers for adaptive reuse projects that align with the district's character and vision.

### ***Residential and Open Space Planning***

- Begin the planning and preliminary design of pocket parks, green spaces, and community gardens.

## **Phase 2: Mid-Term Development**

### ***Residential and Commercial Expansion***

- Secure partnerships with developers to construct a variety of housing types.
- Secure partnerships with developers to expand commercial spaces, focusing on mixed-use developments that include retail, office spaces, and community amenities.

### ***Ongoing Adaptive Reuse Projects***

- Continue to encourage the transformation of underutilized industrial sites into functional residential, commercial, and cultural spaces.
- Encourage the establishment of small-scale commercial businesses in repurposed historic buildings.
- Complete environmental remediation of remaining industrial sites to support further development.

### ***Public Space Development***

- Secure partnerships with developers to begin the construction of larger public spaces, such as plazas and greenways, ensuring connectivity throughout the district.
- Continue to promote pocket parks and integrating rain gardens into these spaces for stormwater management.

- Implement streetscaping projects, including the addition of street trees, decorative lighting, and pedestrian-friendly pathways.

### ***Transportation and Connectivity Improvements***

- Expand the shared-use path network to connect residential areas with commercial zones and public spaces.
- Enhance pedestrian and bicycle infrastructure, including the installation of bike lanes and pedestrian crossings.
- Improve public transit access, including the development of new bus stops and potential transit hubs within the district.

## **Phase 3: Long-Term Vision**

### ***Final Build-Out of the District***

- Developers should complete all residential and commercial development projects, achieving the district's full residential capacity.
- Developers should complete construction of mixed-use buildings and ensure the integration of community-oriented amenities.
- Solidify the district's identity as a vibrant, diverse community with a balanced mix of housing, commerce, and public spaces.

### ***Completion of Infrastructure Projects***

- Finalize all remaining utility upgrades, ensuring long-term reliability and sustainability.
- Complete road network enhancements, including the addition of roundabouts and traffic calming features.
- Ensure all transportation infrastructure, including pedestrian and bicycle paths, is fully integrated and functional.

### ***Public Space and Environmental Sustainability***

- Complete the development of all planned public spaces, including parks, plazas, and recreational areas.
- Finalize the integration of green infrastructure throughout the district, promoting sustainability and resilience.
- Implement a maintenance and preservation plan for public spaces and historic buildings to ensure long-term community benefits.

## **Funding Mechanism: Tax Increment Financing (TIF)**

To fund critical infrastructure and public space improvements, the Cider Hill NDD Plan incorporates Tax Increment Financing (TIF). This mechanism captures the increase in property tax revenues resulting from rising property values due to new developments. TIF will play a key role in supporting the funding

of transportation infrastructure, parks, and other public facilities necessary to transform Cider Hill into a thriving urban district. The plan also addresses the potential risks of TIF, including financial shortfalls and concerns about displacement or gentrification, ensuring that these are carefully managed through continued community engagement and planning adjustments.

## Conclusion

The Cider Hill NDD Plan envisions a revitalized district that honors its industrial heritage while embracing modern urban design principles. Through phased development, community engagement, and strategic public-private partnerships, Cider Hill will become a dynamic neighborhood that supports a diverse population, fosters economic growth, and provides a high quality of life for its residents.



# WINCHESTER

NEIGHBORHOOD DESIGN DISTRICTS

## LEGEND

- Study Area
- Mixed Use Building - retail/office/residential mix
- Commercial Building - small office or retail uses
- High Density Residential - multifamily apartments or condos
- High Density Residential with nonresidential ground floor use
- Medium Density Residential - townhomes
- Single Family Homes
- Cottage courts
- Structured Parking
- Clubhouse/ Rec. Building
- Indicates adaptive reuse of existing structures
- Surface Parking
- Landscaping / Screening
- Pocket Park / Open Space
- Streetscape with bike/ped facilities and street trees
- Retention Pond / Rain Garden



## CONCEPT PLAN



# Appendix B: Zoning Ordinance

*Zoning Ordinance will be included here after final approval.*