

City of Fredericksburg, Virginia

City Council

AGENDA

Council Chambers

715 Princess Anne Street

Fredericksburg, Virginia 22401

Hon. Mary Katherine Greenlaw, Mayor
Hon. William C. Withers, Jr., Vice-Mayor, Ward Two
Hon. Kerry P. Devine, At-Large
Hon. Matthew J. Kelly, At-Large
Hon. Jason N. Graham, Ward One
Hon. Timothy P. Duffy, Ph.D., Ward Three
Hon. Charlie L. Frye, Jr., Ward Four

January 28, 2020 7:30 p.m. Mayor Mary Katherine Greenlaw, Presiding Agenda

1. **Call To Order**

2. **Invocation**

Councilor Matthew J. Kelly

3. **Pledge Of Allegiance**

Mayor Mary Katherine Greenlaw

4. **Presentations**

A. Recognition Of Wendy Kimball On Her Retirement After 25 Years Of Service

5. **Public Hearing**

A. Development Of The 2020-2025 Consolidated Plan Which Will Guide The Use Of Approximately \$190,000 In Annual Community Development Block Grant (CDBG) Funding

Documents:

[5A CDBG CONSOLIDATION PLAN.PDF](#)

B. Infill Development

- Resolution 20-___, Amending the 2015 Comprehensive Plan to Amend Chapter 7, "Residential Neighborhoods and Housing," to Discuss the Importance and Role of the Built Environment or Form in Creating Neighborhood Character
- Ordinance 20-___, Amending the Unified Development Ordinance to Regulate Infill Development in the R-2, R-4, R-8 and CT Zoning Districts

Documents:

[5B INFILL DEVELOPMENT.PDF](#)

6. **Comments From The Public**

City Council provides this opportunity each regular meeting for comments from citizens who have signed up to speak before the start of the meeting. To be fair to everyone, please observe the five-minute time limit and yield the floor when the Clerk of Council indicates that your time has expired. Decorum in the Council Chambers will be maintained. Comments that are not relevant to the City business and behavior that is disruptive, such as applause, are inappropriate and out of order.

7. **Council Agenda**

8. **Consent Agenda**

A. Awarding The Contract To AT&T For Next Generation 9-1-1

Documents:

[8A NEXT GEN 9-1-1.PDF](#)

B. Transmittal Of Board And Commission Minutes (Approved Minutes Can Be Found On The Board/Commission Webpages After They Are Approved At Subsequent Meeting Of Said Board/Commission).

B.i. Board Of Social Services – August 1, 2019

Documents:

[8B1 BSS 8-1-19.PDF](#)

B.ii. Board Of Social Services – October 3, 2019

Documents:

[8B2 BSS 10-03-19.PDF](#)

B.iii. Clean & Green Commission – December 2, 2019

Documents:

[8B3 CLEAN-GREEN 12-2-19.PDF](#)

B.iv. Green Committee – December 10, 2019

Documents:

[8B4 GREEN 12-10-19.PDF](#)

B.v. Planning Commission – April 10, 2019

Documents:

[8B5 PLANNING 4-10-19.PDF](#)

B.vi. Planning Commission – September 11, 2019

Documents:

[8B6 PLANNING 9-11-19.PDF](#)

B.vii. Planning Commission – November 13, 2019

Documents:

[8B7 PLANNING 11-13-19.PDF](#)

B.viii. Planning Commission – December 11, 2019

Documents:

[8B8 PLANNING 12-11-19.PDF](#)

9. Minutes

A. Public Hearing – January 14, 2020

Documents:

[9A 01-14-20 PUBLIC HEARING MINUTES.PDF](#)

B. Regular Session – January 14, 2020

Documents:

[9B 01-14-20 REGULAR SESSION MINUTES.PDF](#)

10. Boards And Commission Appointments

A. Appointment Fredericksburg Clean & Green Commission – Robert Courtnage, Michele Crow-Dolby, Carolyn Helfrich

Documents:

[10A.PDF](#)

- B. Appointment To The Rappahannock Regional Jail Authority – Interim Police Chief Brian Layton

Documents:

[10B JAIL BOARD APPT.PDF](#)

11. **City Manager Agenda**

- A. Resolution 20-___, Initiating An Amendment To The Unified Development Ordinance To Permit Additional Residential Development In The Planned Development-Commercial Zoning District By Special Use Permit

Documents:

[11A PDC AMEND.PDF](#)

- B. Resolution 20-___, Initiating An Amendment To The 2015 Comprehensive Plan To Amend Chapter 10, "Land Use," And Chapter 11, "Planning Areas," To Adopt A New Small Area Plan For Planning Area 7

Documents:

[11B SMALL AREA 7.PDF](#)

- C. City Manager's Update

Documents:

[11C CITY MANAGER REPORT.PDF](#)

- D. Calendar

Documents:

[11D CALENDAR.PDF](#)

12. **Adjournment**



Johnston

MEMORANDUM

TO: Timothy Baroody, City Manager
FROM: Chuck Johnston, Director of Community Planning and Building
Susanna Finn, Community Development Planner
DATE: January 3, 2020 (for the January 28, 2020 Council Meeting)
SUBJECT: Public Hearing on Community Development Programs

ISSUE

Every five years the City develops a Consolidated Plan for Community Development Programs for submittal to the U.S. Department of Housing and Urban Development (HUD). This document guides how the City implements its Community Development Block Grant (CDBG) Program over the specified period by recommending programs and to what extent each will be funded. Public comment is an important part in the development of the plan.

RECOMMENDATION

That City Council takes public comment related to the development of the City's 2020 - 2025 Consolidated Plan.

BACKGROUND

The Consolidated Plan is developed with active citizen participation and serves as the City's application for federal funds. The final document will examine housing and homeless needs, analyze the existing housing market (City-wide as well as by neighborhood), set out a five-year strategic plan, and establish community development priorities. Annual Action Plans are subsequently developed for each year of this five-year document to implement specific programs in coordination with public needs and HUD guidelines.

Federal formula grants, including the CDBG program, are meant to address three broad goals. These commitments include (1) decent housing, (2) a suitable living environment, and (3) expanded economic opportunities. Decent housing encompasses retention and provision of affordable housing as well as prevention of homelessness. A suitable living environment is defined as improving the safety and livability of neighborhoods and increasing their access to the community as a whole. Expanded economic opportunities include improvements to the economic viability of the locality and the creation and retention of jobs. The eligibility threshold for such programs, as defined by HUD, is not the poverty level but persons and families whose household income is eighty percent (80%) of the area median income or below.

Federal regulations for Consolidated Submissions for Community Planning and Development Programs (24 CFR 91) are very clear on what research data is to be used to prepare a Consolidated Plan. Section 91-205 states that "housing data included in... the plan shall be based on U.S. Census

ITEM #5A

data, as provided by HUD, as updated by any properly conducted local survey, or any other reliable source that the jurisdiction clearly identifies...” Staff has begun to compile Census data and other information from a number of sources, including the information on population, housing stock, and available housing services. In addition to Census data, information will be obtained from City records, existing planning documents, the George Washington Regional Commission, the Continuum of Care, and other local agencies and organizations. Staff will also conduct information sessions with neighborhood organizations and solicit their input directly. The information obtained from these various sources will be analyzed and developed into a series of housing strategies.

The City of Fredericksburg adopted a Citizen Participation Plan (CPP) in February 1995, to provide a framework within which the public is encouraged to participate in developing CDBG plans and programs. The City amended this plan in March 1999, November 2001, and August 2004 to ensure it remained an effective document. A review in July 2019 confirmed that the Fredericksburg CPP is valid and conforms to the Code of Federal Regulations, Title 24, Part 91.105.

Formal public participation during the Consolidated Plan development process begins with this public hearing. Staff will continue to encourage citizen participation throughout the entire process by presenting information at neighborhood and civic association meetings throughout the spring and holding a 30-day public review period (March - April 2020). Following the public comment period, a completed plan will be submitted to the City Council (May 2020) for final approval and authorization to forward it to HUD.

FISCAL IMPACT

The City receives approximately \$190,000 from HUD on an annual basis to implement community development programs. This amount varies according to federal budgets.



Johnston

MEMORADUM

TO: Tim Baroody, City Manager
FROM: Chuck Johnston, Community Planning and Building Director;
RE: Comprehensive Plan and Unified Development Ordinance amendments addressing residential infill construction
DATE: 2020 January 21 for January 28 meeting

ISSUE

At its 2019 November 12 meeting, the City Council initiated amendments to the 2015 Comprehensive Plan and the Unified Development Ordinance to improve city policies and regulations to ensure that new construction and additions in single family residential neighborhoods are compatible and consistent with existing pattern of development. The issue at today's meeting is should these amendments be approved?

RECOMMENDATION

Approval of:

- a. The attached resolution amending the 2015 Comprehensive Plan to discuss the importance and role of the built environment or form in creating neighborhood character, *as recommended by the Planning Commission*, and
- b. The attached ordinance amending the Unified Development Ordinance to regulate infill development in the R-2, R-4, R-8, R-12, and CT Zoning Districts, specifically UDO Article 72-2 "Administration", Article 72-3 "Zoning Districts", Article 72-4 "Use Standards", Article 72-5 "Development Standards", Article 72-8 "Definitions and Interpretations", affecting residential development in the R2, R4, R8, R12, and/or CT Zoning Districts regarding setbacks, height, and lot frontage, *as initiated by Council*.

PLANNING COMMISSION MEETING – 2020 January 15

At its January 15 meeting, the Commission opened a public hearing on the Comprehensive Plan amendment and continued the public hearing on the UDO text amendments. Two city residents and a representative of the Friends of the Rappahannock expressed support for the Comprehensive Plan and UDO text amendments as submitted to the Commission.

The Commission voted unanimously to recommend approval of the Comprehensive Plan amendments with an addition in the first sentence of the proposed text: *Patterns of existing structures including building scale and massing, front setbacks, side setbacks, ~~and~~ height, **and tree cover** are major contributors to community character.*

The Commission voted (4-3; No: Gantt, Hornung, Rodriguez) to recommend approval of the UDO text amendments deleting proposed amendments addressing height, as the amendments did not sufficiently address the issue of infill development height.

As proposed in writing by Mr. Pates, the Commission voted (5-2; No: Gantt, Hornung): To direct the City staff to prepare a new draft ordinance that addresses height restrictions contained in the deleted provisions and that includes alternatives to the deleted proposed text, including, at a minimum, the following:

- a. **Residential Districts** - Amend the dimensional standards for R-2, R-4, and R-8 zoning districts to eliminate the residential height limit of 35 feet and replace it with a standard establishing the maximum height by using the median height of other houses on the same block face, calculated using rules equivalent to those in § 72-82.4(B)(2) for establishing setbacks. The resulting height limit may be varied by plus or minus 10%. There shall be no minimum height;
- b. **CT and GHD Districts** – The same methodology for calculating height limits shall be used for the CT and Downtown Historic Districts, except that building heights may be higher by special use permit (or special exception). For example, a building in the Historic Downtown District located on a block where the median height is 32 feet may go 10% higher, or 35.2 feet, or, by special permit or special exception, up to 50 feet. This will help ensure that new development in these districts is more compatible with existing development patterns; [Subsequent to the Planning Commission meeting, Mr. Pates clarified to staff that the references in this paragraph to ‘Historic’ were supposed to be to ‘Downtown’.]
- c. **Residential Additions** – The maximum height of a horizontal addition to a single-family dwelling on an existing lot smaller than the minimum lot area shall not exceed 27 feet or the height of the existing dwelling whichever is less; and
- d. **Accessory Structures on Residential Lots** – No accessory structure on an existing residential lot shall exceed the height of the principal dwelling structure on the lot or 25 feet, whichever is less, or 12 feet if located in a side or rear yard.

PLANNING COMMISSION MEETING – 2019 December 11

At its December 11 meeting, the Commission opened a public hearing on the proposed text amendments, at which no one spoke, however five messages of support were noted for the record. Commission members asked staff to further research regarding residential structure height in the City. Commissioners expressed an interest in limiting redevelopment or additions to one-story residences, so that a second story could not be added to a one-story structure or that an addition to a one-story structure would also have to be one story.

BACKGROUND

One of the purposes of zoning ordinances in the Code of Virginia is in Section 15.2-2283 (iii): *to facilitate the creation of a convenient, attractive and harmonious community.* Chapter 7 of the 2015 Comprehensive Plan includes the following statements concerning infill:

Goals for Residential Neighborhoods and Housing

Goal 3. Distinct and Attractive Neighborhoods:

Ensure the residential areas of the City continue to comprise a collection of distinct and attractive neighborhoods, each possessing a sense of place, history, and shared identity.

Goal 6. Compatible Design and Functionality:

Ensure the development and redevelopment is visually compatible with the overall character of the City....

Policies for Residential Neighborhoods and Housing:

Policy 1. Respect the integrity and the character of the City's neighborhoods.

Policy 15. Encourage infill development that is compatible with established neighborhoods, in terms of scale and massing

Initiatives for Residential Neighborhoods and Housing:

Initiative 1. Continue to evaluate infill regulations to ensure that additional and new construction does not adversely impact the character of existing neighborhoods.

In addition, an amendment to the City's Comprehensive Plan text is proposed to more directly address the importance of the built environment of a neighborhood. The amendment addresses the need to maintain the balance in established neighborhood character through appropriate frontages, setbacks, and structure scale, while allowing households and neighborhoods to evolve. The Planning Commission recommendation added 'tree cover' as another element of neighborhood character. This addition helps to support current UDO regulations preserving specimen trees and would help support future amendments to further protect tree cover.

These amendments to City regulations are proposed to achieve the state code intent for a harmonious community, Comprehensive Plan goals, policies, and initiatives, as well as new Comprehensive Plan text highlighting the importance of protecting neighborhood integrity, character, and scale.

- The calculations for front and side yard setbacks for infill development are adjusted to more directly reflect the pattern of existing development and applied more broadly.
- Limits on structure height for additions are provided. The Planning Commission recommendation to delete these items is discussed below.
- Standards for accessory structures are adjusted.
- Rules for measuring lot dimensions are clarified.

Infill Setbacks

- *Application*

Currently, the UDO provides in the R-4, R-8, and C-T zoning districts that the front and side setbacks for single-family dwellings on lots created before April 25, 1984 shall be calculated based on the pattern of the dwellings on the street where the new construction is to occur. This date was the effective date of the zoning ordinance in place before the

UDO. The current UDO text makes dwellings on lots created after April 25, 1984 not subject to infill calculations. The standard setbacks in the property's zoning district apply.

The City's first comprehensive Zoning Ordinance was adopted in 1965 and second version in 1975. They contained a provision stating that front yard setbacks were to be calculated: *where setback depths have been established*. The third 1984 version and subsequent amendments in 1991 and 2010 used this phrase and added a reference to sites or lots created before the 1984 ordinance. The fourth version adopted October 8, 2013 (the UDO) only made reference to lots before April 25, 1984.

The proposed amendments address infill calculations in three ways so that they better reflect development patterns for a greater number of neighborhoods:

1. When determining the appropriate front and side yard setbacks, the reference to lots being created before 1984 is dropped and in its place the text reads that infill calculations are to be applied: *in developed areas where front and side yard geometry has already been established by existing residential dwellings* returning, basically, to the text used when the concept of requiring compatible development patterns was first applied in the 1960s and 70s.
 - Result: A calculation will be made as to the appropriate front and side yard setbacks for any lot created before this proposed ordinance is adopted and to any lots in an administrative subdivision (with nine or fewer lots) created after this ordinance is adopted. Lots in a minor or major subdivision (10 or more lots) would be subject to the standard setbacks in the residential zoning districts. Subdivisions of this size would create their own pattern of development.
2. It is proposed that the method of front yard setback calculations for corner residential lots be modified. The current ordinance states that corner lots have two front setbacks and two side setbacks so as to ensure new construction respects both streets it faces. However, it was historically a common practice in Fredericksburg to have minimal setbacks for the secondary street frontage (not the side of the house with the front door). The new text states that corner lot setbacks, for both the primary and secondary street frontage, is based on the four corner lots at an intersection.
 - Result: New construction or additions will follow the most visible pattern at each intersection. Infill development would be more consistent with traditional patterns.
3. Setback infill calculation provisions will be added to the R-2 zoning district.
 - Result: Infill calculations would be done in the Altoona, Great Oaks, Keeneland, Preserves, Snowden Hills, and Westmont neighborhoods. While there is less potential for infill in this limited zoning district, protecting all neighborhoods is appropriate.

- *Calculation*

The current method of calculation for a front yard setback is to take the median front yard dimension of existing primary buildings along the same block face of the parcel being developed/redeveloped. If there is no a clear pattern of development on same side of the

block as the vacant parcel, the median front yard of the structures on the opposite block face may be used.

It is proposed that the setback calculation would be this median calculation, *plus or minus 10%*.

- Result: A property owner would have some flexibility in the house site location. Such a provision would lessen the potential for calculations unduly precluding new construction.

Infill Height

In addition to using the pattern of setbacks to ensure compatibility, limits on dwelling height were established to create proportionality in new development on small lots in neighborhoods. The current standard is that the maximum height of new dwellings, 35 feet, is proportionally reduced for lots smaller than the minimum lot size. The reduction is based on the percent a lot falls below the minimum. In R-4, the minimum lot size is 7,500 sq ft. A substandard 6,000 sq ft lot would be 80% of the minimum, so the maximum height is reduced to 80% of 35 feet or 28 feet. However, the reduced height is not required to be less than 27 feet, so that a two-story house is still allowed.

It is common for residential parcels in the City to be smaller than the zoning district minimum lot size, particularly in the R8 and R4 zoning districts (see lot size maps):

Percent of parcels smaller than minimum lot size

<i>Zoning District</i>	<i>City-wide</i>	<i>Downtown-area lots</i>
R8	23%	39%
R4	54%	72%
R2	8%	NA

Another way of describing structure height is used by the Commissioner of the Revenue in assessing the value of properties. This data identifies the number of stories for each residential structure; it does not address height in feet. The attached 'Height by Story' map shows patterns in the City. The decimal height reflects the square foot percentage of the highest floor relative to the first floor. For example, the square footage of the second story of a 1.4 story structure is 40% of the square footage of its first floor. The Commissioner's data was collapsed to the categories shown. The pattern for the neighborhood north of Amelia Street and between Washington Avenue and the River is predominately two story. The Fall Hill neighborhood, north of the canal, is mixed one and two story, as is College Heights and Mayfield. The Normandy Village neighborhood west of Route 1 is mostly one story.

The proposed height amendment states that on lots smaller than the minimum lot size, a horizontal addition to a dwelling would be no taller than the main dwelling or 27 feet, whichever is taller.

- Result: A two-story house could have a two-story addition, no taller than the main house. A one-story house could have two-story addition, but it could not be taller than 27 feet.

The Planning Commission recommended to delete this provision and directed staff (as stated on page two of this report) to prepare an amendment that would limit the horizontal addition to a dwelling to be no taller than the main dwelling or 27 feet, whichever is *less*.

- Result: A two story house could have a two-story addition, no taller than 27 feet. A one-story house could have only a one-story addition.

The Commission also directed staff to prepare an amendment to eliminate the single family and townhouse (in R-8) residential height limit of 35 feet and instead use the median height of other houses on the same block face as the maximum allowable height, The resulting height limit may be varied by plus or minus 10% and there would be no minimum height provision.

- Result: A one-story house in a block of one-story houses could not have a second story.

The final element of the Commission's direction to staff was to calculate maximum height in CT and CD zoning districts by block face as well, allowing a building to exceed this calculation by a special use permit (or special exception), up to 50 feet in the CD district, and while his written statement does not say this, it is understood that his intents is that a building could exceed a calculation to 40 feet in the CT district (the current maximum height) by special use.

- Result: This provision would limit development/redevelopment in downtown. For example it would have required or will require an additional review process for several projects: Liberty Place (48 foot height approved at roof level), Winchester Parking Deck (50 feet approved at highest deck level), William Square (50 feet proposed at roof level), and One Hanover (45 feet proposed in last plan at mid—point of eave and ridge).

Such text changes would limit the use of a property. For residential development, they would preclude growing families from remaining in place. They would add an additional challenge for projects in the flood plain that have to elevate floors for human occupation above the flood level. They would limit potential redevelopment that would increase property values and the City's tax base. If such limits are to be established in residential neighborhoods, they should be initiated by property owners in a neighborhood through a conservation overlay district.

Increased Rear Yard Setbacks

The changes for corner lots, designating primary and secondary front yards, discussed above, also changes corner lots from having two front and side yards to having a primary front (greater setback), secondary front (lesser setback), side yard (opposite the secondary front) and what now will be considered a rear yard (opposite the primary

front). This change would result in a larger setback now required. In addition, it is proposed that the required rear yard setback is increased from 18 to 24 feet for cluster development in R-2 as well as for conventional detached single family home development in R-4 and R-8.

Accessory Structures in Rear Yards

A minimum distance of five feet is proposed between accessory structures and principal structures in the R-2, R-2 4, and R-8 residential zoning districts. Accessory structures are currently required to have a five foot distance from property lines.

- Result: The combined impact of requiring a rear yard for corner lots, an increased rear yard setback, and ensuring a minimum distance between a principal structure and an accessory structure will limit the footprint of dwellings or additions to dwellings. For example, in the R-4 district the required distance from a back property line for a dwelling on a corner lot would increase from six feet to 24 feet with additional provision for a five foot distance from any accessory structure.

Amendments are also proposed to increase the height of accessory structure, located within required yards from 10 feet to 12 feet and to not consider in-ground pools as accessory uses.

- Result: The proposed accessory structure height better conforms to standard construction practice and the Building Code standards. The Planning Commission deleted the provision changing 10 feet to 12 feet in its recommendation, but it is included in item d. of its direction to staff. Subsequent to the Planning Commission meeting, Mr. Pates (maker of the motion) clarified that he did not intend to delete the change from 10 feet to 12 feet. Lastly, in-ground pools do not block light and air and provide active/passive recreational benefits, appropriate activities in a rear or side yard.

Lot Dimension Standards in the R-2, R-4, R-8, R-12 Zoning Districts

Currently the UDO is deficient in addressing lot width, lot frontage, and irregularly shaped lots. It is proposed that residential lot width be measured at the front setback line where a dwelling is to be located, instead of the front lot line (along the street), which is the current standard. It is also proposed that lot street frontage would not be less than 80% of the required lot width. The current text for lot width is also poorly worded for irregular/curvilinear/pipe-stem lots. Finally, to provide for regular shaped lots, it is proposed that lot depth could not exceed five times lot width.

- Result: Appropriate lot width will be focused on the most likely location of a proposed dwelling, with more flexibility regarding street frontage. This will allow more options when designing a subdivision, while ensuring the necessary width where it will have the most impact. Establishing a minimum lot/width ratio would better provide for more regular lot dimensions and arrangement.

CONCLUSION

The proposed changes would result in new construction and additions that will be more 'harmonious' to neighborhoods. The regulations are inherently city-wide.

The Commission recommended the Comprehensive Plan amendments, with addition text, to better support for appropriate infill development regulations.

The Commission recommended all the proposed changes except for height (see attached ordinance in pink). While perhaps not perfect, the proposed height limits, in the Council initiated text (see attached ordinance in yellow) are a good step to better infill development and should be adopted while discussions on further limitations are occur.

The small area planning process calls for Neighborhood Conservation Districts. Such districts would tailor design and form standards for each individual neighborhood with initiation coming from a neighborhood. It is planned that a format and process for such Conservations Districts will be proposed for City Council and Planning Commission review in calendar 2020 to foster such districts.



January 28, 2020
Regular Meeting
Resolution No.20 -__

MOTION:

SECOND:

RE: Amending the 2015 Comprehensive Plan to Amend Chapter 7, "Residential Neighborhoods and Housing," to Discuss the Importance and Role of the Built Environment or Form in Creating Neighborhood Character

ACTION: APPROVED; Ayes: 0; Nays: 0

Chapter 7 of the 2015 Comprehensive Plan expresses the importance of residential neighborhoods in the City of Fredericksburg and sets forth several elements of "Neighborhood Design" that lend any particular neighborhood its particular character. One obvious element of neighborhood design, however, is omitted; that is, the built environment or form of any particular neighborhood. The importance of form, streetscape, building massing, and building scale has been a focus of the small area plans for land use planning areas. The Comprehensive Plan should also reflect the importance of this element with respect to residential neighborhoods generally.

City Council finds that amending Chapter 7 of the Comprehensive Plan to discuss the importance and role of the built environment or form in creating neighborhood character will improve the public health, safety, convenience, and welfare, and will improve the City's plans for future development.

Therefore, the City Council hereby resolves that Chapter 7 of the 2015 Comprehensive Plan is amended by making changes as shown on the exhibit entitled, "Comprehensive Plan Amendment, Chapter 7, "Residential Neighborhoods and Housing," dated November 6, 2019.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

Clerk's Certificate

I, the undersigned, certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Resolution No. 20- duly adopted at a meeting of the City Council meeting held _____ at which a quorum was present and voted.

Tonya B. Lacey, MMC
Clerk of Council

NEIGHBORHOOD DESIGN

Some of Fredericksburg’s residential neighborhoods are new, many are old, and some are part of the residential/commercial mix that is downtown. Most of the City’s residential areas are accessible by means other than automobiles and are also close to services and entertainment. Where neighborhoods already approach full accessibility and livability, the City intends to protect those conditions. Where neighborhoods were established without full accessibility or have other limitations, the City will explore options to better integrate those neighborhoods into the larger community. Potential solutions to address isolated areas include trail connections and transit services.

Identified challenges facing Fredericksburg’s neighborhoods include a variety of issues related to infrastructure, provision of services, tree cover, parking management, traffic control, and redevelopment pressures. Some problems are self-inflicted. Decisions to widen neighborhood sidewalks from four to five feet, for instance, have too often reduced the area between the sidewalk and the curb that was provided for street trees when the neighborhood was developed. There is no state or federal requirement that sidewalks must universally accommodate two wheelchairs side by side. As a consequence, this trend can be halted and even reversed, allowing a healthy tree cover to be maintained/reestablished.

The design of existing neighborhoods also merits more respect. Some neighborhoods have alleys, which provide a route for overhead wires (leaving the streets open for trees) and offer options for off-street parking and trash service. Some of these alleys have become blocked over the years - by trees, fences, and debris – eliminating their carefully designed neighborhood function. Alleys need to be returned to a functioning status.



FIGURE 37 FREDERICKSBURG NEIGHBORHOOD STREET

Buildings and roads can be built almost anywhere because of contemporary engineering capabilities. For a community to function, however, its individual components need to be assembled in a logical pattern that places due emphasis on the residents of the community rather than the initial developer. When evaluating new development or redevelopment, there are four essential principles of neighborhood design, regardless of size. Those persons who will actually live within and experience the environment being built, the users, are the focus of these principles:

- Function – Ensure that the proposed environment will work effectively for the convenience and comfort of all users.
- Order – Ensure users will be able to readily understand and orient themselves to the environment.
- Identity – Ensure that the visual image of the environment reflects the community’s values and character.
- Appeal – Ensure that the environment will give pleasure to its users, over time.

The following guidelines provide a comprehensive approach to planning, by acknowledging travel of all kinds. This emphasis on transportation is important because infrastructure is such a basic component of functional design. Cities do not work well with only one mode of transportation, as has become the case in outlying suburban jurisdictions. The following urban goals must also be considered very early in the development process because they are the means for the community to grow economically, while remaining functional to all of Fredericksburg’s citizens.

PROVIDE A PEDESTRIAN-FRIENDLY ENVIRONMENT

- Design streets to ensure safe pedestrian crossings to bus stops.
- Reinforce pedestrian access through appropriately sized and unobstructed sidewalks.
- Provide shade trees on all streets, to the maximum extent feasible.
- Allow streets to frame vistas or to terminate at places with visual appeal (parks, etc).

ENSURE PEDESTRIAN CONNECTIONS

- Provide a coordinated system of internal sidewalks as well as bicycle/foot trails that connect to other parts of the City.
- Locate pedestrian routes and hiking/biking trails along existing travelways, as much as possible,

EXHIBIT
Comprehensive Plan Amendment
Chapter 7 "Residential Neighborhoods and Housing" --- November 6, 2019

rather than in the rear of residential areas.

- Link pedestrian routes and hiking/biking trails to local destinations. Where street connections are not feasible, provide properly designed alternative linkages between residential and commercial areas.
- Ensure pedestrian routes and hiking/biking trails link to bus stops.
- Provide bicycle racks at various destinations (multi-modal exchange points, commercial areas, recreational sites).

PROVIDE INTERCONNECTED STREETS

- Avoid uninterrupted block faces that preclude pedestrian circulation.
- Provide multiple travel routes that do not require the use of arterial roadways.
- Provide a coherent and interconnected street system, to diffuse traffic as well as to ensure convenient pedestrian and bicycle circulation.

MAINTAIN A CLEAR HIERARCHY OF STREETS

- Construct neighborhood streets so as not to compromise pedestrian safety and to avoid excessive automobile speeds.
- Ensure primary and secondary streets provide appropriate connections, yet discourage through-traffic in neighborhoods with traffic calming features incorporated into the secondary roadway design.
- Avoid the use of arterial streets within residential neighborhoods. Where busy roadways already pass through neighborhoods, implement traffic calming measures.
- Ensure local streets are no more than adequate for automobiles and emergency and service vehicles, as a means to provide for travel and parking without creating the conditions that encourage excessive speed. This configuration will also allow street trees to form an overhanging canopy.

MAINTAIN/REESTABLISH ALLEYS

- Make use of alleys for overhead utilities (leaving the streets open for trees) and for access to off-street parking (relieving on-street parking).
- Reclaim alleys that have grown up with trees or been blocked by debris and/or fences. Integrate Transit into the Community

- Use transit stops as community focal points.
- Allow mixed uses around transit stops, so users can combine activities into one trip.
- Consider transit needs very early in the development process.

PROVIDE LINKAGES

- Anticipate pedestrian travel routes to bus stops and other destinations and provide the appropriate pedestrian facilities.
- Ensure that persons with disabilities can access the community through accessible transportation options.
- Ensure pedestrian routes are easily recognized through unified pavement textures, trees, signs, and street furniture.

ENSURE THE SAFETY OF ALL USERS

- Without compromising automobile safety, design local streets with minimum widths, turning radii, and design speeds as a means to ensure pedestrian access and safety.
- Design intersections with minimum widths, both to slow traffic and to reduce pedestrian crossing distances.

BALANCE COMMUNITY CHARACTER / RESILIENCY

- Patterns of existing structures including building scale and massing, front setbacks, side setbacks, ~~and~~ height, and tree cover are major contributors to community character. Together they influence the existing intensity of residential use and create a cohesive semi-public realm that determines whether a neighborhood is walkable, automobile dependent, urban, or naturalistic. Dating back at least to the 1960's the City's zoning ordinance included infill provisions related to front setbacks. Over time, these important provisions extended to side set-backs, height, as well as exempting houses from off-street parking requirements where paving over yards was disruptive to community character. These provisions protect established building patterns and meaningful open spaces.
- Without compromising a neighborhood's ability to evolve to meet changing housing needs, evaluate setback and height infill requirements as a means to ensure modern homes and additions are consistent with the quality, uniqueness, and attractiveness of existing neighborhoods.

EXHIBIT
Comprehensive Plan Amendment
Chapter 7 "Residential Neighborhoods and Housing" --- November 6, 2019

EVALUATING DEVELOPMENT/REDEVELOPMENT PLANS

There is no single means to provide an attractive, well functioning community. Instead, the guidelines noted above are considered together and deliberate steps taken during the development/redevelopment process to achieve results that meet the City's needs. This process is not limited to residential areas, but should be used when considering development adjacent to intact neighborhoods. The integrity of cohesive residential areas must be protected from incompatible uses, disruptive impacts such as noise, light, and traffic, and from the unmitigated loss of trees and open space.

HOUSING

During the past several decades, the Fredericksburg area has experienced rapid housing development to meet the needs of a growing population. The predominant type of construction has been townhouses and apartments, but the City has also seen its share of new single-family detached housing. Much of this growth is a direct result of the area's physical links to the Northern Virginia/Washington D.C. metropolitan area and its strong economy related to supporting government functions. Since Fredericksburg is within commuting distance of this massive employment center, the anticipated demand for new housing is in the townhouse and condominium market. Interestingly, condos and townhouses are key elements of mixed uses, which characterize Fredericksburg's historic development.

Historically, downtown Fredericksburg had residential units above commercial storefronts. Many of these units have been brought back into use and other downtown residential development is being built. Suburban development had deliberately moved away from mixed uses, but this trend proved to be economically unsustainable and there is a renewed appreciation of greater densities and mixed uses. Increased density, within a high-quality urban setting, provides a residential retail base and also promotes social interaction, which leads to a place becoming a community. A strong urban design is key, however, because increased density, in and of itself, is not sufficient to produce a sense of place. As has been noted above, good urban design is the critical component for creating attractive/desirable neighborhoods.

Projected professional job growth for the City and the region is anticipated to maintain the market demand for townhouses and condos. Unfortunately, housing costs will continue to rise as well, which is a welcome tax base, but a challenge for being able to ensure that all citizens will be able to find a decent place to live within their means.

IMPACT OF UNIVERSITY OF MARY WASHINGTON

The University of Mary Washington has developed new housing for its student population. Residential capacity is a total of 2,786 beds, 1,826 of which are on campus. Off-campus, 342 beds are available in an apartment complex on William Street and another 618 students are housed in apartments that are part of a mixed-use development called Eagle Village. There are slightly more than 1,700 students who commute, but only about 500 students list Fredericksburg as their place of residence. There are no records to indicate if these students live with family or find rental units near the campus. Another 250 students (approximately) do not list an address, but are very likely to live in rental units near campus. The City and the University recognize that neighborhoods around the campus have a high percentage of rental properties and are working together to reduce any adverse impacts to the host neighborhoods.

INVENTORY

Completion of Interstate-95, in the early 1960s, opened up the City and surrounding counties to considerable residential growth. Beginning in the 1970s, there was a decided increase in multi-family dwelling units and the City experienced a shift toward a renter-oriented household population. Table 7-1 shows the trend, although it should be noted that the category for multi-family units includes everything from duplexes to apartments.

TABLE 7-1 TYPES OF UNITS IN FREDERICKSBURG

CENSUS	UNITS	SF DETACHED UNITS	MF UNITS
1970	4,571	67%	33%
1980	6,339	56%	44%
1990	8,063	42%	58%
2000	8,888	41%	59%
2010	10,603	41%	59%

U.S. Census Bureau (Note: The identical numbers for 2000 and 2010 are correct.)

By 2000, the mix of housing types had become heavily multi-family. Shifting the emphasis toward single-family development arrested this trend and the City's single-family detached houses held steady at 41 percent of its housing stock in 2010. This figure had increased to 42 percent in 2014 and the American Community Survey indicates that 86.8 percent of such housing in Fredericksburg is owner-occupied. Single-family detached housing, however, also represents the most expensive housing option. The demand for rental units has not diminished and

PART II

EXHIBIT
Comprehensive Plan Amendment
Chapter 7 "Residential Neighborhoods and Housing" --- November 6, 2019

GOALS FOR RESIDENTIAL NEIGHBORHOODS AND HOUSING

GOAL 1: NEIGHBORHOOD CHARACTER

Preserve the character of the City's neighborhoods, by respecting and maintaining their functional design (sidewalks, alleys, street trees, etc.).

GOAL 2: NEIGHBORHOOD QUALITY

Enhance the quality of the City's residential areas, to promote livability and a sense of community. Livability is defined as safe and walkable, with a variety of housing choices and ready access (walking, biking, transit, automobile) to work, shopping, and services.

GOAL 3: DISTINCT AND ATTRACTIVE NEIGHBORHOODS

Ensure the residential areas of the City continue to comprise a collection of distinct and attractive neighborhoods, each possessing a sense of place, history, and shared identity.

GOAL 4: ADEQUATE PUBLIC SERVICES AND FACILITIES

Ensure that residential neighborhoods are adequately served with efficient and multi-modal transportation, available parking, street trees, and public services.

GOAL 5: ENHANCED CONNECTIONS

Support inclusive neighborhoods for the elderly and persons with disabilities, through multi-modal transportation that enhances connections between affordable and accessible housing, places of employment, other neighborhoods, and services.

GOAL 6: COMPATIBLE DESIGN AND FUNCTIONALITY

Ensure that development and redevelopment is visually compatible with the overall character of the City as well as functional for all citizens, with visit-ability standards that ensure a basic level of access to all new housing, such as no-step entryways, wide hallways, and other features that allow homes to be adapted to persons with disabilities.

GOAL 7: AFFORDABLE HOUSING

All persons who live and work in Fredericksburg should have the opportunity to rent or purchase safe, decent, and accessible housing within their means.

GOAL 8: VARIETY OF HOUSING

Provide a variety of housing opportunities throughout the City that respect the character of the community.

GOAL 9: HOMEOWNERSHIP

Encourage homeownership opportunities and seek to achieve a homeownership rate within the City of at least 40 percent.

GOAL 10: HOUSING MAINTENANCE AND UPKEEP

Maintain and protect the City's housing stock, through proper enforcement of state and local codes, to ensure an adequate supply of housing that is safe and healthy.

EXHIBIT
Comprehensive Plan Amendment
Chapter 7 "Residential Neighborhoods and Housing" --- November 6, 2019

POLICIES FOR RESIDENTIAL NEIGHBORHOODS AND HOUSING

Fredericksburg has adopted its housing and neighborhood policies to enhance a livable community for all citizens.

1. Respect the integrity and the character of the City's neighborhoods.
2. Control and manage on-street parking, as needed, in residential neighborhoods near the University of Mary Washington, and monitor for effectiveness.
3. Implement traffic calming measures in neighborhoods where cut-through traffic endangers resident safety.
4. Protect existing and re-establish missing tree cover in residential neighborhoods.
5. Establish and maintain connections between neighborhoods and the overall community, through multiple modes of transportation.
6. Allow for greater housing density when creating or redeveloping mixed-use neighborhoods.
7. Incorporate the concept of complete streets (travel ways for automobiles, pedestrians, and cyclists, with attractive tree cover) in new residential neighborhoods.
8. Increase homeownership opportunities while also ensuring the City achieves an appropriate mix of housing choices (single-family homes, townhouses, loft apartments, accessory apartments, etc.).
9. Maintain the supply of affordable housing through appropriate community development programs that rehabilitate existing owner-occupied housing and improve the physical quality of housing and neighborhoods.
10. Ensure residential rental properties are properly maintained in a condition that is safe and sanitary, in accord with state and local regulations.
11. Eliminate vacant housing blight through aggressive property maintenance programs.
12. Provide options for citizens to age in place, through senior housing programs that help adapt houses to developing needs.
13. Ensure that persons with disabilities are able to find housing that is accessible and where they can obtain housing support, if needed.
14. Do not allow gated communities within the City limits.
15. Encourage infill development that is compatible with established neighborhoods, in terms of scale and massing.

EXHIBIT
Comprehensive Plan Amendment
Chapter 7 "Residential Neighborhoods and Housing" --- November 6, 2019

INITIATIVES FOR RESIDENTIAL NEIGHBORHOODS AND HOUSING

These initiatives outline key steps for implementing the City's long-term goals for its residential neighborhoods:

1. Continue to evaluate infill regulations to ensure that additions and new construction do not adversely impact the character of existing neighborhoods.
2. Monitor neighborhood parking needs and develop appropriate on-street restrictions, as needed. Monitor existing restricted areas to ensure effectiveness.
3. Ensure neighborhood infrastructure needs continue to be met through the Capital Improvement Program.
4. Study the condition of all existing alleys in residential neighborhoods to determine how they can be re-opened and/or reestablished to enhance the maintenance, service, and parking needs of residential units.
5. Continue to implement the City's Consolidated Plan for Community Development Programs.
6. Reestablish the pro-active rental property maintenance program to improve conditions in City neighborhoods and to address problems that create unsafe and unsanitary conditions for renters as well as result in neighborhood degradation.
7. Continue to work with the University of Mary Washington to address student/resident issues in neighborhoods surrounding the University.
8. Actively pursue initiatives to develop housing opportunities for senior citizens and persons with disabilities.
9. Ensure new development adjacent to established neighborhoods is properly buffered.



FIGURE 38 MULTI FAMILY DEVELOPMENT



FIGURE 39 TOWNHOME DEVELOPMENT

PC Recommendation



MOTION:

January 28, 2020
Regular Meeting
Ordinance No. 20-__

SECOND:

RE: Amending the Unified Development Ordinance to regulate infill development in the R-2, R-4, R-8 and CT zoning districts.

ACTION: APPROVED; Ayes:0; Nays: 0

First read: _____ **Second read:** _____

It is hereby ordained by the Fredericksburg City Council that City Code Chapter 72, “Unified Development Ordinance,” is amended as follows.

I. Introduction.

The purpose of this amendment is to respect the integrity and character of the City’s neighborhoods and to encourage infill development that is compatible with established neighborhoods, in furtherance of the adopted Policies for Residential Neighborhoods and Housing in Chapter 7 of the 2015 Comprehensive Plan. This amendment also advances the Initiative for Residential Neighborhoods and Housing in that Chapter, namely, “continue to evaluate infill regulations to ensure that additional and new construction does not adversely impact the character of existing neighborhoods.

The City Council adopted a resolution to initiate this text amendment at its meeting on November 12, 2019. The Planning Commission held its public hearing on the amendment on January 15, 2020, after which it voted to recommend the amendment to the City Council without the height amendments (shown in blue). The City Council held its public hearing on this amendment on January 28, 2020.

In adopting this ordinance, City Council has considered the applicable factors in Virginia Code § 15.2-2284. The City Council has determined that public necessity, convenience, general welfare and good zoning practice favor the requested rezoning.

II. City Code Amendment.

City Code Chapter 72, “Unified Development Ordinance,” is amended as follows:

1. **Section 72-24.2, “Administrative modifications,”** shall be amended as follows:
 - A. Purpose and applicability. Pursuant to the authority granted within Code of Virginia § 15.2-2286A(4), the Zoning Administrator is hereby authorized to grant a modification of any zoning regulation relating to physical requirements on a lot or parcel of land, including, but not limited to: size, height, location or features of, or related to, any building, structure, or

improvements. *However, this authority shall not extend to enlarging or reducing any average setback calculated under §72-82.4(B)(2).*

2. **Section 72-31.2, “R-2 Residential District,”** shall be amended as follows:

[Subsection A is not amended.]

B. Dimensional standards.

Standard	Development	Cluster Development
Residential Density, Maximum	2 dwelling units/acre	
Nonresidential FAR, Maximum		0.20
District Size, Minimum (acres)	None	2
Lot Area, Minimum (square feet)	15,000	9,000
Lot Width, Minimum (feet)		
Interior Lot	100	60
Corner Lot	125	75
Front Setback, Minimum (feet)	35	21
Side Setback, Minimum (feet)	12	7
Rear Setback, Minimum (feet)	30	48 24
Open Space set-Aside, Minimum (%)		25
Height, Maximum (feet)	Single-family: 35; all others: 40	

C. Additional regulations for lots of record in developed areas where front and side yard setback geometry has already been established by existing residential dwellings and lots created by the administrative subdivision process on or after [effective date of ordinance.]

1. *Front setbacks shall be established using the average front setback calculated using the rules in §72-82.4(B)(2). The average front setback shall be the maximum and minimum front setback for the lot. For corner lots and through lots, the primary front yard shall be established using the average front setback, and the secondary front yard may be reduced using the average calculation.*
2. *The side yard setbacks on lots that are less than 15,000 square feet may be reduced using the rules in §72-82.4(B)(2); but each side yard shall be no less than six feet, or no less than four feet for lots 50 feet or less in width. Side yard setbacks for lots within the Old and Historic Fredericksburg Overlay District shall be determined through the certificate of appropriateness process.*
3. ~~*Maximum height for single-family dwellings on lots of record in areas where established building heights are less than 35 feet shall be reduced by a percentage corresponding to the ratio of actual lot area to 15,000 square feet. In no case shall the new maximum height be set lower than 27 feet.*~~

3. Section 72-31.3, “R-4 Residential District,” is amended as follows:

[Subsection A is not amended.]

B. Dimensional standards.

Standard	Development	Cluster Development
Residential Density, Maximum	4 dwelling units/acre	
Nonresidential FAR, Maximum		0.30
District Size, Minimum (acres)	None	2
Lot Area, Minimum (square feet)	7,500	4,500
Lot Width, Minimum (feet)		
Interior Lot	60	35
Corner Lot	75	45
Front Setback, Minimum (feet)	18	12
Side Setback, Minimum (feet)	6	5
Rear Setback, Minimum (feet)	18	48 24
Open Space set-Aside, Minimum (%)		25%
Height, Maximum (feet)	Single-family: 35; all others: 30	

C. Additional regulations.

(1) The front of the principal building shall face the front yard. On a corner lot, the front of the principal building may face either front yard.

(2) *Maximum height of a horizontal addition to a single family dwelling on an existing lot smaller than the minimum lot area shall not exceed 27 feet or the height of the existing dwelling, whichever is greater.*

D. Additional regulations for lots of record ~~before April 25, 1984~~ *in developed areas where front and side yard setback geometry has already been established by existing residential dwellings and lots created by the administrative subdivision process on or after [effective date of ordinance.]*

1. Front setbacks shall be established using the average front setback calculated using the rules in § 72-82.4B(2). The average front setback shall be the maximum and minimum front setback for the lot. *For corner lots and through lots, the primary front yard shall be established using the average front setback, and the secondary front yard may be reduced using the average calculation.*

2. The side yard setbacks on lots that are less than 7,500 square feet may be reduced using the rules in § 72-82.4B(2); but each side yard shall be no less than three feet, or no less

than two feet for lots 30 feet or less in width. Side yard setbacks for lots within the Old and Historic Fredericksburg Overlay District shall be determined through the certificate of appropriateness process.

3. Maximum height for single-family dwellings on lots of record in areas where established building heights are less than 35 feet shall be reduced by a percentage corresponding to the ratio of actual lot area to 7,500 square feet. In no case shall the new maximum height be set lower than 27 feet.

4. **City Code section 72-31.4, “R-8 Residential District,”** is amended as follows:

[Subsection A is not amended.]

- B. Dimensional standards.

Standard	SF Detached	SF Attached	Nonresidential
Residential Density, Maximum	8	8	N/A
Nonresidential FAR, Maximum	N/A	N/A	0.35
District Size, Minimum (acres)	5 (may reduce with special exception)		
Lot Area, Minimum (square feet)	3,750	2,250	15,000
Lot Width, Minimum (feet)			
Interior Lot	35	20	80
Corner Lot	45	20	100
Front Setback, Minimum (feet)	12	12	25
Side Setback, Minimum (feet)	5	12	10
Rear Setback, Minimum (feet)	18 24	18	25
Setback From Other Districts, Minimum (feet)	40	40	40
Open Space set-Aside, Minimum (%)	25%	25%	25%
Height, Maximum (feet)	Residential: 35; all others: 30		

- C. Additional regulations.
 - (1) Each unit shall have an on-site privacy yard of at least 200 square feet.
 - (2) The front of the principal building shall face the front yard. On a corner lot, the front of the principal building may face either front yard.

- (3) For attached units, side lot lines shall coincide with party wall center lines.
- (4) *The maximum height of a horizontal addition to a single family dwelling on an existing lot smaller than the minimum lot area shall not exceed 27 feet or the height of the existing dwelling, whichever is greater.*

D. Additional regulations for ~~smaller~~ lots of record in developed areas where front and side yard setback geometry has already been established by existing residential dwellings and lots created by the administrative subdivision process on or after [effective date of ordinance.]

- (1) Front setbacks shall be established on lots of record ~~before April 25, 1984~~ as the average front setback calculated using the rules in § 72-82.4B(2). The average front setback shall be the maximum and minimum front setback for the lot. *For corner lots and through lots, the primary front yard shall be established using the average front setback, and the secondary front yard may be reduced using the average calculation.*
- (2) The side yard setbacks on lots that are less than 3,750 square feet may be reduced using the rules in § 72-82.4B(2); but each side yard shall be no less than two feet. Side yard setbacks for lots within the Old and Historic Fredericksburg Overlay District shall be determined through the certificate of appropriateness process.
- (3) Maximum height for single-family dwellings on lots of record where established building heights are less than 35 feet shall be reduced by a percentage corresponding to the ratio of the actual lot area to 3,750 square feet. In no case shall the new maximum height be set lower than 27 feet.

5. **City Code §72-32.1, “Commercial/Office-Transitional District,”** shall be amended as follows:

[Subsections A and B are not amended.]

- C. Additional regulations.
 - (1) The front of the principal building shall face the front yard. On a corner lot, the front of the principal building may face either front yard.
 - (2) Residential development shall conform to the dimensional standards of the R-8 Zoning District.
 - (3) Residential development in a mixed-use project shall conform to the dimensional standards of the R-12 Zoning District.

- (4) At least 30% of the ground floor of a mixed-use development shall be used for retail, eating or personal services establishments.
- (5) The gross floor area of the ground floors of all buildings on a mixed-use general development plan that are used for retail sales, eating, or personal services establishments shall not be included in the determination of maximum FAR.
- (6) For lots of record ~~established before April 25, 1984~~ *in developed areas where front and side yard setback geometry has already been established by existing residential dwellings and lots created by the administrative subdivision process on or after [effective date of ordinance]* front yard setbacks shall be established using the infill calculations in § 72-84.4B(2). *For corner lots and through lots, the primary front yard shall be established using the average front setback, and the secondary front yard may be reduced using the average calculation.*
- (7) For lots of record ~~established before April 25, 1984~~ *in developed areas where yard geometry has already been established by existing residential dwellings and lots created by the administrative subdivision process on or after [effective date of ordinance]*, side yard setbacks may be reduced using the rules in § 72-82.4B(2); but each side yard shall be no less than two feet. Side yard setbacks for lots within the Old and Historic Fredericksburg Overlay District shall be determined through the certificate of appropriateness process.

6. **Section 72-42, “Accessory Use Standards,” 72-42.2, “General standards and limitations,”** shall be amended as follows:

[Subsection A is not amended.]

B. General standards. All accessory uses and accessory structures shall meet the following standards:

- (1) Directly serve the principal use or structure;
 - (2) Be customarily accessory and clearly incidental and subordinate to the principal use and structure;
 - A. (3) No exceed *the greater of 25%* of the heated floor or buildable area of the principal use, except where otherwise allowed by this chapter; ~~—~~ *An in-ground pool is exempt from this requirement and is not counted in the total area of accessory uses or structures.*
- C. No accessory use or structure shall be closer than five feet to a side or rear yard lot line, except that if the principal structure has a setback of less than five feet,

then the setback of an accessory structure may be the as exists for the principal structures. *No accessory use or structure requiring a Building Permit within the R-2, R-4, or R-8 zoning districts shall be closer than five feet to the principal structure.*

- (4) Be owned or operated by the same person as the principal use or structure;
- (5) Together with the principal use or structure, not violate the bulk, density, parking, landscaping, or open space standards of this chapter; and
- (6) Not constitute a combination use, which is the combination of two principal uses (combination uses will not meet the above standards in terms of being subordinate or providing service to the principal use.)
- (7) No accessory use shall be located on a lot prior to development of an associated principal use.
- (8) An accessory use or structure may be approved in conjunction with or subsequent to approval of the principal use or structure.

7. **Section 72-42, “Accessory Use Standards,” 72-42.3, “Location of accessory uses or structures,”** shall be amended as follows:

- A. No accessory use or structure shall occupy more than 30% of the rear yard. *The area occupied by an in-ground pool is not counted in calculating the area of occupation.*

[Subsections B through E are not amended.]

8. **Section 72-42, “Accessory Use Standards,” 72-42.4, “Maximum Height,”** shall be amended as follows:

No accessory structure shall exceed 25 feet in height, or ~~10~~ 12 feet in height if located in a side or rear yard.

9. **Section 72-51, “Density and Layout,” §72-51.3, “Lots,”** shall be amended as follows:

[Subsection A is not amended.]

- B. *Lot frontage. Lot frontages within the R-2, R-4, R-8, and R-12 zoning districts shall not be less than 80 percent of the required lot width. On corner lots, the minimum lot frontage shall be met on both street fronts. Pipestem lots shall be exempt from the minimum frontage requirement.*

[The remaining paragraphs former B through F are re-lettered.]

G. *Lot depth. The depth of a lot shall not exceed five times its width.*

10. **Section 72-82, “Rules of Measurement,” 72-82.3, “Lots,”** shall be amended as follows:

A. Definitions/measurement.

(1) Lot area, minimum. The minimum amount of land area required for a lot shall be measured on a horizontal plan in units of square feet or acres, as specified within the zoning regulations for the district in which the lot is situated. Land encumbered by easements and resource protection and management areas shall be considered according to § 72-51.3.

Figure 72-82.3A(1). “Lot Area Measurement,” is replaced with the following:

[Updated Figure]

(2) Lot width, minimum. The distance between side lot lines shall be measured in one of the following manners, whichever is applicable:

- a. In the case of a rectangular lot, the width shall be measured ~~along~~ *parallel to the front lot line at the minimum front setback line. On corner lots, the minimum lot width shall be met on both street fronts.*
- b. In the case of an irregularly shaped lot or a curvilinear front lot line, the width shall be measured between the lot’s narrowest dimensions at that location on the lot where the center of the building is proposed or located.
- c. In the case of a pipestem lot, the width shall be measured between the lot’s narrowest dimensions at that location on the lot where the center of the building is proposed or is located.

(3) Lot line. [is not amended]

(4) Lot types. [is not amended]

(5) *Lot frontage and shape. The dimension of a lot measured along the front lot line thereof.*

(6) *Lot depth. The depth of the lot is calculated by adding the length of all of the side lot lines and dividing the total by two.*

11. **Section 72-82, “Rules of Measurement,” 72-82.4, “Required yards,”** shall be amended as follows:

[Subsection A is not amended. Subsection B(1) is not amended.]

- B. (2) Averaging setbacks. When zoning district standards permit or require determination of any front or side setback through averaging, the average yard shall be calculated by using the methods set forth here. The dimensions of existing yards shall be determined through the best information reasonably available, including, in order, surveys of record, on-site measurements, or the 2010 tax maps. The median is the type of average that shall be applied. *The average setback calculated by applying the median may be varied by plus or minus 10%.* The median front yard (*including the primary front yard of a corner lot and the primary and secondary front yards of a through lot*) shall be calculated by using existing principal buildings along the same block face. *For a corner lot, the median secondary front yard shall be calculated by using the lots on the same corner.* The median side yard shall be determined by using lots or parcels of similar width located on the same block face. Each side yard median (left and right) shall be calculated and applied separately. If the foregoing measurements do not establish a clear pattern of development, then the administrator may use the opposite block face to establish the average front or side yard.

SEC. III. Effective Date.

This ordinance is effective immediately.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

Approved as to form:

Kathleen Dooley, City Attorney

Clerk’s Certificate

I, the undersigned, certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Ordinance No. 19- duly adopted at a meeting of the City Council meeting held Date, 2019 at which a quorum was present and voted.

Tonya B. Lacey, CMC

Clerk of Council

Council Initiated Version



MOTION:

January 28, 2020
Regular Meeting
Ordinance No. 20-__

SECOND:

RE: Amending the Unified Development Ordinance to Regulate Infill Development in the R-2, R-4, R-8 and CT Zoning Districts

ACTION: APPROVED; Ayes: 0; Nays: 0

FIRST READ: _____ **SECOND READ:** _____

It is hereby ordained by the Fredericksburg City Council that City Code Chapter 72, "Unified Development Ordinance," is amended as follows.

I. Introduction.

The purpose of this amendment is to respect the integrity and character of the City's neighborhoods and to encourage infill development that is compatible with established neighborhoods, in furtherance of the adopted Policies for Residential Neighborhoods and Housing in Chapter 7 of the 2015 Comprehensive Plan. This amendment also advances the Initiative for Residential Neighborhoods and Housing in that Chapter, namely, "continue to evaluate infill regulations to ensure that additional and new construction does not adversely impact the character of existing neighborhoods.

The City Council adopted a resolution to initiate this text amendment at its meeting on November 12, 2019. The Planning Commission held its public hearing on the amendment on January 15, 2020, after which it voted to recommend the amendment to the City Council. The City Council held its public hearing on this amendment on January 28, 2020.

In adopting this ordinance, City Council has considered the applicable factors in Virginia Code § 15.2-2284. The City Council has determined that public necessity, convenience, general welfare and good zoning practice favor the requested rezoning.

II. City Code Amendment.

City Code Chapter 72, "Unified Development Ordinance," is amended as follows:

1. **Section 72-24.2, "Administrative modifications,"** shall be amended as follows:
 - A. Purpose and applicability. Pursuant to the authority granted within Code of Virginia § 15.2-2286A(4), the Zoning Administrator is hereby authorized to grant a modification of any zoning regulation relating to physical requirements on a lot or parcel of land, including, but not limited to: size, height, location or features of, or related to, any building, structure, or improvements. *However, this authority shall not extend to enlarging or reducing any average setback calculated under §72-82.4(B)(2).*

2. Section 72-31.2, “R-2 Residential District,” shall be amended as follows:

[Subsection A is not amended.]

B. Dimensional standards.

Standard	Development	Cluster Development
Residential Density, Maximum	2 dwelling units/acre	
Nonresidential FAR, Maximum		0.20
District Size, Minimum (acres)	None	2
Lot Area, Minimum (square feet)	15,000	9,000
Lot Width, Minimum (feet)		
Interior Lot	100	60
Corner Lot	125	75
Front Setback, Minimum (feet)	35	21
Side Setback, Minimum (feet)	12	7
Rear Setback, Minimum (feet)	30	48 24
Open Space set-Aside, Minimum (%)		25
Height, Maximum (feet)	Single-family: 35; all others: 40	

C. Additional regulations for lots of record in developed areas where front and side yard setback geometry has already been established by existing residential dwellings and lots created by the administrative subdivision process on or after [effective date of ordinance.]

1. *Front setbacks shall be established using the average front setback calculated using the rules in §72-82.4(B)(2). The average front setback shall be the maximum and minimum front setback for the lot. For corner lots and through lots, the primary front yard shall be established using the average front setback, and the secondary front yard may be reduced using the average calculation.*
2. *The side yard setbacks on lots that are less than 15,000 square feet may be reduced using the rules in §72-82.4(B)(2); but each side yard shall be no less than six feet, or no less than four feet for lots 50 feet or less in width. Side yard setbacks for lots within the Old and Historic Fredericksburg Overlay District shall be determined through the certificate of appropriateness process.*
3. *Maximum height for single-family dwellings on lots of record in areas where established building heights are less than 35 feet shall be reduced by a percentage corresponding to the ratio of actual lot area to 15,000 square feet. In no case shall the new maximum height be set lower than 27 feet.*

3. **Section 72-31.3, “R-4 Residential District,”** is amended as follows:

[Subsection A is not amended.]

B. Dimensional standards.

Standard	Development	Cluster Development
Residential Density, Maximum	4 dwelling units/acre	
Nonresidential FAR, Maximum		0.30
District Size, Minimum (acres)	None	2
Lot Area, Minimum (square feet)	7,500	4,500
Lot Width, Minimum (feet)		
Interior Lot	60	35
Corner Lot	75	45
Front Setback, Minimum (feet)	18	12
Side Setback, Minimum (feet)	6	5
Rear Setback, Minimum (feet)	18	18 24
Open Space set-Aside, Minimum (%)		25%
Height, Maximum (feet)	Single-family: 35; all others: 30	

C. Additional regulations.

- (1) The front of the principal building shall face the front yard. On a corner lot, the front of the principal building may face either front yard.
- (2) *Maximum height of a horizontal addition to a single-family dwelling on an existing lot smaller than the minimum lot area shall not exceed 27 feet or the height of the existing dwelling, whichever is greater.*

D. Additional regulations for lots of record ~~before April 25, 1984~~ *in developed areas where front and side yard setback geometry has already been established by existing residential dwellings and lots created by the administrative subdivision process on or after [effective date of ordinance.]*

1. Front setbacks shall be established using the average front setback calculated using the rules in § 72-82.4B(2). The average front setback shall be the maximum and minimum front setback for the lot. *For corner lots and through lots, the primary front yard shall be established using the average front setback, and the secondary front yard may be reduced using the average calculation.*
2. The side yard setbacks on lots that are less than 7,500 square feet may be reduced using the rules in § 72-82.4B(2); but each side yard shall be no less than three feet, or no less than two feet for lots 30 feet or less in width. Side yard setbacks for lots within the Old and Historic Fredericksburg Overlay District shall be determined through the certificate of appropriateness process.

3. Maximum height for single-family dwellings on lots of record in areas where established building heights are less than 35 feet shall be reduced by a percentage corresponding to the ratio of actual lot area to 7,500 square feet. In no case shall the new maximum height be set lower than 27 feet.

4. **City Code section 72-31.4, “R-8 Residential District,”** is amended as follows:

[Subsection A is not amended.]

B. Dimensional standards.

Standard	SF Detached	SF Attached	Nonresidential
Residential Density, Maximum	8	8	N/A
Nonresidential FAR, Maximum	N/A	N/A	0.35
District Size, Minimum (acres)	5 (may reduce with special exception)		
Lot Area, Minimum (square feet)	3,750	2,250	15,000
Lot Width, Minimum (feet)			
Interior Lot	35	20	80
Corner Lot	45	20	100
Front Setback, Minimum (feet)	12	12	25
Side Setback, Minimum (feet)	5	12	10
Rear Setback, Minimum (feet)	18 24	18	25
Setback From Other Districts, Minimum (feet)	40	40	40
Open Space set-Aside, Minimum (%)	25%	25%	25%
Height, Maximum (feet)	Residential: 35; all others: 30		

C. Additional regulations.

- (1) Each unit shall have an on-site privacy yard of at least 200 square feet.
- (2) The front of the principal building shall face the front yard. On a corner lot, the front of the principal building may face either front yard.
- (3) For attached units, side lot lines shall coincide with party wall center lines.

- (4) *The maximum height of a horizontal addition to a single-family dwelling on an existing lot smaller than the minimum lot area shall not exceed 27 feet or the height of the existing dwelling, whichever is greater.*

D. Additional regulations for ~~smaller~~ lots of record in developed areas where front and side yard setback geometry has already been established by existing residential dwellings and lots created by the administrative subdivision process on or after [effective date of ordinance.]

- (1) Front setbacks shall be established on lots of record ~~before April 25, 1984~~ as the average front setback calculated using the rules in § 72-82.4B(2). The average front setback shall be the maximum and minimum front setback for the lot. *For corner lots and through lots, the primary front yard shall be established using the average front setback, and the secondary front yard may be reduced using the average calculation.*
- (2) The side yard setbacks on lots that are less than 3,750 square feet may be reduced using the rules in § 72-82.4B(2); but each side yard shall be no less than two feet. Side yard setbacks for lots within the Old and Historic Fredericksburg Overlay District shall be determined through the certificate of appropriateness process.
- (3) Maximum height for single-family dwellings on lots of record where established building heights are less than 35 feet shall be reduced by a percentage corresponding to the ratio of the actual lot area to 3,750 square feet. In no case shall the new maximum height be set lower than 27 feet.

5. **City Code §72-32.1, “Commercial/Office-Transitional District,”** shall be amended as follows:

[Subsections A and B are not amended.]

C. Additional regulations.

- (1) The front of the principal building shall face the front yard. On a corner lot, the front of the principal building may face either front yard.
- (2) Residential development shall conform to the dimensional standards of the R-8 Zoning District.
- (3) Residential development in a mixed-use project shall conform to the dimensional standards of the R-12 Zoning District.
- (4) At least 30% of the ground floor of a mixed-use development shall be used for retail, eating or personal services establishments.

- (5) The gross floor area of the ground floors of all buildings on a mixed-use general development plan that are used for retail sales, eating, or personal services establishments shall not be included in the determination of maximum FAR.
- (6) For lots of record ~~established before April 25, 1984~~ *in developed areas where front and side yard setback geometry has already been established by existing residential dwellings and lots created by the administrative subdivision process on or after [effective date of ordinance]* front yard setbacks shall be established using the infill calculations in § 72-84.4B(2). *For corner lots and through lots, the primary front yard shall be established using the average front setback, and the secondary front yard may be reduced using the average calculation.*
- (7) For lots of record ~~established before April 25, 1984~~ *in developed areas where yard geometry has already been established by existing residential dwellings and lots created by the administrative subdivision process on or after [effective date of ordinance]*, side yard setbacks may be reduced using the rules in § 72-82.4B(2); but each side yard shall be no less than two feet. Side yard setbacks for lots within the Old and Historic Fredericksburg Overlay District shall be determined through the certificate of appropriateness process.

6. **Section 72-42, “Accessory Use Standards,” 72-42.2, “General standards and limitations,”** shall be amended as follows:

[Subsection A is not amended.]

B. General standards. All accessory uses and accessory structures shall meet the following standards:

- (1) Directly serve the principal use or structure;
- (2) Be customarily accessory and clearly incidental and subordinate to the principal use and structure;
 - A. (3) No exceed *the greater of 25%* of the heated floor or buildable area of the principal use, except where otherwise allowed by this chapter; *An in-ground pool is exempt from this requirement and is not counted in the total area of accessory uses or structures.*
- (4) Be owned or operated by the same person as the principal use or structure;
- (5) Together with the principal use or structure, not violate the bulk, density, parking, landscaping, or open space standards of this chapter; and
- (6) Not constitute a combination use, which is the combination of two principal uses (combination uses will not meet the above standards in terms of being subordinate or providing service to the principal use.)

- (7) No accessory use shall be located on a lot prior to development of an associated principal use.
- (8) An accessory use or structure may be approved in conjunction with or subsequent to approval of the principal use or structure.

7. **Section 72-42, “Accessory Use Standards,” 72-42.3, “Location of accessory uses or structures,”** shall be amended as follows:

- A. No accessory use or structure shall occupy more than 30% of the rear yard. *The area occupied by an in-ground pool is not counted in calculating the area of occupation.*

[Subsections B through E are not amended.]

8. **Section 72-42, “Accessory Use Standards,” 72-42.4, “Maximum Height,”** shall be amended as follows:

No accessory structure shall exceed 25 feet in height, or ~~40~~ 12 feet in height if located in a side or rear yard.

9. **Section 72-51, “Density and Layout,” §72-51.3, “Lots,”** shall be amended as follows:

[Subsection A is not amended.]

- B. *Lot frontage. Lot frontages within the R-2, R-4, R-8 and R-12 zoning districts shall not be less than 80 percent of the required lot width. On corner lots, the minimum lot frontage shall be met on both street fronts. Pipestem lots shall be exempt from the minimum frontage requirement.*

[The remaining paragraphs former B through F are re-lettered.]

- G. *Lot depth. The depth of a lot shall not exceed five times its width.*

10. **Section 72-82, “Rules of Measurement,” 72-82.3, “Lots,”** shall be amended as follows:

A. Definitions/measurement.

- (1) Lot area, minimum. The minimum amount of land area required for a lot shall be measured on a horizontal plan in units of square feet or acres, as specified within the zoning regulations for the district in which the lot is situated. Land encumbered by easements and resource protection and management areas shall be considered according to § 72-51.3.

Figure 72-82.3A(1). “Lot Area Measurement,” is replaced with the following:

[Updated Figure]

- (2) Lot width, minimum. The distance between side lot lines shall be measured in one of the following manners, whichever is applicable:
 - a. In the case of a rectangular lot, the width shall be measured ~~along parallel to~~ the front lot line *at the minimum front setback line. On corner lots, the minimum lot width shall be met on both street fronts.*
 - b. In the case of an irregularly shaped lot or a curvilinear front lot line, the width shall be measured between the lot’s narrowest dimensions at that location on the lot where the center of the building is proposed or located.
 - c. In the case of a pipestem lot, the width shall be measured between the lot’s narrowest dimensions at that location on the lot where the center of the building is proposed or is located.

(3) Lot line. [is not amended]

(4) Lot types. [is not amended]

(5) *Lot frontage and shape. The dimension of a lot measured along the front lot line thereof.*

(6) *Lot depth. The depth of the lot is calculated by adding the length of all of the side lot lines and dividing the total by two.*

11. **Section 72-82, “Rules of Measurement,” 72-82.4, “Required yards,”** shall be amended as follows:

[Subsection A is not amended. Subsection B(1) is not amended.]

- B. (2) Averaging setbacks. When zoning district standards permit or require determination of any front or side setback through averaging, the average yard shall be calculated by using the methods set forth here. The dimensions of existing yards shall be determined through the best information reasonably available, including, in order, surveys of record, on-site measurements, or the 2010 tax maps. The median is the type of average that shall be applied. *The average setback calculated by applying the median may be varied by plus or minus 10%. The median front yard (including the primary front yard of a corner lot and the primary and secondary front yards of a through lot) shall be calculated by using existing principal buildings along the same block face. For a corner lot, the median secondary front yard shall be calculated by using the lots on the same corner.* The median side yard shall be determined by using lots or parcels of similar width located on the same block face. Each side yard median (left and right) shall be calculated and applied separately. If the foregoing measurements do not establish a clear

pattern of development, then the administrator may use the opposite block face to establish the average front or side yard.

SEC. III. Effective Date.

This ordinance is effective immediately.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

Approved as to form:

Kathleen Dooley, City Attorney

Clerk's Certificate

I, the undersigned, certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Ordinance No. 19- duly adopted at a meeting of the City Council meeting held Date, 2019 at which a quorum was present and voted.

Tonya B. Lacey, CMC
Clerk of Council



**CITY OF FREDERICKSBURG
PLANNING COMMISSION
MINUTES**

January 15, 2020

7:30 p.m.

**715 Princess Anne Street
Council Chambers**

You may view and listen to the meeting in its entirety by going to the Planning Commission page on the City's website:

<https://amsva.wistia.com/medias/vh56egfmsh>

The Agenda, Staff Report, Applications and Supporting Documents are also available on the Planning Commission page.

MEMBERS

Rene Rodriguez, Chairman
Steve Slominski, Vice-Chairman
David Durham
Kenneth Gantt
Chris Hornung
Tom O'Toole
Jim Pates

CITY STAFF

Chuck Johnston, Director,
Planning and Building Dept.
Mike Craig, Senior Planner
James Newman, Zoning Administrator
Cathy Eckles, Administrative Assistant

1. CALL TO ORDER

Chairman Rodriguez called the meeting to order at 7:31 p.m. and explained meeting procedures for the public, as well as expected decorum during public comment.

2. PLEDGE OF ALLEGIANCE

3. DETERMINATION OF A QUORUM

Seven members present.

4. APPROVAL OF MINUTES

1. November 13, 2019
2. December 11, 2019

Mr. Hornung moved for approval of both the November 13 and December 11, 2019 meeting minutes as submitted. Mr. Durham seconded. Mr. Gantt abstained from voting on the November minutes as he was not present at the meeting.

Motion passed 6-0-1 for the November minutes and **passed 7-0** for the December minutes.

5. DECLARATION OF CONFLICT OF INTEREST

There were no conflicts of interest reported.

6. APPROVAL OF AGENDA

Mr. Durham moved for approval of the Agenda as submitted. Mr. Slominski seconded.

Motion passed 7-0.

7. PUBLIC HEARING

Mr. Johnston suggested the public hearings for Items 7.A. and 7.B be combined, but noted the items would need to be voted on separately. The Commission agreed.

- A. **The City of Fredericksburg** proposes to amend the 2015 Comprehensive Plan, Chapter 7, "Residential Neighborhoods and Housing," to discuss the importance and role of the built environment or form in creating neighborhood character.

- B. **The City of Fredericksburg** proposes to adopt text amendments to the Unified Development Ordinance: Article 72-2 "Administration", Article 72-3 "Zoning Districts", Article 72-4 "Use Standards", Article 72-5 "Development Standards", Article 72-8 "Definitions and Interpretations". These changes will affect residential development in the R2, R4, R8, R12, and/or CT Zoning Districts regarding setbacks, height, and lot frontage.

Mr. Johnston reviewed the staff presentation along with a Power Point (Attachment A) and noted staff was recommending the Commissioners recommend approval. Mr. Johnston noted that the deadline for action on these amendments is January 15, 2020.

Mr. O'Toole questioned the point of measurement on height. Mr. Johnston said the height is measured along the front lot line to the midpoint between the eave and the ridge.

Mr. Rodriguez questioned the accessory structure 25 foot height allowance. Mr. Johnston said this current standard was like the limit to an addition to a structure that was located within all required setbacks.

Chairman Rodriguez opened the public hearing.

Adam Lynch, River Steward, Friends of the Rappahannock, 3219 Fall Hill Avenue.

Mr. Lynch spoke regarding his work to actively promote forms of development that will reduce impacts to the Rappahannock River. Mr. Lynch noted although development cannot be stopped, it can be steered into a river friendly way. Mr. Lynch stated the Rappahannock River report card is currently graded at a "D" in the land use category due to new impervious surfaces and reduction of forest cover affecting the water quality. Mr. Lynch said that one of the best weapons against sprawl development is infill regulations. Urban areas feature less pavement per person than suburban areas, which means that one unit built in the dense walkable area requires less impervious surface than a similar unit built in a suburban environment reducing the impact per unit. Mr. Lynch requested the Commissioners to please consider whether the proposed setbacks and

height restrictions would discourage infill development in the City and further tip the balance in favor of environmentally unfriendly suburban sprawl. Mr. Lynch further asked the Commissioners to consider if these restrictions would restrict efforts to restore the missing middle housing types and accessory dwelling units that are suggested in the ongoing Comprehensive Plan updates and which are already present in these neighborhoods.

Scott DeHaven, 221 Braehead Drive.

Mr. DeHaven said he supported infill development, but is concerned with development that would exacerbate the drainage issues in Braehead Woods. He said he favored the proposed amendments that would limit in impact of infill development in his neighborhood.

Jon Gerlach, 809 Charlotte Street.

Mr. Gerlach spoke in his role as an attorney representing some of the citizens of Fredericksburg with respect to the UDO text amendments. Mr. Gerlach voiced his clients' support and their recommendation for approval for these amendments as there is an immediate threat in the City.

No further speakers, Chairman Rodriguez closed the public hearing.

Mr. Pates discussed his concerns with the ordinance regarding the height limitations, which were discussed at the December 11, 2019 meeting. Mr. Pates believes the ordinance still doesn't address the height limitation concerns and will facilitate more teardown and rebuilding. He discussed his concerns about infill development that is grossly oversized for the neighborhood. (Mr. Pates handed out a motion, Attachment B).

Mr. Durham made a point of order reminding the Commissioners that Item 7.A and Item 7.B need to be voted on separately and Mr. Pates' motion addresses Item 7.B. Mr. Durham moved to approve the Comprehensive Plan amendments to Chapter 7, "Residential Neighborhoods and Housing" with a text modification to page 7-3, Paragraph Balance Community Character / Resiliency, Bullet 1, as follows:

Patterns of existing structures including building side setbacks, height, and tree cover are major contributors

Mr. Pates seconded.

Motion passed 7-0.

Mr. Pates moved to approve Item 7B, amending infill development requirements, with the edits outlined in his motion in two parts [Attachment B].

Mr. Pates noted that No. 1 of his motion deals with the height requirements and No. 2 directs staff to prepare a new draft ordinance addressing the height restrictions previously deleted in No. 1. Mr. Pates noted it is not his intention to commit the Commissioners to his proposed changes, but to ask staff to come back and use the four principles in No. 2 to draft a new proposed ordinance.

Mr. Pates then outlined his four principle proposed edits. On 2.b, Mr. Pates corrected the “HD District” to be “CD District”.

Chairman Rodriquez asked for a second to the first part of Mr. Pates’ proposed motion. Mr. Durham then seconded No. 1 of Mr. Pates’ proposed motion.

Discussion ensued regarding Mr. Pates’ proposed motion and edit corrections to numbering in the proposed ordinance. Mr. Hornung questioned the deletion of all the sections listed in No. 1. Mr. Durham stated the deletions shouldn’t change the existing height restrictions, only delete the proposed changes. Mr. Pates clarified that this motion deletes the proposed height requirements from this ordinance and requests that staff come back with a new separate ordinance dealing with just the height limitations. Mr. Durham stated Mr. Hornung had a valid point in that the current height restrictions should not be deleted. Mr. Durham clarified that the purpose of the motion was just to delete the proposed height changes.

For clarity, Mr. Johnston restated that Paragraph 1.b., Section 72-31.3(D)(3) and Paragraph 1.c., Section 72-31.4(D)(3) are not amendments to the existing Code. Mr. Pates agreed and withdrew those from his motion.

Mr. Johnston asked what Mr. Pates meant by deleting Paragraph 8. Mr. Pates noted that he meant to delete the change proposed to Section 72-42 and Section 72-42.4 changing the maximum height from 10 feet to 12 feet if located in a side or rear yard.

Mr. Johnston then clarified that the proposed motion, No. 1, will delete Section 72-31.2(C)(3), Section 72-31.3(C)(2), Section 72-31.4(C)(4), and the proposed amendment in Section 72-42.4.

Mr. Hornung noted that he cannot support this motion as there is nothing showing the implications of these changes. Mr. Gantt referred to the December 2019 minutes where the Commissioners discussed the height requirements and unconstitutional “regulatory taking” and asked staff how they addressed this. Mr. Johnston noted that in the staff report he highlighted the issues germane to the issue of limiting heights of single story structures in neighborhoods to only remain single story structures. Mr. Johnston said this was a significant restriction inhibiting redevelopment. He said the map entitled “Approximate Building Height by Story” shows that most neighborhoods in the City have structures that are have mixed heights. He said after doing this research he did not believe limits for single-story development would be valid and was not proposed.

Mr. Johnston requested that the Commission go forward with the amendments as drafted and readdress height restrictions at a later date. He suggested the Commission appoint a Committee for further discussion. Mr. Johnston said there are some technical difficulties with achieving what Mr. Pates’ motion outlines based simply on number of feet. It requires a level of technical sophistication the City does not have and would be a challenge to develop. However, doing this based on number of stories pursuant to the Commissioner of Revenue data available is a viable option that could be discussed.

Mr. Durham clarified that the purpose of the motion is to allow the proposed UDO amendments of most concern right now to go forward to City Council, i.e., setbacks, while the Commission asked staff to further amend the height restrictions with more variety of height options.

Mr. Hornung questioned if a simpler motion may be to make the proposed staff amendments, less any height restriction changes.

Chairman Rodriguez questioned if staff would be supportive of that course of action. Mr. Johnston said he supports further discussion of the height restrictions, but believes the proposed changes are a good step for appropriate height limits.

Chairman Rodriguez asked for clarification on the timing of first and second read Council votes. Mr. Johnston explained that unless the Council decided otherwise, a second read would be at a later date after its scheduled January 28 meeting.

Mr. Pates said that what Mr. Hornung stated was actually the intent of his motion to eliminate any height restriction amendment changes at this time.

Chairman Rodriguez clarified that the first vote will be on Mr. Pates' motion to remove any height restriction amendment changes. Mr. Johnston formally restated the motion as follows: No. 1 will delete Section 72-31.2(C)(3), Section 72-31.3(C)(2), Section 72-31.4(C)(4), and the proposed amendment in Section 72-42.4.

Mr. Gantt said that he disagrees with such a piecemeal motion going forward to Council.

Due to an issue with the voting box, verbal roll call was held and the motion carried as follows:

Motion passed 4-3 (Mr. Gantt, Mr. Hornung, and Chairman Rodriguez: Nay).

Mr. Pates moved to approve No. 2 of his motion to Item 7.B. requesting staff to come back to the Commission with new proposals as outlined in his four principles regarding height restrictions. Mr. Durham seconded.

Mr. Gantt questioned how this will move forward. What he understands is that staff will go to Council, and present the staff report, and present what is being recommended by the Commission. Chairman Rodriguez agreed but noted that after this motion he would like to discuss how this matter will be presented to Council.

Mr. Johnston requested that the Commission designate specific members for staff to work with on the proposed amendments regarding height restrictions.

Mr. Hornung asked for clarification of the height restrictions prior to the proposed amendments. Mr. Johnston said in the current ordinance the maximum height was 35 feet but that height limit is reduced proportionally to the degree that allows smaller than

the minimum lot size. The proposed amendment said that any horizontal addition to a structure would not be taller than 27 feet or the height of the principal structure.

Motion passed 5-2 (Mr. Hornung and Mr. Gantt: Nay).

Chairman Rodriguez requested a motion or discussion on how to address Council on this matter. Mr. Durham moved that if staff presents their original proposed ordinance to Council that the Chair appoint a Commission member to represent the Commission and present the Commission's majority and minority positions. Mr. Pates seconded.

Mr. Durham noted that a request needs to be made to Council for the Commission to be put on the agenda, not merely as a public presentation subject to the 5-minute rule.

Mr. Johnston noted that the presentation will use different graphics to show the various positions of the presentation and clearly delineate what was voted in favor and what was deleted.

Motion passed 6-1 (Mr. Gantt-Nay).

Chairman Rodriguez appointed a Commission Committee consisting of Mr. Durham and Mr. Pates to work with staff on the additional height amendments. He said he would present the Commission's positions to Council at the January 28, 2020 City Council meeting.

8. GENERAL PUBLIC COMMENT

None.

9. OTHER BUSINESS

A. Calendar Change – Shift June 10, 2020 meeting to June 17, 2020.

Mr. Johnston suggested that due to a staff conflict the June meeting be changed. The Commission agreed.

B. Bylaws – discuss possible proposed amendments.

Mr. Johnston noted that at previous meetings Commissioners mentioned possible amendments to the Bylaws and wanted an opportunity to discuss these. Mr. Durham said that he would like to see an amendment regarding addressing Council when staff presents recommendations contrary to the Commission's decisions. Chairman Rodriguez appointed a Bylaw Amendment Committee consisting of Mr. Durham and himself. Mr. Johnston noted that any amendments would first need to be placed on the February agenda as formal notice of an amendment to the Bylaws and then voted on at the March Commission meeting.

C. Planning Commissioner Comments

(1) Commissioner Pates: Washington Post Article by Rachel Chason, September 3, 2019

Mr. Pates discussed an article from the Washington Post (Attachment C) regarding zoning amendments that are text amendments that often don't get people's attentions until the changes are made and impact their area. He said that often developers use text amendments as a means without having to do a zoning map amendment, which is legal

but the public is unaware of what is happening. Mr. Pates suggested that the City should be further explaining text amendments to the public and how they might impact areas.

Mr. Hornung noted that the proposed height amendments is a perfect example of a text amendment change that will impact the majority of the City.

D. Planning Director Comments

Mr. Johnston said that a new voting system will be coming soon with votes appearing on the monitors in Council Chambers and the voting box on the wall will be removed. Training will be held prior to the February 12, 2020 meeting, during the Commissions' work session.

Mr. Johnston reviewed the January 14, 2020 Council meeting:

- (1) The archeology ordinance was approved, but an issue was raised as to the nature of the fees to be paid to off-set the expected costs of the archaeological consultant. Staff promised Council there would be an alternative plan regarding fees at the second read.
- (2) Council discussed text amendments to residential development in the Planned Development Commercial (PDC) district, prior to initiation on January 28. Currently that district states that no more than 10% of the land area can be devoted to residential. The proposed text amendment would change this to 20% with a special use permit. This matter will come before the Commission at the February 12 meeting.

Mr. Johnston said that a public hearing on a potential rezoning from CH to PDC for a potential hotel across from Wegmans will come before the Commission at the February 12 Commission meeting. The potential residential development text amendments would affect this property also.

Mr. Johnston stated the VA Clinic deadline for applications is January 24, 2020.

Mr. Johnston said that the ongoing discussions regarding Braehead drainage will continue on February 6, 2020 at 7 pm at the Dorothy Hart building where Timmons Engineering Group will present its analysis of the area.

Mr. Johnston noted that there will be a second Commission meeting on February 26, 2020 for the Area 7 Comprehensive Plan amendments.

Chairman Rodriguez said that he attended his first Parking Committee meeting on January 6 and it is considering language allowing electric charging stations in right-of-ways.

8. ADJOURNMENT

There being no further items to be discussed, the Planning Commission adjourned at 9:02 pm. Next meeting is February 12, 2020.

Rene Rodriguez, Chairman

DRAFT

Proposed Ordinance to Amend Infill Development Requirements
January 15, 2020 Planning Commission Meeting
Motion Proposed by Commissioners Pates and Durham
AS AMENDED AT THE MEETING

Motion to Approve the Draft Infill Ordinance Regarding Height Restrictions:

I move:

1. To recommend approval of the proposed ordinance with the following amendments in Section II relating to building heights:
 - a. Deleting Section 72-31.2(C)(3);
 - b. Deleting Section 72-31.3(C)(2);
 - c. Deleting Section 72-31.4(C)(4); and
 - d. Deleting Section 72-42.4.

2. To direct the City staff to prepare a new draft ordinance that addresses height restrictions contained in the deleted provisions and that includes alternatives to the deleted proposed text, including, at a minimum, the following:
 - a. **Residential Districts** - Amend the dimensional standards for R-2, R-4, and R-8 zoning districts to eliminate the residential height limit of 35 feet and replace it with a standard establishing the maximum height by using the median height of other houses on the same block face, calculated using rules equivalent to those in § 72-82.4(B)(2) for establishing setbacks. The resulting height limit may be varied by plus or minus 10%. There shall be no minimum height;

 - b. **CT and HD Districts** – The same methodology for calculating height limits shall be used for the CT and Downtown Historic Districts, except that building heights may be higher by special use permit (or special exception). For example, a building in the Historic District located on a block where the median height is 32 feet may go 10% higher, or 35.2 feet, or, by special permit or special exception, up to 50 feet. This will help ensure that new development in these districts is more compatible with existing development patterns;

 - c. **Residential Additions** – The maximum height of a horizontal addition to a single-family dwelling on an existing lot smaller than the minimum lot area shall not exceed 27 feet or the height of the existing dwelling whichever is less; and

 - d. **Accessory Structures on Residential Lots** – No accessory structure on an existing residential lot shall exceed the height of the principal dwelling structure on the lot or 25 feet, whichever is less, or 12 feet if located in a side or rear yard.

From: [James Pates](#)
To: [Cathryn A. Eckles](#); james.pates@dot.gov
Cc: [Charles R. Johnston](#)
Subject: Re: Copy of Printed Motion
Date: Tuesday, January 21, 2020 5:12:28 PM

Cathy-

My apologies. These amendments got very confusing to me because there was language in certain sections of the ordinance that I did not intend to alter as part of the amended motion but that I would like for us to re-visit when a new ordinance on height limitations is re-introduced. I think the best solution for the language in paragraph 1(d) that you pointed out is simply to delete it. It was not my intent in the amended motion to make any change to section 72-42.4 at this time and to keep the language presented by staff.

Also, in 2(b), you are correct. It should be referred to as C-D.

Please feel free to make these changes if Chuck's okay with them and attach the revised version to the minutes.

Jim

Sent from [Outlook](#)

From: Cathryn A. Eckles <caeckles@fredericksburgva.gov>
Sent: Tuesday, January 21, 2020 1:55 PM
To: James Pates <jmpates@outlook.com>; james.pates@dot.gov <james.pates@dot.gov>
Cc: Charles R. Johnston <crjohnston@fredericksburgva.gov>
Subject: RE: Copy of Printed Motion

Good afternoon,

We've run into a few more questions regarding your motion:

- 1.d Deleting Section 72-42.4**
 - should this actually say**
 - Deleting the amendment to Section 72-42.4**

Also,

2.b. All references to historic downtown, should those all read Commercial Downtown?

Thanks, Cathy

From: Cathryn A. Eckles
Sent: Tuesday, January 21, 2020 10:45 AM
To: 'James Pates'
Cc: Charles R. Johnston
Subject: RE: Copy of Printed Motion

Good morning Mr. Pates:

**Would we not need the original motion also to include with the minutes?
Additionally, on the amended motion, you were going to correct the reference in No. 2(b) to be CD districts rather than HD district.**

Thanks, Cathy

From: James Pates [<mailto:jmpates@outlook.com>]
Sent: Saturday, January 18, 2020 4:17 PM
To: Cathryn A. Eckles
Cc: Charles R. Johnston
Subject: RE: Copy of Printed Motion

Cathy-

Here is the written motion, as amended to reflect the changes made at the 1/15/20 meeting. If you or Chuck have a different recollection of how the motion was amended, please let me know.

Jim

From: Cathryn A. Eckles <caeckles@fredericksburgva.gov>
Sent: Thursday, January 16, 2020 9:39 AM
To: James Pates <jmpates@outlook.com>
Subject: RE: Copy of Printed Motion

Thanks, appreciate it.

Thanks, Cathy

From: James Pates [<mailto:jmpates@outlook.com>]
Sent: Thursday, January 16, 2020 9:27 AM
To: Cathryn A. Eckles
Subject: [EXTERNAL] Re: Copy of Printed Motion

Thanks. I will have to send it tomorrow when I have access to my home computer.

Sent from [Outlook](#)

From: Cathryn A. Eckles <caeckles@fredericksburgva.gov>

Sent: Thursday, January 16, 2020 8:18 AM

To: Jim Pates <jmpates@outlook.com>

Subject: Copy of Printed Motion

Good morning,

Can you send me an electronic version of your printed motion from last night so I can attach it to the draft minutes.

Thanks!

Cathryn Eckles

Administrative Specialist IV

Planning Services Division

540-372-1179

caeckles@fredericksburgva.gov

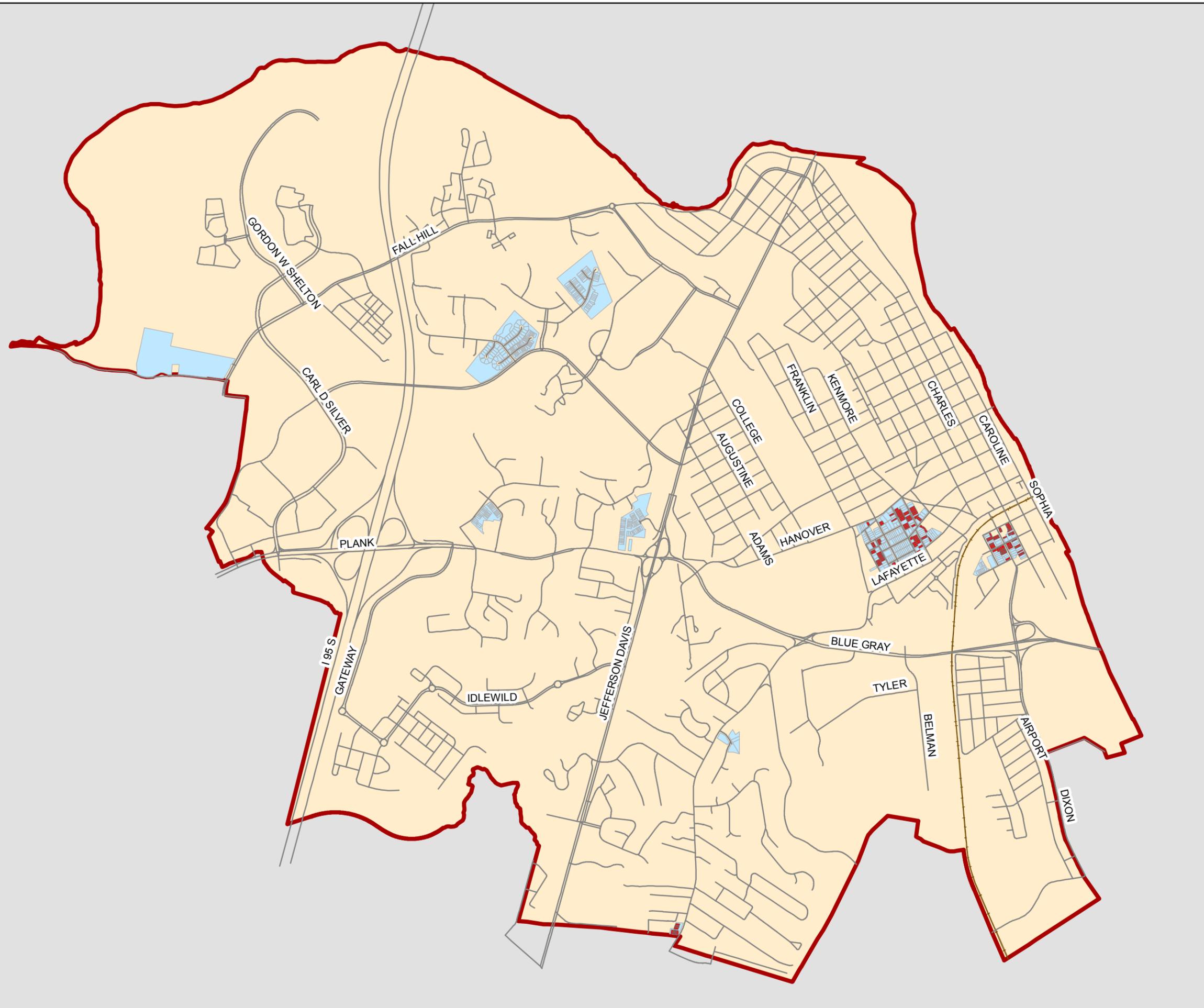


Citywide
141 R8 Parcels
Less Than 3,750 sq ft

23% of Total R8 Parcels

Dec 2019

- Substandard Lots
- R8 Zoning
- Streets
- Railroad



Prepared by City of Fredericksburg GIS





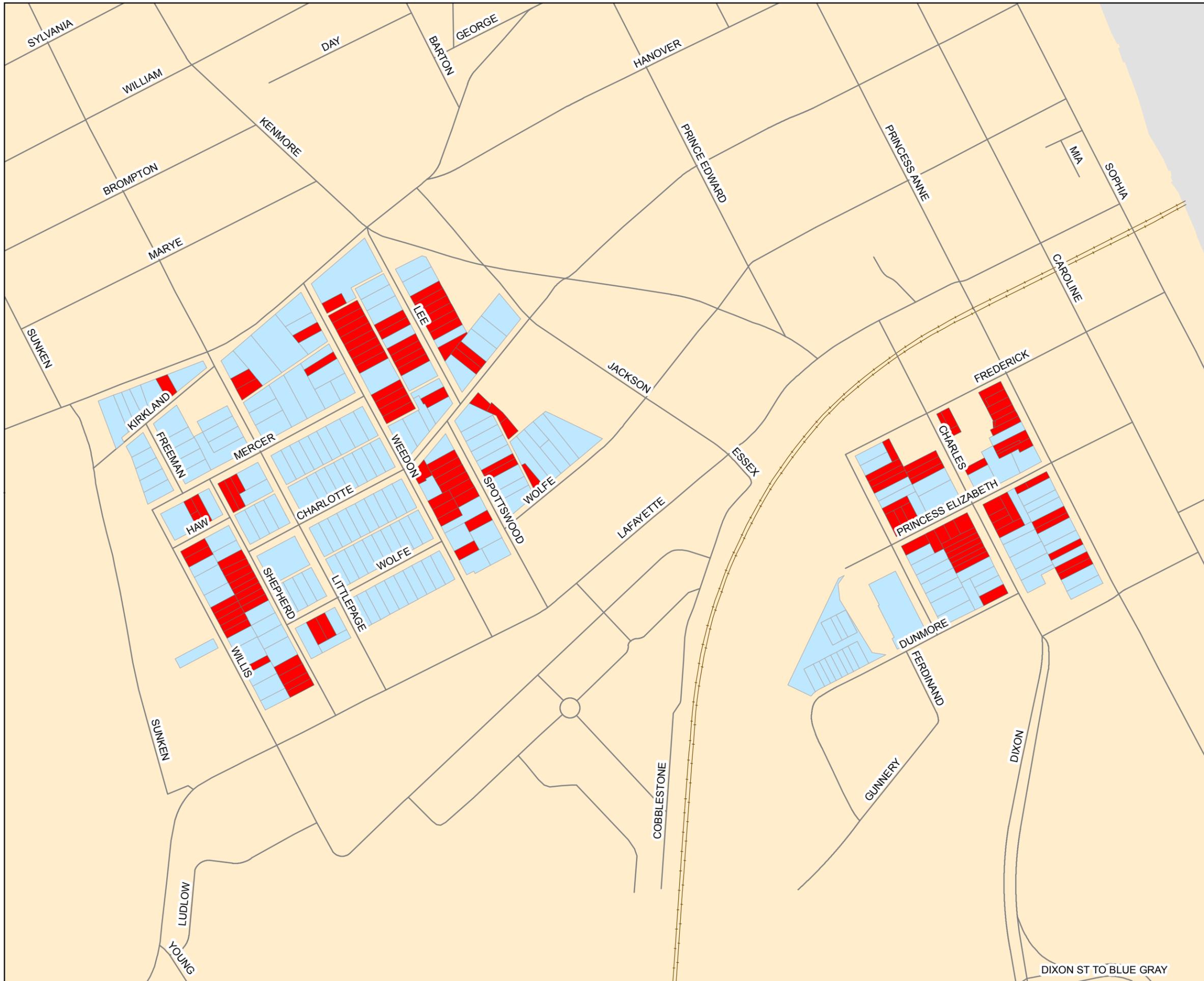
City of Fredericksburg

Downtown Area 129 R8 Parcels in Area Less Than 3,750 sq ft

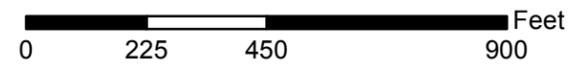
38.7% of R8 Parcels in Area

Dec 2019

- Substandard Lots
- R8 Zoning
- Streets
- Railroad



Prepared by City of Fredericksburg GIS



DIXON ST TO BLUE GRAY

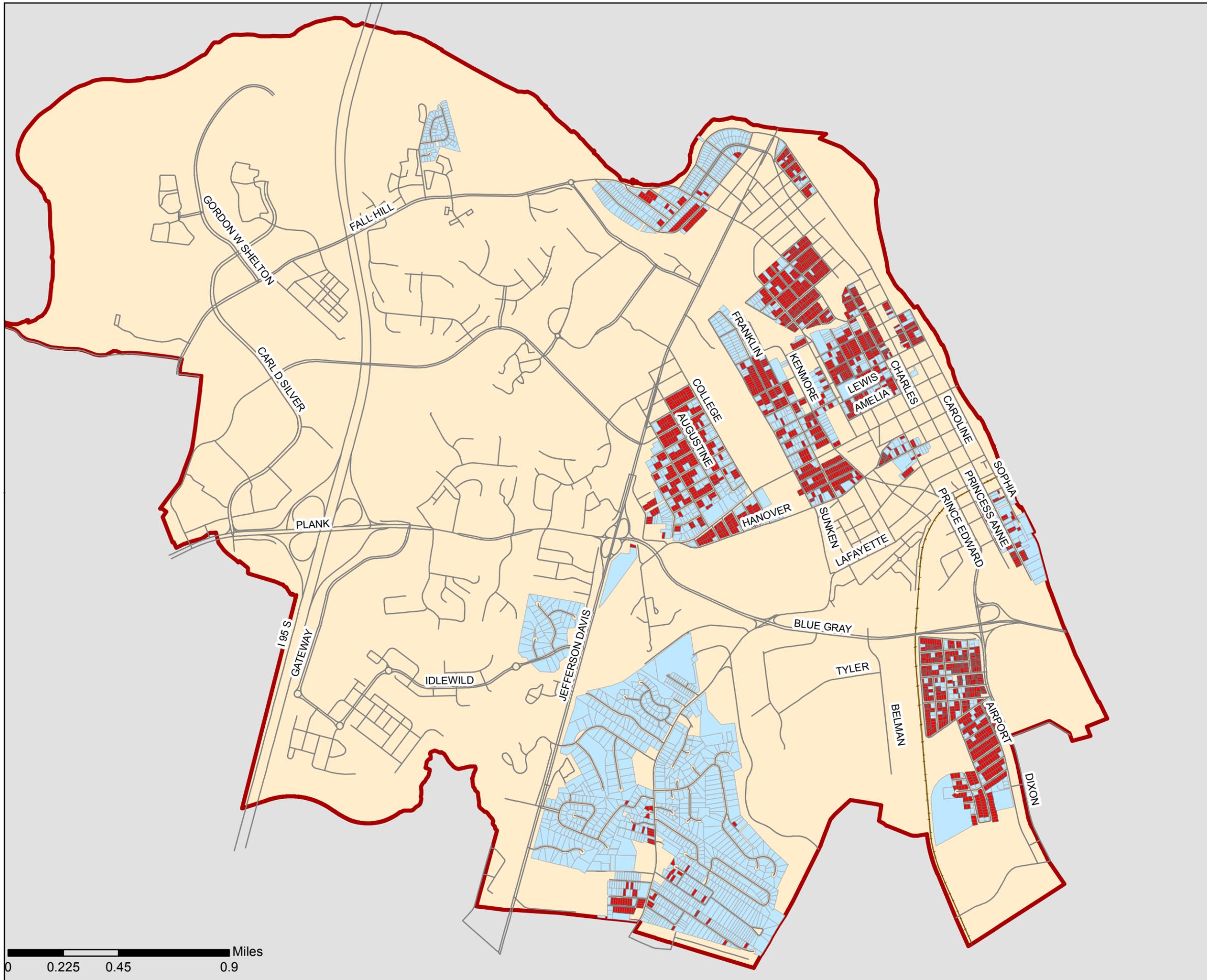


Citywide
1,949 R4 Parcels
Less Than 7,500 sq ft

53.7% of Total R4 Parcels

Dec 2019

- Substandard Lots
- R4 Zoning
- Roads
- Railroad



Prepared by City of Fredericksburg GIS





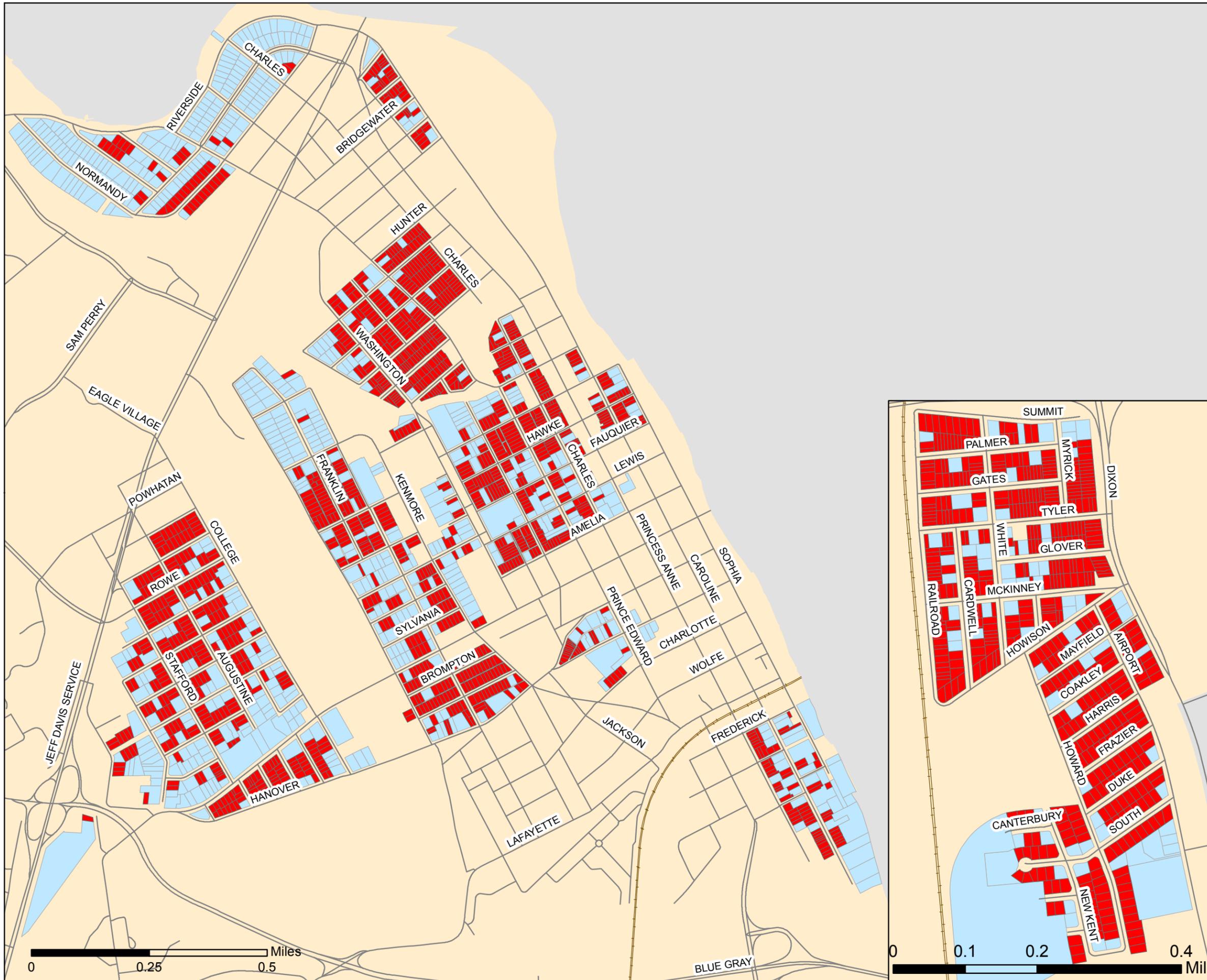
**Downtown Area,
Normandy Village,
College Heights, Mayfield**

**1,891 R4 Parcels
Less Than 7,500 sq ft**

71.8% of R4 Parcels in Area

Dec 2019

- Substandard Lots
- R4 Zoning
- Roads
- Railroad



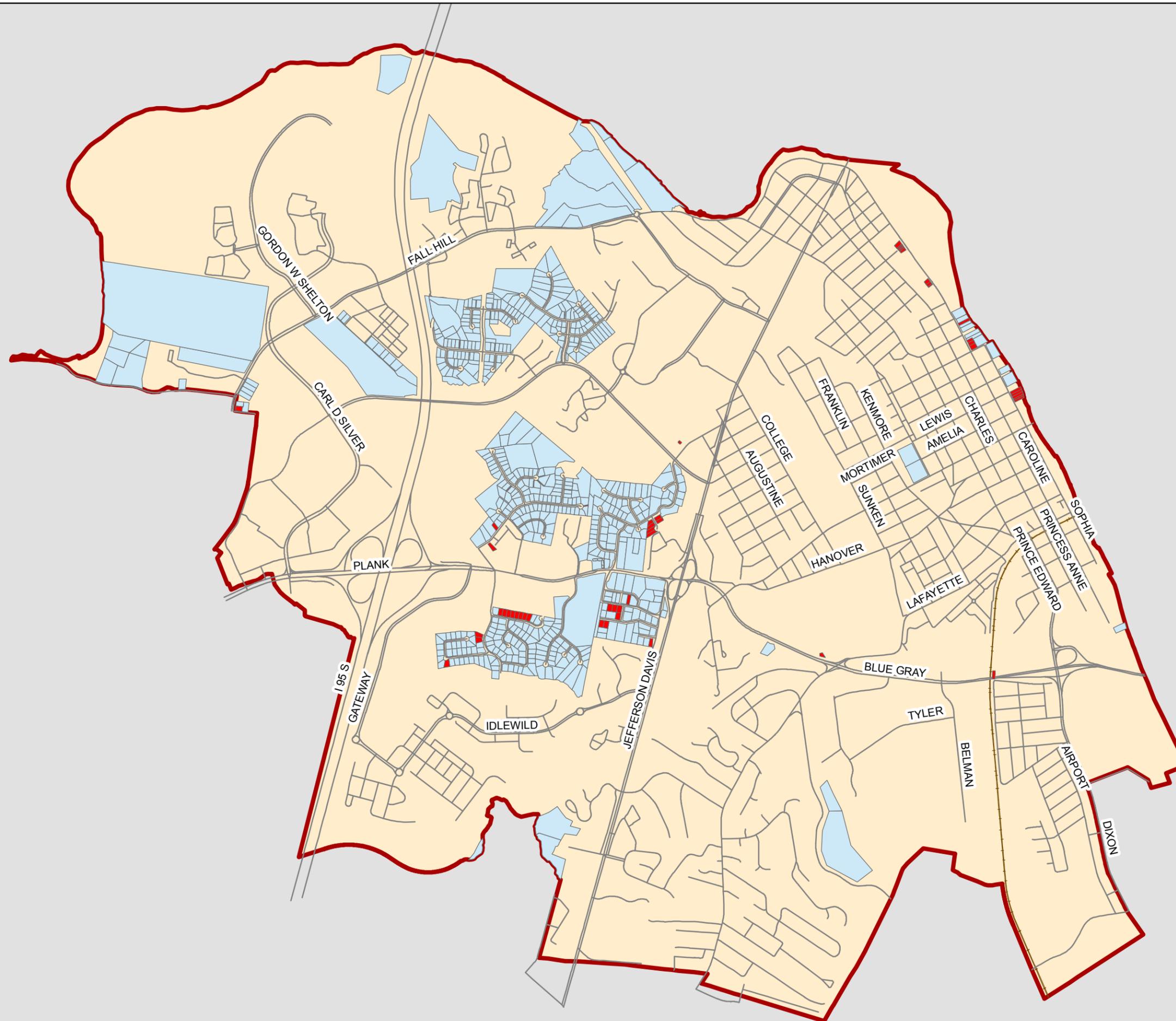


94 R2 Parcels
Less Than 15,000 sq ft

7.7% of Total R2 Parcels

Dec 2019

- Substandard Lots
- R2 Zoning
- Streets
- Railroad

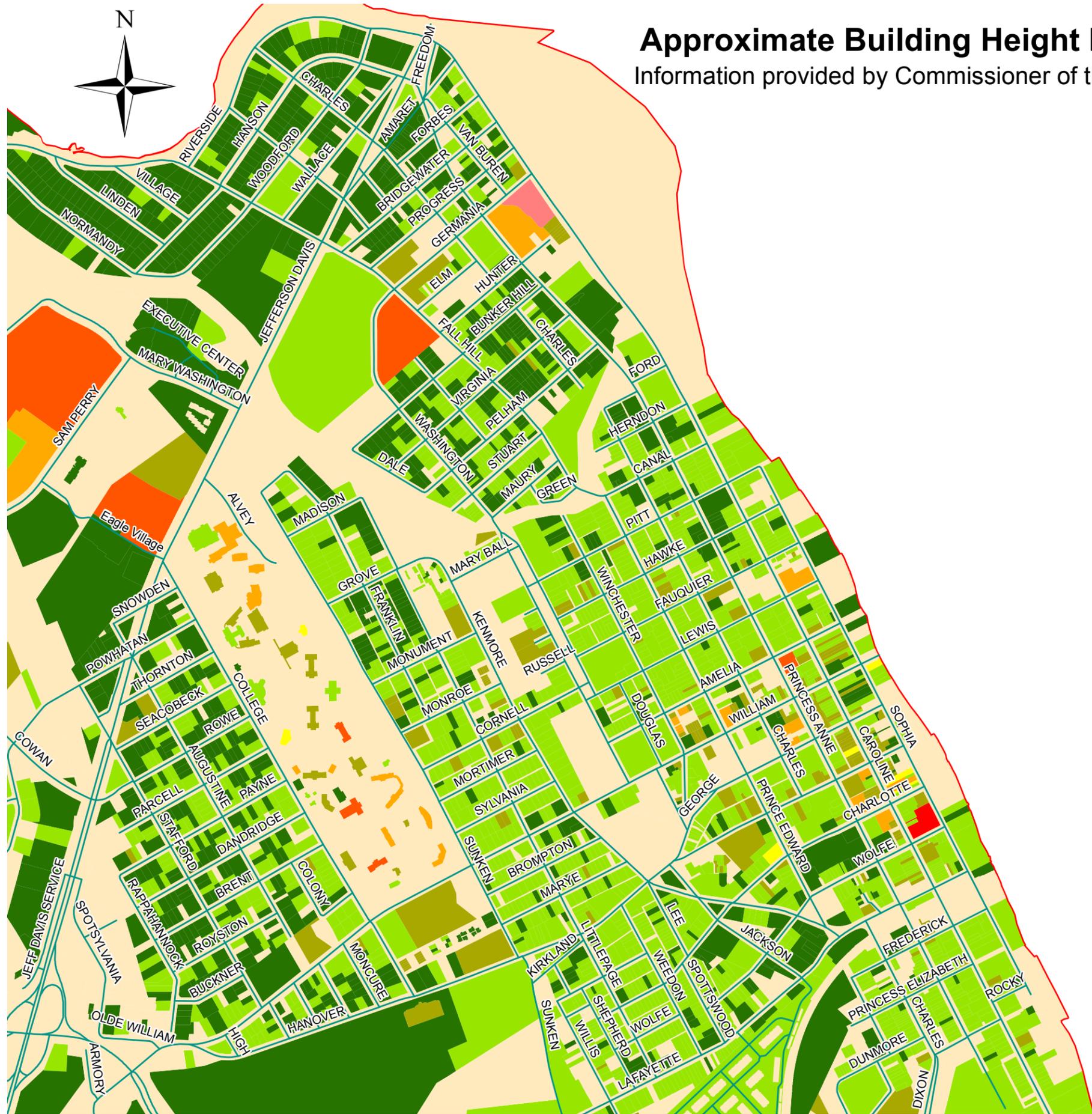


Prepared by City of Fredericksburg GIS



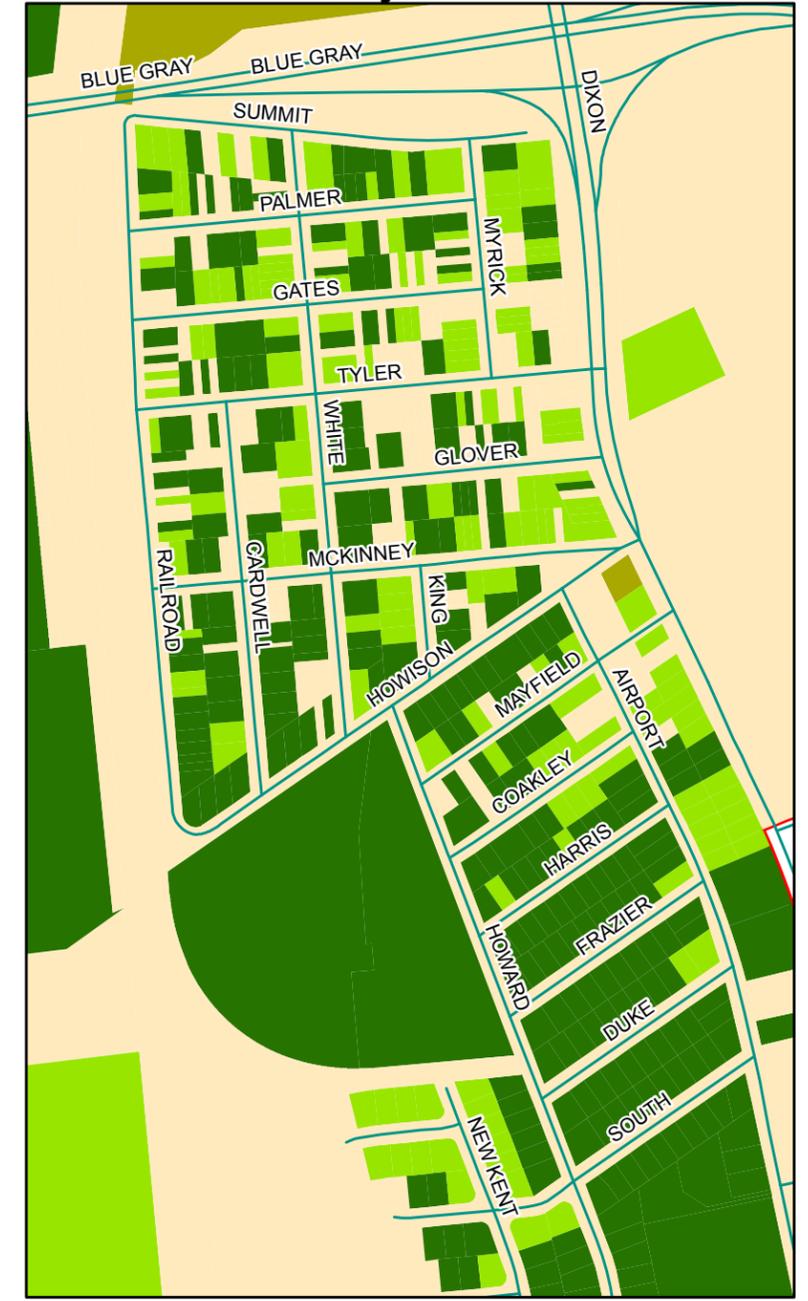
Approximate Building Height by Story

Information provided by Commissioner of the Revenue



0 0.25 0.5 1 Miles

Mayfield



0 500 1,000 2,000 Feet

Legend

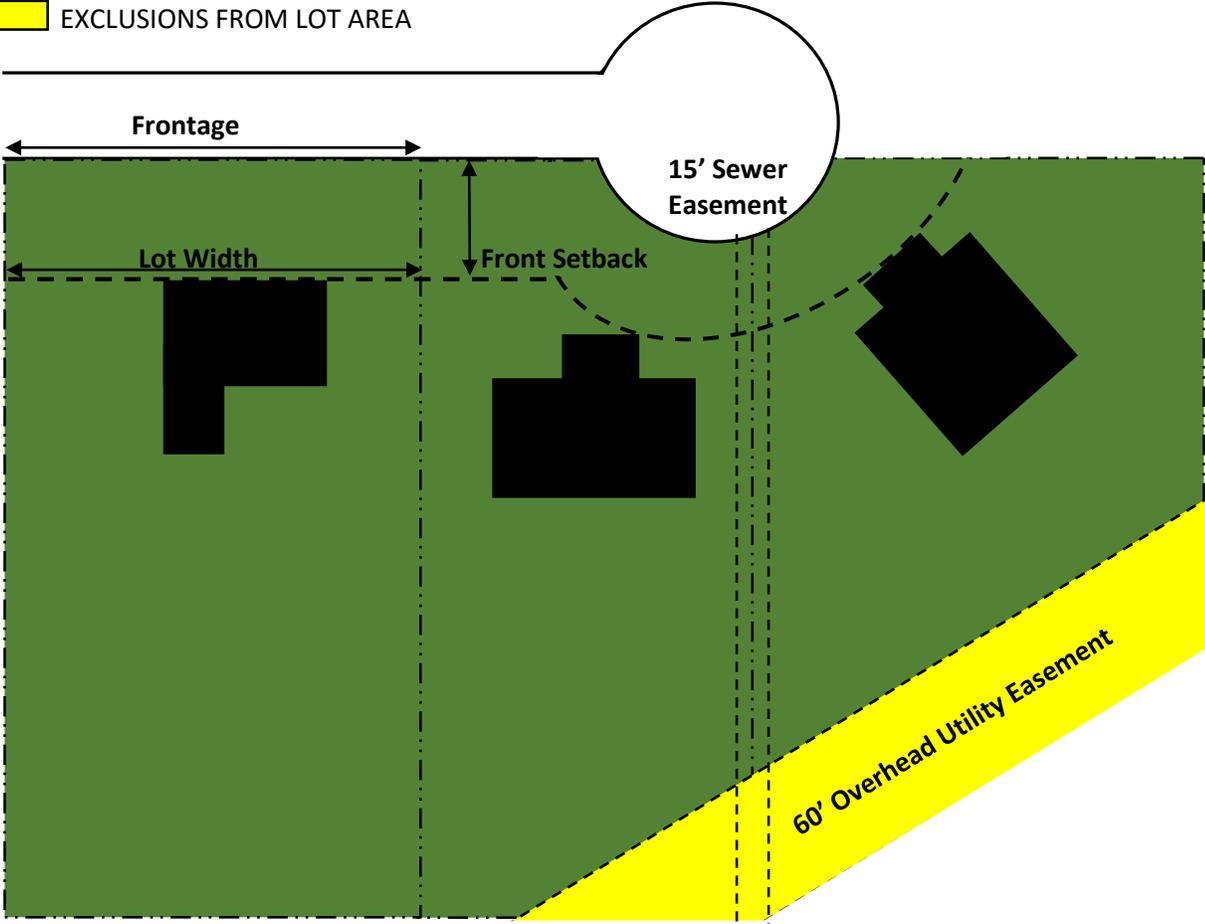
— Road Centerlines

Parcels STORIES

- 0
- 1-1.4 stories
- 1.5-2.4 stories
- 2.5-3.4 stories
- 3.5-3.9 stories
- 4 stories
- 5 stories
- 6 stories
- 7 stories
- City_Boundary

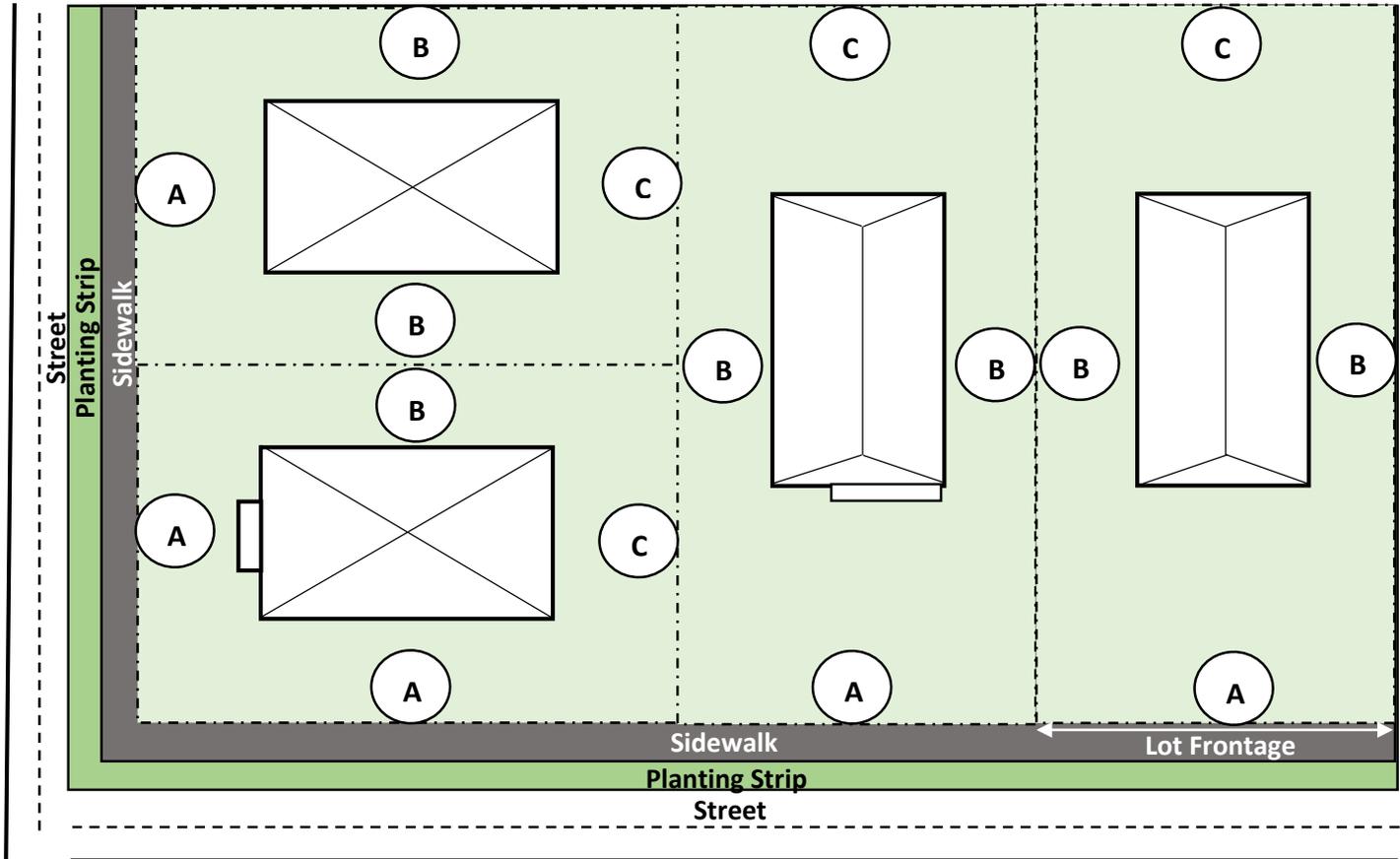
Revised: Figure 72-82.3A(1). Lot Area Measurement

- LOT AREA
- EXCLUSIONS FROM LOT AREA

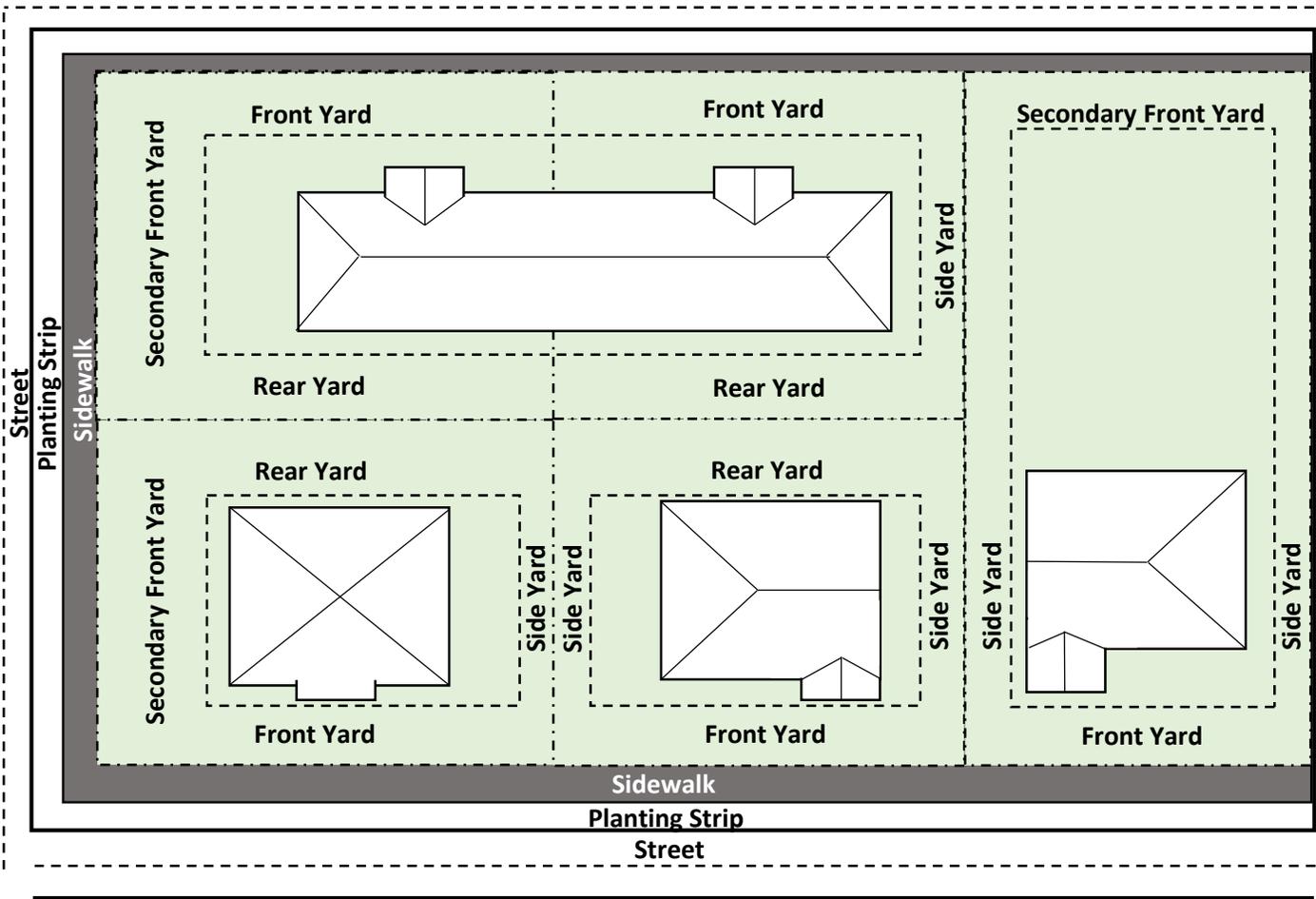


Revised: Figure 72-82.3A(3). Lot Line Measurement

- A = Front Lot Line**
- B = Side Lot Line**
- C = Rear Lot Line**



Revised: Figure 72-82.4A Yard Types



Revised: Figure 72-82.4B. Median Setback Measurement

Median front setback of existing development. 10% variation from calculated setback permitted by-right





MEMORANDUM

TO: Timothy J. Baroody, City Manager
FROM: Suzanne Tills, CIO/Director of IT
DATE: January 23, 2020 (for January 28, 2020 Council Meeting)
SUBJECT: Next Generation 9-1-1 (NG911)

ISSUE

Shall the City Council adopt the attached resolution awarding the contract to implement Next Generation 9-1-1 and related services?

RECOMMENDATION

Yes. Staff recommends adoption of the attached resolution awarding the Next Generation 9-1-1 contract to AT&T Corp. of Oakton, Virginia in the amount of \$ 1,257,229.

DISCUSSION

Virginia Beach entered into a contract with AT&T Corp. on September 19, 2019 “to provide the products, services and implementation of a Emergency Services Internet protocol network services (ESInet) and supporting next generation core services (“NGCS”). This contract provides for cooperative procurement. Staff recommends execution of a contract with AT&T for next generation 9-1-1 implementation and services using the Virginia Beach contract.

The amount shown above is to provide diverse fiber connections (ESInet), and call handling equipment that positions the City to accept text, video and other media via 9-1-1 and to improve interoperability with neighboring PSAPs.

The Commonwealth of Virginia 9-1-1 Services Board provided the City with a Migration Proposal for the Next Generation 9-1-1 implementation and services and awarded the City \$1,257,229.14 on July 11, 2019 to cover estimated transition costs. Any additional non-recurring costs related to this project will be considered by the Board and, if approved, a revised award letter will be issued.

After the NG911 implementation, costs for 9-1-1 services are expected to increase by \$35,491.32 to an estimated total annual expenditure of \$65,232. The Commonwealth of Virginia has included in our Migration Proposal funding of \$70,982.64 to cover the estimated increase in costs for 24 months. The City will need to fund these costs in full beginning FY23.

Staff has thoroughly reviewed the Virginia Beach Contract # ITAS-19-0065 and has consulted with the Commonwealth of Virginia. As a result of this review, staff recommends award of the contract to AT&T Corp.

FISCAL IMPACT

Beginning in FY23, the City will need to include additional funds of approximately \$35,491.32 to cover 9-1-1 services.



January 28, 2020
Regular Meeting
Resolution 20 - __

MOTION:

SECOND:

RE: Awarding the Contract to AT&T for Next Generation 9-1-1

ACTION: APPROVED: AYES: 0; NAYS: 0

The Commonwealth has been discussing and planning for next generation 9-1-1 (NG9-1-1) for nearly a decade. The question is not if the Commonwealth should deploy NG9-1-1, but rather, how should the Commonwealth deploy NG9-1-1. There is no option for not deploying it.

A Migration Proposal has been developed for the City of Fredericksburg and funding awarded in the amount of \$1,257,229 by the Virginia 9-1-1 Services Board to pay for next generation 9-1-1 deployment and the associated increase in 9-1-1 service costs for 24 months.

Therefore, the City Council hereby resolves that:

The contract for next generation 9-1-1 implementation and services is hereby awarded to AT&T Corp. of Oakton, Virginia in the amount of \$1,257,229.

Further, the City Manager is authorized to execute all related agreements and/or addendums for the contract.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

Clerk's Certificate

I certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Resolution No. 20-__, adopted at a meeting of the City Council held January 28, 2020 at which a quorum was present and voted.

Tonya B. Lacey, MMC
Clerk of Council



City of Fredericksburg
Department of Social Services
*Helping people triumph over hardships to promote
healthier futures within our community*

Christen Gallik, Director
608 Jackson St, Ste 100
Fredericksburg, VA 22401
540.372.1032
540.372.1157 (fax)

City of Fredericksburg Department of Social Services
Board of Directors Meeting
Meeting Minutes – August 1, 2019
DSS Conference Room – 608 Jackson Street, Fredericksburg, VA 22401

Present for the meeting: Christen Gallik, Beth Girone, Bea Paolucci, (Chair), Thom Schiff, Christian Zammis, Brian Vaughan, Mark Whitley (Assistant City Manager), and Stacie Dodd (Secretary).

- I. **Call to Order:** Meeting called to order at 4:04 p.m. by Bea Paolucci, Chair, and a quorum was established.
- II. **Approval of Minutes:** Brian Vaughan made a motion to approve the minutes of April 4, 2019. Thom Schiff seconded. The Board unanimously approved the minutes.
- III. **Director's Report:**
 - a. **Budget** – The City of Fredericksburg DSS Financial Report for May, 2019 was presented and discussed. The state's fiscal year ended on May 31. Also presented and discussed was the City of Fredericksburg DSS Financial Report, 3 Year Comparison (FY2017, FY2018, and FY2019).
 - b. **Quarterly Local Agency Dashboard** – The quarterly state dashboard was presented and discussed. Our agency is meeting or exceeding most results and is implementing processes to improve on the programs where we do not meet or exceed.
 - c. **Performance Metrics** – Performance Scorecard for FY2020 is still being developed.
 - d. **Management Report** – Ms. Gallik's Director's report was distributed and discussed. Ms. Gallik thanked the Board Members for their participation at the Employee Appreciation Breakfast on May 22.

Ms. Gallik stated that the interviews for the Benefit Program Specialist II position have been completed, and we hope to offer an applicant that position soon. We are currently advertising for a Family Services Specialist (Foster Care).

Ms. Gallik reported and discussed an increase in Cooling Assistance Applications when compared with the same period of time last year.

Ms. Gallik announced and discussed her appointment to the Office on Youth.

- d. **Agency Reviews** – Ms. Gallik shared with the board that the agency had two SNAP cases reviewed by Quality Control and both cases were correct.

Ms. Gallik also presented the Quality Assurance and Accountability Child Welfare Case Review Report, dated June 12, 2019.

IV. **Old Business:** There was no old business to discuss.

V. **New Business:**

- a. Legislative Items – Ms. Gallik presented information about the Family Services Legislation. This legislation will require additional training and case work for our workforce, mainly Foster Care cases. We will monitor the number of foster care children per Family Services Specialist.

Ms. Gallik discussed the Internal Memorandum that she prepared, dated August 1, 2019, outlining VLSSE's Legislative Agenda items. The Board approved the items.

VI. **Executive Session:** There was no need to go into executive session

VII. **Items for Consent/Approval:**

- a. Conflict of interest DSS Board Policy – Ms. Girone presented this form. Christian Zammas made a motion to approve this form. Brian Vaughan seconded. All board members were asked to sign this form.
- b. Conflict of Interest DSS Employee Policy – Ms. Girone presented this form. Christian Zammas made a motion to approve. Brian Vaughan seconded.
- c. Complaint/Concern Resolution Policy – Ms. Gallik presented and discussed this form. If an employee has a complaint/concern, they should file the complaint in writing to their Supervisor, the Assistant Director, the Director, or the Chair of the Board of Social Services. Brian Vaughan made a motion to approve. Christian Zammas seconded.

The board members were asked to sign the Board Member Confidentiality Contract.

VIII. **Adjournment:** The meeting adjourned at 5:18 p.m. The next meeting is scheduled for **October 3, 2019 at 4:00 p.m.**

Respectfully Submitted:

Stacie Dodd
Stacie Dodd
Administrative Support Spec. III

10/03/2019
Date

Bea Paolucci
Bea Paolucci, Chair

10-3-2019
Date

APPROVED



City of Fredericksburg
Department of Social Services

*Helping people triumph over hardships to promote
healthier futures within our community*

Christen Gallik, Director
608 Jackson St, Ste 100
Fredericksburg, VA 22401
540.372.1032
540.372.1157 (fax)

City of Fredericksburg Department of Social Services
Board of Directors Meeting
Meeting Minutes – October 3, 2019
DSS Conference Room – 608 Jackson Street, Fredericksburg, VA 22401

Present for the meeting: Christen Gallik, Bea Paolucci, (Chair), Debe Fults, Brian Vaughan, Christian Zammis, Tim Duffy, and Stacie Dodd (Secretary).

- I. **Call to Order:** Meeting called to order at 4:02 p.m. by Bea Paolucci, Chair, and a quorum was established.
- II. **Approval of Minutes:** Brian Vaughan made a motion to approve the minutes of August 1, 2019. Bea Paolucci seconded. The Board unanimously approved the minutes.
- III. **Director's Report:**
 - a. **Budget** – The City of Fredericksburg DSS Financial Report for August, 2019 was presented and discussed.
 - b. **Performance Metrics** – The Quarterly Local Agency Dashboard was presented and discussed.
 - c. **Management Report** – Ms. Gallik's Director's report was presented and discussed.
 - d. **Agency Reviews** – Ms. Gallik shared with the board that the agency had one Respite Grant case and two SNAP cases reviewed by Quality Control and all cases were correct and had no issues.
- IV. **Old Business:** There was no old business to discuss.
- V. **New Business:** There was no new business to discuss.
- VI. **Executive Session:**

WHEREAS, the Social Services Board desires to discuss in Executive Session matters relating to confidential personnel issues; and

WHEREAS, pursuant to Section 2.2-3711 VA Code such discussions may occur in Executive Session; **NOW THEREFORE, BE IT RESOLVED** that the Social Services Board does hereby authorize discussion of the afore-stated matter in Executive Session:

Call for the motion to move into Executive Session:

Motion is made by Brian Vaughan and seconded by Debe Fults for the meeting to move into Executive Session at 4:20 p.m. to protect the privacy of individuals involved in personal matters not related to public business.

Motion passed.

CERTIFICATION:

WHEREAS, the Social Services Board has this day adjourned into Executive Session in accordance with a formal vote of the Board in accordance with the provisions of the Virginia Freedom of Information Act; and,

WHEREAS, the Freedom of Information Act requires certification that such Executive Session was conducted in the conformity with the law;

NOW, THEREFORE BE IT RESOLVED that the City of Fredericksburg Social Services Board does hereby certify that to the best of each member's knowledge (i) only public business matters lawfully exempted from open meeting requirements under the Freedom of Information Act were discussed in the Executive Session to which this certification applies, and (ii) only such public business matters as were identified in the Motion by which said Executive Session was convened were heard, discussed or considered by the Board. No matter dissents from the afore-stated certification.

Call for the motion to move out of Executive Session:

Motion made by Tim Duffy and seconded by Brian Vaughan to move out of Executive Session at 4:35 p.m. Motion carried and roll call was taken.

VII. **Items for Consent/Approval:**

- a. CBEW Proposal: The Community Based Eligibility Worker program grant was presented and discussed. Christian Zammis made a motion to approve the proposal and Brian Vaughan seconded. All were in favor. Bea Paolucci, Chair, signed the proposal.

VIII. **Adjournment:** The meeting adjourned at 4:35 p.m. The next meeting is scheduled for **December 5, 2019 at 4:00 p.m.**

Respectfully Submitted:

Stacie Dodd
Stacie Dodd
Administrative Support Spec. III

12/20/2019
Date

Bea Paolucci
Bea Paolucci, Chair

12-20-2019
Date

APPROVED



CLEAN & GREEN COMMISSION

Monthly Meeting Minutes Monday, December 2, 2019 City Hall, Conference Room 6:30PM

Commissioners in Attendance: Robert Courtnage (Chair), Michelle Dolby (Vice-Chair), Kerry Devine (City Council), Carolyn Helfrich (Arborist), Christi Carver, Damian Cobey, Sarah Hurst, George Solley

Ex-Officio Members: Mike Ward (Parks and Rec), Diane Jones (R-Board), Diane Beyer (Public Works), James Newman (Planning)

* **Call to order at 6:30 p.m.**

* **Approval of Minutes** of November meeting motioned by Kerry Devine and seconded by Sarah Hurst.

* **Public Comments:** Sean Imanian asked: Why is the City slow paced on replacing lighting with LEDs? Diane Beyer responded that the primary reasons are budgetary: Some fixtures will not accept LEDs; also waiting for functioning tubes/ bulbs to expire.

* **Top C&G Initiatives for 2020:** Robert Courtnage discussed items to put forward to the City:

- Renewable/solar energy (Thurman Brisben Center, baseball stadium, schools) and energy efficiency (electric vehicles, etc.). Anne Little proposed another Solarize campaign in summer 2020.
- Composting and glass recycling (as a combined concept/effort). Can we give restaurants another option?
- Tree planting.
- Butts/litter and reduction of waste. Alexanna Hengy suggested schools could replace plastic utensils with metalware. Sean Imanian recommended education for the public on these issues.

* **Fossil-Free Renewable Energy Resolution Status:** Robert said the resolution would be voted on at the December 10th City Council meeting.

* **Committee Updates**

Clean Committee: Damian Cobey reported that the R-Board has found a contractor that would like to do a pilot program on residential composting.

The Committee's interns are currently writing a spotlight on clean efforts at Phosphene, a downtown business. They are going to set up a meeting with Mason Dixon Café to interview them for a spotlight. Shelby organized a cigarette butts cleanup downtown where about 20 volunteers collected about 6 pounds of butts. Heather is keeping up with emptying the butlers downtown.

Damian reported that, after the cigarette butt cleanup on November 16th, a representative from Jay's Sports Lounge asked for one of our Butts are Litter Too signs and inquired about how he could help. This made us think of dispatching the interns to reach out to more restaurants. Perhaps we could persuade restaurants to install signage reminding their workers to properly dispose of cigarette butt litter. Could we convince businesses to buy receptacles? The City could install and interns could empty them.

Anne Little suggested having interns check (on Saturday and Sunday mornings) on merchants that have café permits. If there is a cigarette butt litter mess, take pictures and report to Marne Sherman. They are required to clean up within 1 hour of closing—and they can't just sweep into the street.

On the schools recycling initiative, Damian reported that he had been in touch with teachers at LUES and JMHS. He and M.C. Morris will meet with teachers at JM in December.

Green Committee: Speaking for the committee, Anne Little explained that the Sunken Road site, which had lost much of its greenery during sewer line work this summer, had been replanted and marked with signage as a bird sanctuary.

She also said the Committee had been given 6,000 trees by Transurban. They will conduct a tree giveaway in the spring, with a new focus on getting residents to plant on private property as City land is almost planted out. The Committee is also trying to force more planting with new construction in the City.

Sustainability Committee: Robert Courtnage reported that a resolution was approved by the R-Board on November 20 to start composting in a dedicated area at the Stafford County landfill. The leaf collection rate will be reduced from \$41 per ton to \$26 per ton, effective January 1, 2020.

Robert also said the Committee is pursuing rooftop solar installations at City Schools and other City buildings. He gave an update on the baseball stadium sustainability initiative and said that it may expand to the Expo Center, where there is lots of capacity. Regarding the Thurman Brisben Center solar project, he reported that the installation will now take place in January; the Center will begin PR and announcement of the event shortly.

Meeting was adjourned at 7:30.

Next meeting January 13, 2020.



CLEAN & GREEN COMMISSION



Tuesday, December 10, 2019, 9:00 am

Green Committee – Minutes

City Hall, Room 214

Meeting called to order by Anne Little at 9:05 am.

Green Committee Members present: Diane Beyer, Jason Coiner, Lisa Durham, Steve Gaske, Carl Little, Erik Nelson, Aaron Simmons, Tom Snoddy, Frank Widic, and Anne Little (Interim Chair)

- Introduction - Guests, New Members, etc.: - None
- November 12, 2019: Minutes were approved as submitted.
- Public Comments: - None
- Baseball Stadium Design
 - Planting the Stadium – Owners want a program set up so that every time the team hits a home run they plant a tree. This will be about 400 trees a year. Friends of the Rappahannock will plant a number of the trees in their riparian projects, and Tree Fredericksburg will plant some in the city. The baseball team also want Tree Fredericksburg to organize a volunteer planting for 100 to 200 trees at the stadium this spring before opening day.
 - Bird Friendly Glass – There will be a meeting with the baseball team owners next week to discuss the possibility of using bird friendly glass in the new stadium.
- London Plane Tree – Is it an appropriate tree for Virginia?
 - Bacterial leaf scorch is rampant among them, especially when planted in a monoculture. It is best to plant them individually, scattered around.
 - The Swamp White Oak would be a better choice for a large tree. Sawtooth Oak would be another choice, but it has a large acorn.
- Pumphouse Project Update:
 - None today.
- Parks, Recreation and Events Update – Aaron Simmons:
 - Christmas Parade took place.
 - All seasonal employees are gone for now.
 - No Parking Signs for events need to have clear instructions that signs must not be put on trees. Ordinance wording is being reviewed and clarified at this time. Public Works and Parks are working on this.
- Tree Fredericksburg Update – Carl Little:
 - Planted 27 B&B trees in Idlewild Section 2. Funded by the Idlewild HOA.

- Planted 28 B&B trees as replacements around the City.
- Conducted a mulching project for court kids along the Heritage Trail and at Cossey Pond.
- Pruning session along the Heritage Trail near Friends of the Rappahannock.
- Another mulching project will be conducted in December at Cossey Pond using court kids.
- City Update – Diane Beyer:
 - Public Works has put funding in the budget for porous paving material to use for sidewalk replacement in selected locations, such as Idlewild. This would help with stormwater mitigation.
 - Public Works has reached an agreement with Idlewild that they will notify Public Works when they have planted trees, and Public Works will inspect.
 - A contract is being worked for additional clean up along the canal, from Fall Hill Ave to Hanson Ave.
- UMW Update – Holly Chichester:
 - Some complaints still coming in from Sunken Road area that we did not plant enough trees to block headlights from the UMW parking lot. A plan is in the works to add screening to the fence to remedy this situation until the trees and shrubbery develop.
- Tree Steward Update:
 - Tree Steward training course will be conducted during January – March. Later in the spring the course will include two pruning sessions, and a tree identification session.
- Member Comments:
 - Frank, thank all the committee members for their input and support.
 - Tom, has a two acre tree planting project on private property on Saturday, 0930. Planting 1,000 short leaf pines.
 - Aaron, at Hurkamp the large Hackberry on George St side is going to be cabled and pinned. A large damaged tree by the rescue squad building is going to be removed. A new Christmas tree by the William St entrance is planned.
 - Tree Fredericksburg is going to be doing a tree giveaway in the spring, approximately 1,000 trees. Some trees could possibly be brought in for other planting needs.
 - Jason, Bartlett is considering doing a Christmas tree disposal event probably just after New Year's Day.
 - Diane, new edition of the Urban News Letter is now online.
- Upcoming Events:
 - 12/21/2019 – Pruning at Cossey Pond – 9:00am
 - 01/07/2020 through 03/03/2020 – Tree Steward Certification Classes
 - 03/28/2020 – 1,000 Tree Giveaway

- 04/04/2020 – Plant Baseball Park
- Next Meeting – Tuesday, January 14, 2020 at 9:00 am



**CITY OF FREDERICKSBURG
PLANNING COMMISSION
MINUTES
April 10, 2019
7:30 p.m.**

**715 Princess Anne Street
Council Chambers**

You may view and listen to the meeting in its entirety by going to the Planning Commission page on the City's website:

<https://amsva.wistia.com/medias/0gfj8twffq>

The Agenda, Staff Report, Applications and Supporting Documents are also available on the Planning Commission page.

MEMBERS

Kenneth Gantt, Chairman
Rene Rodriguez, Vice-Chairman (Absent)
Steve Slominski, Secretary
Dave Durham (Absent)
Chris Hornung
Tom O'Toole
Jim Pates

CITY STAFF

Chuck Johnston, Director,
Planning and Building Dept.
Mike Craig, Senior Planner
Marne Sherman, Development Coordinator
Kate Schwartz, Historic Resource Planner
Cathy Eckles, Administrative Assistant

1. CALL TO ORDER

Chairman Gantt called the City of Fredericksburg Planning Commission to order at 7:30 P.M.

2. PLEDGE OF ALLEGIANCE

3. APPROVAL OF MINUTES

A. March 13, 2019 – Regular Meeting

Mr. Hornung made a motion to approve, Mr. O'Toole seconded.

The motion passed 5-0-2 (Rodriguez and Durham absent)

4. DECLARATION OF CONFLICT OF INTEREST

There were no conflicts of interest reported.

5. PUBLIC HEARING

A. UDOTA2019-02 The City of Fredericksburg proposes to amend Unified Development Ordinance § 72-34.1 Old and Historic Fredericksburg District and § 72-23.1 Historic District – Certificates of Appropriateness

Ms. Schwartz presented the staff report with a power point presentation. The Commission was given a hard copy of a revised proposed ordinance.

Mr. Hornung asked about the current criteria for extensions to Certificates of Appropriateness. Ms. Schwartz noted there are no criteria. The proposal seeks to clarify that there must be no changes in the project and the applicant is working towards getting permits in place. Currently the Code grants approval for one year. The applicant can request an extension of six months. Under the proposal, Certificates of Appropriateness will be valid for two years, and City staff can grant two extensions of one year each.

Mr. Pates asked why the task force was formed, and what they were seeking to correct. Ms. Schwartz responded that the Council established the task force to ensure there was consistency in the ARB process; ensure cooperation and coordination across the City; and envision the future of the Historic District.

Mr. Pates asked why applicants frequently need an extension. Ms. Schwartz stated once the applicant has gained approval from the Board, there are numerous steps to finalize a project, which often takes longer than a year.

Mr. Pates asked if a special use permit or a certificate of appropriateness should be reviewed first. Ms. Schwartz responded that one goal of these amendments is to encourage ARB review and approval first. Discussion ensued about wording in the proposed ordinance not actually stating that Board approval is needed first. Mr. Johnston responded that an applicant could choose to proceed in any order. Mr. Pates stated that if a special use permit is completed first and then goes to the Architectural Review Board, it could put pressure on the Board to approve the project. Mr. Hornung noted that it is more likely to be denied at the special use permit stage, especially if changes are made to the number of floors, density, etc.

Mr. Pates asked about the term of staff approval of extension and stated pg. 10 of the ordinance doesn't make any mention of wording in the memo which states an extension can be granted "*if there is no change in the project or terms of approval.*" He believes that reasoning should be added to the ordinance. Ms. Schwartz agreed and noted the reasoning is that an extension is predicated on the fact that an applicant has an approved COA and there would be no change. Mr. Johnston further explained that if an applicant returns for an extension and there are changes in the project, the extension would be denied.

Chairman Gantt then opened the public hearing. There were no comments and the public hearing was closed.

Mr. Pates stated he feels the City should have more definitive new construction standards. He would like the Board to study other localities' comprehensive standards for new construction. Ms. Schwartz responded that the work of the task force is ongoing and the Board hopes to address new construction standards in changes to the Historic District Handbook.

Mr. Pates asked if walls are considered fences. Ms. Schwartz responded yes, except for retaining walls. Mr. Pates feels there should be a distinction between walls and fences in the administrative approval process. Ms. Schwartz noted that the administrative review process can be waived and the application forwarded to the Board for a full review if necessary.

Mr. Hornung motioned to recommend approval of UDOTA 2019-02, asking staff to consider Mr. Pates suggested edits on the approval timeline to add in the wording of "no changes...." Mr. Slominski seconded the motion.

The motion passed 5-0-2 (Rodriguez and Durham absent)

B. UDOTA2019-01 The City of Fredericksburg proposes to amend § 72-59 Signage, Unified Development Ordinance, to allow electronic variable message signs associated with accessory drive-through uses and gasoline sales uses along portions of U.S. Route 1 and Virginia Routes 2 and 3 and to allow accessory signage for drive-through uses in the Planned Development Districts

Ms. Sherman presented the staff report.

Mr. Hornung asked if drive-thru uses were limited to menu boards and the price portion of gas station signs? Ms. Sherman confirmed and noted that the changeable signs can only change one time per hour and the content is not regulated.

Mr. Pates asked if the size restrictions are the same for gas and menu boards. Ms. Sherman noted the current allowances for drive-thru signage has not changed but that space could be used to put it all as an electronic variable message sign. Gas sales have different size restrictions. Businesses currently illuminate the price portion of the gas price sign, which is not currently allowed by Code and are non-conforming. Ms. Sherman noted that the impact of electronic variable message signs changing at most one-time per hour is negligible.

Chairman Gantt then opened the public hearing.

Kenny Peskin, International Sign Association, Alexandria, Virginia. Mr. Peskin spoke in support of the proposed changes. Mr. Peskin discussed the impact of menu boards on neighboring properties, specifically as to brightness. One key issue is the placement of the menu board depending on the traffic flow. Mr. Peskin noted he considered the manufacturer specifications of the brightness to show whether it could be theoretically objectionable. After reviewing the sign brightness, the measurement distance, and the size of the sign, the measured brightness projects at 0.2207 foot candles, which is well within the standards of the Illuminating Engineering Society.

There were no further questions or comments and Chairman Gantt closed the public hearing.

Mr. Pates asked staff as to how the proposed signage compares to the brightness standards currently in the Unified Development Ordinance--could it be twice as bright and still be in compliance? Ms. Sherman responded that all signs are regulated to a max equivalent of a 40w light bulb. The City has a fairly strict lighting standard of no greater than 3 foot candles and any property adjacent to a residential area is only allowed 0.5 foot candles. The proposed signage would still be regulated under that Code.

Mr. Hornung motioned to recommend approval of UDOTA 2019-01. Mr. O'Toole seconded.

The motion passed 5-0-2 (Rodriguez and Durham absent)

6. OLD BUSINESS

A. Amendments to the Unified Development Ordinance, §72-59 Signage, to allow temporary banners for up to 60 consecutive days.

Ms. Sherman summarized the progress of the proposed ordinance changes. At the Commission's request, staff researched different regulations for museums. Both the City of Williamsburg and the City of Norfolk have separate regulations for museums and art galleries, which the Commission may consider when making a recommendation on the proposed draft ordinance.

Mr. Hornung asked about the regulation of content on the banners. Ms. Sherman stated content cannot be regulated.

Mr. Hornung asked if the Williamsburg model has any time limitations. Ms. Sherman stated she did not see any time restrictions, all that was listed was specific requirements as to museums.

Mr. Hornung asked where banners are allowed in the City. Ms. Sherman noted that banners are allowed in commercial districts but not allowed in residential areas. Banners are based on the permanent building signage allowed per commercial and industrial business.

Mr. Pates noted that due to this proposed ordinance change applying to all commercial and industrial businesses, it is likely that the banners used throughout the City will double. Ms. Sherman responded that currently all commercial and industrial businesses are allowed to display banners for up to 120 calendar days and that limitation is still embedded in the proposed draft ordinance. Ms. Sherman noted that the businesses who currently use banners may have them up for the 60 day duration but she doesn't believe this will spark new banner use.

Mr. Hornung asked if the Commission gave museums an exception to the current 30 day banner allotment, is there still a reason to change the current 30 day allotment? Ms. Sherman stated that would have to be up to the Commission, but she would recommend that the City keep the clarification wording of only one banner allowed per time.

Mr. Pates asked staff's opinion if there will be an increase in the number of banners throughout the City or the duration of banners? Ms. Sherman noted that her sense is that the same businesses who currently use banners will continue to do so but may have their banners displayed for the full 60 days.

Chairman Gantt expressed reservations about giving museums an exception and does it open the City to claims of unfairness. Mr. Johnston stated that if a motion is made for an exception for museums, clarification of reasoning should be clearly stated. Mr. Hornung noted that if the City could regulate content, the reasoning could be stated because it is for cultural use. He further stated possible wording could be for non-profit organizations typically carrying out cultural and social benefit to the community. Chairman Gantt asked if this would be for all non-profits. Mr. Johnston stated they would have to be classified as a museum.

Mr. Hornung motioned to recommend approval of the proposed draft ordinance changes to Unified Development Ordinance, §72-59 Signage, but keeping the allotted sign time at 30 days and with a provision that museums shall be entitled to the full 120 day allotment without disruption. Mr. Pates seconded.

The motion passed 3-2-2 (Gantt and Slominski, nays; Rodriguez and Durham absent)

B. The City Manager's recommended Capital Improvements Plan, which is a component of the proposed City budget for Fiscal Year 2020.

Chairman Gantt noted the Commission must finalize this as the By-laws states that Capital Improvements Plan recommendations must be presented to Council no later than April 30. Additionally Chairman Gantt stated the Annual Land Use Report is challenging in that No. 5-14 of the By-laws states ". . . *the Commission shall make recommendations and an annual report to the Council concerning the operation of the Commission and the status of planning within the City. The report shall include statistics on land use development during the preceding fiscal year, enforcement activities, and the implementation of recommendations set forth in the Comprehensive Plan.*" Chairman Gantt expressed concerns that the Commission needs to address the By-laws to clarify the Commission's duties.

Mr. Pates stated that the Commission shouldn't confuse its duties with the Annual Report and the Capital Improvements Plan. The Annual Report is a requirement out of State Code regarding the state of planning and land use activities in the City. The State Code regarding the Capital Improvements Plan is very broad. Mr. Pates noted the Council is happy to receive Commission's comments and suggestions and the Commission should not be afraid to input its views on what is in the Capital Improvements Plan. Chairman Gantt agreed and noted that if the Commission is doing its due diligence as an influencer for the City Council, the Mayor, and City Manager, the Commission input should be in a proposal manner rather than just general comments. Chairman Gantt stated that if the Commission does not specifically forward direct propositions to the Council to do "x", there really isn't any point in commenting on the Capital Improvements Plan. Chairman Gantt proposed the Commission take the queries/comments received and quickly come up with a number of propositions to pass along to staff to go to Council.

Mr. Pates stated he believes the Commission has a lot of flexibility in how it asserts itself to the Council regarding the Capital Improvements Plan and that he doesn't believe the Commission is on such a tight time schedule because most of the projects are multi-year projects. He noted that there are definitely some propositions the Commission can forward to Council. Mr. Pates feels that the Commission does not need to be specific to input on the Capital Improvements Plan. Chairman Gantt said he didn't disagree but the Commission's report and recommendations to the Council are due by April 30 and Council will need the Commission's proposals prior to the first read of the Capital Improvements Plan. Mr. Pates asked for staff's suggestions on the timeline. Mr. Johnston stated that the Commission needs a work session to discuss the process of the Capital Improvements Plan recommendations. In addition, changes to the By-laws need to be considered. He encouraged the Commission to currently focus on the land use elements.

Chairman Gantt asked the Commission if they had any other discussion regarding the Capital Improvements Plan. Chairman Gantt proposed the Commission review the queries/comments received and the Capital Improvements Plan brief and determine if there are land use propositions the Commission would like to forward to Council. Mr. Pates encouraged Chairman Gantt to make a presentation at the next Council meeting of the propositions the Commission is recommending.

Mr. Craig noted that Council will be holding a public hearing on the budget on April 16 and will be considering the budget on a first read on April 23. He stated that if the Commission wants to input to Council, it will need to be provided a week in advance. Mr. Pates asked if the public hearing is both on the Capital Improvements Plan and the City's operating budget. Mr. Craig confirmed.

Mr. Pates noted that he is particularly interested in the following comments:

- No. 35 – when was the last year the City did a block of brick sidewalks? Mr. Pates believes the City committed to doing a block a year and he would like this funded.
- No. 38 – he sees nothing in the budget to use gas tax revenues to make improvements at the train station and wonders if this is all funded by VRE? Mr. Johnston confirmed but stated he did not know what VRE's plans were in what year as VRE is dependent on federal funding.
- No. 42 – wants to encourage Council to work on new proffer policy for greater developer contributions.
- No. 43 – still has questions on why City should be allocating \$225,000 to relocate a City sewer line for a private developer.

Mr. O'Toole asked if it was appropriate to question Council as to the spending of City funds on private property. Mr. Johnston stated that the sewer line is 90 years old, there is no identifying easement, and initially the owner was told there were no utility lines in the area. He said the City is trying to resolve the issue by relocating the sewer line. Discussion ensued as to issues of public improvement of property and who incurs the costs.

C. Update on Automobile Sales and Rental uses within Commercial Highway and initiation of ordinances applying the T-5C / CH Form-Based Regulations within Area 6.

Mr. Craig said the Council initiated the auto sales and rental uses ordinance text amendment at the April 9 Council meeting after Council discussion over large scale/small scale use or a blanket special use permit. Additionally, Council approved initiation of the ordinance applying to the T-5C / CH Form-Based Regulations within Area 6. Mr. Craig explained the process of implementing these plans and that the Commission will review all these items at the May 8, 2019 Commission meeting.

7. NEW BUSINESS

None.

8. General Public Comment

Jon Gerlach, 809 Charlotte Street, noted that Agenda Item 6 B and 6 C were not in the public notice. He stated even though it is not required by Code, best practice going forward is to list all items.

9. Other Business

A. Planning Commissioner Comments

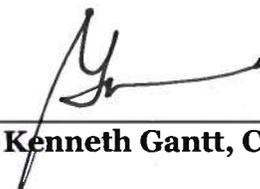
None.

B. Planning Director Comments

Mr. Johnston stated there will be a joint work session with Council on May 14, 2019, to transmit the Area 7 Downtown Plan. No action is planned, just discussion of implementation. Additionally, there will be discussion on the proposed amendments to the accessory dwelling units.

10. ADJOURNMENT

There being no further items to be discussed, the Planning Commission was adjourned at 9:04 P.M.



Kenneth Gantt, Chair



**CITY OF FREDERICKSBURG
PLANNING COMMISSION
MINUTES**

September 11, 2019

7:30 p.m.

**715 Princess Anne Street
Council Chambers**

You may view and listen to the meeting in its entirety by going to the Planning Commission page on the City's website:

<https://amsva.wistia.com/medias/54w9iq5cyo>

The Agenda, Staff Report, Applications and Supporting Documents are also available on the Planning Commission page.

MEMBERS

Kenneth Gantt, Chairman
Rene Rodriguez, Vice-Chairman
Steve Slominski, Secretary
Dave Durham
Chris Hornung
Tom O'Toole
Jim Pates (Absent)

CITY STAFF

Chuck Johnston, Director,
Planning and Building Dept.
Mike Craig, Senior Planner
James Newman, Zoning Administrator
Cathy Eckles, Administrative Assistant

1. CALL TO ORDER

Chairman Gantt called the meeting to order at 7:32 p.m. Chairman Gantt explained meeting procedures for the public, as well as expected decorum during public comment.

2. PLEDGE OF ALLEGIANCE

3. ADOPTION OF MINUTES

August 14, 2019 – Regular Meeting

Mr. Rodriguez moved to approve the August 14, 2019 minutes with Mr. Pates' edits; Mr. Hornung seconded.

The motion passed 6-0-1.

4. DECLARATION OF CONFLICT OF INTEREST

There were no conflicts of interest reported.

5. PUBLIC HEARING

A. **The Come Up, LLC** (Carlos Sandoval Jr.), requests a Special Use Permit for a Retail Sales Establishment at 1405 Princess Anne in the Transitional Commercial (CT) Zoning District located near the intersection of Princess Anne Street and Hawke Street.

Mr. Newman presented the staff report with a power point presentation.

Mr. O'Toole asked if there were any public comments. Mr. Newman said no. Mr. O'Toole asked if the building was right on the property line and was it attached to the other building. Mr. Newman said yes. Mr. O'Toole asked about the sign painted on the building stating the business name and was the establishment already open. Mr. Newman said no.

Mr. Rodriguez asked about the limited hours (9 am-9 pm, 7 days a week) and if any other retail had this type of condition. Staff said that both Cork & Table and Red Dragon Brewery had conditional hours in their Special Use Permit. Mr. Johnston discussed the zoning in Transitional Commercial and the limits and controls set for that zoning district.

Mr. Rodriguez asked about occupancy and was this Special Use Permit limited to retail. Mr. Newman stated the occupancy allowance was only affected by the number of people inside the 40 sq. ft. space and the Special Use Permit was solely limited to retail.

Mr. Hornung asked if the City can condition that non-desirable retail sales do not move into this property. Mr. Newman stated that according to the definition of retail sales, the only excluded uses are automobile-oriented uses, quick-service food stores, or vehicle sale, rental, or ancillary service establishments. Mr. Johnston stated that if the Commission feels that this Special Use Permit should be limited to retail clothing, shoes, and accessory uses only, a broad description of apparel sales could be applied.

Applicant, Carlos Sandoval Jr., 4205 Amelia Drive, was present. Mr. Sandoval stated he has no other plans for the property but his retail clothing, shoes, and accessories line. Mr. Hornung asked if the Applicant had any issues with the Commission limiting the Special Use Permit for this property to clothing, shoes and accessories. Applicant stated no.

Mr. Gantt closed the public hearing.

Discussion was had about applying a generic use category on the Special Use Permit rather than trying to list all of the retail sales the Commission may want to exclude. Mr. Johnston stated he could find no specific text in the Code that references "apparel sales" but suggested that the motion request staff to find the appropriate terminology.

Mr. Rodriguez noted that the location is not well lit but saw no plans for any exterior lighting. Mr. Johnston stated that the lighting standards in the UDO would allow some changes to the exterior lighting.

Mr. Hornung moved to approve the Special Use Permit for a retail sales establishment at 1405 Princess Anne Street conditioned upon staff limiting the approval to the appropriate definition for apparel, shoes, and accessories sales. Mr. Rodriguez seconded. Mr. Durham noted that the conditions that staff recommended should also be included.

The motion passed 6-0-1.

6. OLD BUSINESS

None.

7. NEW BUSINESS

A. Discussion of Archaeology Text Amendment

Ms. Schwartz made a presentation (attached) regarding a proposed archaeology ordinance to be the threshold for application of the ordinance in preparation for a public hearing later this Fall.

Mr. Slominski asked how the 2,500 sq. ft. of land disturbance number was determined. Ms. Schwartz said this number was previously set for the division between minor and major site plans. Mr. Slominski questioned what keeps a project from disturbing less than the 2,500, but numerous times. Ms. Schwartz stated projects have a complete picture for the entire site, the land disturbance number is cumulative, and the determination is based on the complete project.

Mr. Slominski asked if the City planned to hire an archaeologist and where will the funds come from. Ms. Schwartz stated the City planned to use on-call archaeologists and the funding will come from a proposed 5% fee on all land development applications and the City's general fund.

Mr. Slominski asked what type of penalties the City is considering. Ms. Schwartz stated it would be a zoning violation, with penalties for land disturbance. She said there is a caveat in the proposed ordinance regarding unexpected discoveries, so the City has the ability to capture something found on a site that didn't have an initial archaeological review.

Mr. Rodriguez asked if this proposal came about due to the experience with the Masonic Lodge on the Riverfront Park site. Ms. Schwartz stated that situation was unique, but this process could have alleviated some of that experience. She noted that the goal is to be able to investigate and prepare before any land disturbance occurs.

Mr. Rodriguez asked if the City has an experienced pool of archaeologists to do the on-call work. Ms. Schwartz said the City has a wide variety of cultural resource professionals.

Mr. Durham asked what portions of the City in the predictive model the ordinance would apply to. Ms. Schwartz said it would apply to the med-high and high archaeological resource areas. Mr. Durham asked if the ordinance will designate areas determined to have archaeological resources based on actual excavation as part of the archaeological overlay district. Ms. Schwartz said the ordinance will have an unexpected components model. Additionally, the predictive model will continually change as sites change.

Mr. Hornung discussed his involvement with the Archaeological Ordinance Committee and the goal of not necessarily preserving the sites but preserving the historical record of the City.

B. Status of Land Use Annual Report

1. Transmission of the Report
2. Joint Work Session with City Council on the Report and discussion of the Commission's role in annual CIP/Budget review: October 22 6:00

Mr. Craig noted the purpose of this discussion will be to start the working process on the cover letter to transmit the Land Use Annual Report and the joint work session on October 22, 2019.

Chairman Gantt requested the Commissioners to have cover letter transmittal ideas to him no later than September 20, 2019 as to what work the Commissioners want done regarding land use.

Mr. Durham asked staff if there was anything in the Annual Report that is remarkable or problematic. Mr. Craig noted the most remarkable aspect is the City and Commission's ability to work at a high volume. Specifically, the cycle of working on the Area plans, working on the implementation of last year's Area 6 (Princess Anne) and Area 7 (Downtown) Plans, and starting the preliminary planning on next year's Area 1 (Central Park/Celebrate) and Area 2 (Bragg Hill) Plans. Mr. Craig noted the Commissioners should look at the data trends, look at the rezonings, and look at the rules and regulations set up for the next growth phase. Mr. Hornung believes the highlights should also include the form-based code work as it's the guide to the City's future. Mr. Durham recommends the report highlight the philosophies the Commission feels the City should employ so the City residents are aware of the direction the City is heading.

8. GENERAL PUBLIC COMMENT

Jon Gerlach, 809 Charlotte Street, noted that he was the author of the Infill Ordinances Text Amendments and was available if the Commission had any questions regarding Item 9.B.3 on the Agenda.

9. OTHER BUSINESS

A. Planning Commissioner Comments

None.

B. Planning Director Comments

1. Small Area Plans for Area 1 (Central Park/Celebrate) and Area 2 (Bragg Hill)

a. Joint Work Session with City Council: September 10 5:30

b. Commission Charrette session: October 23 6:30

Proposed Location: 1270 Carl D. Silver Parkway
(between Old Navy & Party City)

Mr. Johnston noted that the joint work session with Council on September 10, 2019 only discussed Area 1 (Central Park/Celebrate) due to time constraints. Information about Area 2 (Bragg Hill) will be forthcoming. The Area 1 Charrette for the Commissioners will be Wednesday, October 23, 2019 at 6:30 pm at 1270 Carl D. Silver Parkway. The open public meeting will be Monday through Thursday, October 21-24, 2019. The final presentation/wrap-up will be Thursday, October 24, 2019.

Mr. Hornung noted that it has been a year since he worked for Silver Co. and he would be participating in the charrettes as he did not believe he had any conflict or bias.

Mr. Durham asked about Area 2 (Bragg Hill) and why there was not a charrette planned. Mr. Johnston stated that this was a smaller area plan and a less formal community information session would be used. Mr. Durham noted his concern about it not being planned as a charrette and wants to be sure this area plan still has a good showing from City leadership and commissions to indicate the City is vested in the Area 2 small area plan.

2. Small Area Plan schedule

Mr. Johnston noted the long-term schedules for the small area plans and provided a presentation showing the dates planned for each area (see attached).

Mr. Johnston noted that during this schedule, late FY2021, the Comprehensive Plan five-year review and update will also be in progress. Mr. Gantt asked if staff was accepting the injection of

the Council's vision statement. Mr. Johnston said yes. He stated that the City will also be receiving census data in late FY2021.

Mr. Johnston updated the Commission on the Braehead neighborhood situation, stating that there is a lot of concerns regarding the potential resubdivision of the neighborhood, the additional single family homes, and how the City's infill regulations are set up.

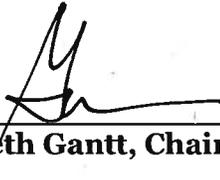
Mr. Johnston discussed the George Washington Regional Commission's Meeting Schedule for its three "Good Jobs Here" sessions (attached), which are intended to create a shared understanding of current data, analysis, strengths, and opportunities for the region. Mr. Johnston said staff would be ordering a book entitled "*The New Geography of Jobs*" for Commission members, which should help understand how the paradigm of job growth is changing. Mr. Durham recommended a book entitled "*Walkable City*" about how downtown can save America one step at a time.

Mr. Craig said that staff is continuing to research solar power and sustainability. Staff will work with the Clean and Green Committee on advancing those ideas. Mr. Craig noted staff will keep the Commission updated on these progress.

Mr. Gantt asked about the discussion on infill ordinance text amendments. Mr. Johnston noted that the Commission will be discussing that October 9, 2019

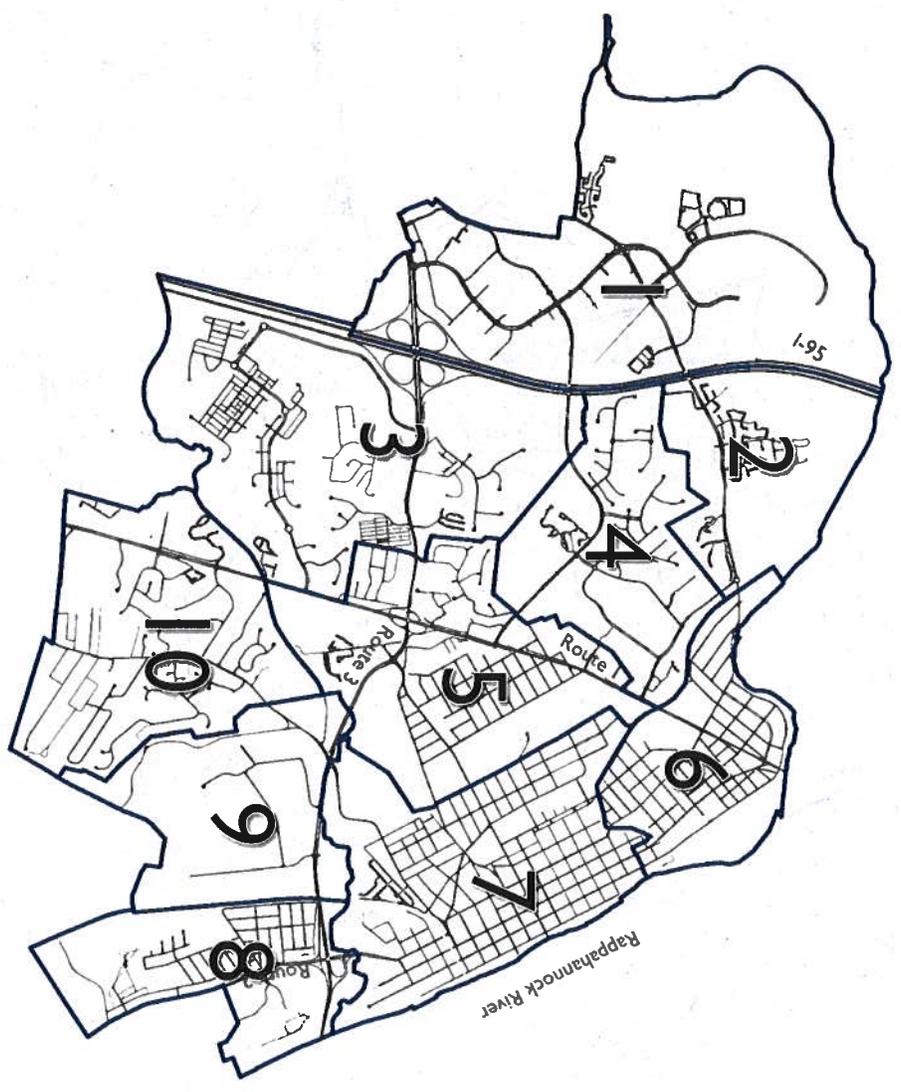
10. ADJOURNMENT

There being no further items to be discussed, the Planning Commission adjourned at 8:38.

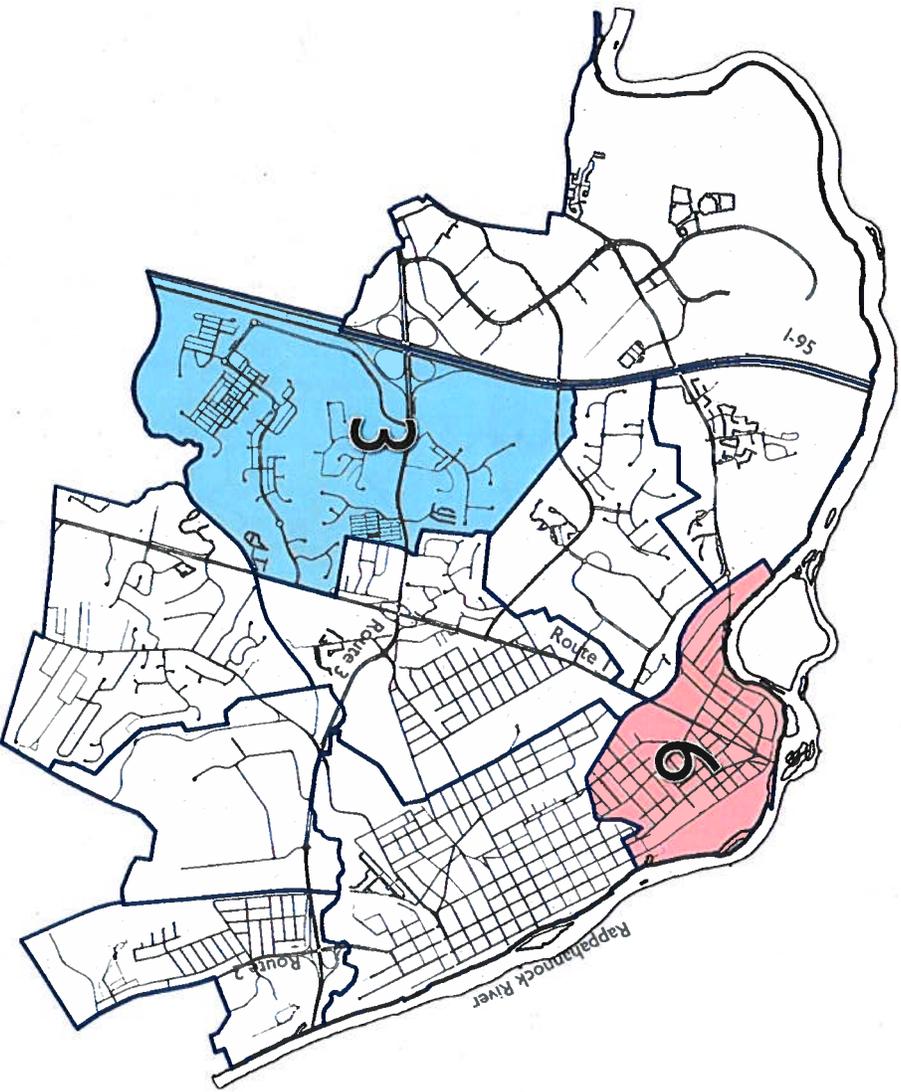


Kenneth Gantt, Chairman

Small Area Plans



Phase I: Areas 3 and 6



Area 3

Small Area Report

Completed 2nd Qtr FY 2018

Comprehensive Plan Amendments

Completed 3rd Qtr FY 2018

UDO Amendments

Completed 3rd Qtr FY 2019

Area 6

Small Area Report

Completed 2nd Qtr FY 2018

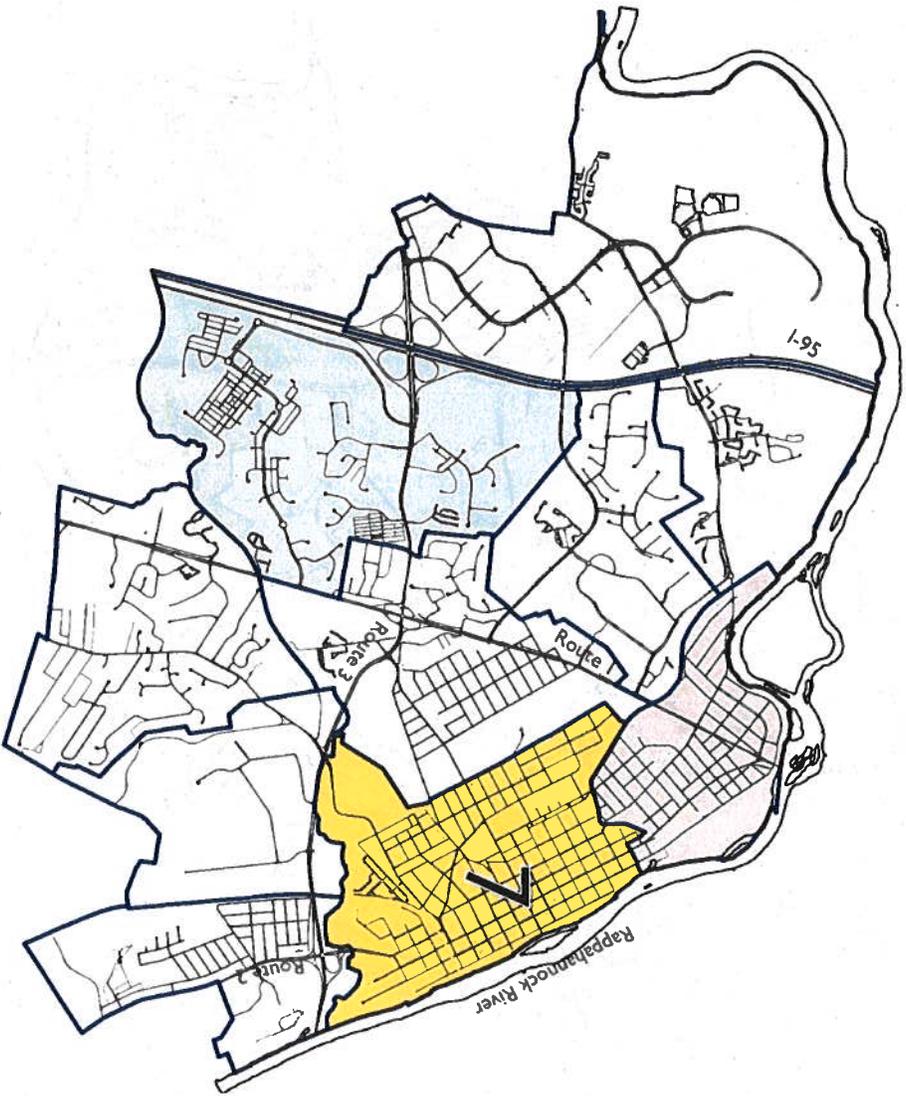
Comprehensive Plan Amendments

Completed 3rd Qtr FY 2019

UDO Amendments

In Process

Phase II: Area 7



Area 7

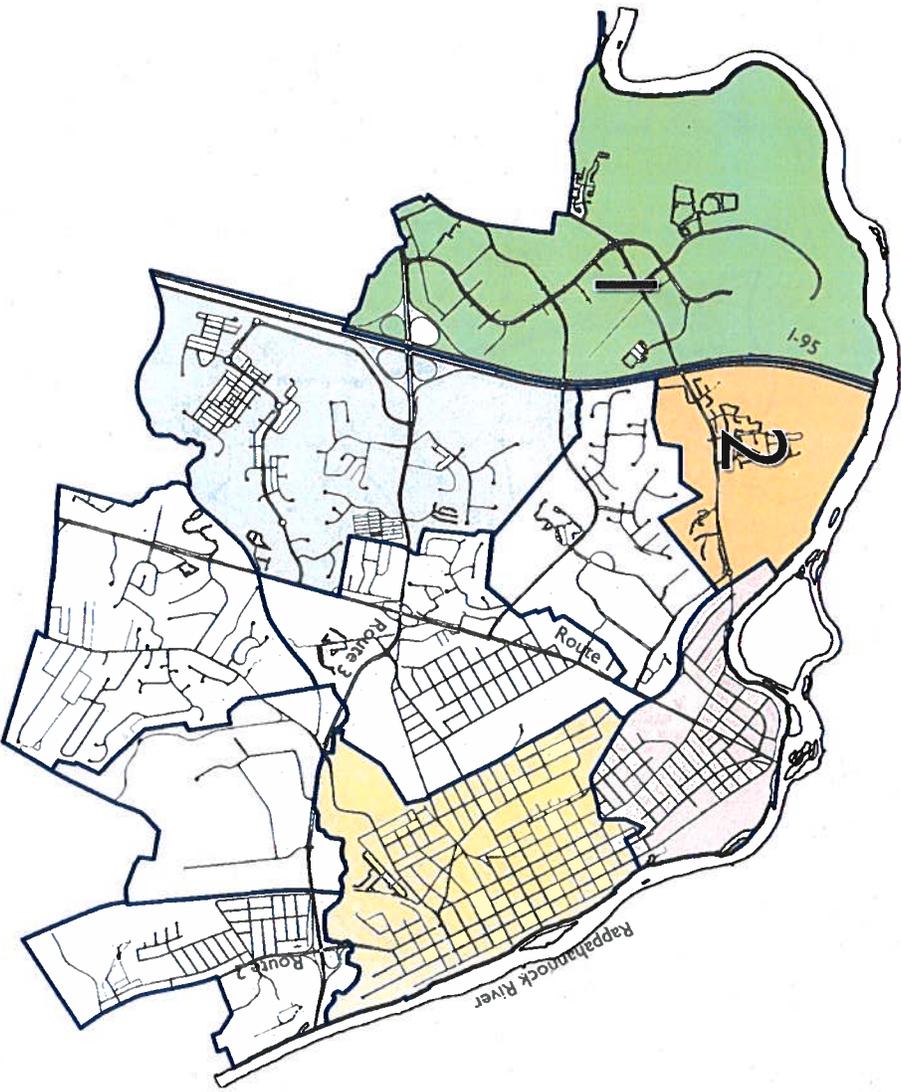
Small Area Report

Completed 4th Qtr FY 2019

Comprehensive Plan Amendments

In Process

Phase III: Areas 1 and 2



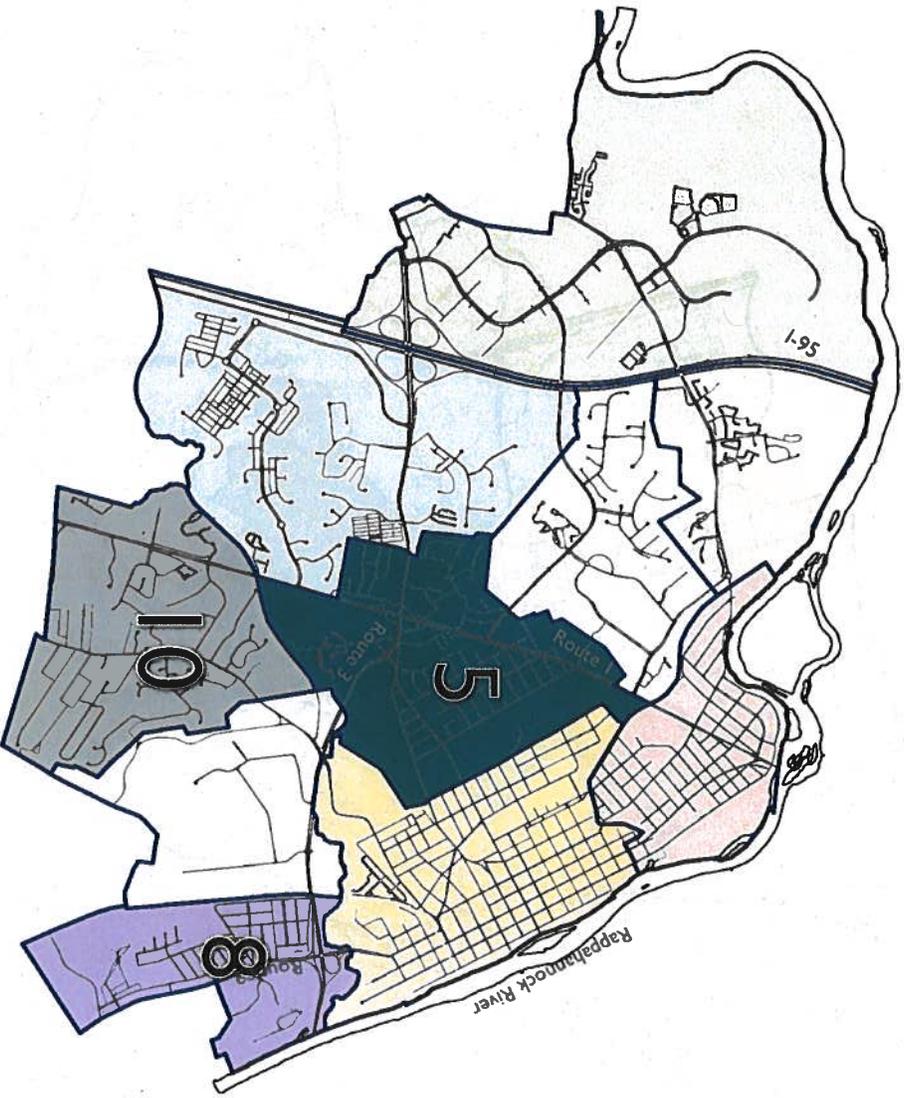
Area 1 and 2

Small Area Report

Begin

1st Qtr FY 2020

Phase IV: Areas 5, 8, and 10



Areas 5, 8, and 10

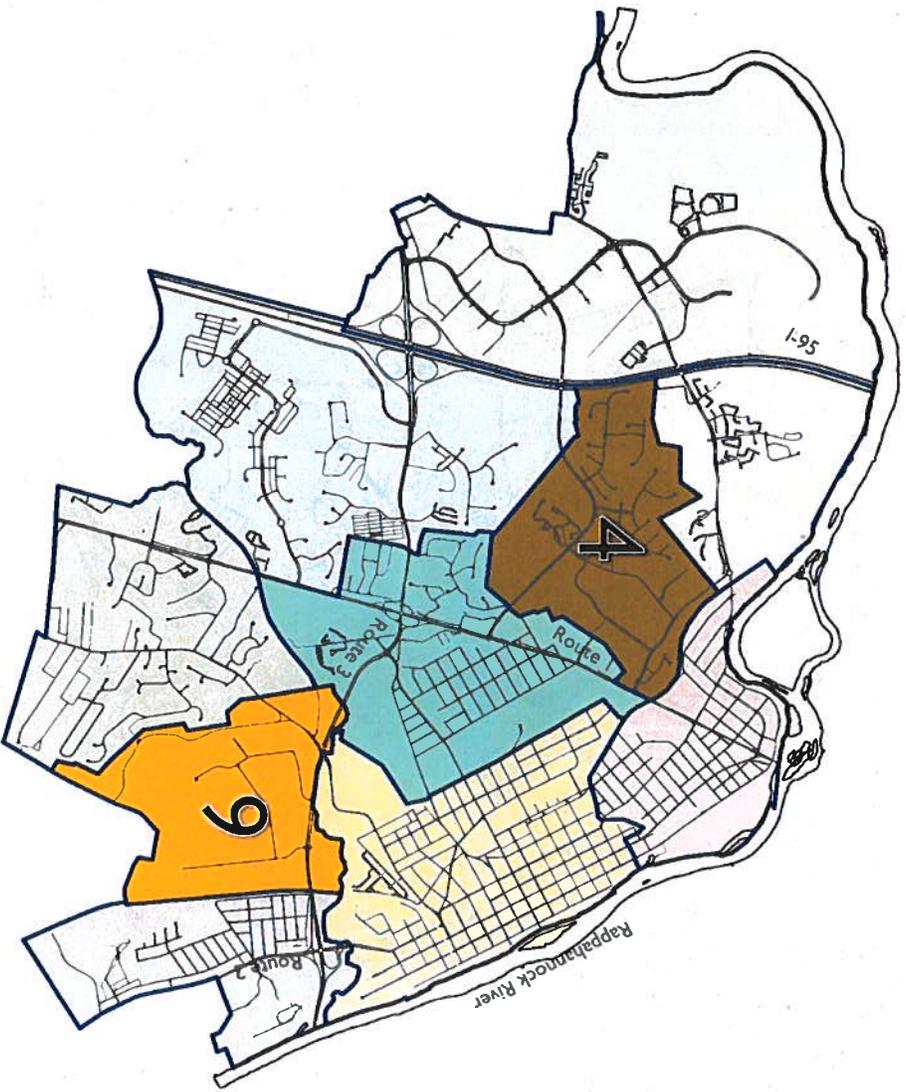
Small Area Report

Area 10 – 4th Qtr FY 2020

Area 8 – 2nd Qtr FY 2021

Area 5 – 4th Qtr FY 2021

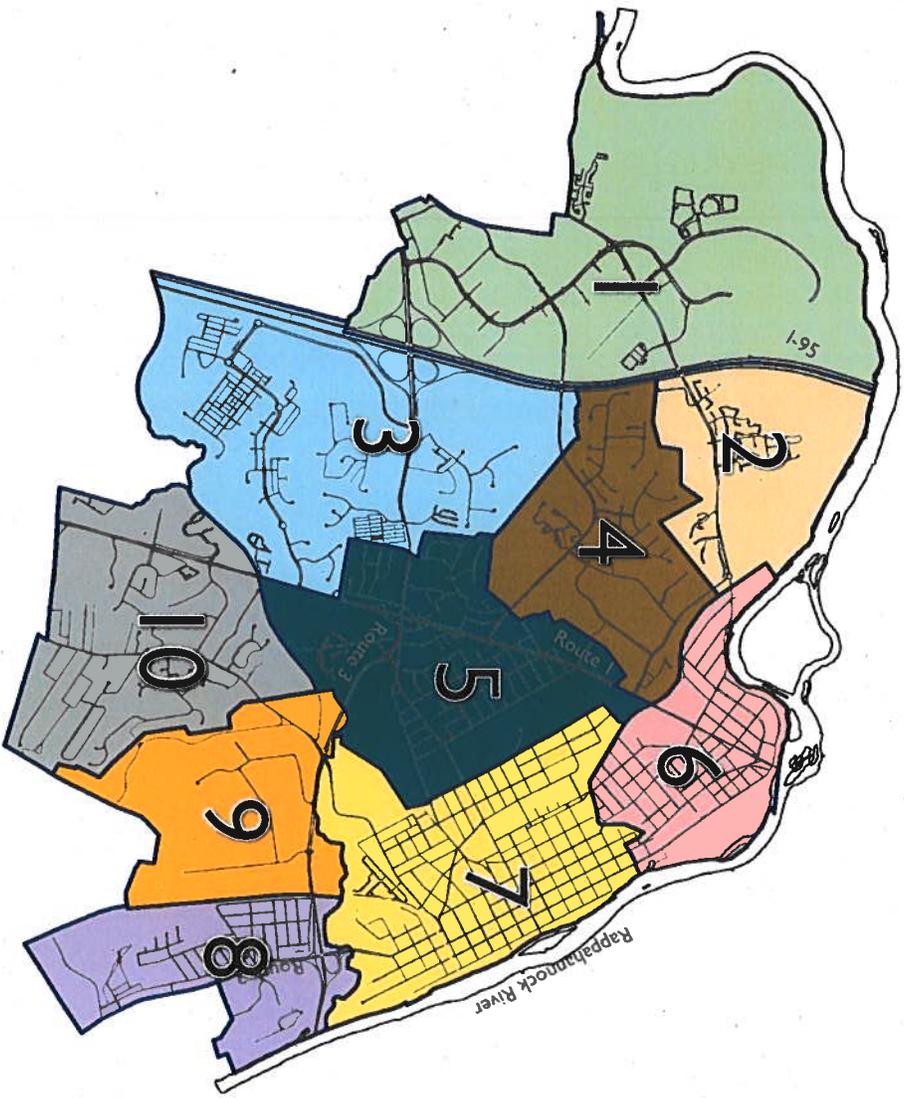
Phase V: Areas 4 and 9



Areas 4 and 9

Small Area Report
Planned Start 1st Qtr FY 2023

Small Area Plans



Cathryn A. Eckles

From: Charles R. Johnston
Sent: Thursday, September 12, 2019 11:54 AM
To: C. Hornung (chornung@ymail.com); David Durham; James Pates; Kenneth Gantt (kdgantt.fredpc@gmail.com); Rene Rodriguez; Steve Slominski; Tom O'Toole (tjotoole@verizon.net)
Cc: Michael J. Craig; Marne E. Sherman; Susanna R. Finn; Cathryn A. Eckles
Subject: Economic Development Info sessions
Attachments: good jobs here flyer v 2.pdf

Hello all

As I mentioned last night, the Regional Commission is sponsoring workshops on September 19th, October 17th, and November 21st to share information and discuss the future of economic development in our region. The concept is to develop 'Good Jobs Here' plan to create, measure, execute, and foster economic growth and job creation in the Fredericksburg region. Each meeting will be held at the UMW Stafford Campus (121 University Boulevard, Stafford, Virginia 22406) from 8:00am until 11:30am.

GWRC received a Go Virginia grant to complete planning activities using a 3-track approach to create a common economic vision and regional community-based economic development plan. GWRC has retained The Berkley Group and partnered with FRA and UMW to complete this work. Part of the goal is to create a shared understanding of current data, analysis, strengths and opportunities for the region and to create a region-wide vision with high-level goals.

The link to the Eventbrite flyer and registration can be found **HERE**:

<https://goodjobshere.eventbrite.com>

Please register if you plan to attend.

Meeting Schedule:

1. Demographic Demolition: How a changing population is blowing up how we do business
Thursday, September 19, 2019.

This session features Dr. Jim Johnson with the University Of North Carolina School Of Business. He will cover demographic trends and how they will impact our future workforce.

2. Don't Reinvent the Wheel: Regions that work Thursday, October 17, 2019.

This session takes a step away from Fredericksburg and brings in other regions that have successfully joined together to foster greater economic development. We will identify best practices that can be part of our plan.

3. Making the Sausage: Putting it all together Thursday, November 21, 2019.

This session will gather all we've learned and mix it up into something actionable, measurable, and reasonable.

Please let me know if you have any questions.

Thanks

Chuck

Charles Johnston AICP CNU-A
Director

Community Planning & Building Department

City of Fredericksburg
715 Princess Anne Street
Fredericksburg, VA 22401
540-372-1180

One team for a great community



MEETING SCHEDULE

LOCATION

**University of Mary Washington, Stafford Campus
121 University Boulevard
Stafford, Virginia 22406**

1

Demographic Demolition: How a changing population is blowing up how we do business

Thursday, September 19, 2019

8:00am-11:30am

This session features Dr. Jim Johnson with the University of North Carolina School of Business. Dr. Johnson is frequently called upon for his analysis and entertaining but poignant presentations by Fortune 500 Companies, the National Conference of State Legislators, Governing Magazine, and Chambers across the country. He will discuss disruptive demographic trends and how they will impact our future workforce nationwide, but also in the region.

2

Understanding the Region: Who are we and what are our opportunities?

Thursday, October 17, 2019

8:00am-11:30am

This session looks at some of the key demographics and opportunities related specifically to Planning District 16. This will include a look at never before developed data on our workforce, including those who commute, and some unique opportunities we have as a region to develop and grow economically. It also includes a special look at the portions of our population that are working but struggling, so we can be sure to include this population in our long terms plans for success.

3

Regions that Work: Learning from Others and Putting it All Together for Success!

Thursday, November 21, 2019

8:00am-11:30am

In this session, we will first take a step away from Fredericksburg and bring in other regions that have successfully joined together to foster greater economic growth that successfully harnesses what makes them unique. Then we will gather all that we have learned in all three sessions, and turn it into a common set of community-wide goals, with a special view as to how each individual and organization can best contribute to our economic success from our areas of strength and expertise.

How can you get involved?

We need thought-leaders and trusted voices from across the region. We need your commitment to attend all three sessions and to be an active participant in the planning and implementation process.

Register at goodjobshere.eventbrite.com

An overhead photograph of several people sitting around a large wooden table. They are using various electronic devices: a laptop, a tablet, and a smartphone. The scene suggests a collaborative meeting or workshop.

GOOD JOBS HERE

GOOD JOBS HERE is a broad-based effort to create, measure, execute, and foster economic growth and job creation in the Fredericksburg region. Utilizing a GO Virginia grant, the George Washington Regional Commission has partnered with leading local organizations to create a shared understanding of current data, analysis, strengths and opportunities for this region.



Who?

This effort focuses on the City of Fredericksburg, and the counties of Caroline, King George, Spotsylvania and Stafford. Our goal is to include a set of diverse voices and viewpoints to inform the plan.



Why?

While our region is a great place to live, many of our citizens must commute long distances for work. A community-based, region-wide plan that looks to the future and offers measurable strategic goals is a key step in creating diversified growth.



How?

Through a series of three sessions, we will engage the community with high-level speakers and thought-provoking data to reach a consensus on economic development strategies and opportunities to seize going forward.

Help us bring good jobs here!

Register at goodjobshere.eventbrite.com

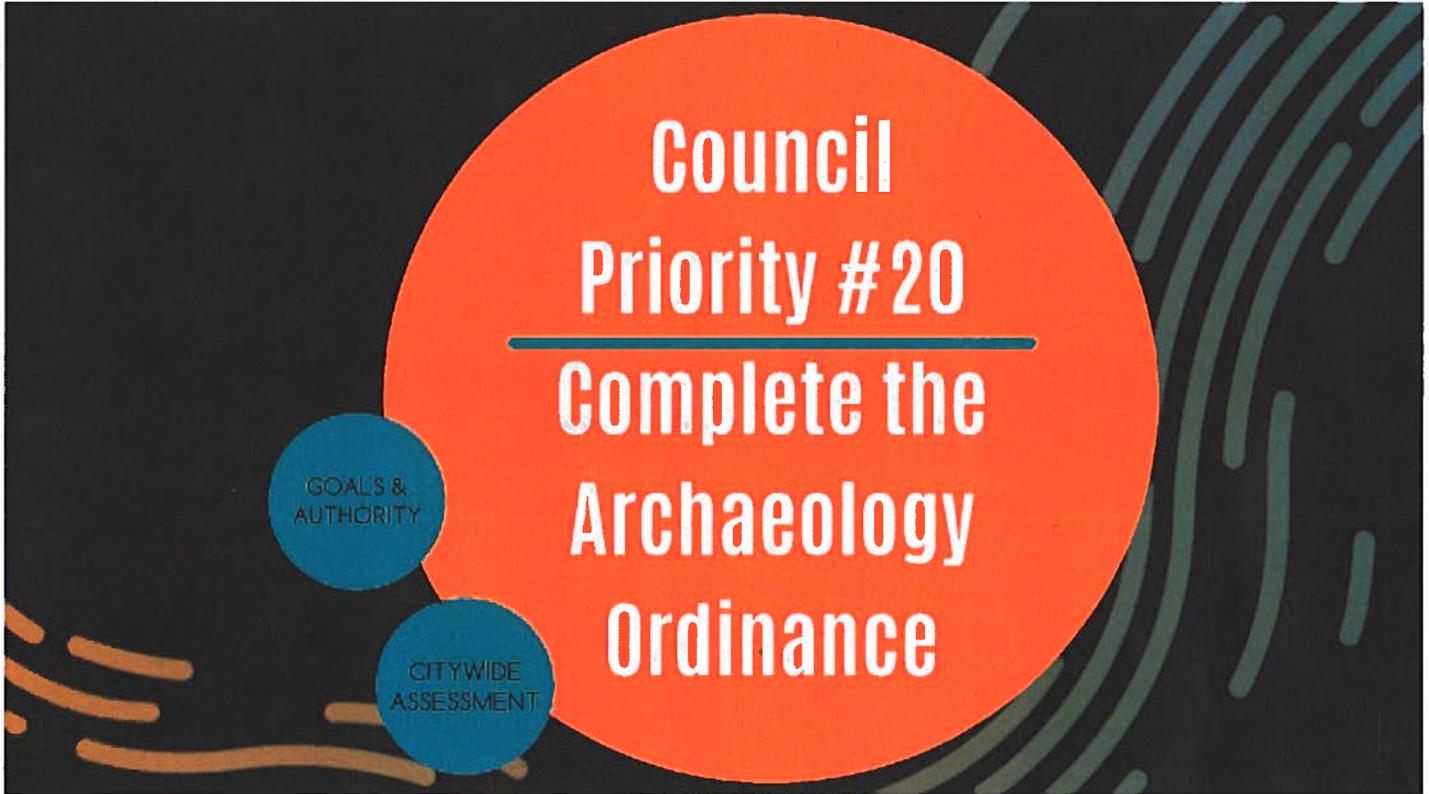
The Archaeology Ordinance

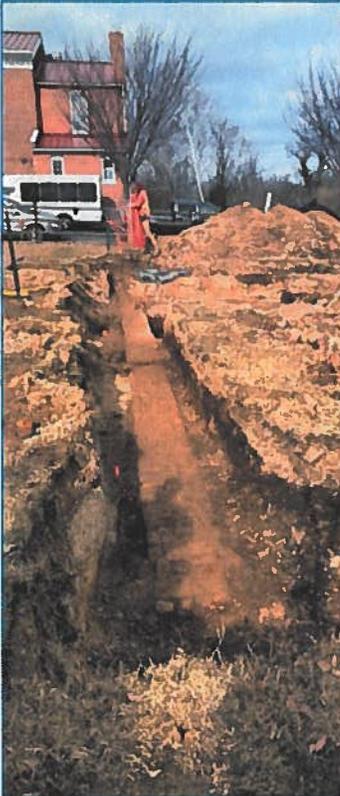
PROCESS

BACKGROUND

**ARCHAEOLOGY
PROGRAM**

September 11, 2019



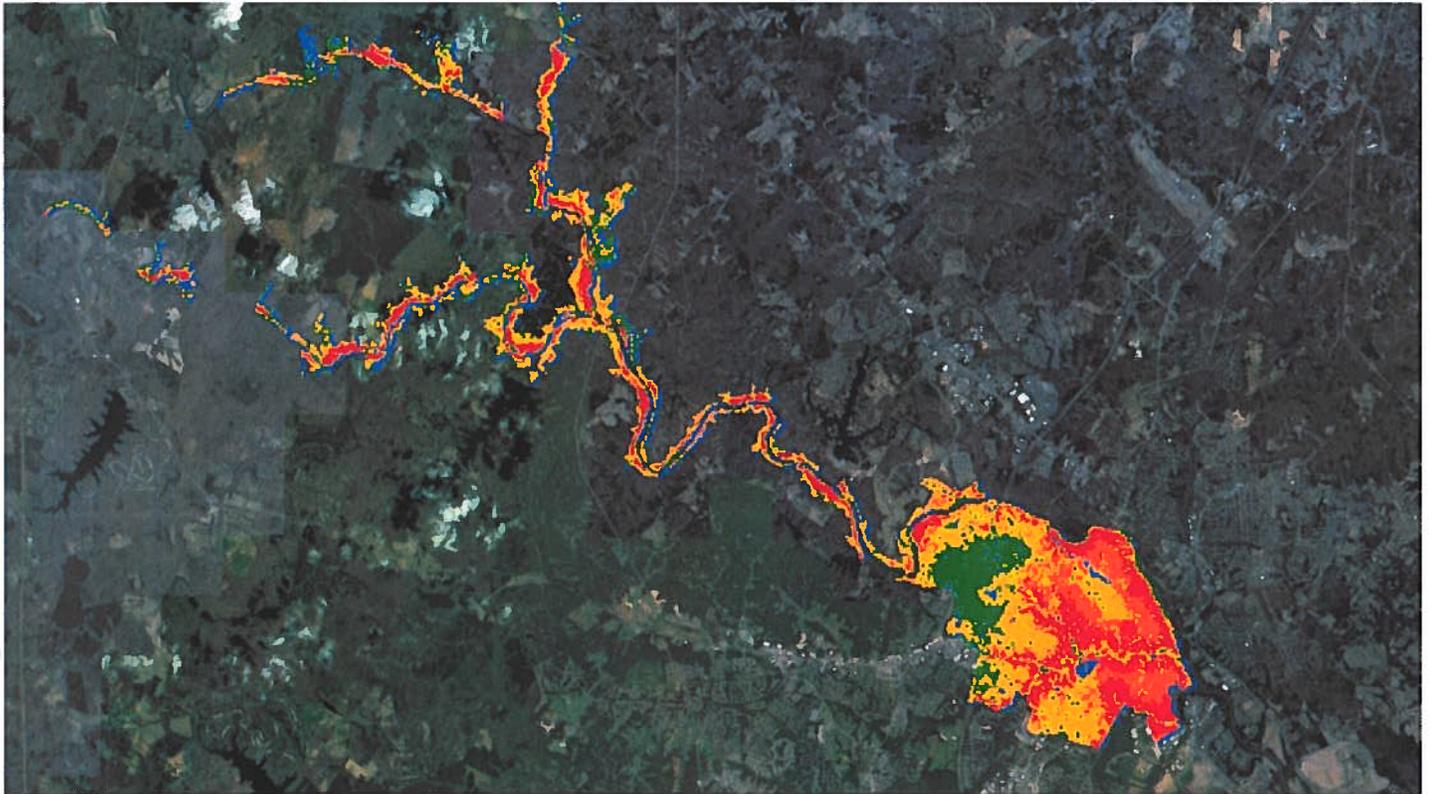


COMPREHENSIVE PLAN, CHAPTER 8 - HISTORIC PRESERVATION

"Fredericksburg's archaeological resources are an integral part of the City's history...Archaeological sites, when properly excavated, can provide information that contributes to the general history of the community and to the particular histories of its inhabitants."

2010 HISTORIC PRESERVATION PLAN

Issue 1, Goal 2: Establish controls to assure archaeological sites and subsurface materials are properly identified, evaluated, and mitigated prior to excavation projects throughout the city.



The Archaeology Ordinance

PROCESS

BACKGROUND

**ARCHAEOLOGY
PROGRAM**

September 11, 2019

The Archaeology Ordinance

- Establishes an Archaeological Preservation District that encompasses those areas shown as Medium-High or High Priority (orange or red) on the predictive model.
- Requires archaeological investigation in conjunction with existing land development review processes.
- Evaluation of sites and extent of investigation is tied to identified research priorities for the City.

Minor
Application
Types

Major
Application
Types

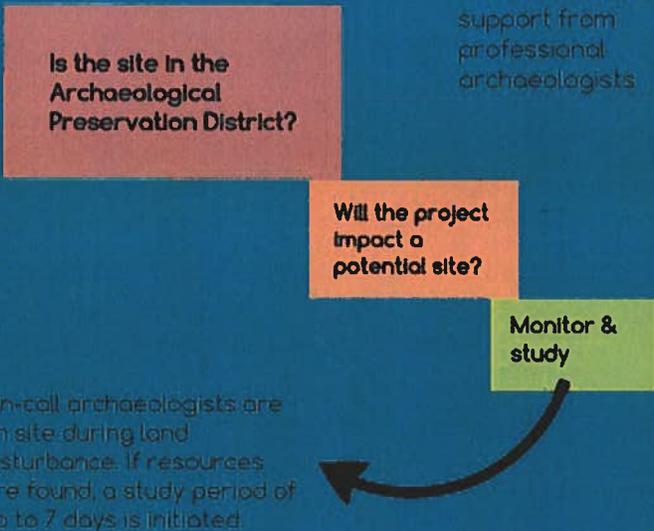
Research
Priorities

Minor Application Types

- Applies to Minor Site Plans, Residential Lot Grading Plans, and Certificate of Appropriateness Applications
- Requires the services of on-call archaeologists for evaluation of sites and monitoring during land disturbance

Process

Administrative with support from professional archaeologists



Major Application Types

- For projects that include more than 2500 square feet of land disturbance
- Requires preliminary archaeological survey to be submitted with the site plan application; further investigation, if necessary, is coordinated under a Memorandum of Agreement.
- Requires the services of on-call archaeologists for evaluation of sites, review of reports, and design of intensive investigation.
- Never intended to halt development, only to slow occasionally to ensure we capture significant resources. Other construction work can likely continue on site during the process.

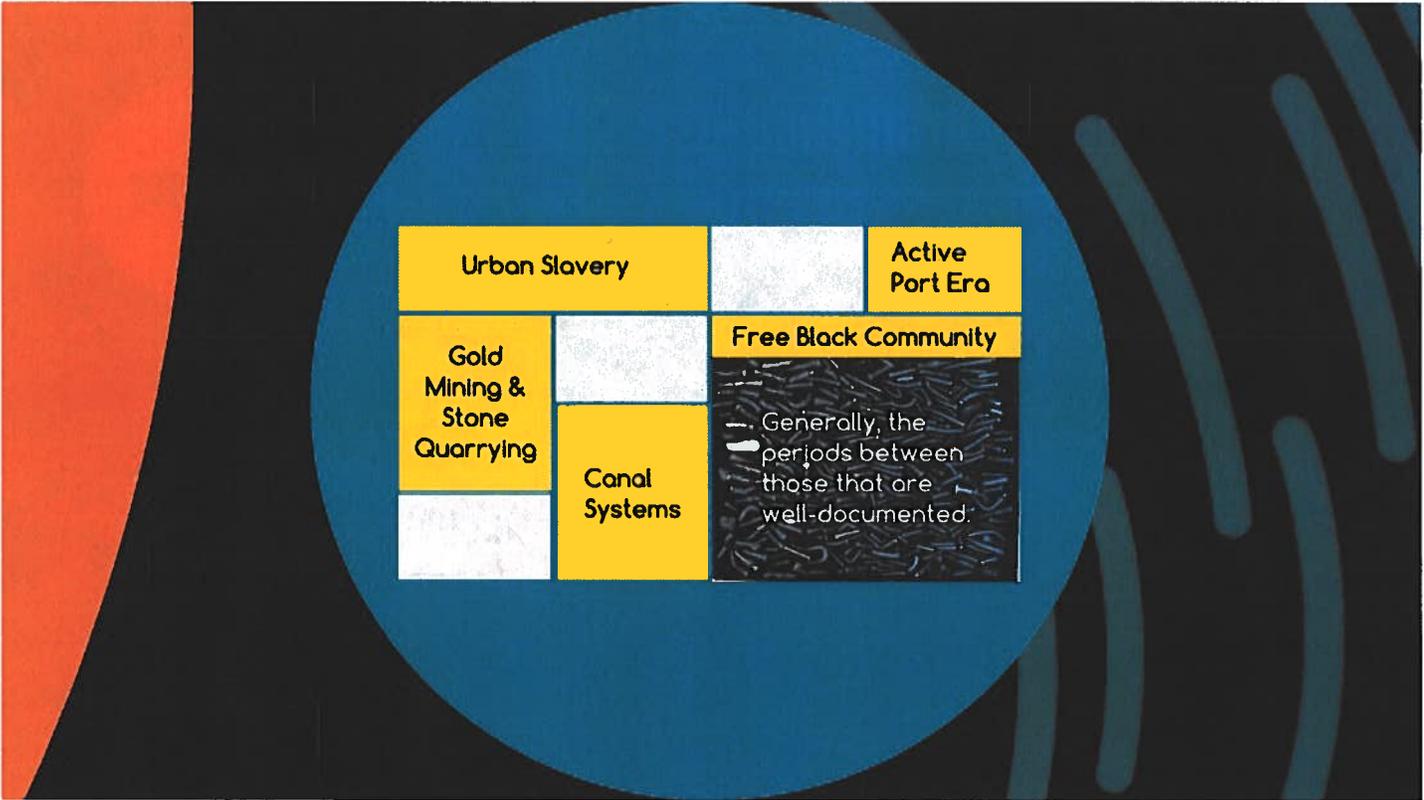
For projects in the District, developer submits survey report with application.

If resources will be impacted, further investigation is coordinated under the MOA

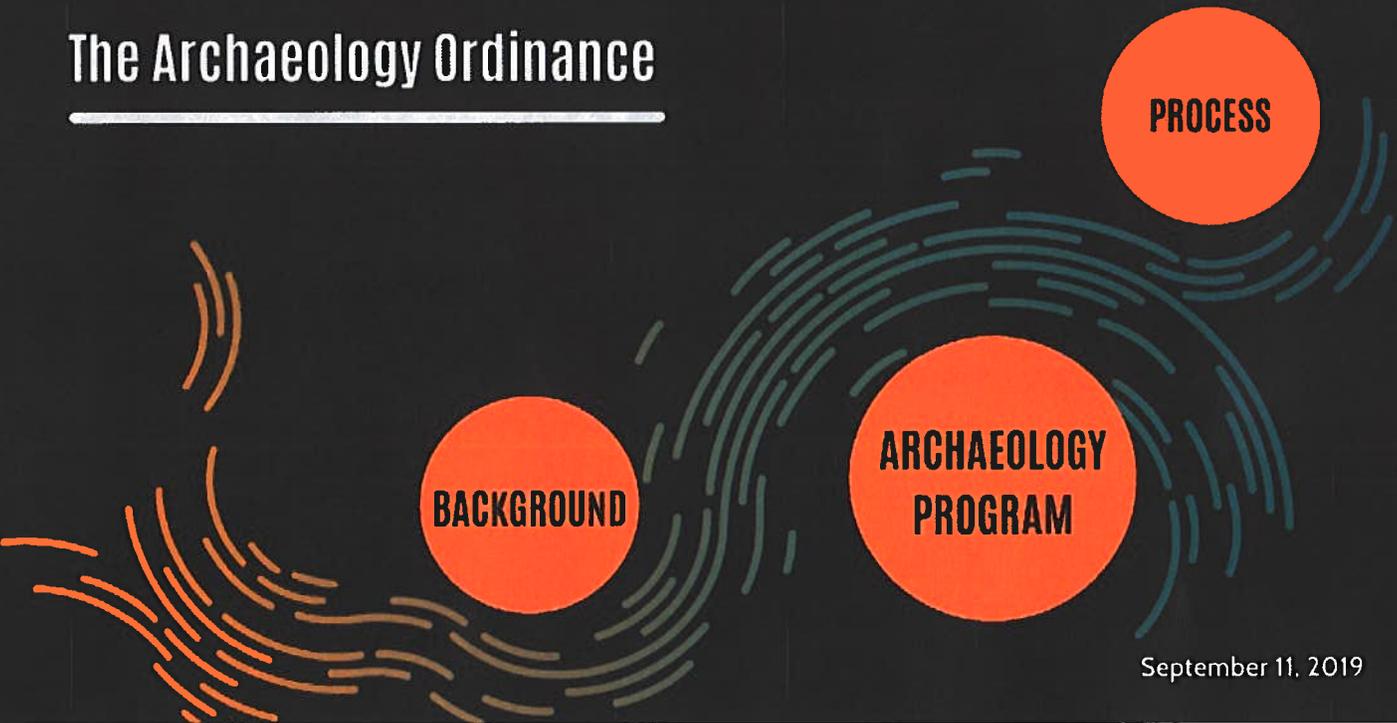
Archaeology becomes a component of the site work.

Process

Developer-initiated with review by staff and on-call archaeologists



The Archaeology Ordinance



September 11, 2019

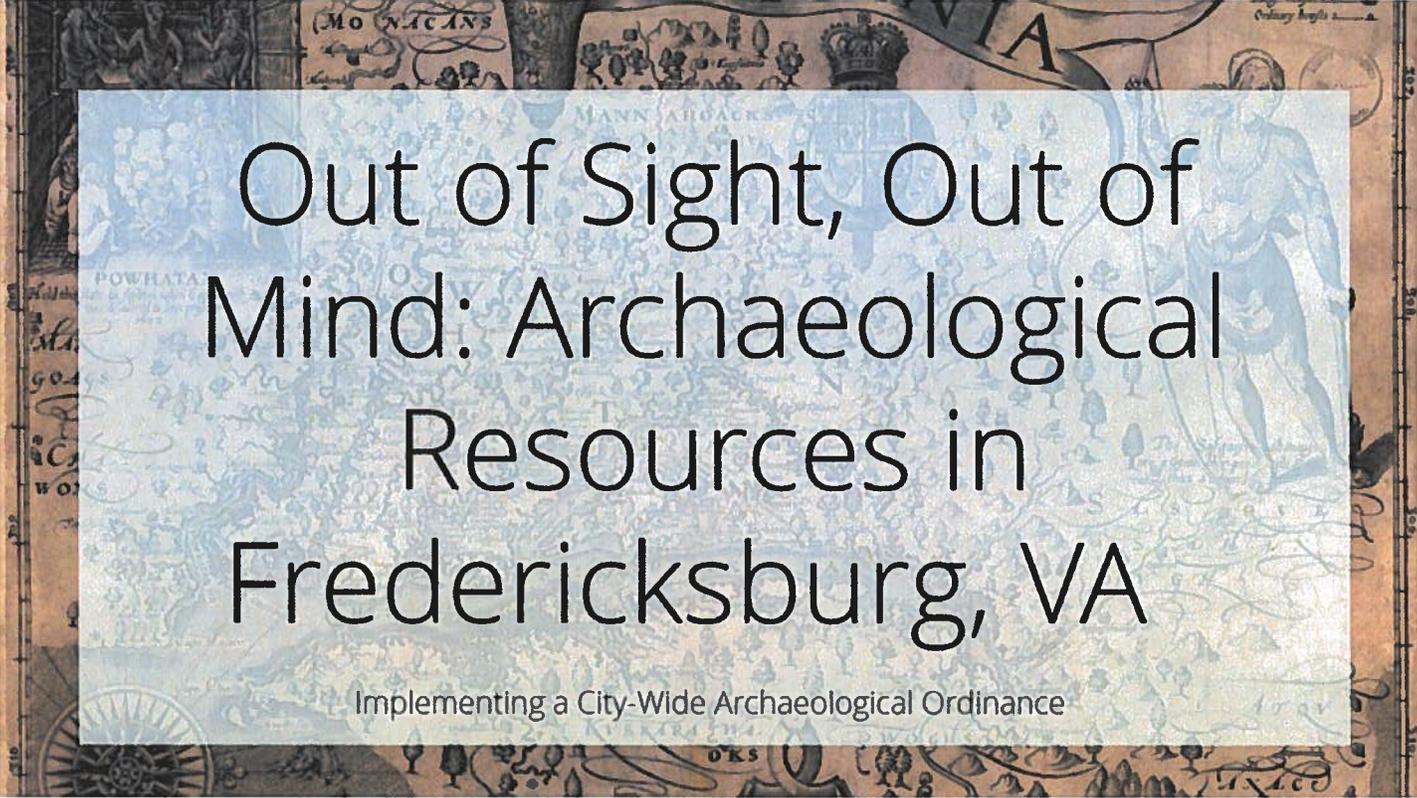
NEXT STEPS



STORY
MAP

CASE
STUDY



A historical map of Virginia, likely from the 17th century, featuring a blue semi-transparent overlay with text. The map includes various geographical features, a crown, and the name 'MANNABOCKS'. The text on the map includes 'MONACANS', 'POWHATA', and 'MANNABOCKS'. The title text is centered on the overlay.

Out of Sight, Out of Mind: Archaeological Resources in Fredericksburg, VA

Implementing a City-Wide Archaeological Ordinance



Riverfront Park Investigations

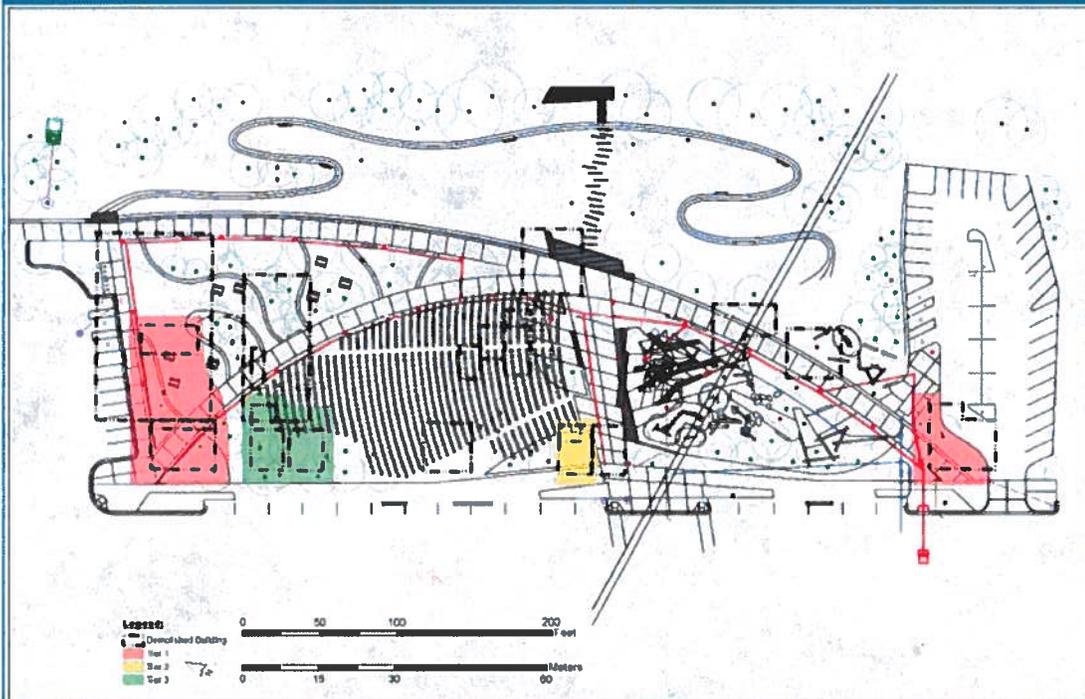
The Archaeology Ordinance

PROCESS

BACKGROUND

**ARCHAEOLOGY
PROGRAM**

September 11, 2019



Initial survey completed and reviewed with site plan.

Level of investigation determined based on extent of disturbance and potential of each resource.

Cathryn A. Eckles

From: David Durham <david.b.durham@gmail.com>
Sent: Tuesday, September 17, 2019 8:48 AM
To: Michael J. Craig
Cc: C. Hornung (chornung@ymail.com); James Pates; Kenneth Gantt (kdgantt.fredpc@gmail.com); Rene Rodriguez; Steve Slominski; Tom O'Toole (tjotoole@verizon.net); Charles R. Johnston; Cathryn A. Eckles
Subject: Re: Annual Report - Summary Paragraph

Many thanks, Mike. This will help tremendously.

David

David Durham
m 703-470-4769 | david.b.durham@gmail.com

On Sep 16, 2019, at 16:52, Michael J. Craig <mjcraig@fredericksburgva.gov> wrote:

Dave,

During the discussion you requested that we give some thought to how the Status of Land Use Planning Annual Report ties into the bigger picture. Here are our thoughts:

As described in the City's Comprehensive Plan the City envisions that in the future it will:

- Be an Employment Epicenter;
- Deliver quality core public services including clean water and sanitary services, public safety, health, and social services;
- Be home to Distinct and Linked Neighborhoods;
- Value Learning as a Way of Life;
- Be a Leader in Historic Preservation;
- Build Community Through Cultural Vibrancy;
- Foster a Green, Clean Environment; and
- Provide Cutting Edge Transportation Solutions.

The City Council, Planning Commission, and Community Planning and Building Department worked together to advance these values through the following land use planning efforts in FY 19:

- **Area Planning and Updating the City's Regulatory Framework** - Area Planning ensures that the proper regulatory frameworks and infrastructure systems are in place prior to the next City growth spurt. The primary focus of this effort is adopting Small Area Plans (Area 6 was adopted in January), implementing the regulatory changes identified by those plans (ie. the Commercial Highway Form Based Code and associated rezonings were finalized in June), and undertaking new planning efforts for the remaining Areas (including completing the land use report for Area 7, starting the planning for Areas 1 and 2, and procuring services for Areas 10, 8, and 5).
- **Capital Improvements and Systems Planning** - Adopting the Capital Improvements Plan and completing additional engineering for systems upgrades are two critical steps in implementing the City's vision for the future. In FY 19 and over the next few years, this work will focus on upgrading the City's environmental and multi-modal transportation infrastructure. Another key focus will be on making traffic patterns more compatible with residential neighborhoods by converting one way pairs to two way where appropriate.

- **Economic Development** - Ensuring that the City can accommodate and capture its share of regional economic growth is a core piece of the City Council's priorities and the Comprehensive Plan. The City Council, Planning Commission, and Community Planning and Building Department work together to ensure that the City's regulations keep pace with economic innovation and to process major economic development projects like the proposed Veteran's Administration Medical Clinic and the 5,000 seat multi-purpose stadium in Celebrate Virginia South.
- **Code Administration** - The state of planning also include administering the permitting of the City's land use market. As identified in the Streetsense Market Report, the City is digesting the residential entitlement that came online between 2015 and 2017. Also, based on statistics tracked by the Building Department, the non-residential land use market is undergoing a cycle of repurposing and repositioning to reflect changes in office and retail demand.

Please let me know if you have any questions.

Mike Craig, AICP
Senior Planner
City of Fredericksburg
(540) 372-1179

DISCLAIMER: Information contained in this e-mail does not take the place of a written zoning determination and is not intended to be an official zoning decision. To obtain a written zoning decision contact the Zoning Administrator for more information.



**CITY OF FREDERICKSBURG
PLANNING COMMISSION
MINUTES
November 13, 2019
7:30 p.m.**

**715 Princess Anne Street
Council Chambers**

You may view and listen to the meeting in its entirety by going to the Planning Commission page on the City's website:

<https://amsva.wistia.com/medias/unnlh4pebr>

The Agenda, Staff Report, Applications and Supporting Documents are also available on the Planning Commission page.

MEMBERS

Rene Rodriguez, Chairman
Steve Slominski, Vice-Chairman
David Durham (telephonically)
Kenneth Gantt (absent)
Chris Hornung
Tom O'Toole
Jim Pates

CITY STAFF

Chuck Johnston, Director,
Planning and Building Dept.
Mike Craig, Senior Planner
James Newman, Zoning Administrator
Kate Schwartz, Historic Resource Planner
Cathy Eckles, Administrative Assistant

1. CALL TO ORDER

Chairman Rodriguez called the meeting to order at 7:30 p.m. and explained meeting procedures for the public, as well as expected decorum during public comment.

2. PLEDGE OF ALLEGIANCE

3. DETERMINATION OF A QUORUM

Five members were present and one member attended telephonically.

4. DECLARATION OF CONFLICT OF INTEREST

There were no conflicts of interest reported.

5. APPROVAL OF AGENDA

Mr. Hornung motioned for approval, Mr. Slominski seconded. Unanimous approval.

6. PUBLIC HEARING

A. The City of Fredericksburg proposes to amend:

- § 72-34 Overlay Districts, to adopt the Archaeological Preservation Overlay District for the purpose of identifying, evaluating, preserving, excavating and interpreting archaeological resources during the land development process; and
- The official zoning map to designate the Archaeological Preservation Overlay District over the entire City.

Ms. Schwartz reviewed the proposed amendments with a Power Point presentation. Ms. Schwartz recommended that the Commission permit public comment but continue the public hearing until the December 11 Planning Commission meeting to allow for a final legal review of the ordinance structure. Ms. Schwartz also reviewed the predictive model that shows the probability of identifying sites citywide.

Mr. Hornung asked for a summary of the archaeological excavation work done on the Riverfront Park. Ms. Schwartz said she could follow up with specific costs for the multiple phases of investigation conducted, but reviewed some general costs for archaeological work: survey of a single family lot is approximately \$5,000; an entire city block could be \$50,000 to \$100, 000, depending on the density of the resources.

Mr. Pates questioned the 5% fee on all applications. Ms. Schwartz explained this program was a public benefit and that although the fee applied to all applications, most archaeological work only applied to projects greater than 2,500 square feet and to land in the medium high to high probability areas. Mr. Pates questioned when a site may need to be avoided. Ms. Schwartz noted this is not a requirement, but requests may be made if minor changes can be made to a plan to potentially preserve a historic resource.

Mr. Hornung stated that this program encourages early identification of sites and incentivizes avoidance by requiring investigation of resources that will be destroyed. Once a site has been identified, the next step is Phase II, which costs more money. So early identification and potentially redesigning the site can save costs. Ms. Schwartz noted this is not a tool to prevent development but builds consideration of the archaeological resources into work being done in the City.

Mr. Pates questioned developments in the City where archaeological resources have been lost due to a lack of an ordinance. Ms. Schwartz noted the City doesn't know for sure what has been lost. Mr. Johnston said that previously development projects have been individually addressed by Council, and Council members wanted a more standardized, predictable approach.

Mr. Pates asked how the predictive model was created. Ms. Schwartz reviewed the citywide archaeological assessment and research that supported the creation of the model and map.

Mr. Pates questioned what other local ordinances were considered in the development of the City's ordinance. Ms. Schwartz stated that ordinances in Alexandria, Williamsburg, Prince William County, and Fauquier County, among many others across the country were studied. The Fredericksburg ordinance strikes a balance between many of the example ordinances, which are either comprehensive and require substantial funding, like Alexandria, or apply in very limited circumstances, like many of the countywide models.

Mr. Durham asked for confirmation that the predictive map is an evolving document and boundaries of regions will change administratively as properties develop. Ms. Schwartz confirmed and noted sites will be changed to low probability areas as they are studied and cleared.

Mr. Rodriguez requested that once a legal determination is received it be provided to the Commission.

Chairman Rodriguez opened the public hearing.

Anne Little, 726 William St., discussed the fiscal concerns. She said the City is rated one of the most expensive places to live and now the City wants to add another 5% fee.

No further speakers, Chairman Rodriguez closed the public hearing.

Mr. Hornung clarified that the 5% fee is on the permit application fee, not the tax rate. Chairman Rodriguez questioned what the 5% fee would have generated in the last year. Mr. Johnston stated the estimation is it will amount to about \$30,000 annually.

Mr. Durham asked staff to compare the estimated costs of the program vs. hiring a full-time archaeologist. Mr. Johnston stated the estimated fees generated of \$30,000 will probably cover a third of the estimated costs of \$100,000 annually and that a professional archaeologist, including benefits, would cost an additional \$100,000. Ms. Schwartz stated that it will take a few years to see whether the program merits a full-time archaeologist or just consultants.

Mr. Hornung clarified that this program is a public benefit for City residents and the additional 5% permit fee allows for funding to cover simple projects and for the City to respond to unexpected discoveries citywide.

Mr. Slominski stated that hiring a consultant on an as-needed basis would probably work better than having an archaeologist on staff due to the uncertainty of how much work will be needed.

Mr. O'Toole asked for further clarification on the homeowner process. Ms. Schwartz said that depending on the area in the City and the size of the project, most projects would not incur substantial costs for individual homeowners. Minor projects would potentially be monitored by a professional archaeologist to avoid impacts on sites.

Chairman Rodriguez noted this matter will be before the Commission again on December 11.

7. GENERAL PUBLIC COMMENT

None.

8. OTHER BUSINESS

A. Parking Advisory Committee – Recommendation for Commission member.

Discussion was had on the Council's request to have a Commission member on the Parking Advisory Committee. Mr. Hornung made a recommendation for the Council to appoint Chairman Rodriguez, Mr. O'Toole seconded.

Motion carried 4-0-1 (Durham abstained).

B. Calendar Change – Shift January 8, 2020 meeting to January 15, 2020.

Mr. Johnston requested a change for the first Commission meeting due to the holiday schedule. The Commission agreed.

C. Planning Commissioner Comments

Mr. Pates spoke on two items (1) his appreciation to the Commission on their denial to recommend the sale of the Mary Washington Lodge; and (2) on Area 7 and his belief that development around the train station has not been given adequate attention.

Discussion ensued by the Commissioners regarding the train station and Chairman Rodriguez appointed a Train Station Area Committee to consist of Mr. Pates, Mr. Hornung, and Mr. Durham.

D. Planning Director Comments

1. Area Plans, Update: 1 and 2: Process Update

Mr. Johnston reviewed the status of the various area plans. Mr. Durham questioned if staff has met with the American Canoe Association regarding river access. Mr. Johnston said not directly, but discussions have occurred with the Friends of the Rappahannock.

2. Bylaws

Mr. Johnston reviewed the proposed amendments to the Commission's Bylaws to clarify the Commission's review process for the City's annual Capital Improvement Budget. He asked the Commission to formally consider these at its December 11 meeting. Chairman Rodriguez questioned if other proposed amendments can be considered and specifically questioned Section 5-10 and whether after two remote attendances would a member only be allowed to listen but not participate. Mr. Johnston said yes other specific amendments could be considered if they were proposed in the current meeting. He also said Commission members taking part by telephone could fully participate. Mr. O'Toole questioned why only two remote attendances were allowed. Mr. Johnston stated that was the recommendation of the City Attorney. Mr. O'Toole questioned if there was a limit to how many meetings can be missed. Mr. Johnston will check council rules.

Mr. O'Toole motioned to formally consider the proposed Bylaw amendments, described by Mr. Johnston at the Commission's December 11 meeting. Mr. Slominski seconded. Mr. Durham asked if other amendments can be considered. Mr. Johnston stated a new notice and motion would be needed.

Motion carried 6-0.

3. 2019 Capital Improvements Plan (CIP)

Mr. Johnston noted that a representative from the City's budget staff will be present at the December 11 Commission meeting for discussion. Mr. O'Toole questioned whether two numbers on the FY2020 – FY2025 CIP under Public Works and Utilities were actually one and the same. Mr. Johnston said these are two separate pools of funds.

Mr. Johnston reviewed the November 10, 2019 Council meeting, specifically Council: (a) denied the Special Use Permit for M&M Auto; (b) approved a contract for Riverfront Park without a stage canopy or bathrooms; (c) approved the removal of the slave auction block to the custodianship of the Fredericksburg Area Museum; and (d) scheduled a vote on the Mary Washington Lodge for the November 26 Council meeting.

Mr. Johnston noted that the review schedule for the Veterans' Affairs clinic proposal has been published and is due December 20.

4. Infill Ordinance Update: Council Initiation

Mr. Johnston said Council agreed to initiate amendments to the Comprehensive Plan and the Unified Development Ordinance regarding infill development. Mr. Johnston reviewed the Power Point presentation given to Council at the November 10, 2019 Council meeting. He said this matter will come to the Commission in a public hearing and will need to be acted upon within sixty days (by the January 15, 2020 Commission meeting.)

Discussion ensued regarding oddly-shaped lots and setbacks. Mr. Johnston noted that these matters will be more specifically addressed with examples at the public hearing.

8. ADJOURNMENT

There being no further items to be discussed, the Planning Commission adjourned at 9:04 p.m.



Rene Rodriguez, Chairman

Fredericksburg Archaeological Ordinance

PUBLIC HEARING | NOVEMBER 13, 2019

5xxx AAAA00

2.



Current Status

Statutory Authority



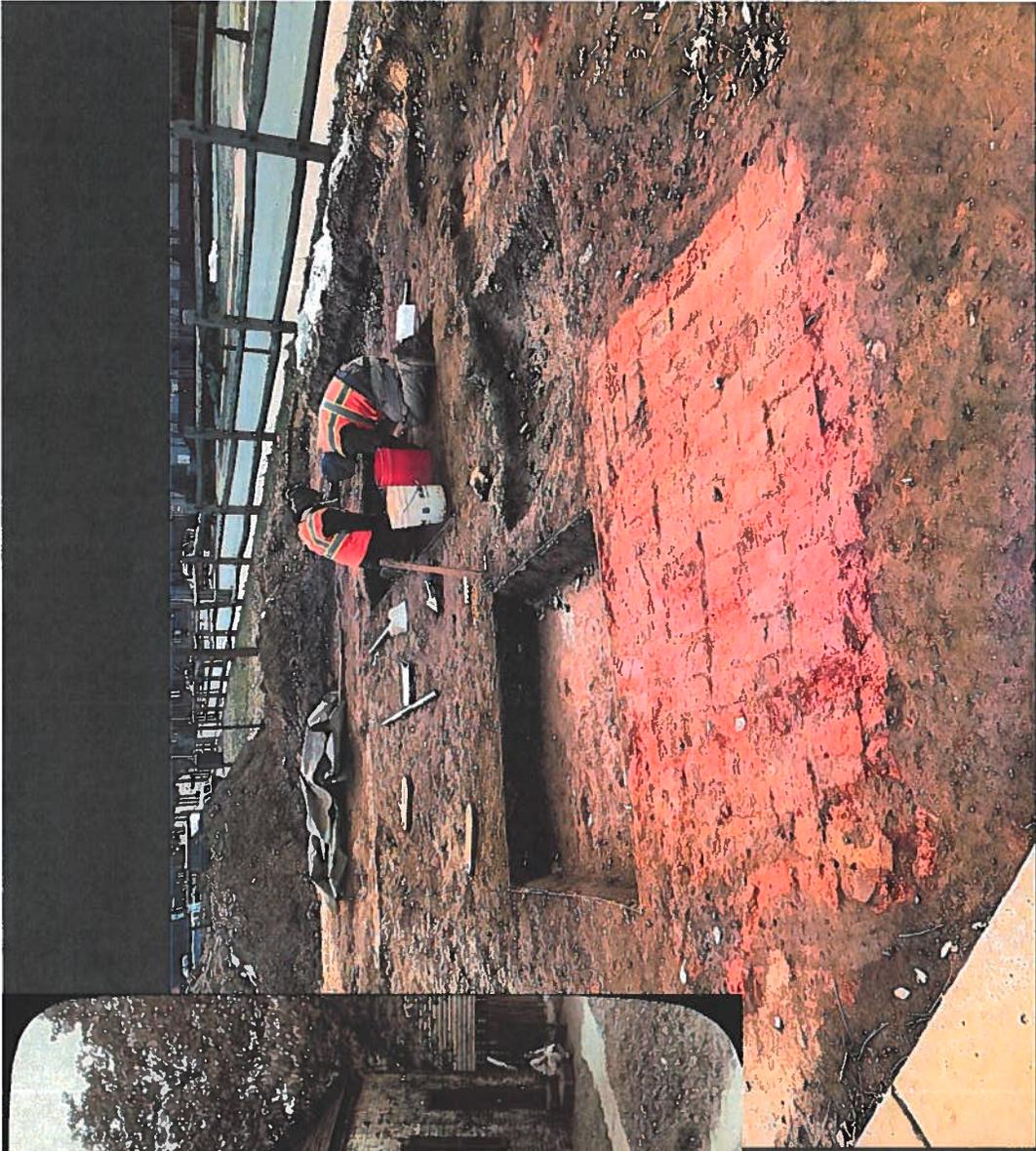
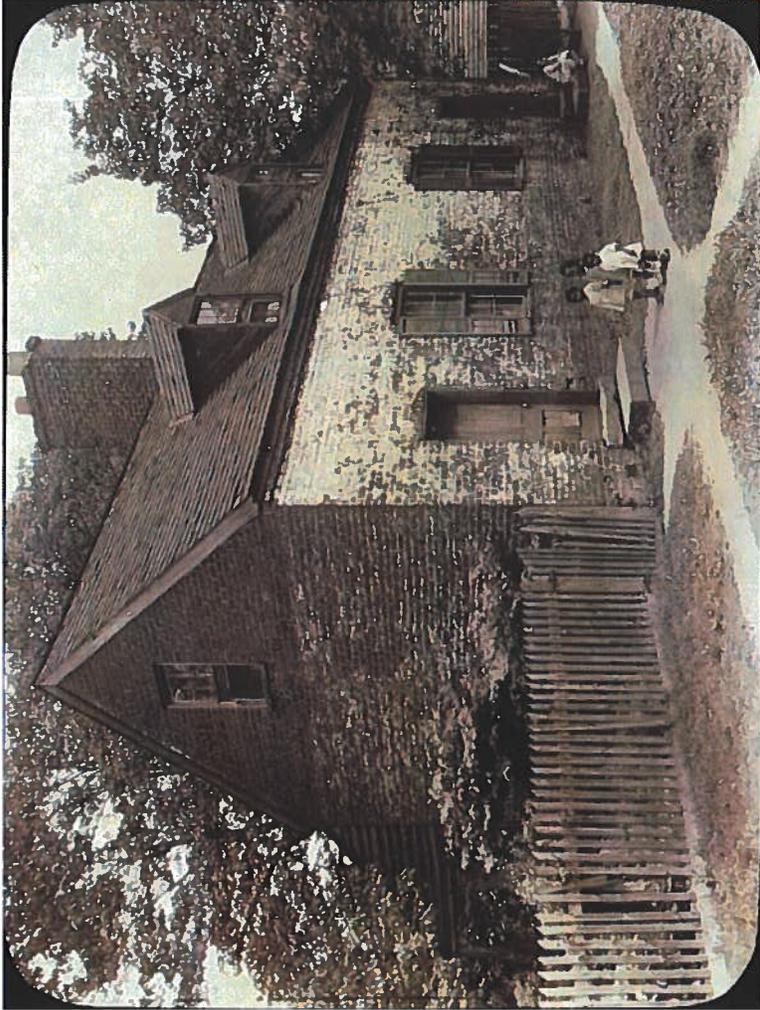
City Council Priorities 2017-2020



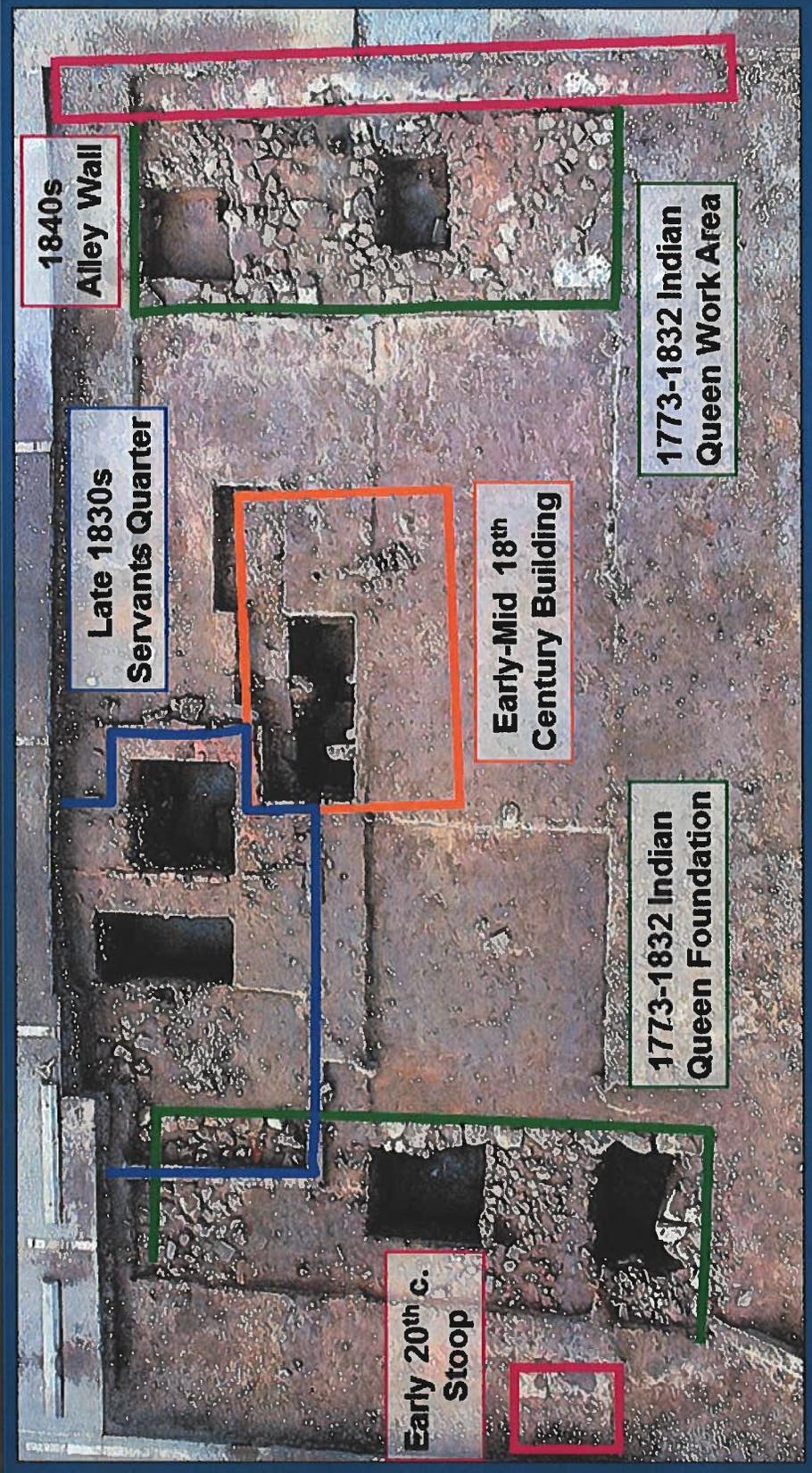
Comprehensive Plan and
Preservation Plan



Virginia State Code §15.2-2306



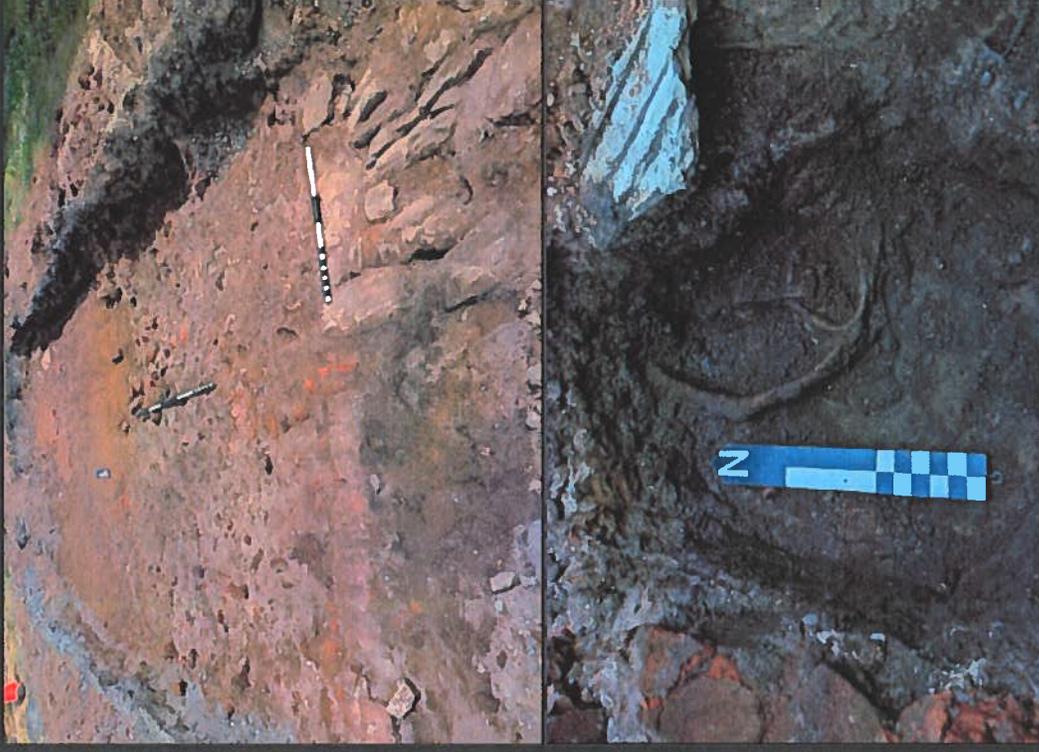
717-719 Sophia Street Duplex



Indian Queen Tavern Site at the Marriott

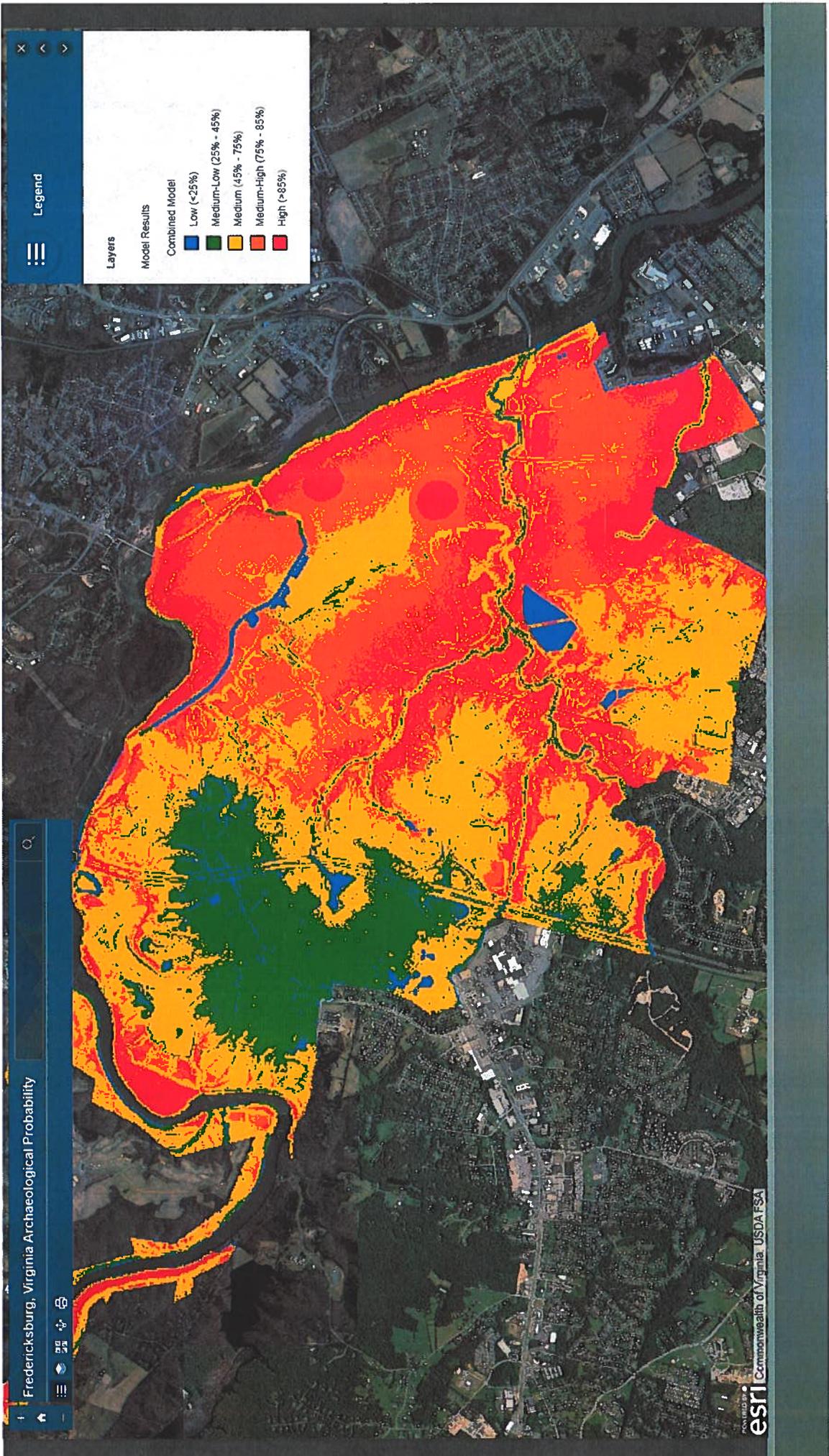


At right, the former printing shop at 100 Hanover Street





Program Design



Layers Legend

Layers

Model Results

Combined Model

- Low (<25%)
- Medium-Low (25% - 45%)
- Medium (45% - 75%)
- Medium-High (75% - 85%)
- High (>85%)

Fredericksburg, Virginia Archaeological Probability

Proposed Archaeological Policies

Major Site Plan Applications

(Land Disturbance > 2500 Square Feet)

- Phase 1A survey submitted with the Major Site Plan application.
- Impacts to resources identified/evaluated. If a site exists and will be impacted, a more comprehensive Phase I survey is required.
- Phase 2/3 investigation and data recovery coordinated under an agreement that is finalized with the site plan approval.
- Archaeology completed at the time of land disturbance.

Minor Site Plan Applications

(Land Disturbance < 2500 Square Feet),

Residential Lot Grading Plans

(single home on a single lot), or

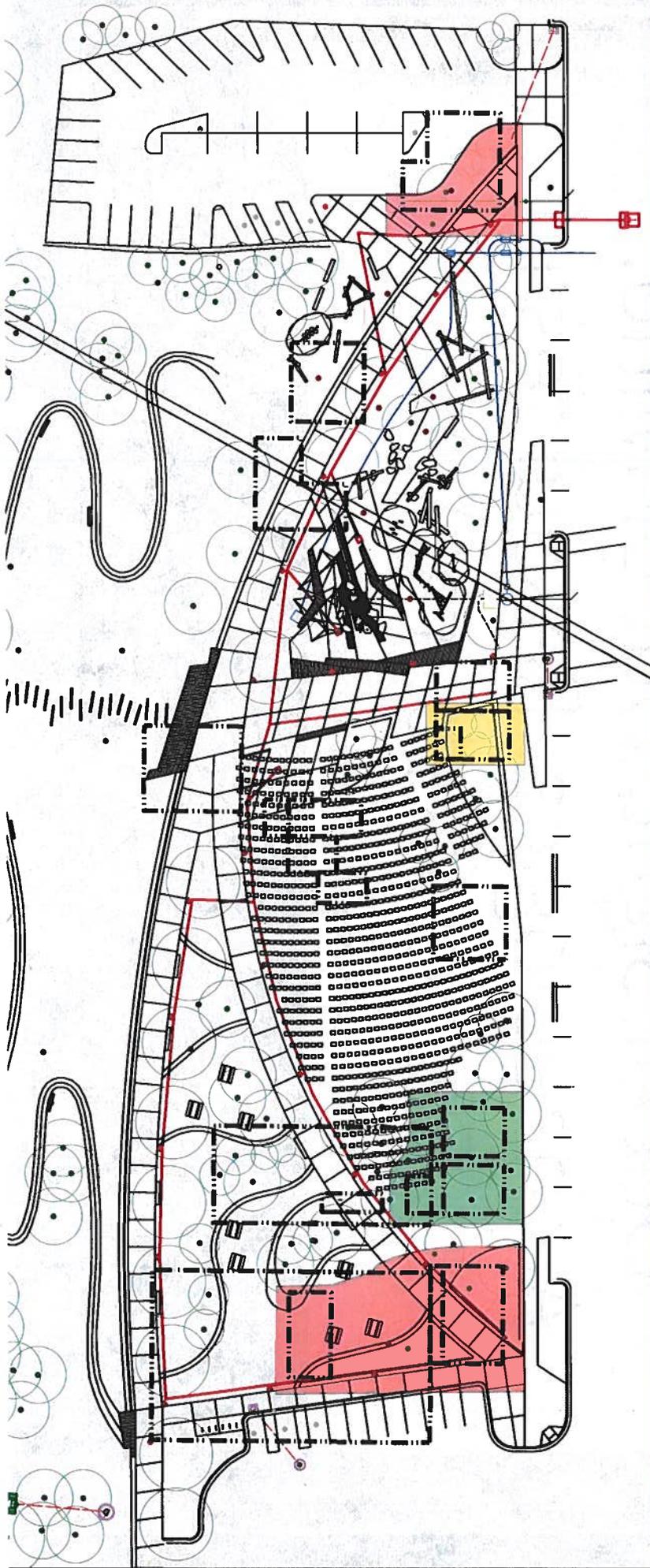
Certificates of Appropriateness

- Staff completes an evaluation form when an application is submitted to determine if the work is likely to disturb any resources. If yes, monitoring is required during land disturbance activities.
- If significant resources are identified during monitoring, the City has the option to stop work for a 7-day study period.

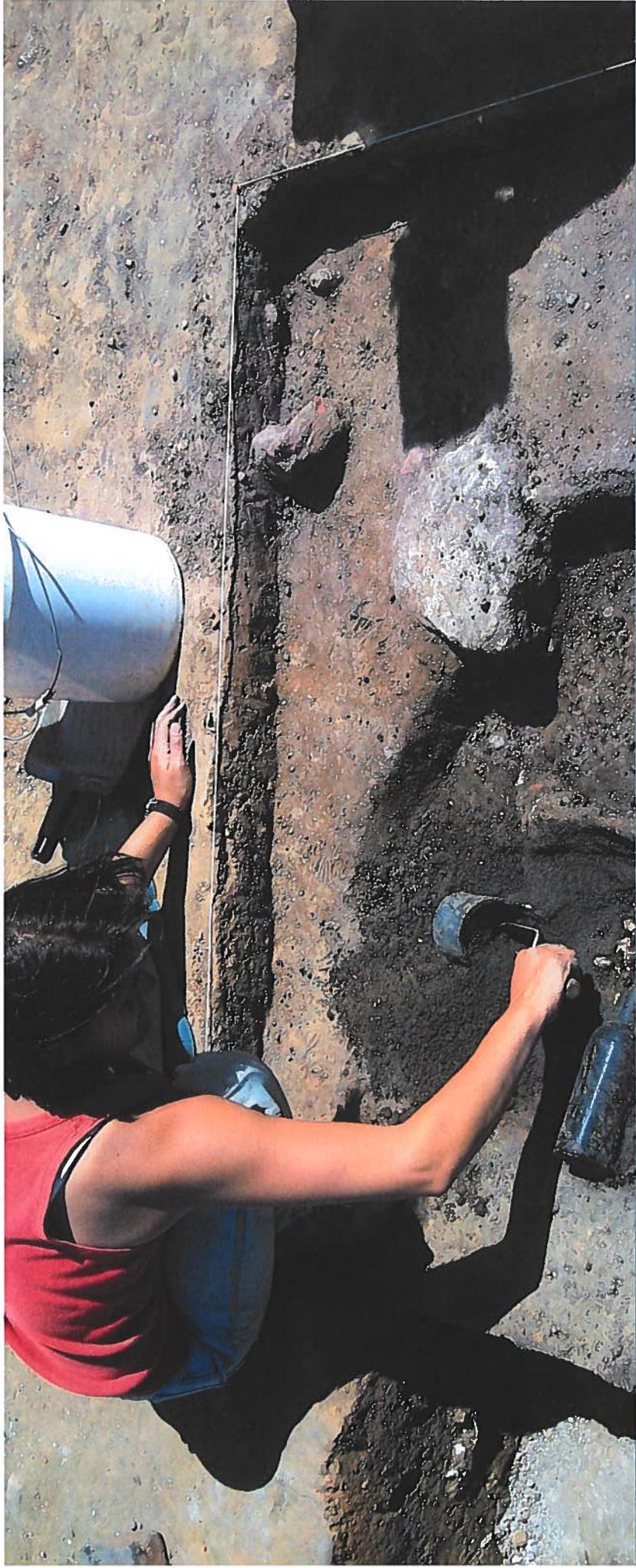
- Processes are tied to existing land development applications for ease of administration
- Administration is dependent on contracting with an on-call archaeological firm for review of plans/reports and for monitoring
- For large projects, land developers bear the majority of costs; for small projects, the City bears the majority of costs



Case Study: Riverfront Park



Case Study: Riverfront Park



Recommendation:

Open the public hearing, but continue to the December 11 to allow for a final review of the proposed program.

**UDO TEXT AMENDMENT 2019-06:
Infill Calculations**

Fredericksburg

Infill Calculations - Setbacks

The UDO provides that the front and side setbacks on residential lots created before April 25, 1984 are calculated based on the pattern of the structures along the street where the new construction is to occur. This date was the effective date of the previous zoning ordinance.

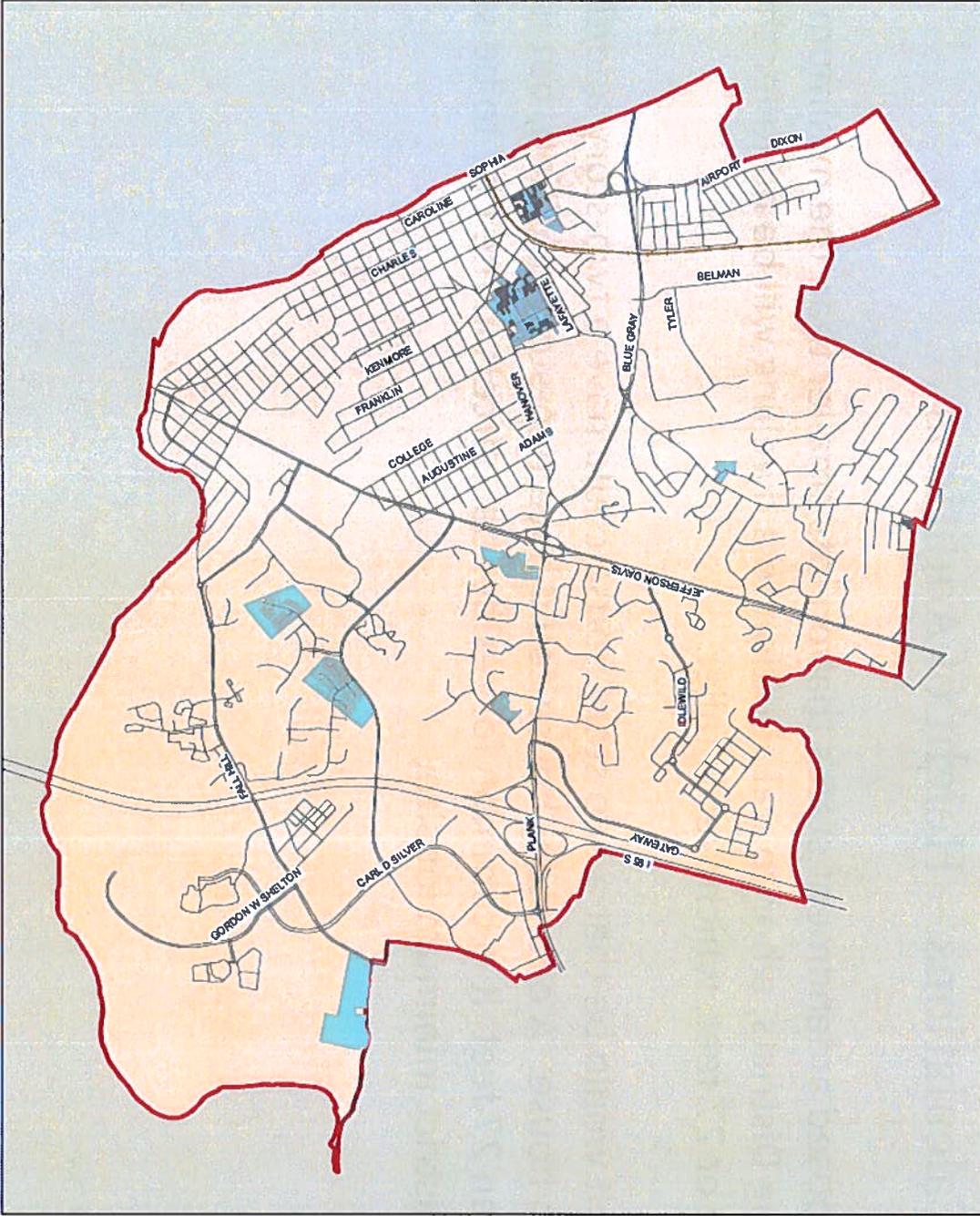
The proposal is to apply such calculations to all lots existing as of the adoption of this Ordinance, and lots created in future Administrative Subdivisions (9 or fewer lots). This would ensure the new subdivisions within existing neighborhoods would also follow existing development patterns.

Infill Calculations – Height of Additions

The proposed amendment states that on lots smaller than the minimum lot size in R4 and R8 Zoning Districts, a horizontal addition to a dwelling will be no taller than the main dwelling or 27 feet, whichever is taller.

The result would be that a two story house could have a two-story addition, no taller than the main house. A one-story house could have two-story addition, but it could not be taller than 27 feet. It is common for residential parcels in the City to be smaller than the zoning district minimum lot size.

R8 – Substandard Lots Citywide



Citywide
141 R8 Parcels
Less Than 3,750 sq ft
23% of Total R8 Parcels
Dec 2019

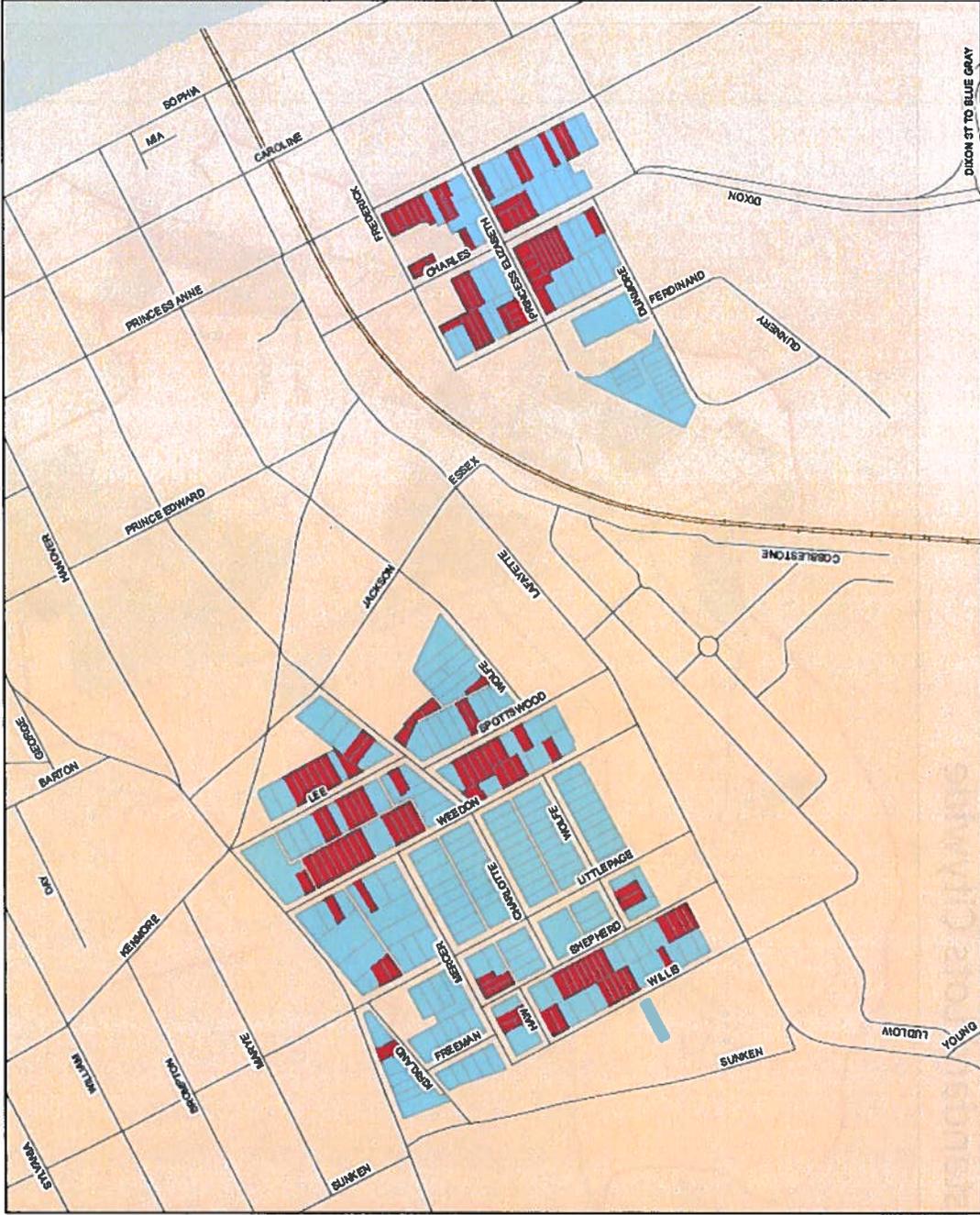
- Substandard Lots
- R8 Zoning
- Streets
- Railroad



Prepared by City of Fredericksburg ©10



R8 – Substandard Lots Downtown



**Downtown Area
129 R8 Parcels in Area
Less Than 3,750 sq ft**

**38.7% of R8 Parcels in Area
Dec 2019**

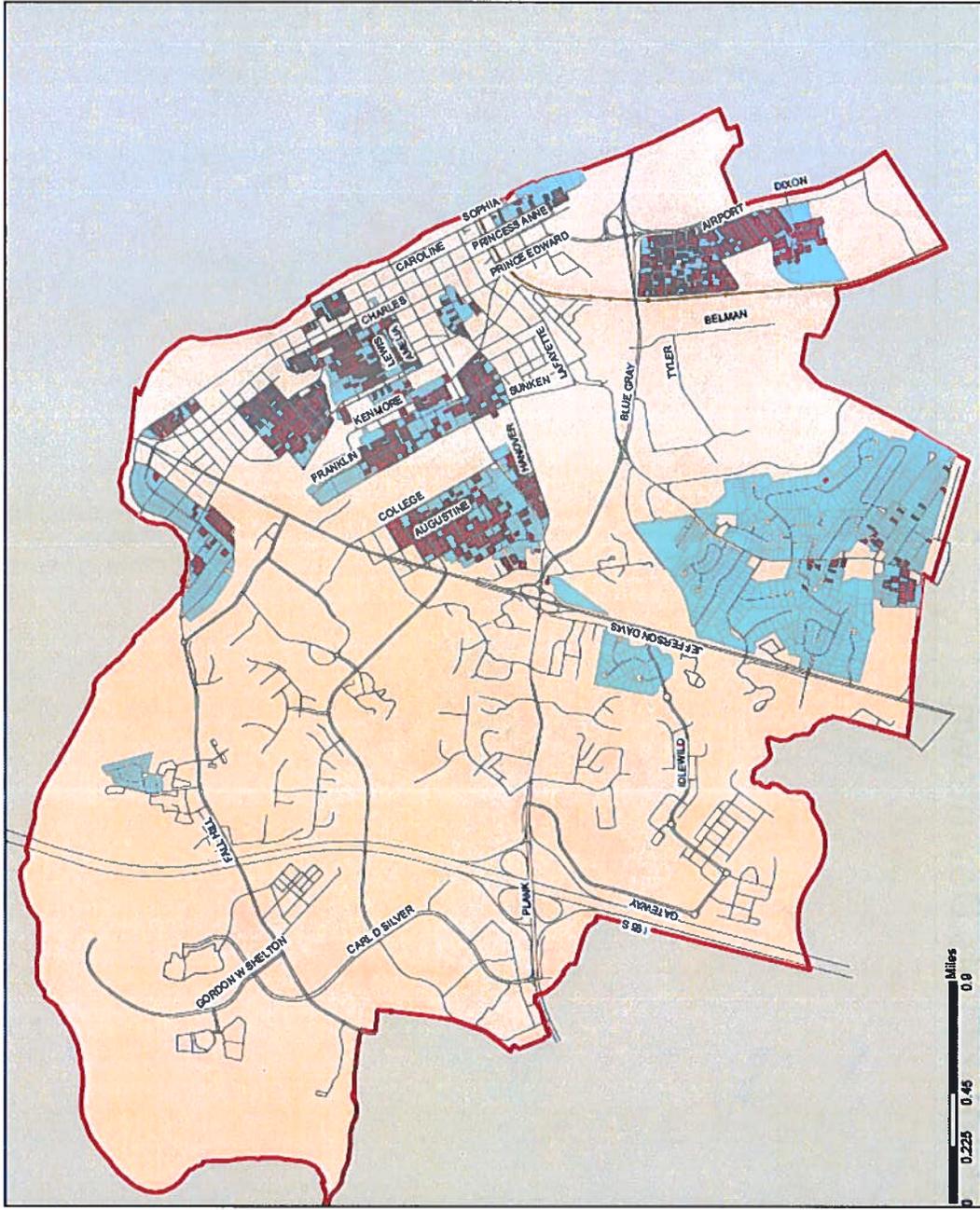
- Substandard Lots
- R8 Zoning
- Streets
- Railroad



Prepared by City of Frederick GIS



R4 – Substandard Lots Citywide




**City of
Fredericksburg**

**Citywide
1,949 R4 Parcels
Less Than 7,500 sq ft**

53.7% of Total R4 Parcels

Dec 2019

- Substandard Lots
- R4 Zoning
- Roads
- Railroad



0 0.25 0.5 1 Miles
Prepared by City of Fredericksburg GIS

R4 – Substandard Lots Downtown



**City of
Fredericksburg**

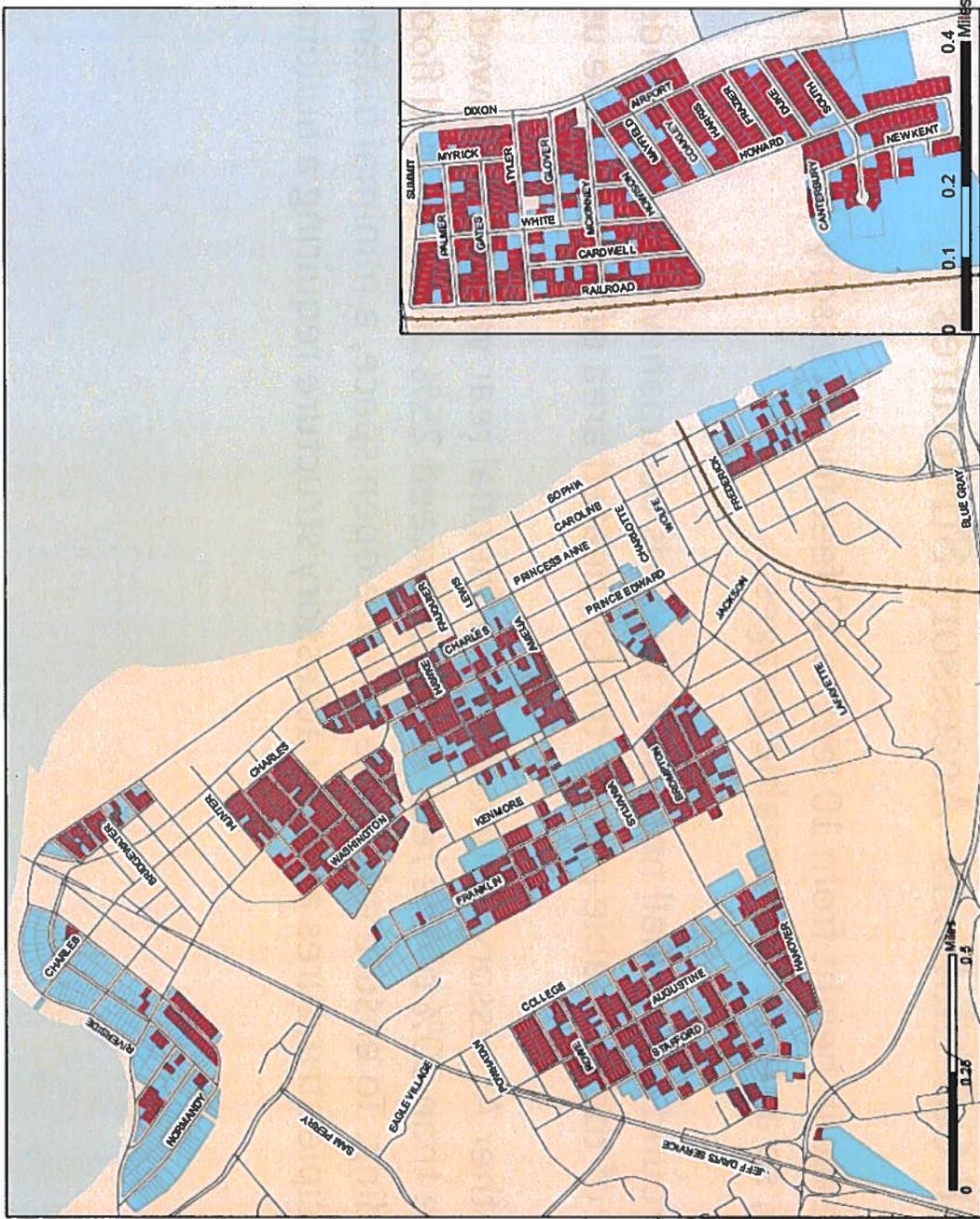
**Downtown Area,
Normandy Village,
College Heights, Mayfield**

**1,891 R4 Parcels
Less Than 7,500 sq ft**

71.8% of R4 Parcels in Area

Dec 2019

- Substandard Lots
- R4 Zoning
- Roads
- Railroad



Prepared by City of Fredericksburg GIS

Infill Calculations- Accessory Structures

Increase in height from 10 feet to 12 feet for accessory structures located in a rear or side yard, so as to permit useable garages.

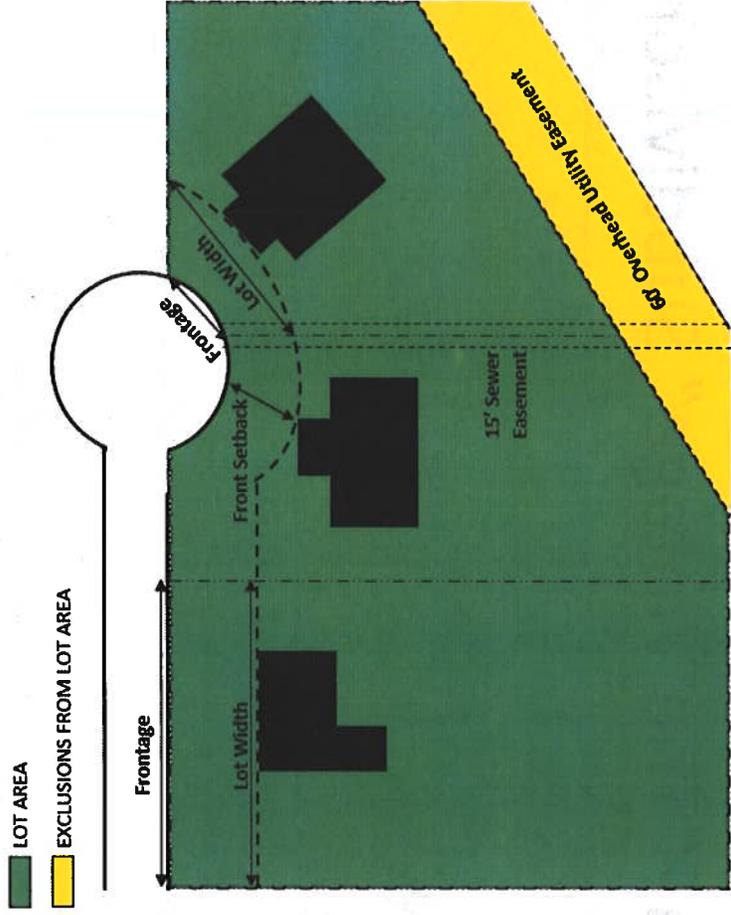
In-ground pools shall not count towards occupancy of the rear/side yard, and may exceed 25% of the buildable area of the lot/heated area of the principle use.

All other Accessory Structures in residential rear yards are allowed so long they don't cover more than 30% of the rear yards, or exceed 25% of the heated floor area of the principal building. To ensure adequate on-site open space, a minimal distance of 5 feet between the principle structures and any accessory structure requiring a building permit.

Infill Calculations- - Minimum Lot Width

It is proposed that lot width be measured at the front setback line where a dwelling is to be located, instead of the front lot line (along the street), which is the current standard and that the lot dimension at the street would be at least 80% of required width. In addition, to provide for regular shaped lots, it is proposed that lot depth could not exceed five times lot width

Revised: Figure 72-82.3A(1). Lot Area Measurement



Changes in action - "The Vintage" Subdivison

RESIDENTIAL

RESIDENTIAL

ZONING R-4
RESIDENTIAL

DICKILL DAVID J
N 7778-55-9482
ZONING: R-4
RESIDENTIAL

LOT DEPTH - LOT 8 PROPOSED
RATIO

DEPTH → SIDE LOT LINES → AVERAGE OF
 $157.93 + 158' = 315.93 / 2 = 157.65$

WIDTH → 60'

RATIO → $157.65 : 60$ OR $2.63 : 1$

LOT DEPTH PERMITTED
 5:1 MAXIMUM
 (DEPTH:WIDTH)
 IF LOT IS 60' IN WIDTH IT
 IS PERMITTED TO BE UP TO
 300' IN DEPTH

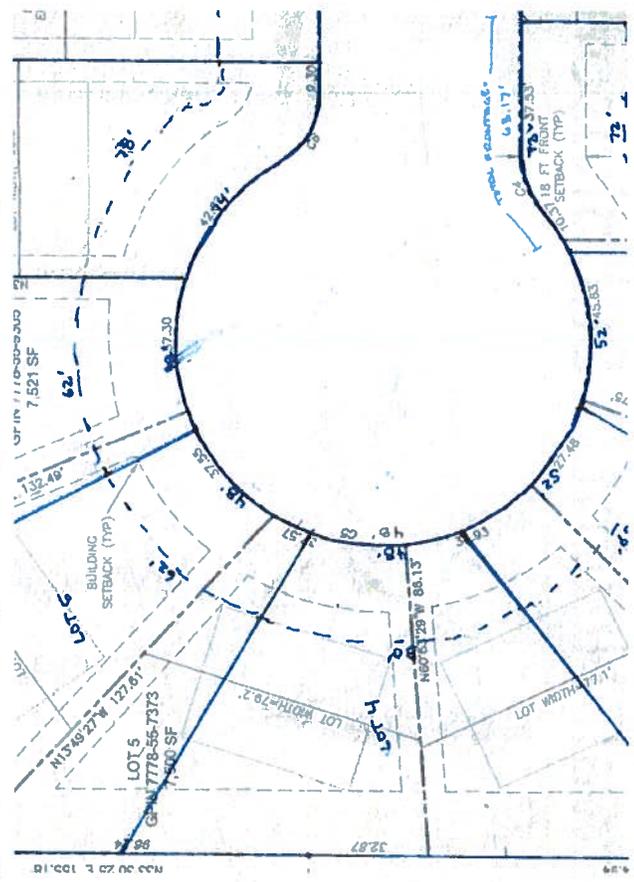
P-4 ZONING DISTRICT (72-31.3)

LOT WIDTH - CONVENTIONAL
 INTERIOR LOT 60' MINIMUM
 CORNER LOT 75' MINIMUM

SETBACKS - CONVENTIONAL
 FRONT 18' MINIMUM
 SIDE 6' MINIMUM
 REAR 18' MINIMUM

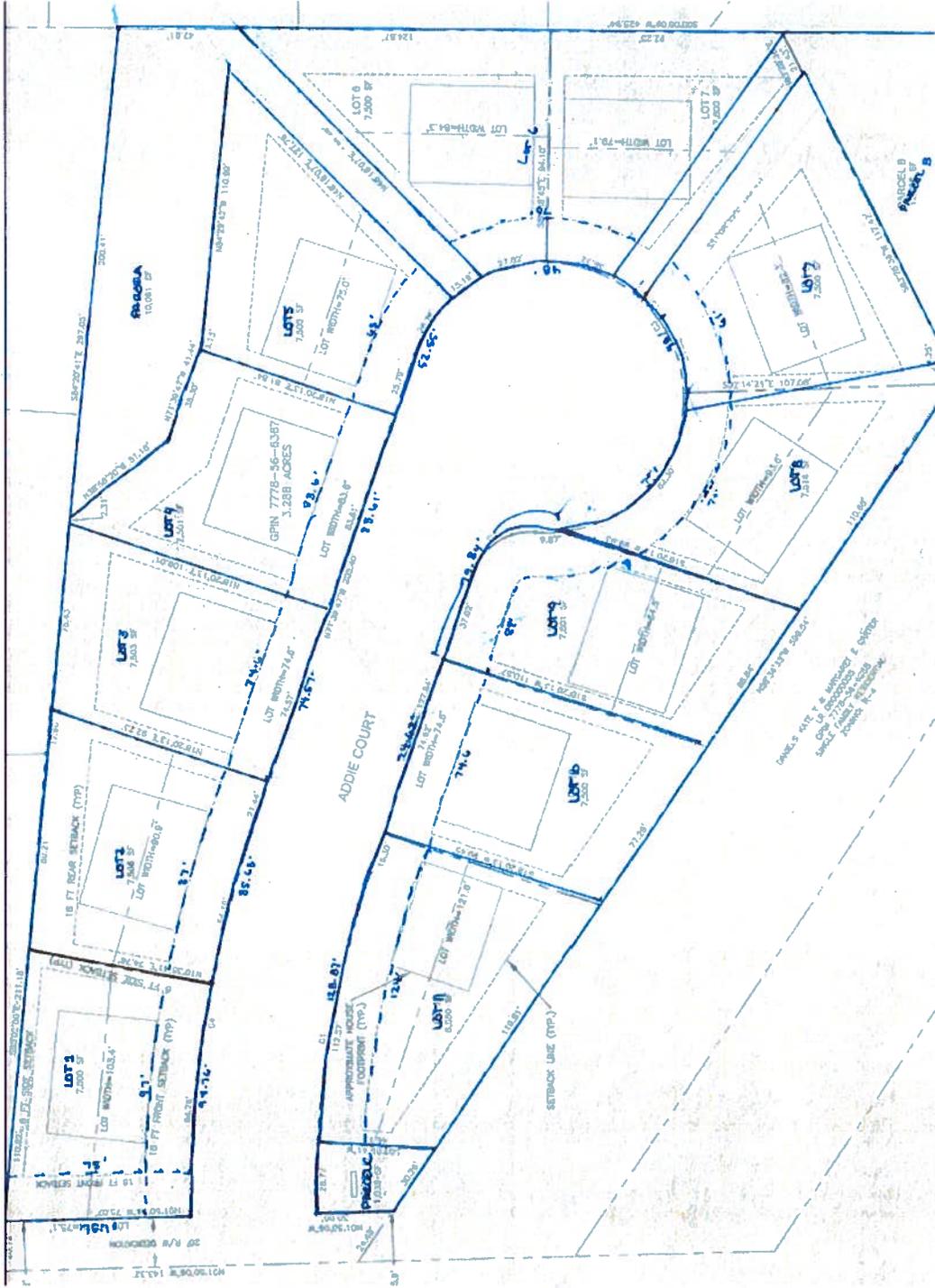
LOT AREA - CONVENTIONAL
 7,500 SF MINIMUM

PROPOSED FRONTAGE REQUIREMENT > INTERIOR LOT
 (80% REQUIRED LOT WIDTH) 48' MINIMUM
 CORNER LOT 60' MINIMUM



1/16
 9
 H

Changes in action - "Stonewall Heights" Subdivision



Infill Calculations - Corner Lot Setbacks & Increased Rear Yard Setbacks

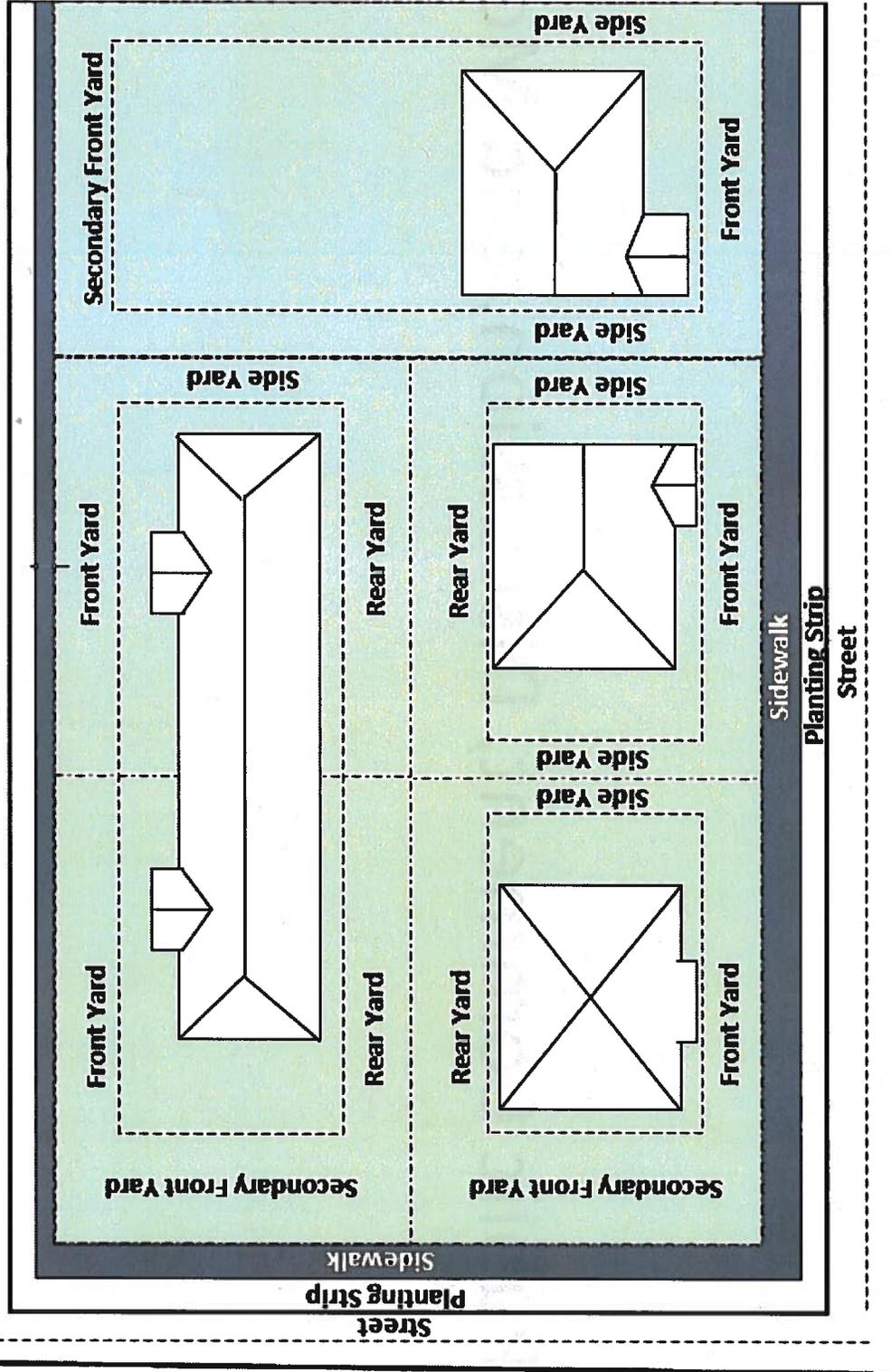
The UDO established that corner residential lots have two front setback and two side setbacks so as to ensure new construction is respectful of both of the streets it fronts. However, it was a common practice in Fredericksburg to have minimal setback for the secondary street frontage (not the side of the house with a front door) and a full rear yard setback.

The potential amendments would go back to the tradition arrangement for older lots, possibly pre-October 8, 2013, but the appropriate cut-off date is being studied. This would make infill development more consistent with the pattern of the traditional neighborhood arrangement.

Corner lots will no longer have two side yards. The side yard opposite the primary front yard will now be considered a rear yard.

In addition, rear yard setbacks are being increased, generally from 18 feet to 24 feet

Revised Figure 72-82.4A Yard Types



Public Comment, Discussion, and Motion



**CITY OF FREDERICKSBURG
PLANNING COMMISSION
MINUTES
December 11, 2019
7:30 p.m.**

**715 Princess Anne Street
Council Chambers**

You may view and listen to the meeting in its entirety by going to the Planning Commission page on the City's website:

<https://amsva.wistia.com/medias/7zy9a8r28r>

The Agenda, Staff Report, Applications and Supporting Documents are also available on the Planning Commission page.

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CITY STAFF

Mark Whitley, Assistant City Manager
Chuck Johnston, Director,
Planning and Building Dept.
Mike Craig, Senior Planner
James Newman, Zoning Administrator
Kate Schwartz, Historic Resource Planner
Cathy Eckles, Administrative Assistant

1. CALL TO ORDER

Chairman Rodriguez called the meeting to order at 7:31 p.m. and explained meeting procedures for the public, as well as expected decorum during public comment.

2. PLEDGE OF ALLEGIANCE

3. DETERMINATION OF A QUORUM

Six members present, Mr. Gantt present telephonically.

4. APPROVAL OF MINUTES

1. October 9, 2019

Mr. Pates moved for approval of the October 9, 2019 meeting minutes as amended. Mr. Durham seconded. Mr. Hornung abstained as he was not present at the October 9, 2019 meeting.

The motion passed 6-0-1.

5. DECLARATION OF CONFLICT OF INTEREST

There were no conflicts of interest reported.

6. APPROVAL OF AGENDA

No changes or additions to the Agenda.

7. PUBLIC HEARING

- A. The City of Fredericksburg** proposes to adopt text amendments to the Unified Development Ordinance, Article 72-5 "Development Standards," for the purpose of identifying, evaluating, preserving, excavating, and interpreting archaeological resources located within the City of Fredericksburg during the land development process.

Kate Schwartz gave the staff presentation, along with a power point and staff's recommendation for approval of the Unified Development Ordinance (UDO) Text Amendment to the City Council.

Mr. O'Toole asked how often the predictive model underlying the proposed ordinance would be updated. Ms. Schwartz said periodically, as sites are investigated or destroyed. Discussion then ensued regarding: the depth of the required excavations; the determination of what artifacts are studied; the costs involved; the fact that avoidance of archaeological resources is not mandated but minor modifications can reduce the impact of the development; and comparisons to the City of Alexandria's and other local programs. Further discussion was also held regarding minor projects, the process, what land disturbance would require an archaeological review, and, if sites are found, how they would be studied.

Mr. Pates questioned the costs and scope of archaeological investigations. Ms. Schwartz said that costs would vary but could run anywhere from \$1,500 to \$75,000, depending on the level of investigation, the size of the site, and the type of site. Mr. Pates asked who would bear the delay costs caused by an archaeological investigation. Ms. Schwartz said that the City would bear the cost of the archaeological research for small-scale projects, but the homeowner would bear the costs of any delays; she said the program would seek to employ as rapid a timeline as possible. Mr. Johnston said that the public can weigh in on the costs of the program during the budget hearing process.

Mr. Rodriguez questioned the effective date of the ordinance. Ms. Schwartz said it proposes to be effective July 1, 2020, to coordinate with the beginning of the fiscal year. The months prior will be used to ensure that all administrative requirements are in place. The ordinance will apply citywide, but the University's compliance would be voluntary, as it is State-owned.

Chairman Rodriguez opened the public hearing.

Anne Little, 726 William St., discussed the fiscal concerns. She said the City is minimizing the possible costs and feels the City should not take on further expenses.

Jon Gerlach, 809 Charlotte St., spoke in support of the ordinance and discussed public costs. He discussed the “built-in safety valve” of this ordinance, noting that the City can choose the level of archaeological investigation.

No further speakers, Chairman Rodriguez closed the public hearing.

Mr. Slominski further questioned the costs and wanted to know the estimated percentages of commercial versus homeowner projects. Mr. Johnston stated that the impact on homeowners will be relatively modest, as very few projects entail lot grading greater than 2,500 square feet, typically only with new development on vacant lots. Mr. Hornung stated that he thought the costs would not be significant for homeowners, who will be paying an additional 5% fee on any permit fee, not any archaeological costs. This will be primarily funded by developers’ fees. Mr. Rodriguez noted that the archaeological costs are not borne until needed.

Mr. O’Toole asked why not eliminate the requirement completely for projects under 2,500 square feet. Mr. Hornung said it essentially provides for sharing the cost of the program among homeowners, developers, and the public and gives the City the authority to do supplemental inspections to be sure nothing is missed.

Mr. Durham asked for numbers regarding projects exceeding 2,500 square feet. Ms. Schwartz said in FY17 there were 9 major site plans, 4 of which would have required investigation; there were 12 minor site plans, of which 6 would potentially have required monitoring; there were 70 residential lot grading plans, but 60 of them had already been reviewed through the major site plan process; and there were 71 Certificates of Appropriateness, of which 6 would have been impacted. Mr. Durham noted the relatively small number of homeowners (possibly 1 or 2) impacted by this ordinance.

Mr. Durham moved to approve the proposed amendments to the Unified Development Ordinance to preserve and accommodate archaeological resources. Mr. Hornung seconded. Mr. Pates noted that his concerns about the potential cost of the program had been alleviated due to the small number of projects potentially affected and that he supported adoption. He asked, however, that Council look closely at the financial aspects and fiscal impact to the City.

The motion passed 5-2 (Mr. O’Toole and Mr. Slominski: Nay).

B. The City of Fredericksburg proposes to adopt text amendments to the Unified Development Ordinance: Article 72-2 “Administration”, Article 72-3 “Zoning Districts”, Article 72-4 “Use Standards”, Article 72-5 “Development Standards”, Article 72-8 “Definitions and Interpretations”. These changes will affect residential development in the R2, R4, R8, R12, and/or CT Zoning Districts regarding setbacks, height, and lot frontage.

Mr. Johnston reviewed the staff report with a Power Point presentation. He said the staff recommendation was for approval of the ordinance, as modified from previous discussions.

Mr. O'Toole questioned the strikeout of "before April 25, 1984," asking if this change means that the ordinance pertains to all lots in the City, no matter when created. Mr. Johnston said: Yes.

Mr. Pates questioned whether the Commission should vote on the UDO text amendments before holding a public hearing on the Comprehensive Plan amendments, scheduled for the January 15 Commission meeting. Mr. Johnston said the notice for the Comprehensive Plan amendments was inadvertently omitted from the notice for this evening's meeting. He said the Comprehensive Plan currently contains statements in the "Goals, Policies, and Initiatives" section listed in the Residential, Neighborhoods, and Housing Chapter that support the proposed UDO text changes. He said the City Attorney recommended additional text in the body of that chapter to further support ordinances for compatible infill development. He said, however, that there would be no problem for the Commission to wait to vote on the UDO text amendments until after the Comprehensive Plan public hearing.

Mr. Pates also questioned why the recommendation to limit the height of additions did not also pertain to main structures in residential districts. He said that over-sized infill development in the City was a continuing problem that resulted in new structures "overwhelming" neighboring properties and that this should be addressed as part of the proposed UDO amendments. Mr. Johnston said because 73% of lots in R4 are smaller than the minimum lot size, there are already limitations in place. He explained the maximum height of any structure is reduced by the same percentage that a lot falls below the minimum lot size. Commissioners and staff further discussed height limitations for additions.

Mr. Pates questioned the rear yard setbacks and whether paving of rear yards should be addressed because of the potential for large rear-parking areas. Mr. Johnston stated that paving limitations in front yards are provided, but that such limitations are not applied to rear yards as they would affect patios and swimming pools, in addition to parking areas.

Mr. Hornung questioned the height limitations and how they were calculated for additions. Mr. Johnston stated that the height of additions relative to the main structure is calculated to a midpoint between the eave and the ridge of a pitched roof based on the elevation of the front lot line.

Mr. Durham questioned whether the proposed changes would affect the ability of lots having a single-story structure to potentially have higher additions. Mr. Johnston said it potentially could. He suggested that neighborhood conservation districts should be considered to implement limits on two-story additions to single-story structures. Mr. Johnston noted the various neighborhoods with "substandard" lots downtown currently zoned R-4 and R-8.

Mr. Durham questioned the calculations used to determine the degree to which the expected building square footage will increase/decrease and any sense of the practical effect of these changes. Mr. Johnston stated that the proposed increase for rear-yard setbacks for corner lots from 6 to 24 feet would reduce potential buildable area. The

increased rear-yard setback for internal lots from 18 to 24 feet would also impact mass to a lesser extent.

Mr. Durham said that neighborhoods have a certain of pattern of development and that these ordinance amendments would not prevent a developer from coming in, tearing down existing houses, and building new ones substantially larger than others in the neighborhood. Mr. Johnston noted that infill calculations based on height are simpler to say than do. These modifications address the issue, but bear further study as part of a neighborhood conservation district effort.

Mr. Gantt said that the Commissioners need to determine if they are here to be progressive, prescriptive, or transformative, and stated he is supportive of the proposed recommendation.

Chairman Rodriguez opened the public hearing. There were no public speakers. Mr. Johnston stated that the Commission received a letter supporting the changes from Sabina Weitzman, member of the City Architectural Review Board, and four emails from citizens supporting the changes providing more flexibility for swimming pools in rear yards. Chairman Rodriguez closed the public hearing.

Mr. Pates suggested that the Commission hold the proposed ordinance amendments over until the next Commission meeting in order for staff to look at additional alternatives putting greater limitations regarding height of residences and all buildings in the historic district. Mr. Durham agreed that it made sense to hold the ordinance amendments. Mr. O'Toole asked staff to re-address the height issues. Mr. Johnston noted that more research will be done. He asked whether, if a neighborhood was mostly single story, the Commission would want to limit all new houses in a neighborhood to be single story. Mr. O'Toole questioned if this could legally be done. Mr. Pates responded that what Mr. O'Toole was referring to is known as an unconstitutional "regulatory taking," but that in order for a regulatory action such as the one being discussed to rise to the level of a confiscatory "taking," the government action would have to essentially deprive a property owner of all commercially viable use of his property. Such takings are extremely rare.

Mr. Durham stated that he believed stronger height limitations were absolutely what should be done to preserve the character of each neighborhood, and requested that staff to do more work on defining those and more text amendments strengthening the preservation of neighborhoods.

Chairman Rodriguez requested staff readdress this item at the Commission's January 15, 2020 meeting. Mr. Johnston noted that under this proposed ordinance amendment, properties in the local historic district will be governed by the Architectural Review Board.

Chairman Rodriguez requested more information to establish formal conservation districts and expand the Architectural Review Board's footprint.

Mr. Durham noted he does not support a pattern of redevelopment with rear additions continuing the same roof level as the primary residence all the way back on the lot. He believes there should be a step down in height as the addition extends back.

8. GENERAL PUBLIC COMMENT

Scott DeHaven, 221 Braehead Drive, spoke in favor of the infill ordinance amendments. No other speakers. Chairman Rodriguez closed the general public comment.

9. OTHER BUSINESS

A. The Planning Commission of the City of Fredericksburg proposes to amend its Bylaws:

Article 4-3-8, regarding the preparation and review of an annual report; and
Article 5-1, regarding recommendations on the City's Capital Improvement Plan.

Mr. Johnston reviewed the proposed changes to the Bylaws as previously discussed.

Mr. Pates moved to approve the Bylaw changes as presented. Mr. O'Toole seconded.
The motion passed 7-0).

B. 2021 CIP Recommendations

Mr. Craig reviewed the staff memo and recommendations listed. Mr. Whitley was present to discuss same.

Mr. Pates said there should be additional funds directed to train station improvements and the removal of unsightly billboards, particularly along Princess Anne Street. Mr. Durham discussed additional funds for intersection striping and safety/visibility mirrors. Discussion was also had on recommending acceleration to one or two projects, the reasoning for particular projects and how to prioritize. Mr. Craig noted this is why we are discussing. Staff wants to know what projects the Commissioners would like to see accelerated, and possible future projects for the capital budget.

Mr. Durham recommended that next year a committee be formed to look at this year's CIP recommendations and how well the current plan is upholding the Comprehensive Plan. Mr. Hornung noted that this was addressed in the just-approved Commission By-law amendments.

Mr. Gantt moved to approve the CIP recommendations as presented. Mr. Durham seconded.

The motion passed 7-0.

C. Planning Commissioner Comments

1. Commissioner Pates: Washington Post Article by Rachel Chason, September 3, 2019

Mr. Pates postponed his discussion on this until the January 15, 2020 meeting.

2. Commissioner Durham: Report on PC actions at City Council meetings.

Mr. Durham discussed the Commission's recent recommendations to City Council that were at odds with the City staff's recommendation. Mr. Durham believes these were not transmitted correctly and recommended that the Commission itself should advise Council directly on proposals where the Commission and the City disagree and not rely on staff to do so. State Code states that Commission members serve primarily in an advisory capacity and their duties are to make recommendations. His recommendation would be to actually do the presentation to Council as the Commission and not be speaking simply as a "public citizen." Commission members discussed such presentations and the Commission's desire to have its own forum. Mr. Johnston recommended that the Commission members contact the Council with their thoughts and concerns. The Commission members agreed that Chairman Rodriguez will initiate a discussion with the Mayor regarding these issues.

D. Planning Director Comments

1. Area Plans, Update: 1 and 2: Process Update

Mr. Johnston gave a brief update on the process for the area plans and what will be coming before the Commission in early 2020.

2. January 15, 2020 Public Hearing :

The City of Fredericksburg proposes to amend the 2015 Comprehensive Plan, Chapter 7, "Residential Neighborhoods and Housing," to discuss the importance and role of the built environment or form in creating neighborhood character

8. ADJOURNMENT

There being no further items to be discussed, the Planning Commission adjourned at 10:07.



Rene Rodriguez, Chairman

Fredericksburg Archaeological Ordinance

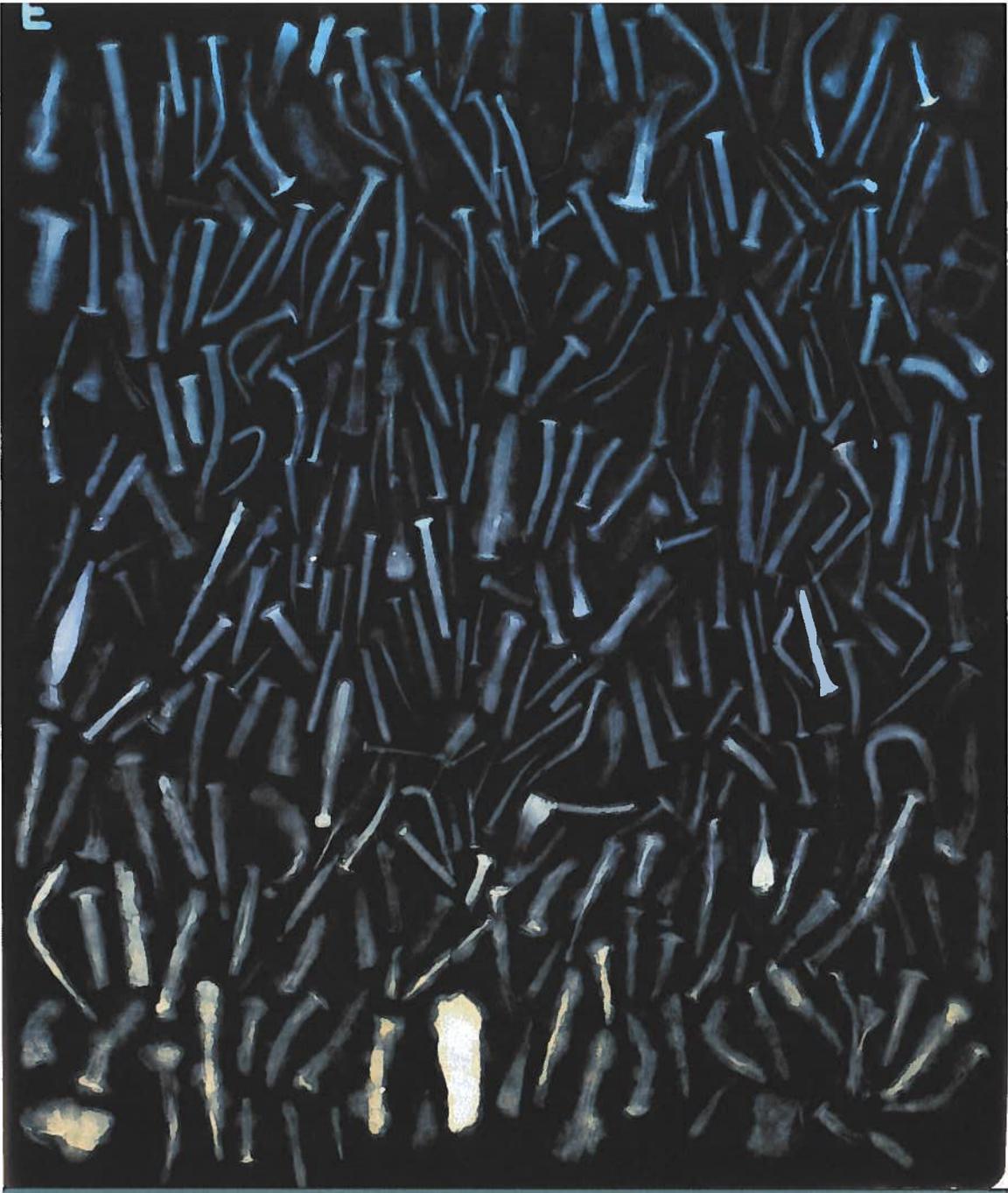
PUBLIC HEARING | DECEMBER 11, 2019

Planning Commission | December 11, 2019

- ❖ Review of updated information
- ❖ Program goals and design
- ❖ Fiscal impact
- ❖ Process and engagement
- ❖ Staff recommendation

Updated Information

- Ordinance will be included in **§72-5 Development Standards**
- Applies citywide, but investigation only required in areas with high probability of significant archaeological resources



Statutory Authority



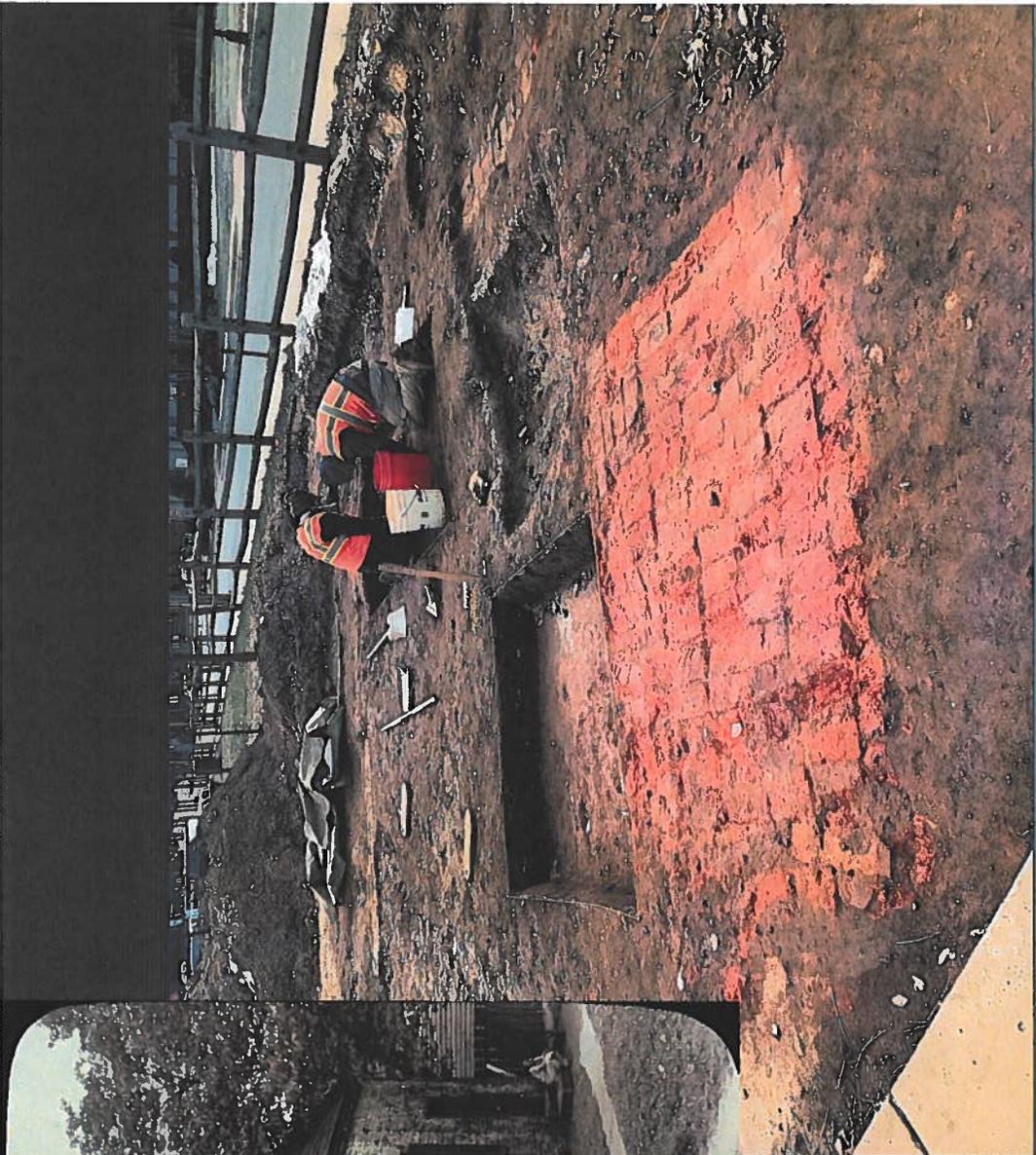
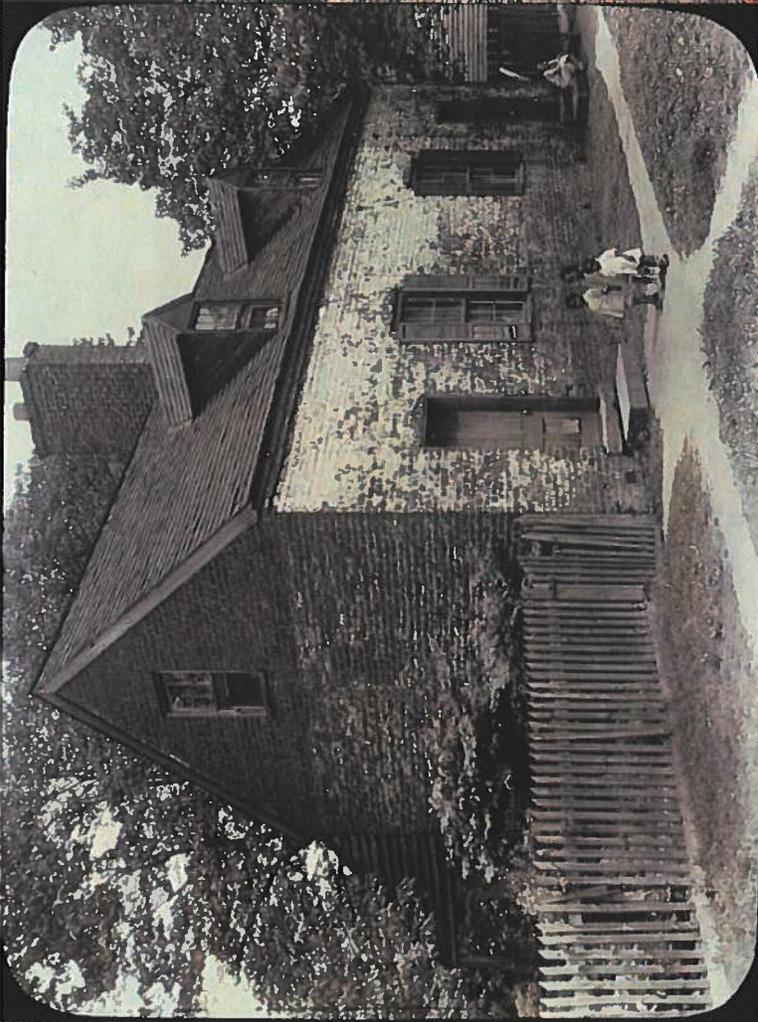
City Council Priorities 2017-2020



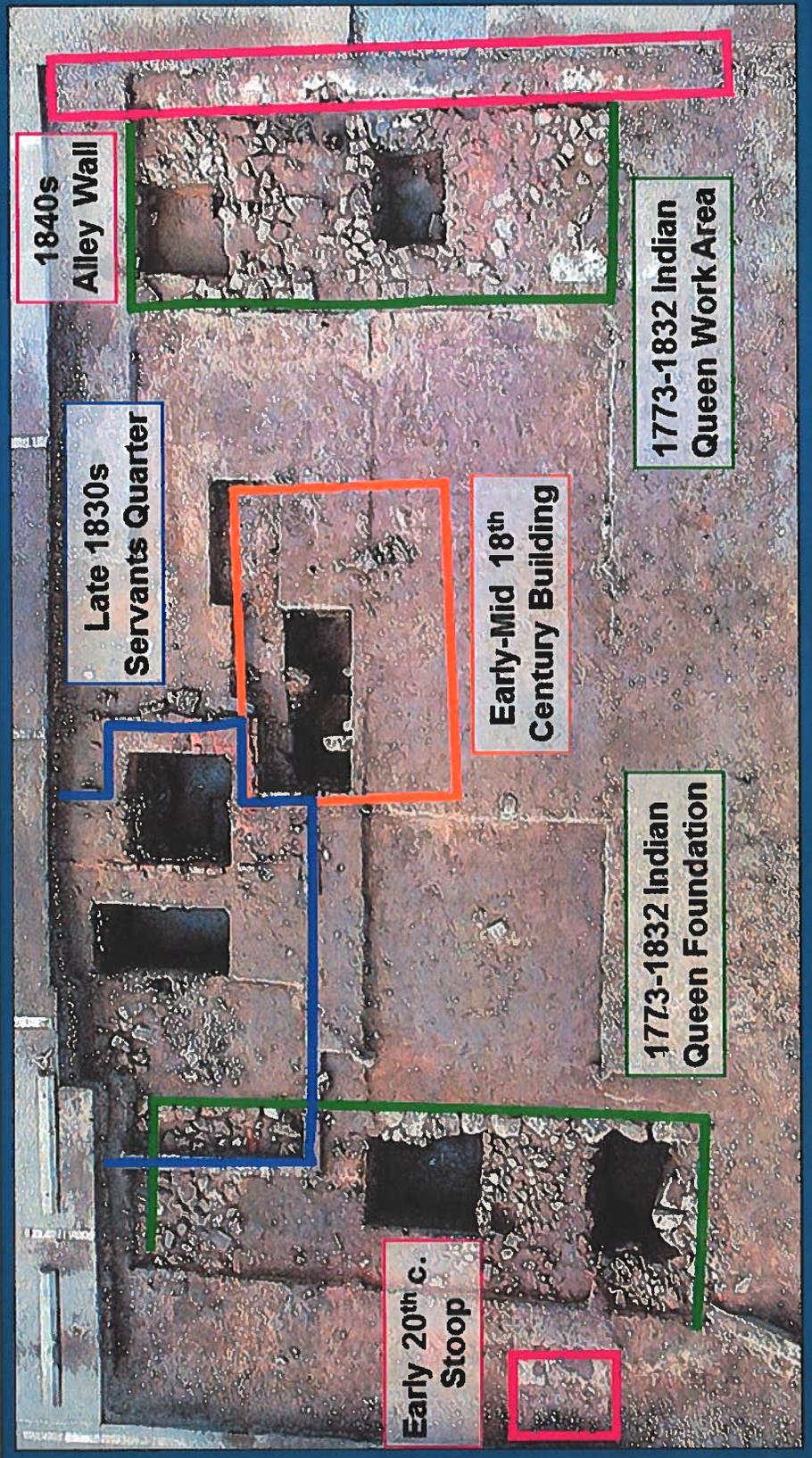
Comprehensive Plan and
Preservation Plan



Virginia State Code §15.2-2306



717-719 Sophia Street Duplex



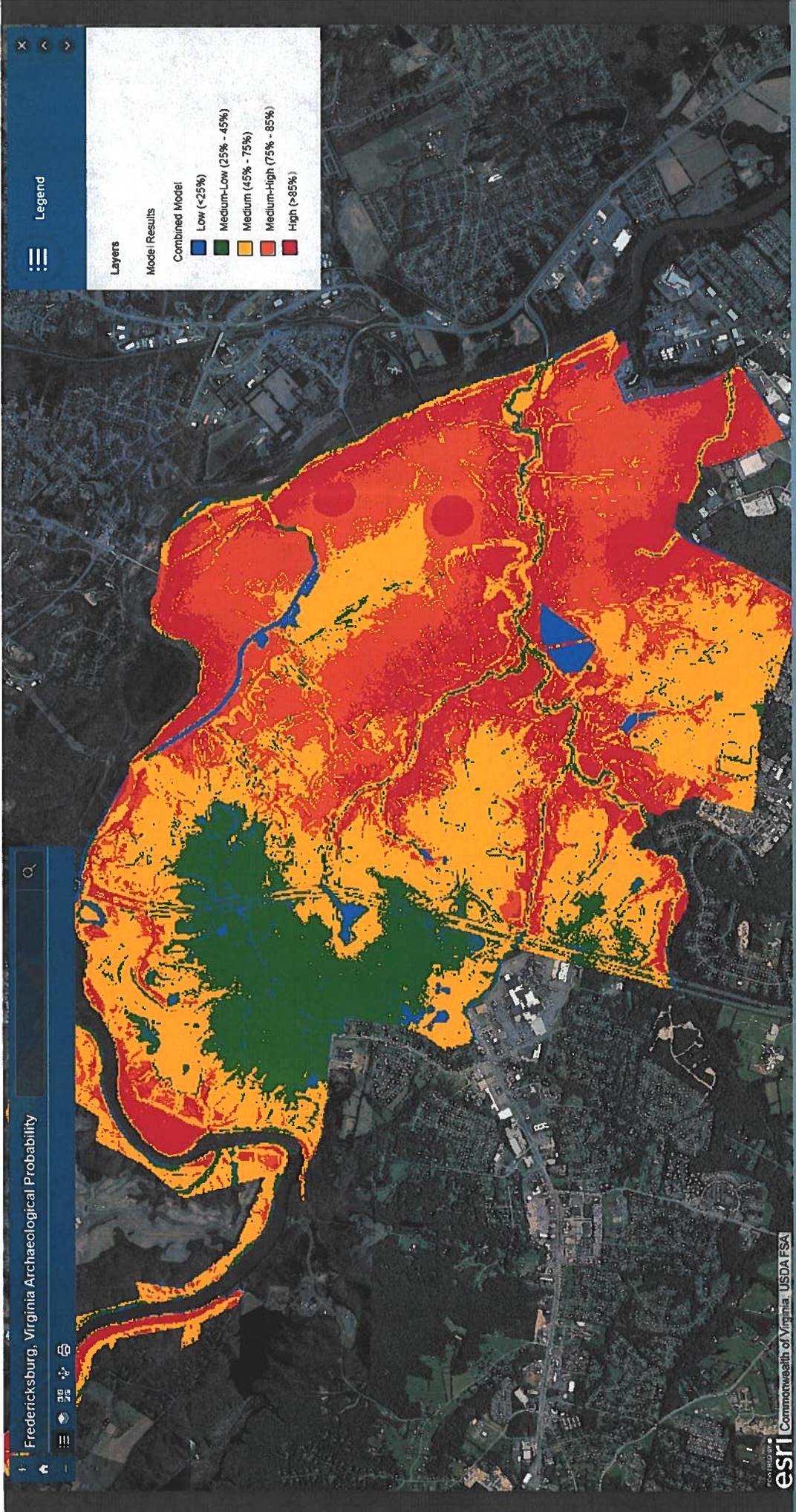
Indian Queen Tavern Site at the Marriott



At right, the former printing shop at 100 Hanover Street



Program Design



Fredericksburg, Virginia Archaeological Probability

Legend

Layers

Model Results

Combined Model

Low (<25%)

Medium-Low (25% - 45%)

Medium (45% - 75%)

Medium-High (75% - 85%)

High (>85%)

esri
Commonwealth of Virginia, USDA FSA

<https://fredericksburg.maps.arcgis.com/apps/View/index.html?appid=053a8d648a5cdad978cfa12c352bd58&extent=-77.620838,7453.77339638,3592>

Proposed Archaeological Policies

MAJOR SITE PLAN APPLICATIONS

(LAND DISTURBANCE > 2500 SQUARE FEET)

- Phase 1A survey submitted with the Major Site Plan application.
- Impacts to resources identified/evaluated. If a site exists and will be impacted, a more comprehensive Phase I survey is required.
- Phase 2/3 investigation and data recovery coordinated under an agreement that is finalized with the site plan approval.
- Archaeology completed at the time of land disturbance.

MINOR SITE PLAN APPLICATIONS

(LAND DISTURBANCE < 2500 SQUARE FEET)

RESIDENTIAL LOT GRADING PLANS (SINGLE HOME ON A SINGLE LOT), OR **CERTIFICATES OF APPROPRIATENESS**

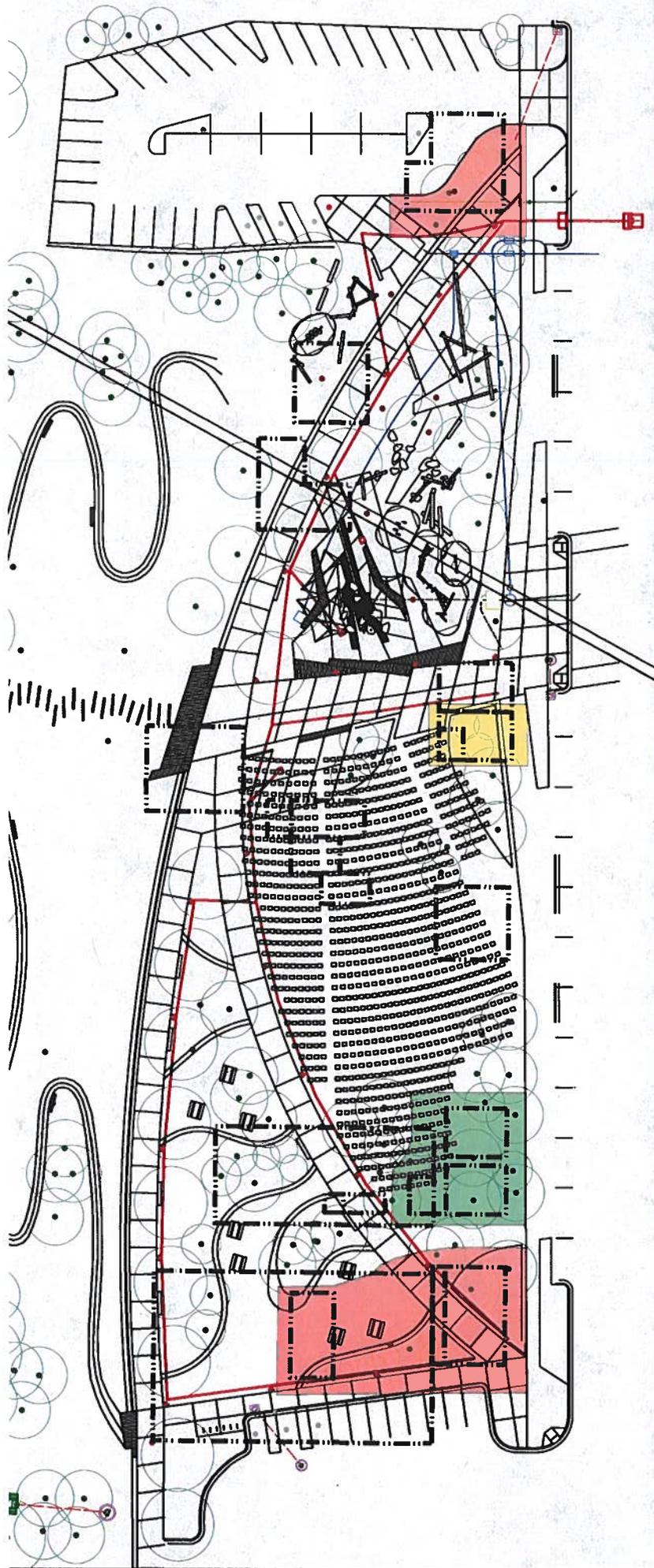
- Staff completes an evaluation form when an application is submitted to determine if the work is likely to disturb any resources. If yes, monitoring is required during land disturbance activities.
- If significant resources are identified during monitoring, the City has the option to stop work for a 7-day study period.

Proposed Archaeological Policies

- Processes are tied to existing land development applications for ease of administration
- Administration is dependent on contracting with an on-call archaeological firm for review of plans/reports and for monitoring
- For large projects, land developers bear the majority of costs; for small projects, the City bears the majority of costs
- Ordinance applies citywide with the following EXEMPTIONS:
 - Site appears as low, medium-low, or medium probability on the predictive model
 - Documentation is provided to show that the site has been fully graded or disturbed
 - The development is approved through a Section 106 process



Case Study: Riverfront Park

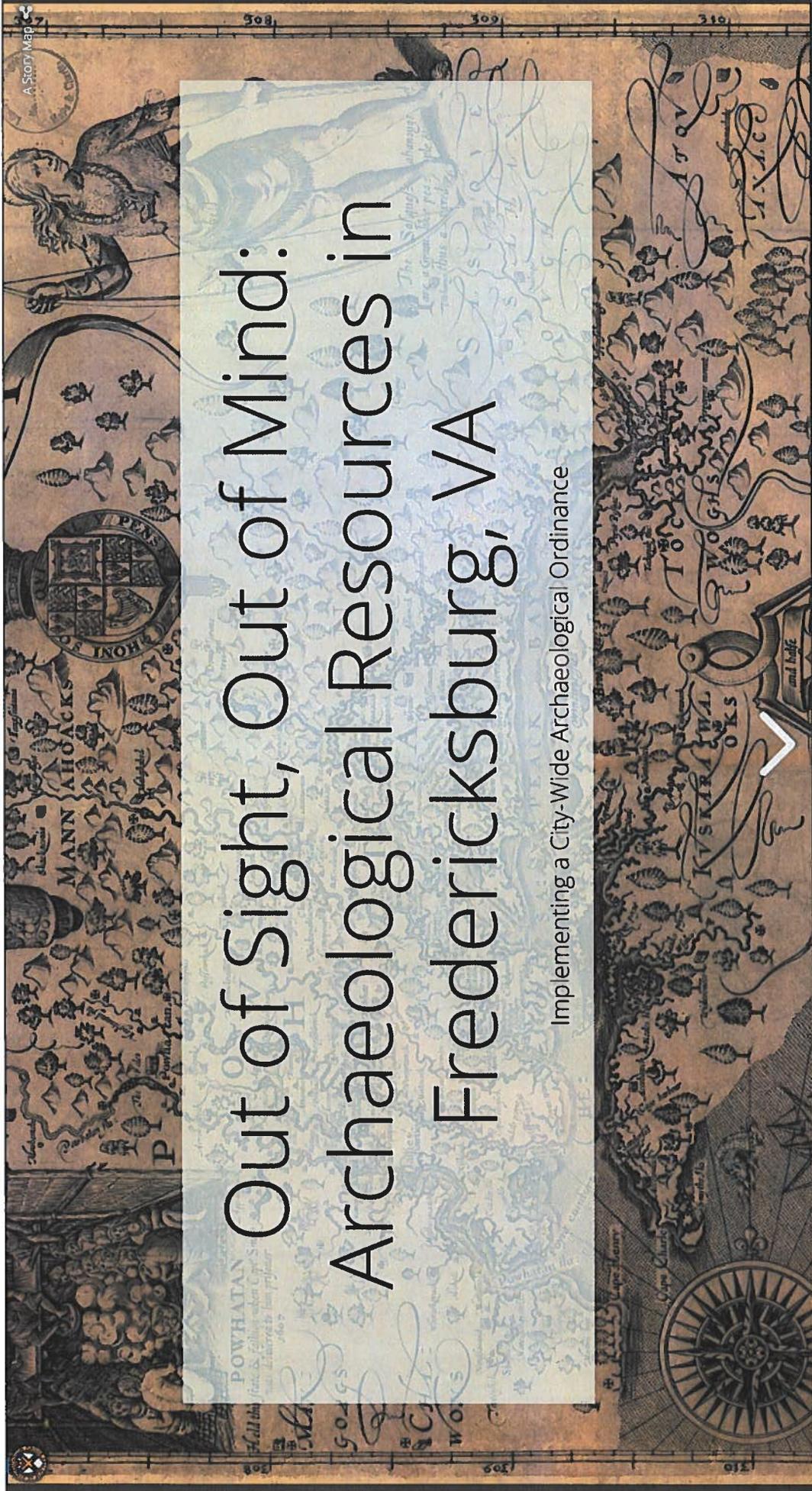


Case Study: Riverfront Park



Fiscal Impact

- Estimated annual cost of \$100,000 (variable based on number of projects)
- 5% added to permit application fees for all building and planning applications (5% of permit cost, not project cost) will provide \$30,000 - \$50,000 annually
- Remaining costs subsidized through the General Fund

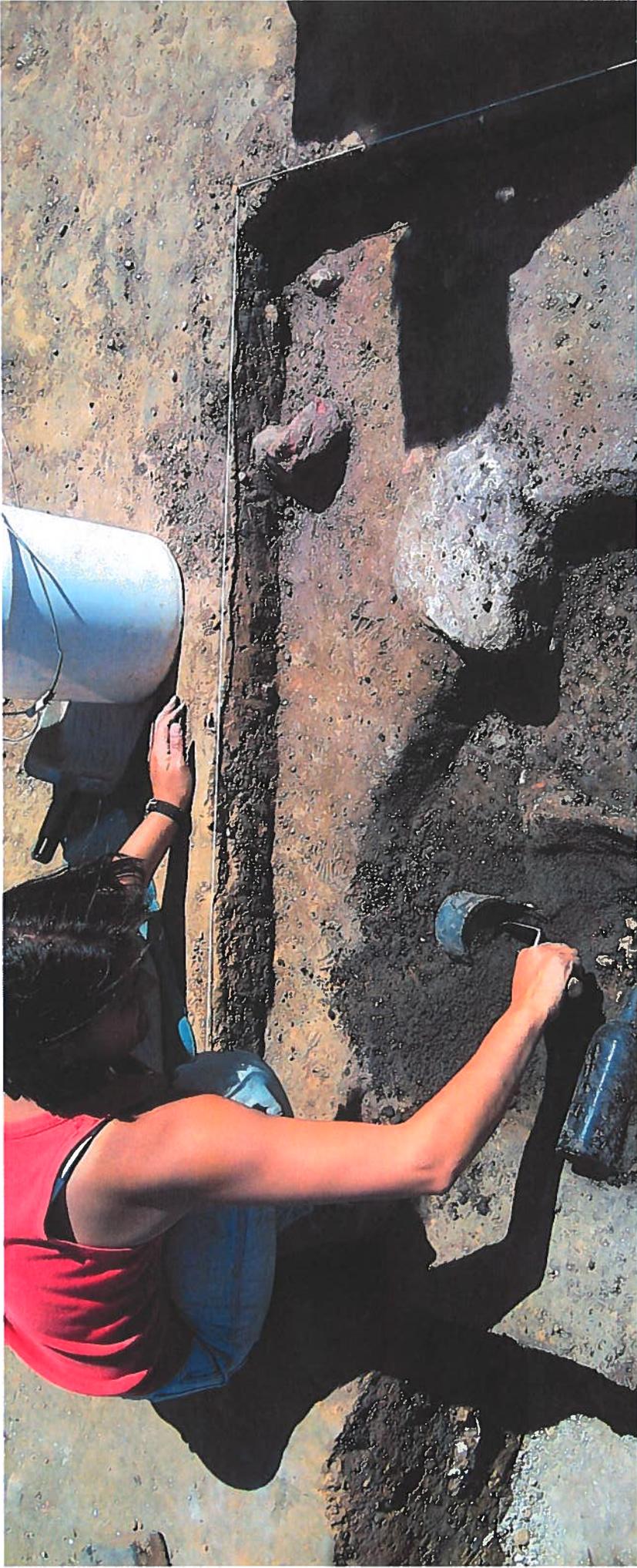


Out of Sight, Out of Mind: Archaeological Resources in Fredericksburg, VA

Implementing a City-Wide Archaeological Ordinance



Public Engagement



Recommendation:

Recommend approval of the ordinance to the City Council.

**UDO TEXT AMENDMENT 2019-06:
Infill Calculations**

Fredericksburg

Infill Calculations - Setbacks

The UDO provides that the front and side setbacks on residential lots created before April 25, 1984 are calculated based on the pattern of the structures along the street where the new construction is to occur. This date was the effective date of the previous zoning ordinance.

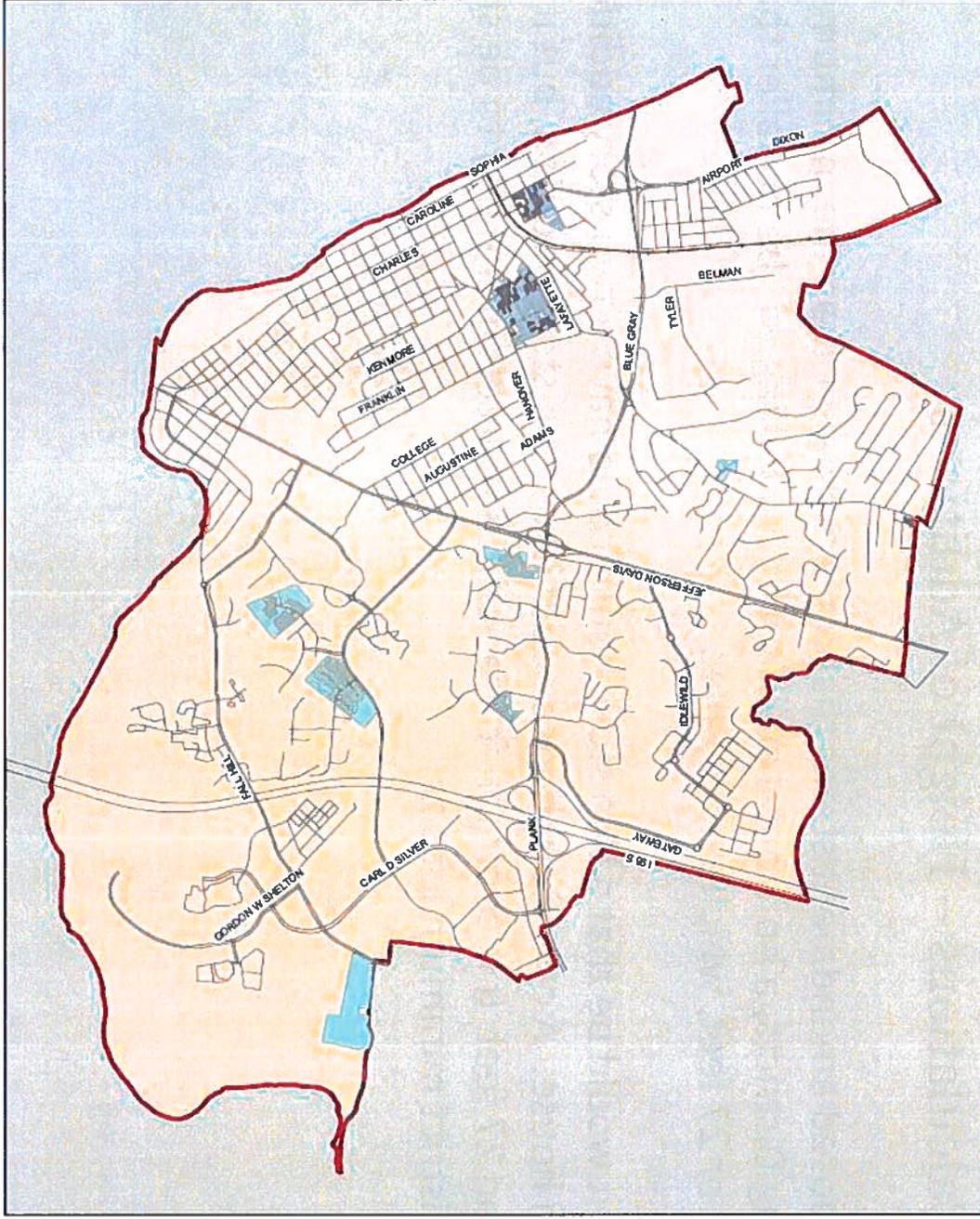
The proposal is to apply such calculations to all lots existing as of the adoption of this Ordinance, and lots created in future Administrative Subdivisions (9 or fewer lots). This would ensure the new subdivisions within existing neighborhoods would also follow existing development patterns.

Infill Calculations – Height of Additions

The proposed amendment states that on lots smaller than the minimum lot size in R4 and R8 Zoning Districts, a horizontal addition to a dwelling will be no taller than the main dwelling or 27 feet, whichever is taller.

The result would be that a two story house could have a two-story addition, no taller than the main house. A one-story house could have two-story addition, but it could not be taller than 27 feet. It is common for residential parcels in the City to be smaller than the zoning district minimum lot size.

R8 – Substandard Lots Citywide



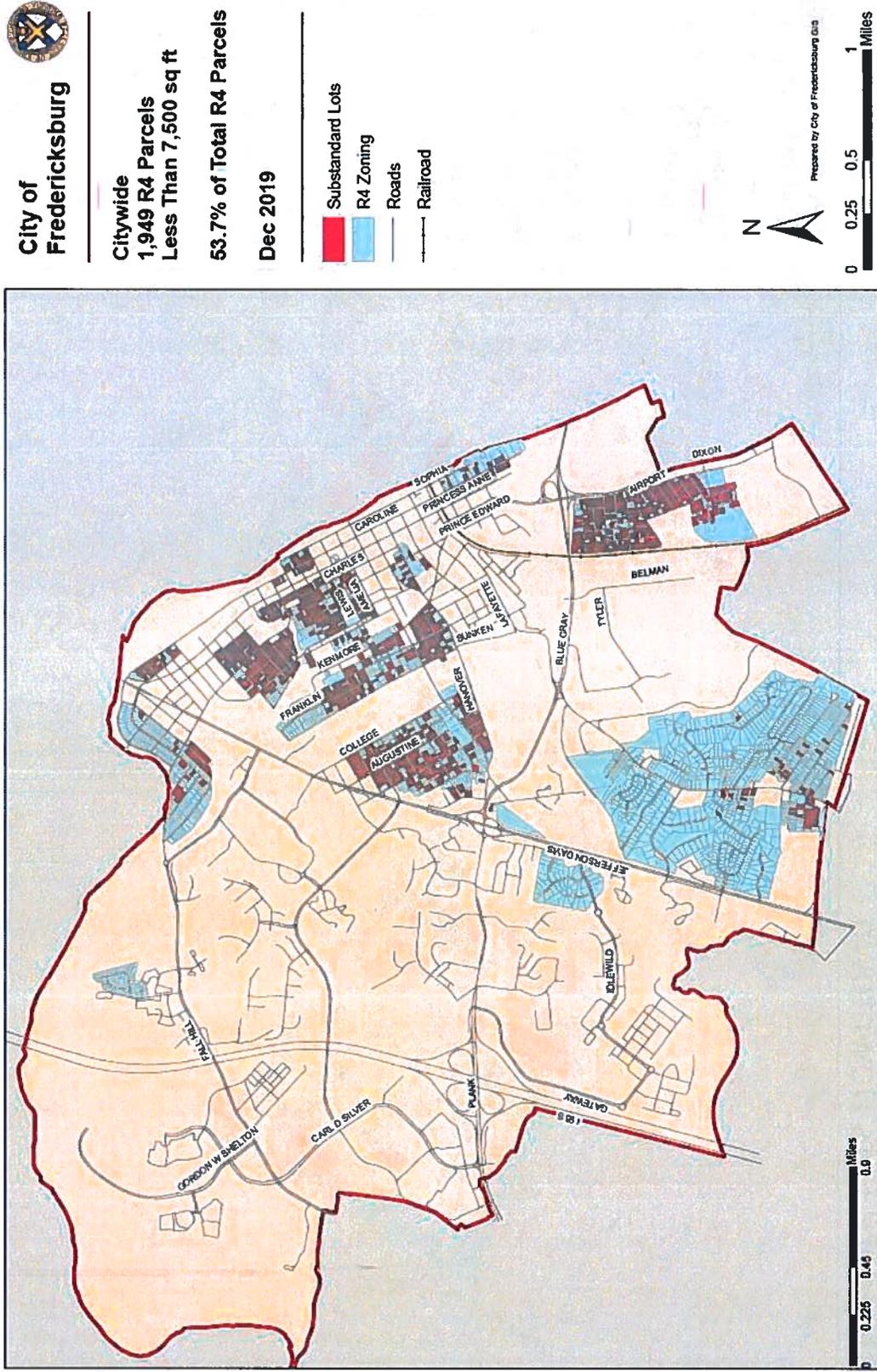

**City of
Fredericksburg**

**Citywide
141 R8 Parcels
Less Than 3,750 sq ft**

**23% of Total R8 Parcels
Dec 2019**

Substandard Lots
R8 Zoning
Streets
Railroad

R4 – Substandard Lots Citywide



R4 – Substandard Lots Downtown



**City of
Fredericksburg**

**Downtown Area,
Normandy Village,
College Heights, Mayfield**

**1,891 R4 Parcels
Less Than 7,500 sq ft**

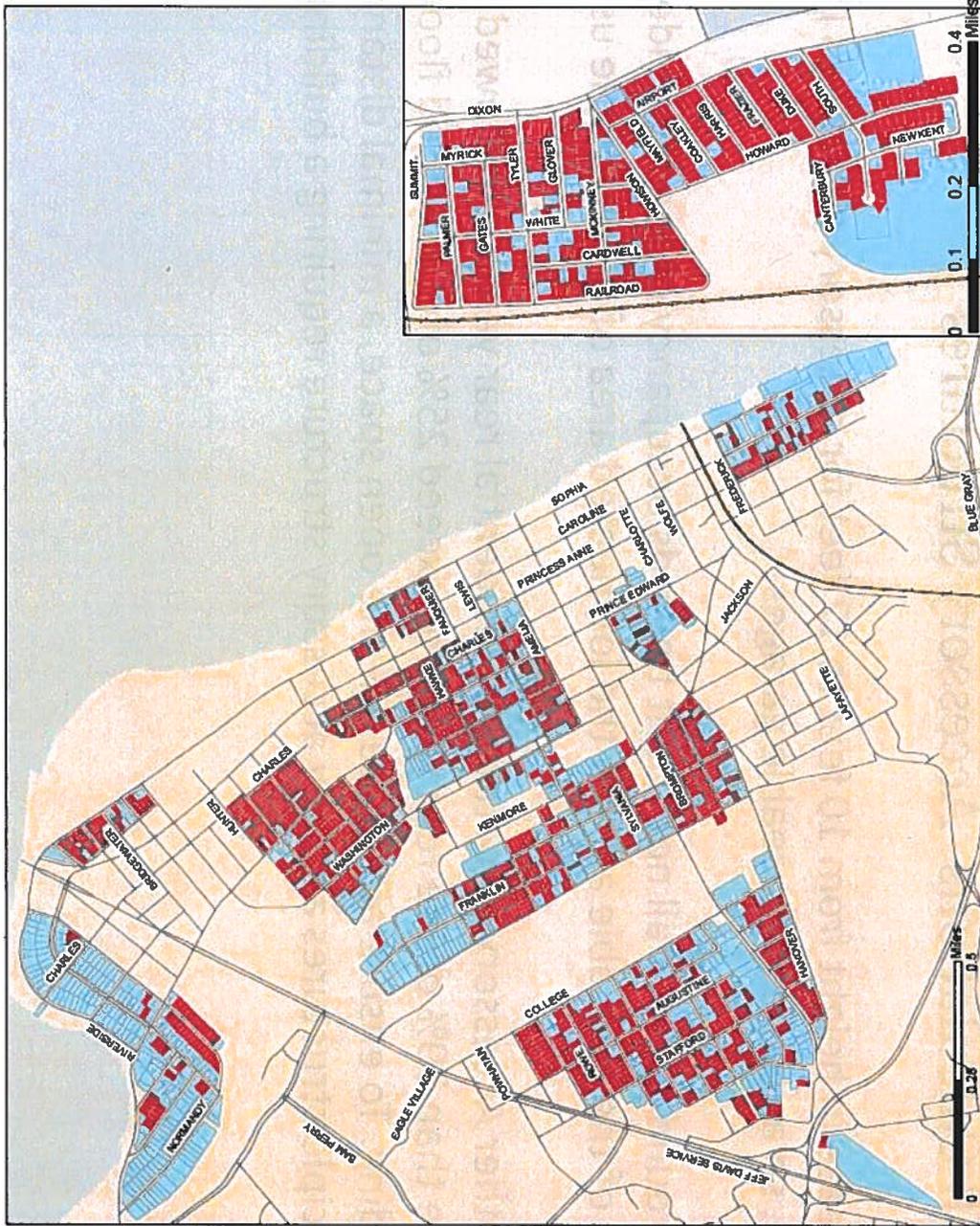
71.8% of R4 Parcels in Area

Dec 2019

- Substandard Lots
- R4 Zoning
- Roads
- Railroad



Prepared by City of Fredericksburg GIS



Infill Calculations- Accessory Structures

Increase in height from 10 feet to 12 feet for accessory structures located in a rear or side yard, so as to permit useable garages.

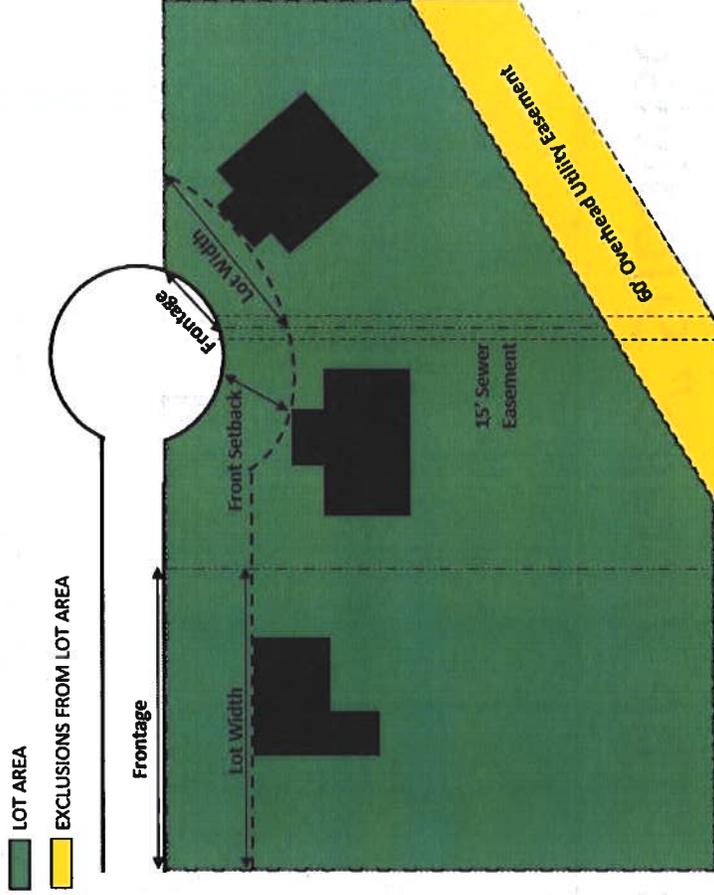
In-ground pools shall not count towards occupancy of the rear/side yard, and may exceed 25% of the buildable area of the lot/heated area of the principle use.

All other Accessory Structures in residential rear yards are allowed so long they don't cover more than 30% of the rear yards, or exceed 25% of the heated floor area of the principal building. To ensure adequate on-site open space, a minimal distance of 5 feet between the principle structures and any accessory structure requiring a building permit.

Infill Calculations- - Minimum Lot Width

It is proposed that lot width be measured at the front setback line where a dwelling is to be located, instead of the front lot line (along the street), which is the current standard and that the lot dimension at the street would be at least 80% of required width. In addition, to provide for regular shaped lots, it is proposed that lot depth could not exceed five times lot width

Revised: Figure 72-82.3A(1). Lot Area Measurement



Changes in action - "The Vintage" Subdivision

DOCKILL DAVID J
N 7778-55-9482

ZONING: R-4
RESIDENTIAL

DEPTH → SIDE LOT LINES →

WIDTH → 60'

RATIO →

LOT DEPTH - LOT 8 PROPOSED

2010

AVERAGE OF

$157.93 + 158' = 315.93 / 2 = 157.65$

$2.63 : 1$

ZONING: R-4
RESIDENTIAL

ZONING: R-4
RESIDENTIAL

LOT DEPTH PERMITTED

5:1 MAXIMUM
(RPM: WIDTH)

IF LOT IS 60' IN WIDTH IT
IS PERMITTED TO BE UP TO

300' IN DEPTH

R-4 ZONING DISTRICT (72-31.3)

LOT WIDTH - CONVENTIONAL

INTERIOR LOT 60' MINIMUM

CORNER LOT 75' MINIMUM

SETBACKS - CONVENTIONAL

FRONT 18' MINIMUM

SIDE 6' MINIMUM

REAR 18' MINIMUM

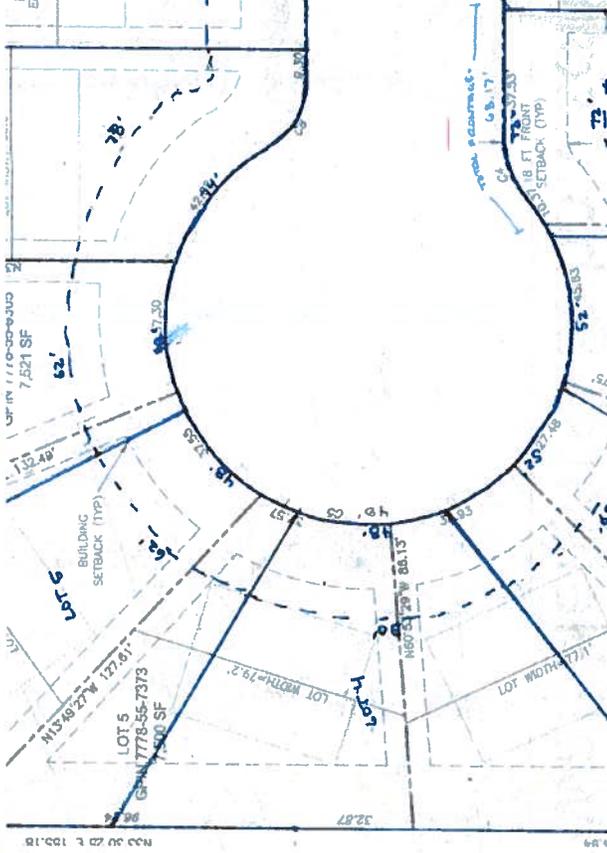
LOT AREA - CONVENTIONAL

7,500 SF MINIMUM

PROPOSED FRONTAGE REQUIREMENT

(80% REQUIRED LOT WIDTH) INTERIOR LOT 48' MINIMUM

CORNER LOT 60' MINIMUM



Infill Calculations - Corner Lot Setbacks & Increased Rear Yard Setbacks

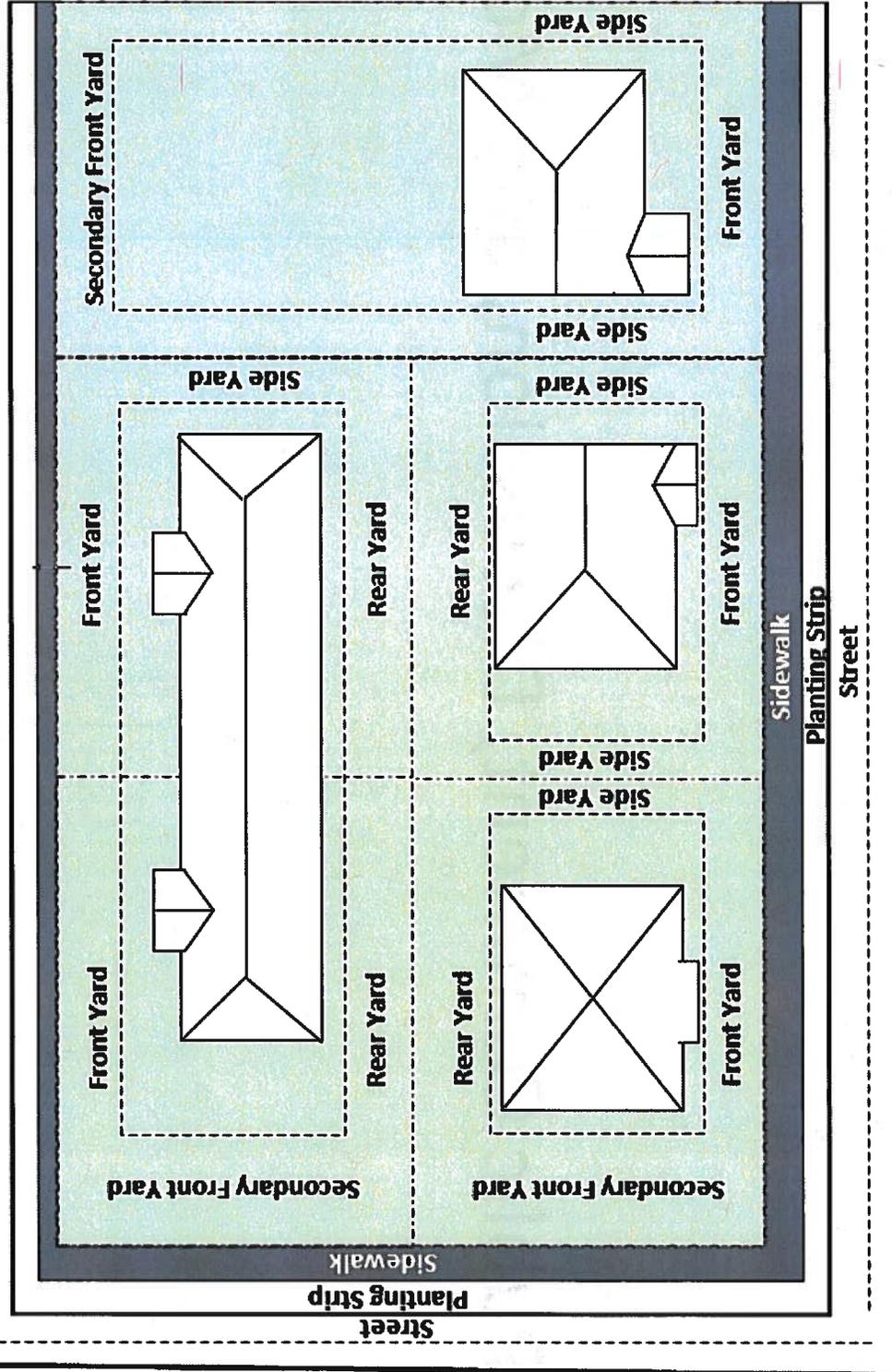
The UDO established that corner residential lots have two front setback and two side setbacks so as to ensure new construction is respectful of both of the streets it fronts. However, it was a common practice in Fredericksburg to have minimal setback for the secondary street frontage (not the side of the house with a front door) and a full rear yard setback.

The potential amendments would go back to the tradition arrangement for older lots, possibly pre-October 8, 2013, but the appropriate cut-off date is being studied. This would make infill development more consistent with the pattern of the traditional neighborhood arrangement.

Corner lots will no longer have two side yards. The side yard opposite the primary front yard will now be considered a rear yard.

In addition, rear yard setbacks are being increased, generally from 18 feet to 24 feet

Revised Figure 72-82.4A Yard Types



Public Comment, Discussion, and Motion

December 11, 2019

Chairman Rodriguez and Planning Commission Members:

I am not able to speak in person at tonight's meeting, but I wanted to share my thoughts on the proposed amendments of the Unified Development Ordinance you are considering. As you know, the UDO is our roadmap defining the extent of what's allowed in terms of scale and lot usage, so I have looked at it carefully both as an architect and a resident.

I have a number of observations, but first I would like to share my impressions of the City's Planning Department, which are overwhelmingly positive. We have managed to attract young, smart, highly educated professionals who are hard at work to help us grow and develop without losing what we have. I'm speaking of Mike Craig, Marne Sherman, Kate Schwartz and Susanna Finn in particular because these are the folks I interact with, but surely those at the helm can take credit as well. These individuals are working as a team to define what makes the City's built environment so compelling. It's hard to overstate the importance of this first step, particularly in light of the pressure for more and bigger structures.

I have lived and worked as an architect in Fredericksburg since 1990, and am a current member of the City's Architectural Review Board. My design work in the City mostly consists of additions and alterations to existing structures although I have designed new structures on infill lots as well. I strive to make sure new and expanded structures are good neighbors. Looking at the body of my work and that of others, I'd say we need to do better.

I and others struggle with what to propose in neighborhoods whose development patterns are not ideal, with too-small homes in desirable neighborhoods that clients want to raze for bigger structures. I struggle with suburban front yards in what are now more urban (walkable) settings. I struggle with the requirement to provide off-street parking in dense neighborhoods with small lots, but understand that dense neighborhoods have parking problems. I think every lot with a single family residence should have enough space for at least one big tree.

I believe the proposed amendments to the UDO continue to allow expansion and change in existing neighborhoods while checking new construction that overwhelms sites. Specifically:

- 1) Infill Setback Calculations – it's a good step to make calculated setbacks based on neighborhood patterns a requirement *throughout the City*.
- 2) Corner lots - the proposed rules are far more practical, as noted in the memo, reflect existing / traditional development patterns.

- 3) Height limits for additions based on lot size and existing building heights – for smaller-than-minimum lot sizes, the proposed changes limit the height of additions to the height of the existing structure or 27 feet, whichever is taller. Staff has suggested two options to this height restrictions, but this seems to be the best choice. (Limiting additions on small lots to 27 feet ignores the realities of the existing structure, and limiting to the lesser of either the existing structure or 27 feet is overly restrictive.)
- 4) Increased rear yard setback from 18 to 24 feet – this is so important. I have designed additions that go hard up to this 18 foot setback and the resulting lack of open space is not good.
- 5) Accessory structures in rear yards – the existing 10 ft. height limit for accessory structures within in the rear yard setback is particularly onerous, and an increase to 12 feet will allow reasonable roof slopes. Requirement for minimum 5 foot separation from main dwelling also beneficial.

Thank you for your attention book and for your dedication to balancing new growth and development against the need to preserve what is best about our neighborhoods.

Sincerely yours,
Sabina Weitzman, Architect

From: Julie Ricketts <juliericketts8@icloud.com>
Sent: Wednesday, November 13, 2019 9:44 AM
To: James D. Newman
Subject: [EXTERNAL] Pool

Sir

I am in agreement for allowing more room for in ground pool in the city.

Thank you

Julie Ricketts

Sent from my iPhone

From: Mary Greene <mgreene165@gmail.com>
Sent: Wednesday, November 27, 2019 8:26 AM
To: James D. Newman
Cc: Jay Greene
Subject: [EXTERNAL] Inground pools

Good morning

On behalf of Jay and Mary Greene who own at 1420 Princess Anne Street, Fredericksburg Virginia we do not oppose of an inground pool taking up more than 30% of the yard space.

Please let me know if you have any questions or concerns.

Jay and Mary Greene, SR

From: Jennifer Gromer <jennifer.gromer@Caddmicrosystems.com>
Sent: Wednesday, November 27, 2019 12:32 PM
To: James D. Newman
Subject: [EXTERNAL] In Ground pools in the city of Fredericksburg

I do not oppose in ground pools in the city of Fredericksburg!

Jennifer Gromer

Sent from my iPhone

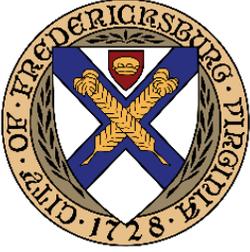
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From: Patti Brooks <patti593@hotmail.com>
Sent: Wednesday, November 27, 2019 2:02 PM
To: James D. Newman
Subject: [EXTERNAL] 30% or yard

Mr Newman,

Just to let you know, I have no concerns over in ground pools in the city or the fact that it would cover more than 30% of a yard.

Thank you for your time,
Patti



CITY OF FREDERICKSBURG, VIRGINIA
CITY COUNCIL
MINUTES
Council Chambers, 715 Princess Anne Street
Fredericksburg, Virginia 22401

HON. MARY KATHERINE GREENLAW, MAYOR
HON. WILLIAM C. WITHERS, JR., VICE -MAYOR, WARD TWO
HON. KERRY P. DEVINE, AT-LARGE
HON. MATTHEW J. KELLY, AT-LARGE
HON. JASON N. GRAHAM, WARD ONE
HON. DR. TIMOTHY P. DUFFY, WARD THREE
HON. CHARLIE L. FRYE, JR., WARD FOUR

January 14, 2020

The Council of the City of Fredericksburg, Virginia, held a public hearing on Tuesday, January 14, 2020, beginning at 7:45 p.m. in the Council Chambers of City Hall.

City Council Present. Mayor Mary Katherine Greenlaw, Vice-Mayor William C. Withers, Jr., Council members Kerry P. Devine, Dr. Timothy P. Duffy, Charlie L. Frye, Jr., Jason N. Graham and Matthew J. Kelly.

Also Present. City Manager Timothy J. Baroody, Assistant City Manager Mark Whitley, Assistant City Manager Doug Fawcett, City Attorney Kathleen Dooley, Public Works Director David King, Assistant Public Works Director Diane Beyer, Economic Development Director Bill Freehling, Community Planning and Building Services Director Charles Johnston, Senior Planner Michael Craig, Historic Resources Planner Kate Schwartz and Clerk of Council Tonya B. Lacey.

Notice of Public Hearings (D19-__ thru D19-__). The Clerk read the notice of the public hearings as they appeared in the local newspaper, the purpose being to solicit citizen input.

Ordinance 20-01, First Read Approved, Amending the Unified Development Ordinance to Require the Preservation and Accommodation of Archaeological Resources (D19-__). one speakers. Staff

presented a PowerPoint and in the presentation MS. Schwartz reviewed program goals and design, fiscal impact, process and engagement, Planning Commission review and recommendation, and staff recommendation. Mr. Johnston explained that they would have to bring the Ordinance back with a recommendation on how to pay for the estimated cost of \$100,000 because after taking a look at the proposed plan they realized there was a fine line between a fee and a tax but he explained that the vote tonight was for the ordinance on archeology. He said by the second read they would have some options for Council to consider to cover the costs.

Councilor Kelly expressed his gratitude to everyone who worked on this project and he spoke about how important this would be for the City.

Mayor Greenlaw agreed that there was a lot of history here and this was important. She also said this ordinance was unique to the fact that the City would help with the archeology study for small projects.

Jon Gerlach, 809 Charlotte Street, member of the working group, said there was a three year process and they looked at other jurisdictions ordinances but the city was unique in the assistance it would give small projects. Mr. Gerlach said the development community was supportive of the ordinance as well as the historical community. He said archeology should be looked at as an asset for tourism in the future. He said it could attract people to the City. He was in full support of the ordinance.

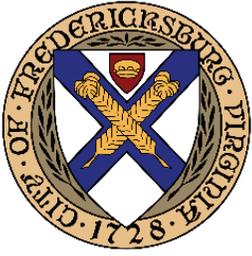
Councilor Kelly made a motion to approve Ordinance 20-01, on first read, amending the Unified Development Ordinance to require the preservation and accommodation of archaeological resources; motion was seconded by Vice-Mayor Withers and passed by the

following recorded votes. Ayes (7). Councilors Greenlaw, Withers, Devine, Duffy, Frye, Graham and Kelly. Nays (0).

Adjourned. There being no more speakers to come before the Council at this time, Mayor Greenlaw declared the hearing officially adjourned at 8:01 p.m.

Mary Katherine Greenlaw, Mayor

Tonya B. Lacey, Clerk of Council, CMC



CITY OF FREDERICKSBURG, VIRGINIA
CITY COUNCIL
MINUTES

Council Chambers, 715 Princess Anne Street
Fredericksburg, Virginia 22401

HON. MARY KATHERINE GREENLAW, MAYOR
HON. WILLIAM C. WITHERS, JR., VICE -MAYOR, WARD TWO
HON. KERRY P. DEVINE, AT-LARGE
HON. MATTHEW J. KELLY, AT-LARGE
HON. JASON N. GRAHAM, WARD ONE
HON. DR. TIMOTHY P. DUFFY, WARD THREE
HON. CHARLIE L. FRYE, JR., WARD FOUR

January 14, 2020

The Council of the City of Fredericksburg, Virginia, held a regular session on Tuesday, January 14, 2020, beginning at 7:30 p.m. in the Council Chambers of City Hall.

City Council Present. Mayor Mary Katherine Greenlaw. Vice-Mayor William C. Withers, Jr., Council members Kerry P. Devine, Dr. Timothy P. Duffy, Charlie L. Frye, Jr. (8:03), Jason N. Graham and Matthew J. Kelly.

Also Present. City Manager Timothy J. Barody, Assistant City Manager Mark Whitley, Assistant City Manager Doug Fawcett, City Attorney Kathleen Dooley, Public Works Director David King, Assistant Public Works Director Diane Beyer, Economic Development Director Bill Freehling, Community Planning and Building Services Director Charles Johnston, Senior Planner Michael Craig, Historic Resources Planner Kate Schwartz and Clerk of Council Tonya B. Lacey.

Opening Prayer and Pledge of Allegiance. Council was led in prayer by Councilor Charlie L. Frye, Jr. followed by the Pledge of Allegiance led by Mayor Mary Katherine Greenlaw.

Officer Recognized. Mayor Greenlaw recognized the presence of Officer Heather Miller, at this evening's meeting.

Appreciation for Years of Service: David King, Director of Public Works and David Nye, Chief of Police (D19-__). Mayor Greenlaw recognized Mr. David King and Chief David Nye for their years of service with the City. She highlighted their many accomplishments over the years and she wished them well on their future endeavors.

Public Hearings (D19-__ thru D19-__). The regular session was recessed in order to conduct scheduled public hearings and immediately reconvened upon their conclusion.

Citizen Comment. The following speakers participated in the citizen comment portion of this evening's meeting.

Dr. Jay Brock (D20-__), 612 Lewis Street, spoke about healthcare, specifically what the City could save in healthcare costs each year. He encourage the Council to consider a resolution supporting a Single Payer Medicare for all. He said he knows it works because that's what they have in Canada where he was once a primary physician. See **D20-__** for more information.

Council Agenda Presented. The following items were presented to Council for discussion.

- 7A. Sixth Annual Gun Giveback Update – Councilor Frye
- 7B. City Council/School Board Forum – Councilor Devine
- 7C. Sign Ordinance – Councilor Kelly
- 7D. Future Educational Options – Councilor Frye

Sixth Annual Gun Giveback Update. Councilor Frye reported that 12 guns and one BB gun was turned in at the gun giveback. Over the past six year there have been over 180 guns voluntarily turned in. Councilor Frye thanked the Police and Sheriff's department for their help in this event. He also thanked the Free Lance-Star and Fredericksburg Today for reporting on the event.

City Council/School Board Forum. Councilor Devine reported that the School Board and City Council were working together to address school needs, space and programing and they would be hosting two forums for the public to attend on January 27 at the Family Life Center and January 29 at James Monroe High School.

Sign Ordinance. Councilor Kelly stated that over the past couple weeks he had been approached a couple times about the sign ordinance and he suggested maybe it needed updating in regards to larger buildings.

Mr. Baroody said staff would report back when they could on the matter.

Future Educational Options. Councilor Frye said he would like to know more options for potential renovations of the old hospital on Fall Hill Avenue to use for expansion of schools. Councilor Frye asked the City Manager to work with the school Superintendent to see if the building could be used for classroom capacity needed in the near term. He also wanted to know if the building could be used for Workforce Development long term.

Mr. Baroody said he could review the possibility internally and report back within a few weeks.

Councilor Duffy noted that the schools were aggressively working on workforce development.

City Manager's Consent Agenda Accepted for Transmittal as Recommended (D20-__ thru D20-__). Councilor Kelly moved approval of the City Manager's consent agenda; motion was seconded by Councilor Devine and passed by the following recorded votes. Ayes (7). Councilors Greenlaw, Withers, Devine, Duffy, Frye, Graham and Kelly. Nays (0).

- Transmittal of the Fredericksburg Arts Commission Annual Report (D20-__).
- Transmittal of FRED 2019 First, Second and Third Quarterly Progress Reports (D20-__).
- Transmittal of Board and Commission Minutes (approved minutes can be found on the board/commission webpages after they are approved at subsequent meeting of said board/commission).
 - Economic Development Authority – November 18, 2019 (D20-__).
 - Green Committee – September 10, 2019 (D20-__).
 - Green Committee – November 12, 2019 (D20-__).
 - Planning Commission – October 9, 2019 (D20-__).
 - Public Transit Advisory Board – October 2, 2019 (D20-__).

Adoption of Minutes. Councilor Graham moved approval of the August 27 and August 29, 2019 work session minutes and the December 10, 2019 regular session minutes; motion was seconded by Councilor Kelly and passed by the following recorded votes. Ayes (7). Councilors Greenlaw, Withers, Devine, Duffy, Frye, Graham and Kelly. Nays (0).

Citizen Transportation Advisory Committee Appointment – David McLaughlin (D19-__). Councilor Kelly made a motion to appoint Mr. David

McLaughlin to the Citizen Transportation Advisory Committee; motion was seconded by Vice-Mayor Withers and passed by the following recorded votes. Ayes (7). Councilors Greenlaw, Withers, Devine, Duffy, Frye, Graham and Kelly. Nays (0).

Board of Zoning Appeals Reappointments – Matthew Muggeridge and Efrain Reyes (D19-__). Councilor Devine made a motion to reappoint Matthew Muggeridge and Efrain Reyes to the Board of Zoning Appeals; motion was seconded by Councilor Duffy and passed by the following recorded votes. Ayes (7). Councilors Greenlaw, Withers, Devine, Duffy, Frye, Graham and Kelly. Nays (0).

Transmittal of Ordinance Amending the Unified Development Ordinance to Permit Additional Residential Development in the Planned Development-Commercial Zoning District by Special Use Permit (D19-__). Senior Planner Craig explained that this amendment would be on the January 28 agenda for initiation to the Planning Commission. The text amendment would permit additional residential use in the Planned Development – Commercial zoning district (PD-C) by special use permit. Currently, the PD-C permits ten percent of the total acreage to be residential and Celebrate Virginia is a total of 541 acres and 54 acres are dedicated to residential. Mr. Craig said no more residential is permitted under today’s ordinance.

The City has been approached about a mixed-use project in Celebrate Virginia that includes a substantial employment center along with additional residential. Mr. Craig explained that Central Park and Celebrate Virginia are the only two areas zoned PD-C and the proposed text amendment would allow by special use permit an additional ten percent of the land in PD-C to be allocated to residential. He stated that there would be a cap on the

additional units to allow only 12 units per acre. There would also be criteria in addition to the existing special user review criteria: Retaining the primacy of commercial use in the district with respect to land area developed or reserved for commercial uses, visibility of uses, and the timing and phasing of development; a strong emphasis on pedestrian scale; providing urban development and amenities; incorporating high quality neighborhood design and innovative arrangement of building and open space uses; designing with a hierarchy of interconnected streets and blocks, walkable streets; provisions for transit, and a variety of housing types; and including opportunities for active recreational facilities or formal open spaces for residential segments of the development.

Vice-Mayor Withers said he liked this proposal when it is tied to large employment centers. He asked how much would be allowed in Central Park and Mr. Craig explained that currently there were no residential units in Central Park and they would be allowed by-right 744 units and with the proposed changes they could build an additional 370 with a special use permit. Vice-Mayor Withers was hopeful the Planning Commission would find a way to offset cost of those additional units.

Councilor Kelly agreed with Vice-Mayor Withers and said there needed to be a solid commitment that the project must be balanced with a commercial commitment.

Councilor Duffy said he agreed that employment centers were needed to balance out the housing.

Councilor Graham asked what type of housing would be allowed in the 12 units per acre. Mr. Craig said 12 units per acre would allow multifamily, but a unique aspect is not a blanket cap of 12 units per acre, but it could include duplexes, three-flats or quadplex.

Mayor Greenlaw asked if the 12 units per acre were tied to special use and the special use was tied to commercial development and Mr. Craig explained that it would be up to the Council. He also said there were ways to ensure that the city would get good viable commercial and leave viable commercial space for the future.

Councilor Kelly added there are times when the City should preserve land.

City Manager's Report and Council Calendar (D19-__ thru D19-__).

City Manager Baroody directed the Council's attention to the Manager's report and Council Calendar. Activities highlighted on the report were as follows: Winter Restaurant Week Starts January 17, Participate in the Economic Development and Tourism Department's Restaurant Week Passport Program, Participating Restaurants This Year Include: Extended Parking in Downtown Continues Through January, Police Officer Receives Fire Responder Award, Chatham Bridge Rehabilitation Project, Spencer Devon Remains Open During the George Street Closure, Leaf Collection and Special Christmas Tree Collection, The Annual Fredericksburg Snowball Fight, Fredericksburg Spirit Day at Washington Capital Game, 2020 Winter & Spring Activity Catalog Now Available, Removal of Park Shelton, Closure of Upper Caroline Street – Replacement of Sanitary Sewer System, Detour of the Heritage Trail, Braehead Community Meeting and Fred Focus.

Adjournment. There being no further business to come before the Council at this time, Mayor Greenlaw declared the meeting officially adjourned at 8:38 p.m.

Mary Katherine Greenlaw, Mayor

Tonya B. Lacey, Clerk of Council, CMC

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MEMORANDUM

TO: Mayor Greenlaw and City Council
FROM: Tonya B. Lacey, Clerk of Council
DATE: January 21, 2020
SUBJECT: Fredericksburg Clean and Green Commission Appointments

BACKGROUND

The terms for Robert Courtnage, Michele Crow-Dolby and Carolyn Helfrich expired on October 31, 2019. Mr. Courtnage and Ms. Crow-Dolby are eligible and interested in being reappointed. Ms. Helfrich has served three terms and she is interested in serving a fourth. It was explained that Ms. Helfrich is the representative arborist for the commission and according to the by-law there must be an arborist on the commission.

Council will need to make an exception to the rule to allow Ms. Helfrich to continue serving as the arborist.

RECOMMENDATION

At the January 28, regular session, Council is requested to reappointment Mr. Courtnage and Ms. Crow-Dolby to the Clean and Green Commission and consider reappointing Ms. Helfrich as the arborist.

The appointment applications are attached for your review and consideration.

Attachments: Applications



MEMORANDUM

TO: Timothy J. Baroody, City Manager
FROM: David. W. Nye, Chief of Police
DATE: January 14, 2020
RE: Rappahannock Regional Jail Authority - Board Update

ISSUE

Approval by the City Council to appoint Interim Police Chief Brian Layton to the Rappahannock Regional Jail Authority Board.

RECOMMENDATION

Staff recommends appointing Interim Police Chief Brian Layton to the Rappahannock Regional Jail Authority Board.

BACKGROUND

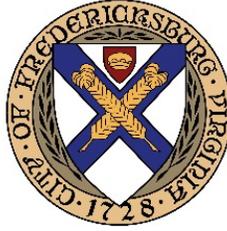
The Rappahannock Regional Jail (RRJ) Authority is overseen by a board that provides regional cooperation and oversight to jail operations, budgets and annual funding. City staff occupy three seats on this board. These members include the following individuals:

1. City Manager Tim Baroody
2. Sheriff Paul W. Higgs
3. Police Chief David Nye

I am retiring from my position on January 24 and Captain Brian Layton has been appointed as the Interim Chief of Police when I depart. I recommend that Captain Layton be appointed to the Jail Board effective January 28 at the next City Council meeting.

FISCAL IMPACT

There is no fiscal impact related to this resolution.



Celebrate

MEMORANDUM

TO: Timothy J. Baroody, City Manager
FROM: Mike Craig, Senior Planner
DATE: January 22, 2020 (for the January 28 meeting)
RE: Residential Use in the Planned Development – Commercial zoning district

ISSUE

Should the City Council approve a resolution initiating the public hearing process for an ordinance permitting additional residential use in the Planned Development – Commercial zoning district (PD-C) by special use permit?

BACKGROUND

The PD-C zoning district permits 10% of the total acreage within the district to be used for residential land use at a density of 24 units per acre. Celebrate Virginia South, a single PD-C district, is a total of 541 acres. The entire 54 acres of that development available for residential use has now been developed into the Seasons / Havens (totaling 483) and the Silver Collection (totaling 576 multi-family units).

Over the last few months, property owners within Celebrate Virginia South have come forward to discuss two new land use proposals. One is for 100 additional senior housing units. The other is for 372 multi-family units in conjunction with the development of between 60,000 and 100,000 square feet of employment center uses.

The purpose of the PD-C zoning district is:

“to provide locations for a full range of retail commercial and service uses which are oriented to serve a regional market area. The district also provides for planned employment centers with offices and professional business uses. The district should be located adjacent to major transportation arteries, with development encouraged in centers planned as a unit.”

The Citywide market analysis prepared by Streetsense in December of 2018 indicates that the City’s land use market is in a state of evolution. Retail centers are set to contract and the market for employment centers and offices is limited. The market analysis also indicates that, while the City is digesting existing residential entitlement, additional future residential use may be appropriate within Area 1 Central Park / Celebrate Virginia overtime.

CONCEPTUAL TEXT AMENDMENT

A proposed text amendment is attached for referral to the Planning Commission and initiation of public hearings. The text amendment would permit up to an additional 10% of the land in a PD-C district to be allocated to residential land use by special use permit. This code change would permit the City Council to authorize the change in land use allocation within a PD-C district so that 20% of the district could be residential, a minimum of 25% would be open space, and up to 55% would be non-residential.

Additional residential acreage would also be limited in the total amount of additional units. The additional number of residential units so approved shall not exceed the number determined by multiplying 12 times the total additional acreage available for residential use by special use permit. For example, where a district consists of 500 acres, 50 acres may be developed for residential uses by right, at 24 units per acre. An additional 600 units (50 x 12) may be developed on an additional 50 acres by special use permit. After discussion with City Council at its January 14 meeting, an additional provision was added limiting the amount of non-age restricted multi-family units to 60% of the additional residential use.

The proposed amendment includes modifications to the purpose of the PD-C zoning district to add review criteria for applications for additional residential use. Those criteria would be:

- Retaining the primacy of commercial use in the district with respect to land area developed or reserved for commercial uses, visibility of uses, and the timing and phasing of development.
- a strong emphasis on pedestrian scale;
- providing urban development and amenities;
- incorporating high quality neighborhood design and innovative arrangement of building and open space uses;
- designing with a hierarchy of interconnected streets and blocks, walkable streets;
- provisions for transit, and a variety of housing types; and
- including opportunities for active recreational facilities or formal open spaces for residential segments of the development.

These criteria would be in addition to the existing special use review criteria in § 72-22.6 Special Use Permits, which include an evaluation of adverse impacts related to:

- Traffic or parking congestion;
- Noise, lights, dust, odor, fumes, vibration, and other factors which adversely affect the natural environment;
- Discouragement of economic development activities that may provide desirable employment or enlarge the tax base;
- Undue density of population or intensity of use in relation to the community facilities existing or available;
- Reduction in the availability of affordable housing in the neighborhood;
- Impact on school population and facilities;
- Destruction of or encroachment upon conservation or historic districts;
- Conformity with federal, state and local laws, as demonstrated and certified by the applicant; and
- Massing and scale of the project.

In addition, any proposed development within Celebrate Virginia South will have to comply with the Celebrate Virginia South agreement that contains covenants and restrictions to development within that project.

CONCLUSION

The attached UDO text amendment was proposed in response to new proposals that would include a substantial employment center. The Planning and Economic Development Departments and the City Attorney's Office structured the proposed amendment so that the City Council and Planning Commission could review any proposals to ensure they meet the City's vision for the future and that they have limited adverse impacts through the special use permit process. The UDO text amendment should be referred to the Planning Commission to commence formal review and public hearings.

ATTACHMENTS

1. Draft Ordinance



January 23, 2020
Regular Meeting
Resolution 20-__

MOTION:

SECOND:

RE: Initiating Amendments to the Unified Development Ordinance to Permit Additional Residential Development in the Planned Development-Commercial Zoning District by Special Use Permit

ACTION: APPROVED: Ayes: 0; Nays: 0

The purpose of the Planned Development –Commercial (PD-C) District is to provide locations for a full range of retail commercial and service uses which are oriented to serve a regional market area. The district also provides for planned employment centers with offices and professional business uses. The district is appropriate for land located adjacent to major transportation arteries, with development encouraged in centers planned as a unit. The PD-C District currently permits the development of 10% of the acreage of the district for residential uses, at a density of 24 units per acre. The purpose of this proposed amendment is to permit additional residential development in the district by special use permit, for an additional 10% of the district acreage, but limited as to the number of additional residential units.

In adopting this resolution, City Council has considered the applicable factors in Virginia Code § 15.2-2284. The City Council has determined that public necessity, convenience, general welfare and good zoning practice favor the proposed amendment.

Therefore, the City Council hereby resolves that:

- The City Council hereby initiates amendments to City Code Chapter 72, the Unified Development Ordinance, to permit additional residential development in the Planned Development-Commercial zoning district by special use permit, substantially as set forth in the draft ordinance dated January 16, 2020, submitted for City Council review.
- The City Council refers this proposal to the Planning Commission for review, public hearing, and recommendation under the procedures set forth in City Code §72-22.1.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

Clerk's Certificate

I certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Resolution No. 20-__, adopted at a meeting of the City Council held January 28, 2020, at which a quorum was present and voted.

Tonya B. Lacey, MMC
Clerk of Council



draft 2020 01 16
Regular Meeting
Ordinance No. 20-__

MOTION:

SECOND:

RE: Amending the Unified Development Ordinance to permit additional residential development in the Planned Development-Commercial zoning district by special use permit.

ACTION: APPROVED; Ayes:0; Nays: 0

First read: _____ **Second read:** _____

It is hereby ordained by the Fredericksburg City Council that City Code Chapter 72, "Unified Development Ordinance," is amended as follows.

I. Introduction.

The purpose of the Planned Development –Commercial (PD-C) District is to provide locations for a full range of retail commercial and service uses which are oriented to serve a regional market area. The district also provides for planned employment centers with offices and professional business uses. The district is appropriate for land located adjacent to major transportation arteries, with development encouraged in centers planned as a unit. The PD-C District currently permits the development of 10% of the acreage of the district for residential uses, at a density of 24 units per acre. The purpose of this amendment is to permit additional residential development in the district by special use permit, for an additional 10% of the district acreage, but limited as to the number of additional residential units.

The City Council adopted a resolution to initiate this text amendment at its meeting on _____. The Planning Commission held its public hearing on the amendment on _____, after which it voted to recommend the amendment to the City Council. The City Council held its public hearing on this amendment on _____.

In adopting this ordinance, City Council has considered the applicable factors in Virginia Code § 15.2-2284. The City Council has determined that public necessity, convenience, general welfare and good zoning practice favor the requested rezoning.

II. City Code Amendment.

City Code Chapter 72, "Unified Development Ordinance," is amended as follows:

1. **Section 72-33.2, "Planned Development-Commercial District,"** shall be amended as follows:

Sec. 72-33.2. Planned Development-Commercial District.

A. Purpose and intent.

- (1) The Planned Development-Commercial (PD-C) District is established to provide locations for a full range of retail commercial and service uses which are oriented to serve a regional market area. The district also provides for planned employment centers with offices and professional business uses. The district should be located adjacent to major transportation arteries, with development encouraged in centers planned as a unit.
- (2) The district should be reserved for development on contiguous land areas of at least 150 acres under single ownership or control capable of containing an aggregate gross floor area in excess of 500,000 square feet.
- (3) *The PD-C District is suitable for limited residential development, but the predominant character of the district shall remain commercial, through the primacy of this use category with respect to land area developed or reserved for commercial uses, visibility of uses, and the timing and phasing of development. Residential development in the PD-C District must be designed with special care and sensitivity to create truly livable spaces within an area otherwise characterized by commercial development. The criteria for successful integration of commercial and residential uses include, but are not limited to, a strong emphasis on pedestrian scale, urban development and amenities, high quality neighborhood design and innovative arrangement of building and open space uses, a hierarchy of interconnected streets and blocks, walkable streets, provisions for transit, and a variety of housing types; in addition to the provision of opportunities for active recreational facilities or formal open spaces for all segments of the development.*

[Subsections B and C are not amended.]

D. Bulk regulations. Bulk regulations for PD-C Districts are as follows:

- (1) Maximum building height. Building heights of up to 90 feet are permitted, and may be increased to 199 feet for telecommunication towers, subject to approval of a special use permit.
- (2) Minimum setback requirements.
 - (a) Front setback, no requirement.
 - (b) Side setback, no requirement.
 - (c) Rear setback, no requirement.
 - (d) From all residential uses outside the PDC District, 50 feet.
 - (e) From public street rights-of-way, 30 feet.
 - (f) From internal travel lanes and drives, 15 feet.
- (3) Maximum floor area ratio. The maximum floor area ratio shall be 1.00.

(4) Residential density use limitations. Residential uses shall not exceed 10% of the ~~overall~~ gross acreage of the specific PD-C District and 24 units per acre. *City Council may approve up to 20% of the gross acreage of the specific PD-C District for residential uses, by special use permit.*

a. *The additional number of residential units so approved shall not exceed the number determined by multiplying 12 times the total additional acreage available for residential use by special use permit.*

b. *No more than 60% of the additional residential units approved by special use permit may be multi-family residential units. This cap does not apply to "Housing for Older Persons," under the federal Fair Housing Act and federal regulations implementing the Act.*

SEC. III. Effective Date.

This ordinance is effective immediately.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

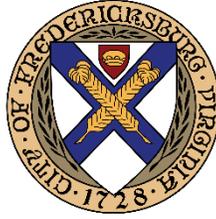
Approved as to form:

Kathleen Dooley, City Attorney

Clerk's Certificate

I, the undersigned, certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Ordinance No. 20- duly adopted at a meeting of the City Council meeting held Date, 2020 at which a quorum was present and voted.

Tonya B. Lacey, CMC
Clerk of Council



MEMORANDUM

Colchester

TO: Timothy J. Baroody, City Manager
FROM: Susanna Finn, Community Development Planner
DATE: January 21, 2020 (for January 28 Meeting)
RE: Comprehensive Plan Amendment for the General Land Use Plan and Area Plan for Small Area 7

ISSUE

Should the council adopt the following resolution initiating amendments to the 2015 Comprehensive Plan to adopt the new small area plan for Planning Area 7?

The amendments will focus on the addition of transects related to small area 7 in Chapter 10 and the Small Area Plan for area 7. This plan is heavily focused on upgrade strategies implemented through capital improvements designed to build on Area 7's role as downtown not just for the City, but for the Region. The plan also conceptualizes and guides the direction for future development in this area by establishing guiding principles for future land use decisions that create opportunity for the adoption of form based code elements into the Unified Development Ordinance (UDO).

On December 10, 2019. A work session was held with City Council to discuss a draft of these proposed amendments and concerns discussed at that meeting have been incorporated into these amendments.

RECOMMENDATION

Approve the resolution initiating the public hearing process.

BACKGROUND

After the adoption of the Comprehensive Plan in 2015, the City began working on small area plans for the 10 small planning areas of the City. The City Council hired Streetsense, a planning consulting firm, who worked with staff to carry out an intensive planning process and created a report and final recommendations for Small Area 7. Staff met with City Council, Planning Commission, and other stakeholders of Area 7 to receive feedback on transforming the report into amendments.

Additionally, 4 work sessions were held with the Planning Commission and 3 additional meetings of the created Train Station Committee to ensure that all needed planning was incorporated into the amendments. These proposed Comprehensive Plan amendments incorporate the findings from this small area plan report including public feedback acquired through community meetings, the five day charrette, an analysis of existing land use patterns, and a market study for expected development and redevelopment in the area.

These amendments are to both Chapter 10 and Chapter 11 of the 2015 Comprehensive Plan and will formally adopt the new small area plan for Planning Area 7. Completing the Area Plan for Small Area 7 advances Council Priority 2. In addition, both the general land use plan chapter as well as the Small Area Plan for Area 7 advance several other City Council Vision priorities.

- Protect existing neighborhoods by updating zoning to reflect neighborhood patterns. Where supported by the neighborhoods, pattern books and conservation districts could be applied to reflect the architectural integrity of the area. *(Priority 14, Neighborhood Livability);*
- Eliminate the non-conforming status of missing middle housing types recognizing their role neighborhood livability allowing for appropriate incremental growth to support all stages of living. *(Priority 14, Neighborhood livability)*
- Incorporate Pathways Plan in area 7 to link the uplands open space network and walkable urban places. *(Priority 12, Multi-Modal Connectivity);*
- Expand the Train Station creating a multi-modal hub that supports both out-commuters and visitors to the area. *(Priority 16, Train Station Improvements)*
- Develop the maker districts in Area 7 solidifying the Princess Anne Street commercial corridor and Jackson + Wolfe area as a unified district to spur redevelopment with a mixture of innovative, creative, and maker as well as residential uses. *(Priority 14, Neighborhood Livability);*
- Identify opportunities to simplify and improve regulations to ensure that zoning supports the development envisioned *(Priority 14, Neighborhood Livability);*
- Ensure parking is strategically placed and accessible to accommodate need without sacrificing the built urban fabric. *(Priority 3, Parking Supply)*

If the resolution is approved the amendments will have a public hearing before the Planning Commission on February 26. It will then return the City Council for public hearing and Action. The following step will be proposing land use regulations to implement these policies.

City Code §72-22.2 and Code of Virginia §15.2-2229 require amendments to a comprehensive plan to be recommended, approved, and adopted, respectively, as required by §15.2-2204 by referring any amendments to the planning commission for public hearing for recommendation to the City Council.

Attachments:

Proposed Amendments

Resolution



MOTION:

draft 2019 12 31
Regular Meeting
Resolution No. 20-__

SECOND:

RE: Initiating an Amendment to the 2015 Comprehensive Plan to Amend Chapter 10, "Land Use," and Chapter 11, "Planning Areas," to Adopt a New Small Area Plan for Planning Area 7

ACTION: APPROVED: Ayes: 0; Nays: 0

The purpose of this resolution is to initiate amendments to the 2015 Comprehensive Plan to amend Chapter 11, "Planning Areas," to adopt a new small area plan for Planning Area 7, and to amend Chapter 10, "Land Use," to adopt a new T-5 Transect, which will be featured in Planning Area 7, and make related amendments to the future land use map and general land use plan. The City Council hired Streetsense, a planning advisor, to study Planning Area 7, to conduct community meetings, and to present its findings and recommendations to the Fredericksburg Planning Commission and City Council. Streetsense completed this work, and the Planning Commission, City Council, and City staff have studied their report. The proposed amendments to the 2015 Comprehensive Plans are an outgrowth of the Streetsense report.

City Code §72-22.2 and Code of Virginia §15.2-2229 require amendments to a comprehensive plan to be recommended, approved, and adopted, respectively, as required by §15.2-2204. The governing body may prepare an amendment and refer it to the planning commission for public hearing within 60 days or such longer time frame as may be specified. In acting on any amendments to the plan, the governing body shall act within 90 days of the local planning commission's recommending resolution.

Therefore, the City Council hereby resolves to initiate amendments to Chapters 10 and 11 of the 2015 Comprehensive Plan to adopt a new small area plan for Planning Area 7. The proposed amendments are described in an exhibit entitled "Comprehensive Plan Amendments, Part II, Chapter 10 and Chapter 11, Planning Area 7," dated [_date_]. The amendments are referred to the Fredericksburg Planning Commission for public hearing and recommendation within 60 days.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

Clerk's Certificate

I, the undersigned, certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Resolution No. 20-__ duly adopted at a meeting of the City Council meeting held [date], 2020 at which a quorum was present and voted.

Tonya B. Lacey, MMC
Clerk of Council

CHAPTER 10: LAND USE PLAN GENERAL GUIDE

OVERVIEW

LAND USE PLAN AND REVITALIZATION

This Comprehensive Plan designates 10 areas for small area plans, to more effectively evaluate specific conditions and to make clear recommendations for land use within the City of Fredericksburg. In this manner, the general land use principles described in this Plan can be translated into clear policies. Most of the City's small areas are designated as revitalization areas as defined in Virginia Code 15.2-2303.4, as having:

Significant structure age, which indicates that revitalization is necessary with structural improvement or replacement. A property may be well maintained in terms of cleanliness and security, however the physical elements of buildings (including, roofs, windows, doors, heating/ventilation/air conditioning facilities) have a functional life span and require periodic replacement.

A low percentage of vacant residential parcels, which shows that most residential development will be in the form of redevelopment/revitalization. However, vacant commercial areas are typically adjacent to existing commercial projects and have a low-intensity suburban character. This would also indicate the potential for revitalization.

Large surface parking areas on commercial land, which have revitalization opportunities for the evolution of a suburban pattern of development into a more urban, mixed-use pattern. Broad expanses of surface parking result in fragmented and inefficient development patterns that should be redeveloped so as to create complete communities that are walkable and robust.

In addition, these areas are served by mass transit, include mixed use development as an allowed land use, and are planned to allow for a commercial density of at least 3.0 Floor Area Ratio in a portion thereof.

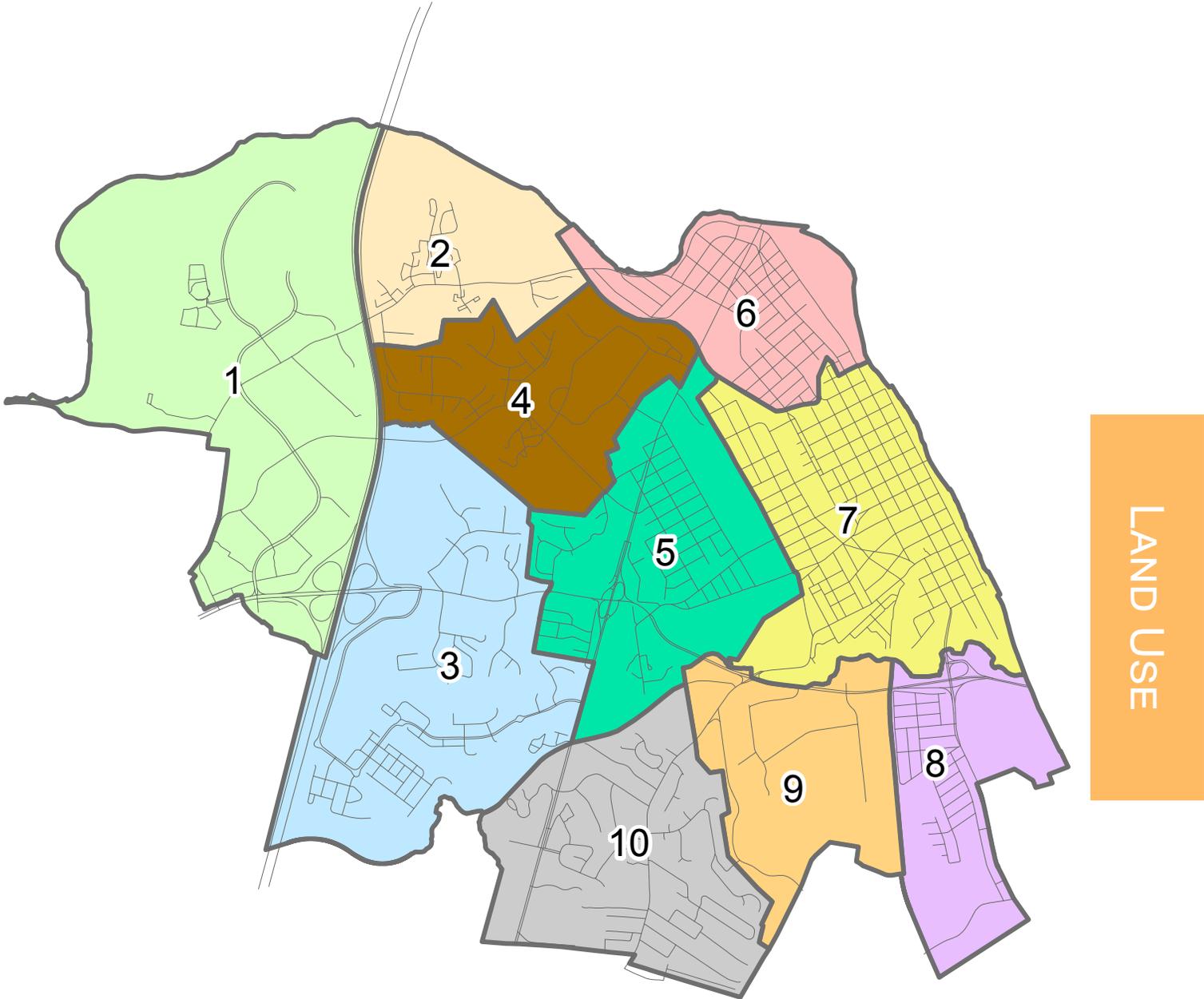
AREA PLANNING

Full-scale small area plans look in detail at the neighborhood specific issues regarding land use, access and mobility, environmental and open space resources, historic resources, and evaluates the appropriateness for revitalization. These small area plans create a thorough understanding of land use patterns, transportation, and community services. These plans help to understand community networks both within these neighborhoods and their connectivity to the City as a whole. As the small area plans are completed, the Comprehensive Plan will be updated to reflect this progress.

The schedule for this planning process is as follows with adoption of completed plans to follow:

- 2017 Area 3 - Route 3 (adopted 10.24.2017) and Area 6 - Princess Anne Street/Route 1 (north)
- 2018 Area 7 - Downtown
- 2019 Area 1 - Celebrate Virginia/Central Park, Area 2 - Fall Hill Avenue, and Area 4 - Hospital/Cowan Boulevard
- 2020 Area 5 - University/Route 1(central), Area 8 - Dixon St./Mayfield, Area 9 - Braehead/National Park, and Area 10 - Lafayette Boulevard/Route 1(south)

MAP 13 PLANNING AREAS



TRANSECTS AS PLANNING TOOL

The small area plans use the concept of “Transects” in forming policy. Transects are a framework that represents the character of our physical environment. It is based upon an organizing tool used originally by ecologists to explain the material progression of habitats from the ocean to the mountains. Within the context of human settlement, Transects are a framework that identifies a range of habitats, from the most natural to the most urban.

These categories include standards that encourage diversity. The forms and uses found within these transects overlap reflecting the gradation of human communities. Transects integrate environmental and zoning methodologies, to support both social habitats and natural ones. Transects zones help to codify similarities in the built environment and direct more seamless transitions from one zone to another.

Each segment in the transect, lends itself to the creation of zoning categories. Transects are most useful for navigating the interconnectedness of use and form. The addition of form based planning elements to the Unified Development Ordinance, UDO, will, in combination with land use zoning districts, implement the Transect designations in Fredericksburg.

TRANSECTS IN FREDERICKSBURG

On the following pages, each Transect is identified by its specific traits of Character, Building Types, Frontages, Commercial Activity, Pedestrian Activity, Building Height, and type of Public Space, as well as the most appropriate Uses within each Transect Zone. These are the elements that are most responsible for the delivery of neighborhood character and move beyond the assumption that meeting the quantitative requirements of land use and zoning are enough to deliver a healthy human environment.

The Transect ideal is calibrated specifically to Fredericksburg’s small area plans. Each Transect is defined on the following pages. Specific details concerning appropriateness, transitions, and the gradation of form should always defer to the protection and support of the neighborhoods.

As of 2018, two neighborhoods have undergone intensive small area planning efforts. As planning continues, the remainder of the City will be added to the General Land Use Map with transect designations.

DESCRIPTIVE AND PRESCRIPTIVE

The use of a Transect based land use designation is both descriptive of current development patterns and prescriptive of desired future development. Where appropriate, the Transect designation is protective of established neighborhoods with rules regarding form that preserve the character. This prevents change in development by describing and aligning with existing patterns. The Transect tool is also used to prescribe areas for desired future development and redevelopment. Transects are established to be permissive and incentivizing to this type of endeavor. Today, property within Fredericksburg is largely built, with a few notable exceptions. While describing these locally-specific Transects, the parameters are also predictive; they prescribe the size, type and character of future infill and redevelopment efforts that will occur through the process of revitalization within these areas.

HOW TO APPLY THE TRANSECTS

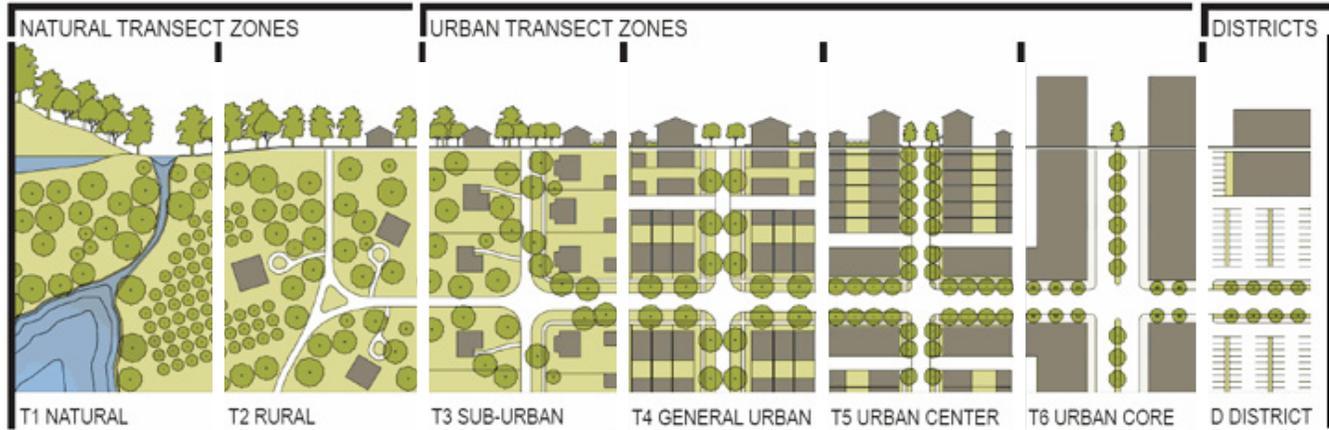
The Transect Map is a depiction of the City divided into zones identified by their character, scale, and land use. Consulting this map is the “first step” in evaluating the appropriateness of future projects. These transect designations will specifically bolster supplementary toolkits and regulations as it suits specific neighborhood revitalization opportunities. The small area plans also highlight key details of the transects form based design as it affects specific neighborhoods.

Over the next few years, the following chapter will be amended to include an in depth analysis for each of the 10 small areas within the City recognizing the opportunities for each and identifying existing historic resources, open space and environmental resources, and addressing issues relating to access and mobility.

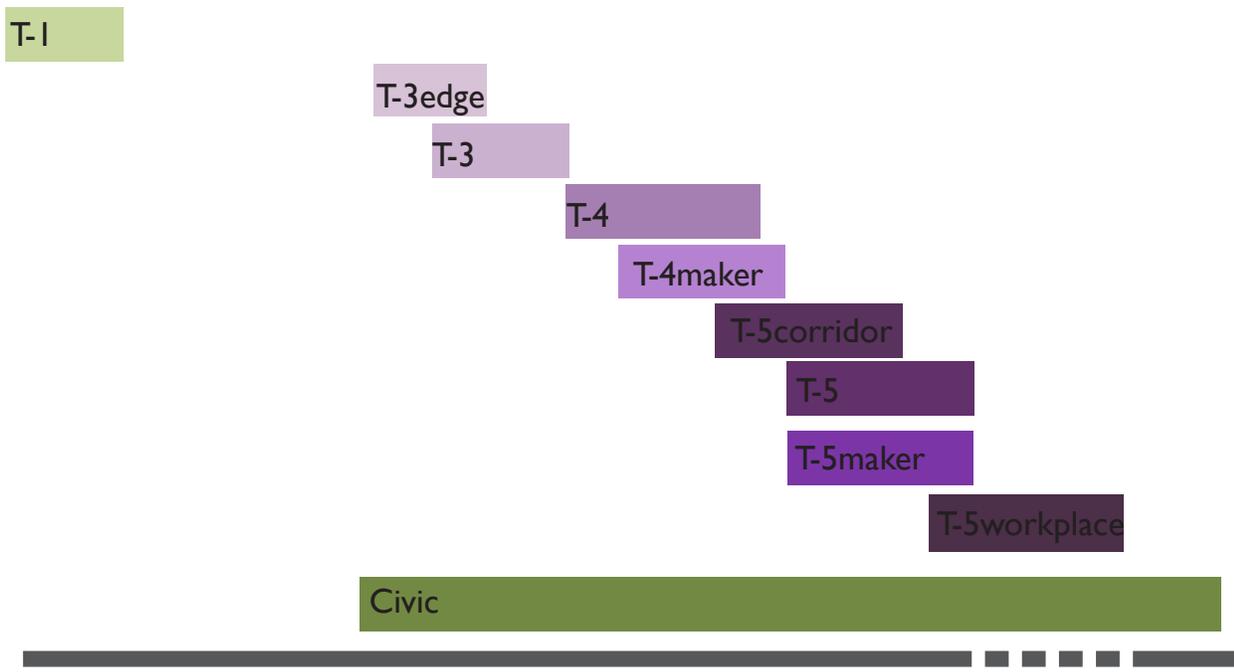
TRANSECT ZONES

THE TRANSECT:

RURAL |||||TRANSECT |||||URBAN



CALIBRATED TRANSECT ZONES IN FREDERICKSBURG TO DATE



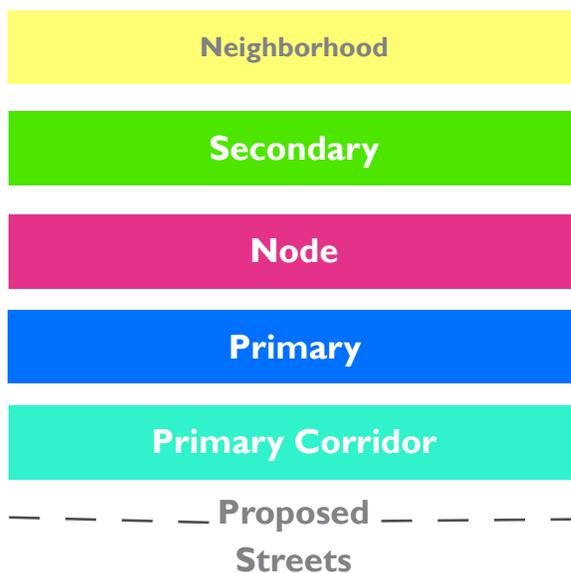
LAND USE

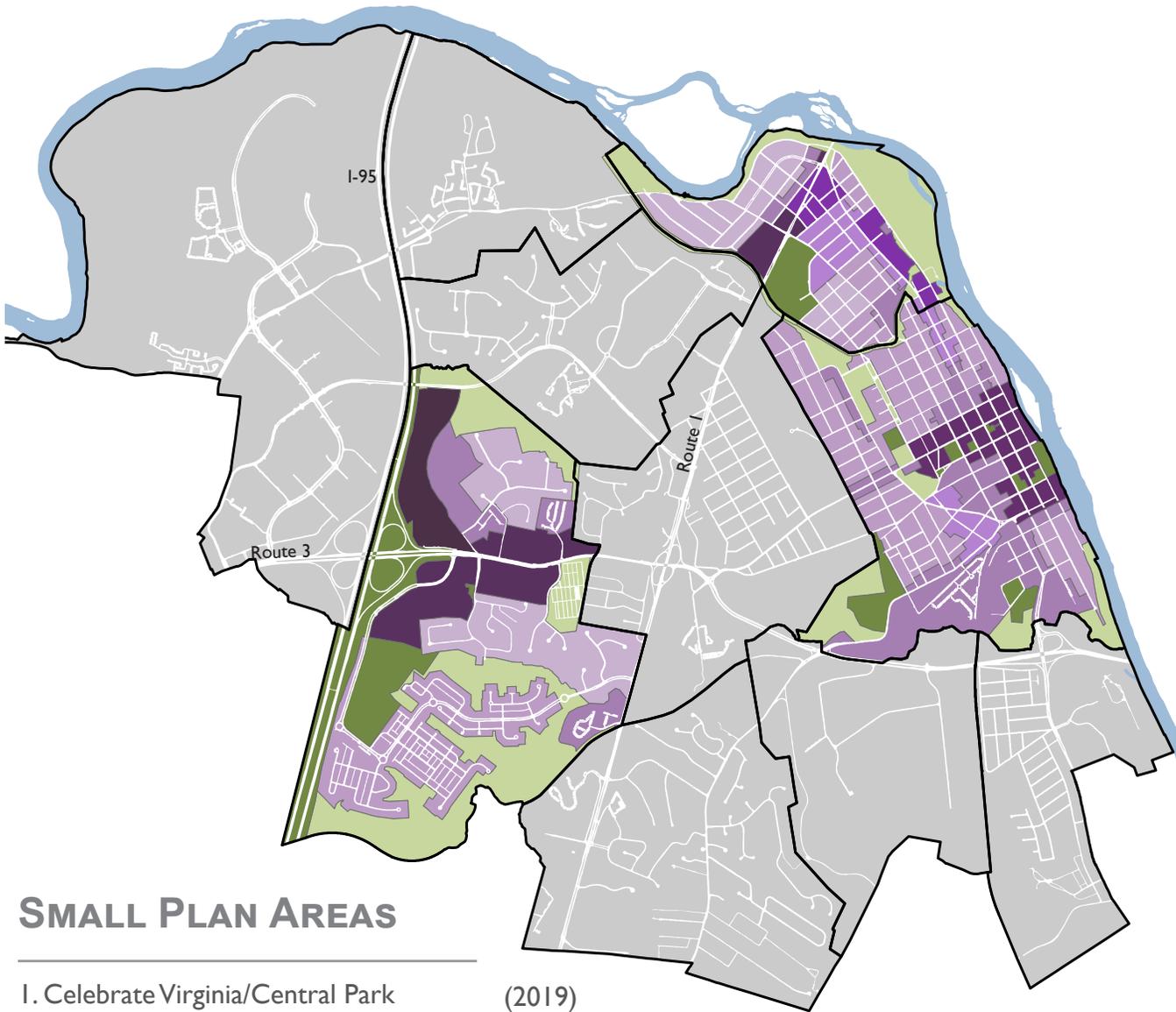
GENERAL LAND USE MAP KEY

Transects



Form Based Code Frontage Designations





LAND USE

SMALL PLAN AREAS

- 1. Celebrate Virginia/Central Park (2019)
- 2. Fall Hill (2019)
- 3. Plank Road/Route 3 (2017)
- 4. Hospital/Cowan Boulevard (2021)
- 5. University/Route 1 (central) (2020)
- 6. Princess Anne Street/Route 1 (north) (2017)
- 7. Downtown (2018)
- 8. Dixon Street/Mayfield (2020)
- 9. Braehead/National Park (2021)
- 10. Lafayette Boulevard/Route 1 (south) (2020)

TRANSECT ZONES

TRANSECT ZONES - BY BUILDING TYPE MATRIX

The Transect tool below diagrams how the Transect is applied to residential housing types and commercial buildings.

The generalized zone definitions below describe their typical urban character, calibrated to the particular conditions of Fredericksburg: settlement pattern and density, residential makeup (form and type), thoroughfare types, and forms of open spaces. In addition, Civic Zones and T-1 (Natural) Zones are used to describe land use patterns, but are not included in this table, as they do not permit residential/commercial uses.

T-3E Sub-Urban-Edge Zone consists of low density residential areas with single family detached homes. Planting is a significant component of this zone, in a combination of regular and naturalistic. Setbacks are relatively deep. Blocks are regular shaped and reflect the terrain. Most streets have curbs and sidewalks, and roads wind to incorporate topography and landmarks.

T-3 Sub-Urban Zone consists of primarily low-to-medium-density residential areas with some opportunity for semi-detached and supplementary commercial activity; corner stores or live/work homes. Planting is a combination of regular and naturalistic. Setbacks are moderate and regular. Blocks are regular shaped. Most streets have curbs and sidewalks.

T-4 General-Urban Zone consists of medium density in a vertical and horizontal mix of uses. May consist of a wide range of building types: detached, semi-detached, and attached houses, small apartment buildings, as well as mixed use buildings and commercial structures. Setbacks and landscaping are variable. A tighter network of streets with curbs and sidewalks define medium-sized blocks.

T-4M General-Urban Maker Zone consists of medium density residential uses, including multi-family, mixed use, attached, multi-unit, and single family homes where appropriate, mixed with commercial and production spaces. Landscaping and setbacks focus on creating a walkable network of blocks with enhanced pedestrian facility concentrated in designated nodes of neighborhood activity.

T-5M Core-Maker Zone consists of a higher density diverse mix of uses including mixed use, multi family, commercial, and production spaces designed around the existing building fabric and infrastructure. Blocks and setbacks along the corridor are irregular with landscaping, building enclosures, and pedestrian enhancements concentrated within designated nodes. Third spaces throughout the area unify the district.

T-5 Urban Core consists of a high density of both a horizontal and vertical mix of uses to accommodate retail, office, a variety of housing types. Emphasis in this transect is on defining the public realm with building facades. Development should control the intensity of uses in this transect.

T-5c Core-Corridor Zone consists of higher density mixed uses to accommodate retail, offices, attached and multifamily housing, as well as typically auto-oriented commercial uses. Access and visibility are paramount to tenant success, but careful consideration must also be paid to the pedestrian environment. Blocks reflect an urban character with regular street trees and plazas.

T-5W Core-Workplace Zone consists of a higher density office environment, with retail and/or service and a residential mix of uses. Access and visibility are paramount to tenant success, but careful consideration must also be paid to the pedestrian environment.



**SINGLE-FAMILY
DETACHED
DWELLING**

Stand alone structures containing one housing unit with front, side, and rear yards, generally fronting on a street.



**SEMI-
DETACHED
DWELLING**

Takes the form of a single family detached dwelling with front, rear, and side yards, generally fronting on a street or open space, 2-4 unit buildings, typified as in-law suites, duplexes, triplexes, and quadplexes and may have associated out-buildings with accessory dwelling units.



**SINGLE-FAMILY
ATTACHED**

Townhomes and in line structures, each unit with its own entrance fronting on streets and open space generally with only front and rear yards with side yards on end units. and may have variation in design and form.



**APARTMENT
BUILDING**

5 or more units in a single structure. Generally common entrance for all units. Usually fronts on a street or open space.



**MIXED-USE
BUILDING**

Typically offers some type of retail, office, or civic frontage with office, hotel, or residences above. Mixed use buildings have minimal side yards and higher requirements for forming a street wall.



**COMMERCIAL
BUILDING**

Office, retail, or production functions.

LAND USE

THE TRANSECTS

T-1 PRESERVED OPEN SPACE TRANSECT ZONE

This T-1 Zone consists of open space and is focused on the protection of currently preserved or planned open space. Large scale changes of use are not intended or encouraged. Improvements are focused on enhancing the public access, enjoyment and utilization of these naturalistic spaces or to offer public services. This transect is often expressed through a public recreational open space and environmental (PROSE) zoning district.

CHARACTER Natural environment, naturalistic plantings

BUILDING TYPE Limited out-buildings permitted.

FRONTAGE Varies.

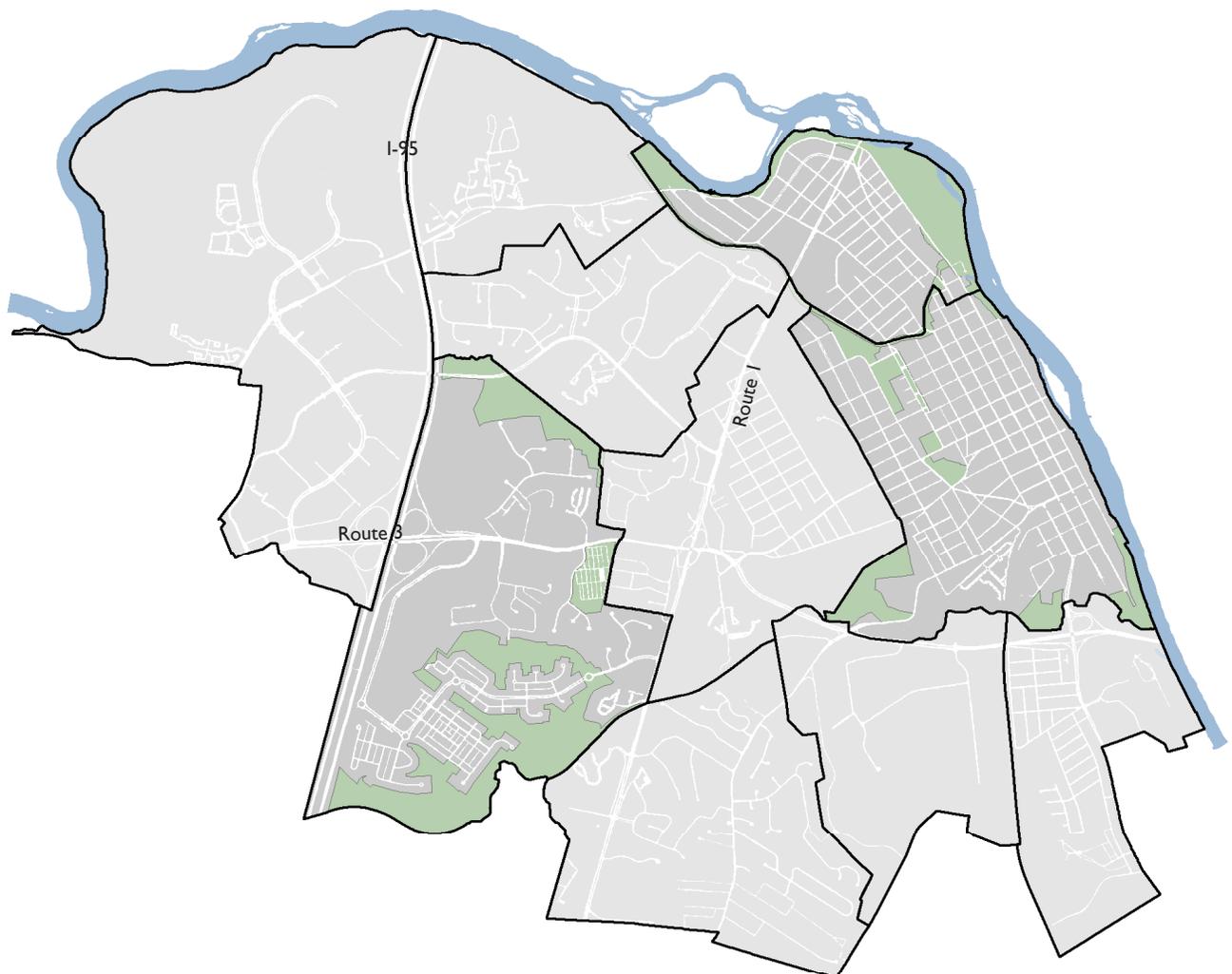
COMMERCIAL ACTIVITY None.

PEDESTRIAN ACTIVITY Moderate.

BUILDING HEIGHT 1-3

PUBLIC SPACE Parks, greenways, historic cemeteries.

USE Active and Passive Recreation Only.



T-3E SUB-URBAN EDGE TRANSECT ZONE

This T-3e Zone consists of single family homes. The T-3e Zone designation is focused on the protection of current neighborhood stability. Large scale changes are not intended or encouraged. Limited future infill and reconstruction is allowed, but only in like kind. Improvements are focused on enhancing connectivity to other zones and in ensuring appropriate - and compatible in scale - transitions to more intense zones. This transect is characterized as 2-4 units per acre with up to .3 commercial Floor Area Ratio. This transect is typically expressed through the R-2 and R-4 zoning districts.

CHARACTER Subdivisions; sub-urban residential communities.

BUILDING TYPE Single Family detached buildings with limited out-buildings permitted.

FRONTAGE Varies; typically generous setbacks and front yards.

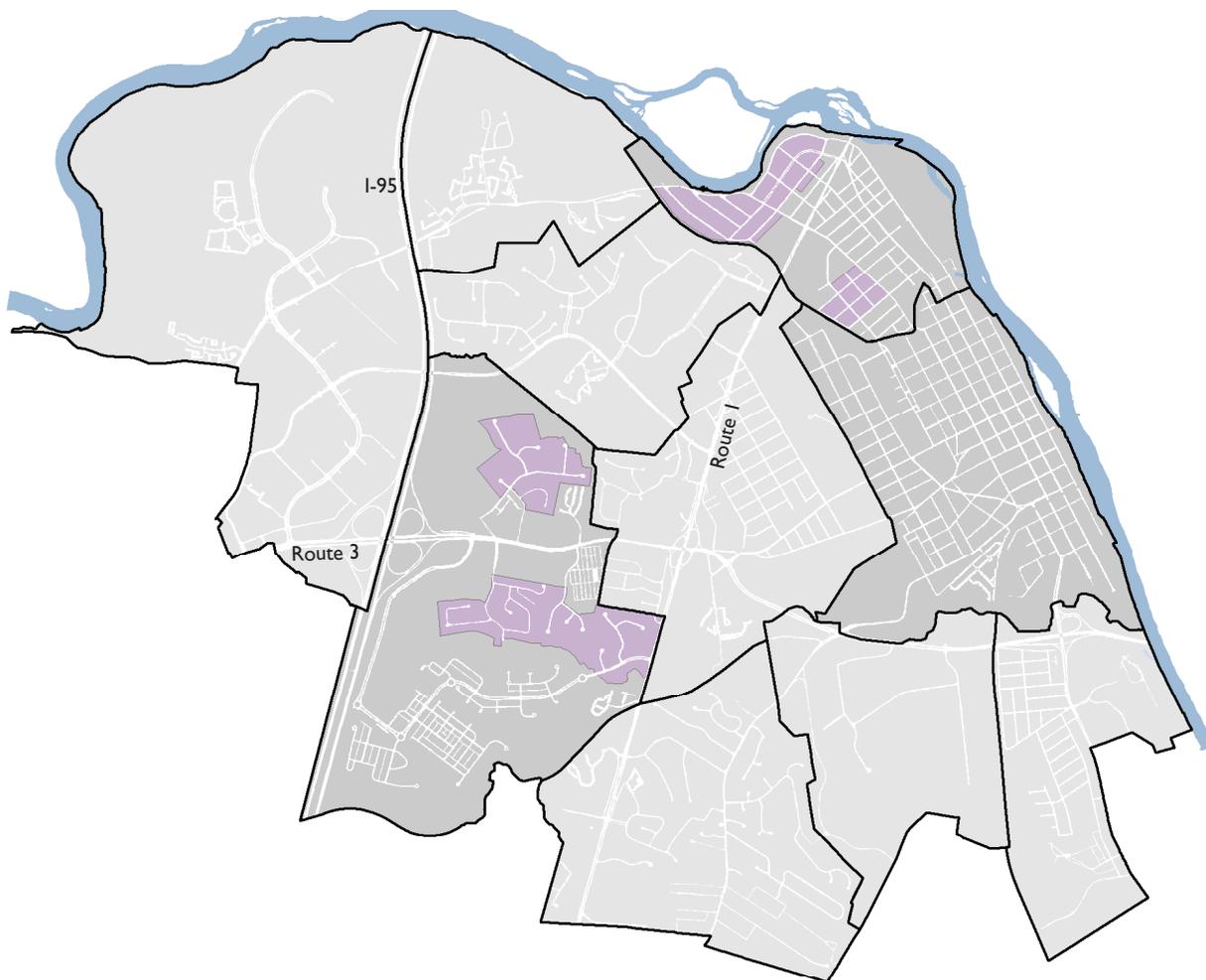
COMMERCIAL ACTIVITY None.

PEDESTRIAN ACTIVITY Low to moderate.

BUILDING HEIGHT 1 -2.5 story maximum.

PUBLIC SPACE Schoolyards, Parks and Greenways.

USE Residential Only.



T-3 SUB-URBAN TRANSECT ZONE

This T-3 Zone currently consists of a mix of single family homes and townhouses, with a scattering of cluster homes compatible in scale to single family homes, and very limited ground floor commercial use. Infill and redevelopment opportunities are limited to the intended mix of types listed below. Improvements are focused on enhancing connectivity to other zones and in ensuring appropriate transitions to more intense zones. This transect is characterized as with up to 4-8 units per acre and up to .5 commercial Floor Area Ratio. This transect is often expressed through the R-4, R-8, and PD-R zoning districts.

CHARACTER Mixed house types in sub-urban neighborhoods with an emphasis on single family homes.

BUILDING TYPE Single-family detached, semi-detached, and attached homes and live/work units may also be appropriate if consistent with neighborhood patterns.

FRONTAGE Typically modest setbacks – often including front yards and occupied by porches.

COMMERCIAL ACTIVITY Minimal.

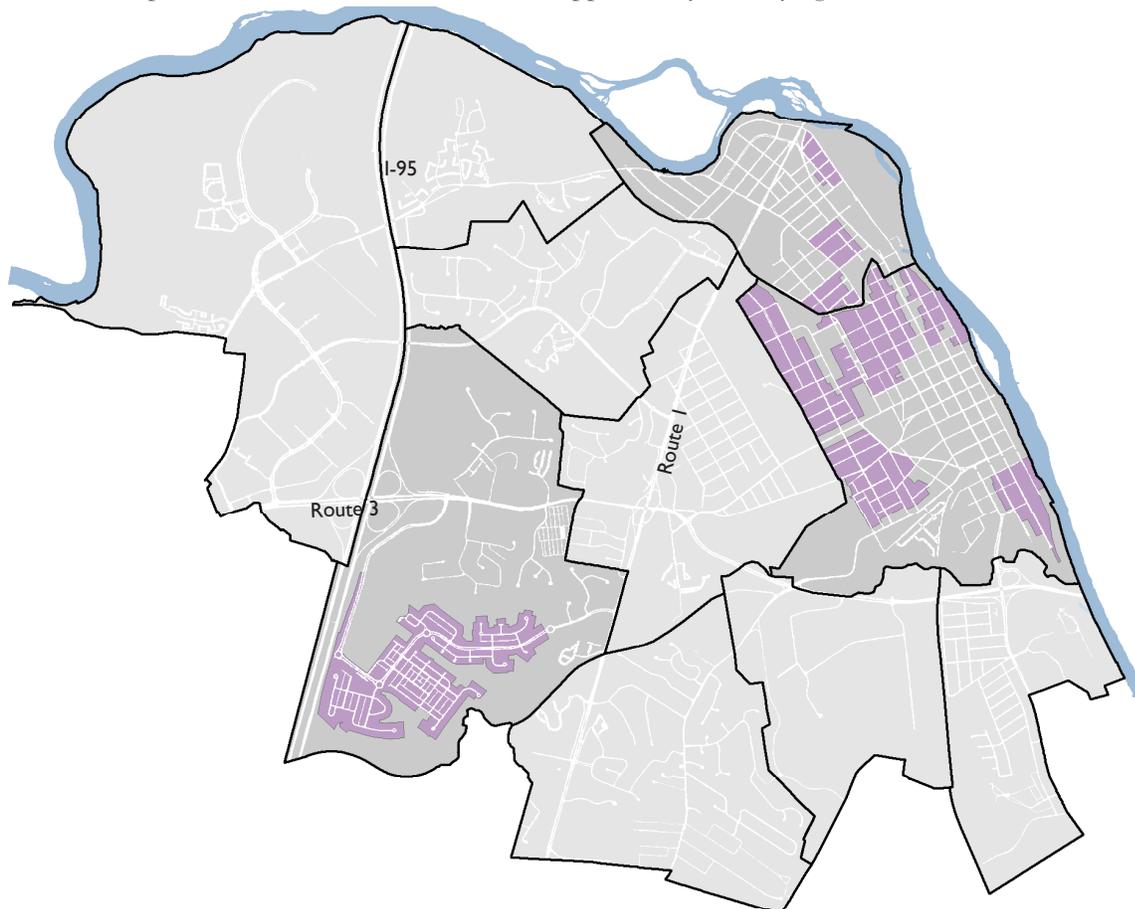
PEDESTRIAN ACTIVITY Moderate.

BUILDING HEIGHT 1-3 story maximum.

PUBLIC SPACE Schoolyards, Parks, Greens, Squares, Trails and Playgrounds

USE Predominantly Residential.

*Home occupation office, live/work retail where approved by underlying zone.



T-4 GENERAL-URBAN TRANSECT ZONE

T-4 zones exist with a horizontal mix of uses ranging from commercial property types, to attached and multi-family residential buildings. Mixed use developments are also appropriate in this zone. Improvements are focused on encouraging development, infill, and redevelopment in a sustainable, integrated, and walkable pattern. This transect is characterized as up to 8-16 units per acre with a commercial Floor Area Ratio of up to .5 to 1.0. This transect is often expressed through the R-8, R-12, PD-R, CT, CH, and PD-MU zoning districts.

CHARACTER Generous mix of uses at the ground level, mostly residential above and adjacent in an urban form.

BUILDING TYPE Commercial buildings, attached and multifamily residential buildings, and multi-story mixed-use buildings permitted.

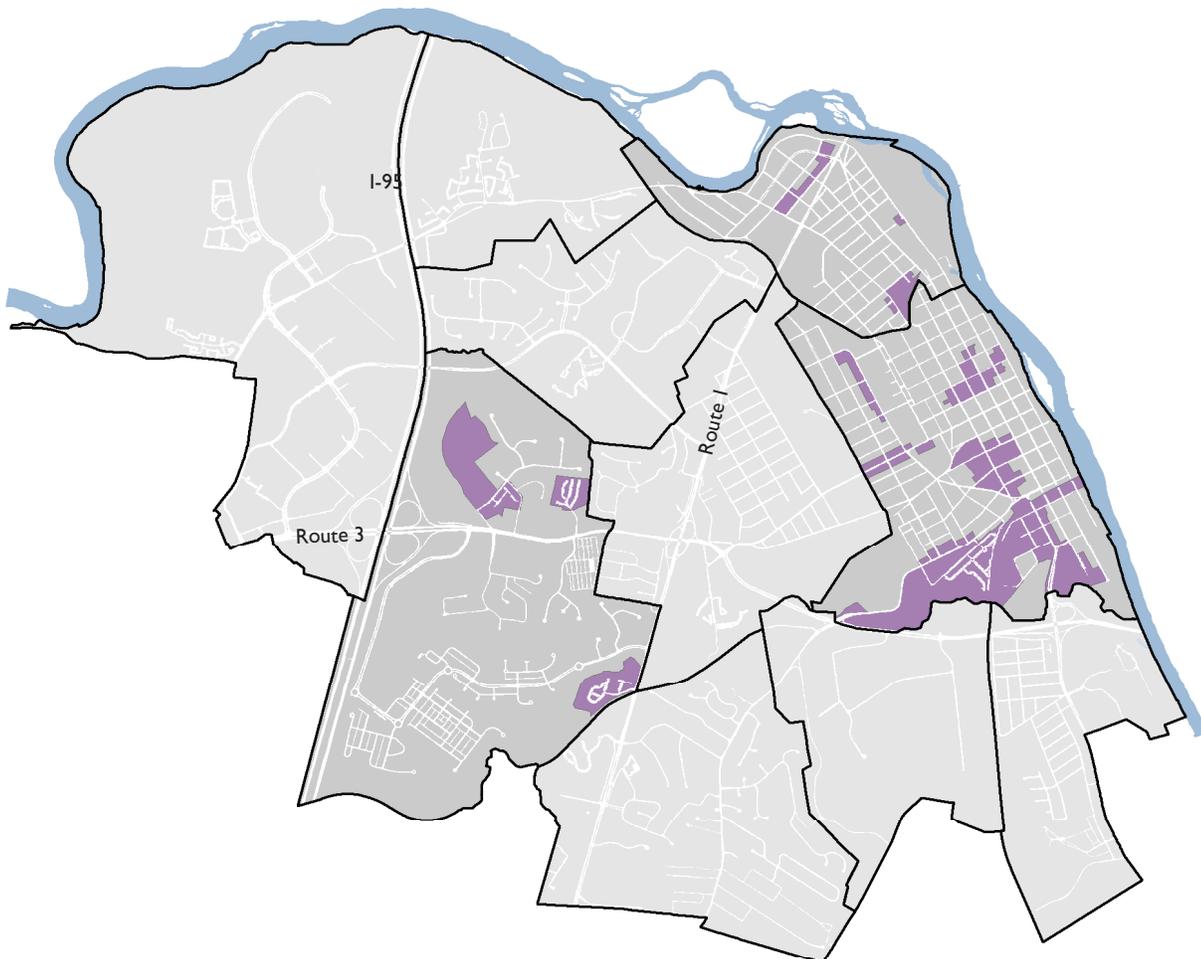
FRONTAGE No setbacks required - buildings should shape public realm.

COMMERCIAL ACTIVITY Medium to High.

PEDESTRIAN ACTIVITY Medium to High

BUILDING HEIGHT 1-3 stories with 4 stories appropriate under special review; taller buildings transitioning to lower buildings at borders of the T-3e zone. Buildings immediately adjacent to T-3e zones should be of a compatible height to existing neighborhood structures.

PUBLIC SPACE Streets, Squares, Greens, and Plazas.



T-4M GENERAL-URBAN MAKER TRANSECT ZONE

T-4 maker zones are designed to foster the new creative and urban production economy by providing opportunities for individuals to grow both workplace and homestead designed around existing neighborhood heritage. These areas are encouraged to grow through infill and redevelopment in a sustainable, integrated, and walkable pattern. These areas contain a healthy mix of uses including residential forms of all scales as well as commercial and production buildings. These buildings, and the infrastructure necessary to support their redevelopment, are an integral part of the character of the neighborhood. Incentives for preserving the existing building stock and for creating affordable and workforce housing are encouraged. This may be achieved through a transfer of development rights program to be explored further within the small area plans. These areas are defined by corridors to facilitate industrial activity, nodes designed around pedestrian comfort, and third spaces to foster public activity. This transect is characterized as up to 8-16 units per acre with higher densities possible under special review and with a commercial Floor Area Ratio of 1.0 to 1.5. This transect is often expressed through the Creator Maker zoning district.

CHARACTER Development of varying forms to support creative uses, vibrant walkable nodes for pedestrian activity, and third spaces for public activity. Development is designed around existing historic fabric to set the form and supports the infrastructure and architecture necessary to facilitate maker uses .

BUILDING TYPE Residential buildings of varying forms as well as multi-story mixed-use and commercial buildings permitted along with production facilities with infrastructure to support maker uses. Reuse of existing building stock is encouraged at all opportunities.

FRONTAGE Buildings are encouraged to shape the public realm within designated nodes but may vary along corridors with specific building placement respecting sight lines to contributing buildings.

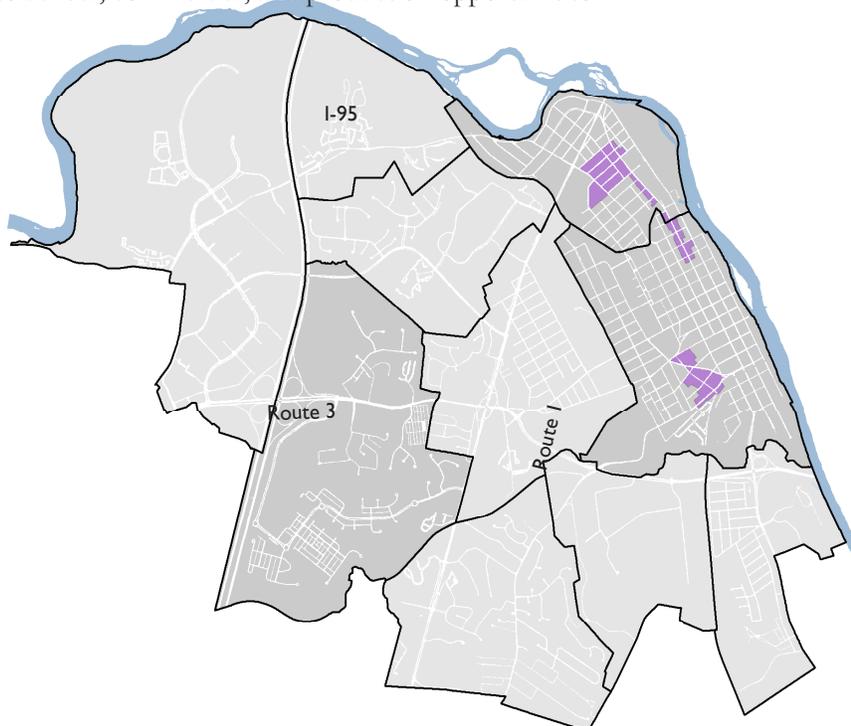
COMMERCIAL ACTIVITY High - Production and Sales

PEDESTRIAN ACTIVITY High

BUILDING HEIGHT 1-3 stories with 4 stories appropriate under special review; with appropriate transitions where areas meet single family detached neighborhoods.

PUBLIC SPACE Squares, greens, parks, and playgrounds.

USE Mixed residential, commercial, and production opportunities.



T-5M AREA CORE MAKER TRANSECT ZONE

T-5 maker zones are designed to foster the new creative and urban production economy by providing opportunities for individuals to grow both workplace and homestead designed around existing neighborhood heritage. These areas are encouraged to grow through infill and redevelopment in a sustainable, integrated, and walkable pattern. These areas contain a healthy mix of uses including residential forms of all scales as well as commercial and production buildings. These buildings, and the infrastructure necessary to support their redevelopment, are an integral part of the character of the neighborhood. Incentives for preserving the existing building stock and for creating affordable and workforce housing are encouraged. This may be achieved through a transfer of development rights program to be explored further within the small area plans. These areas are defined by corridors to facilitate industrial activity, nodes designed around pedestrian comfort, and third spaces to foster public activity. This transect is characterized as up to 12-24 units per acre with higher densities possible under special review and with a commercial Floor Area Ratio of 1.0 to 3.0. This transect is often expressed through a Maker zoning district.

CHARACTER Development of varying forms to support creative uses, vibrant walkable nodes for pedestrian activity, and third spaces for public activity. Development is designed around existing historic fabric to set the form and supports the infrastructure and architecture necessary to facilitate maker uses.

BUILDING TYPE Residential buildings of varying forms as well as multi-story mixed-use and commercial buildings permitted along with production facilities with infrastructure to support maker uses. Reuse of existing building stock is encouraged at all opportunities.

FRONTAGE Buildings are encouraged to shape the public realm within designated nodes but may vary along corridors with specific building placement respecting sight lines to contributing buildings.

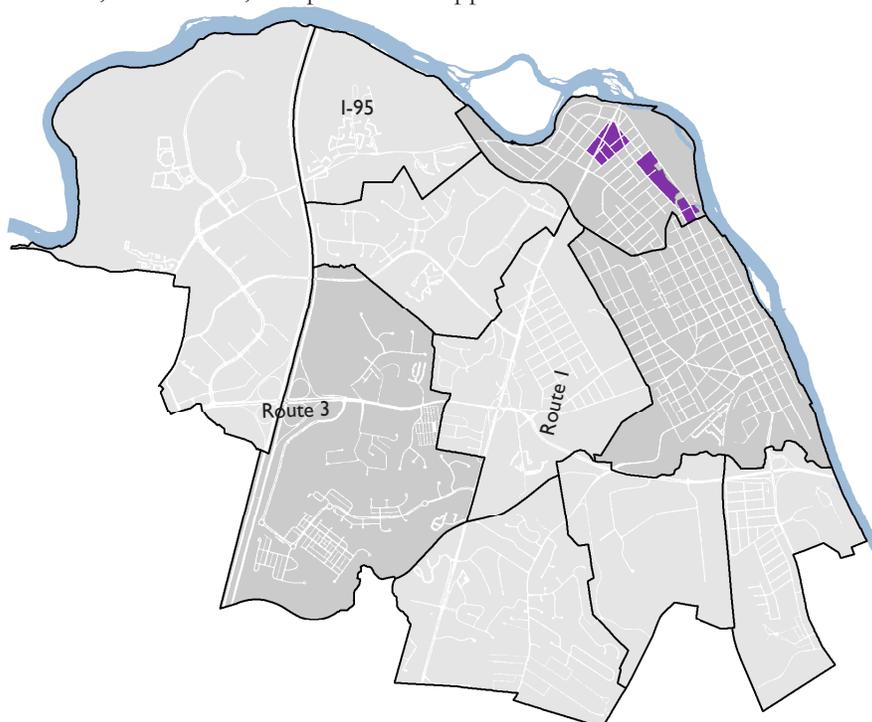
COMMERCIAL ACTIVITY High - Production and Sales.

PEDESTRIAN ACTIVITY High

BUILDING HEIGHT 1-4 stories with 5 possible under special review; with appropriate transitions where areas meet single family detached neighborhoods.

PUBLIC SPACE Courtyards, Plazas, Roof Gardens, and Squares

USE Mixed residential, commercial, and production opportunities.



T-5c AREA-CORE CORRIDOR TRANSECT ZONE

This T-5c Zone currently includes typically auto-oriented commercial uses but is appropriate for redevelopment due to its major corridor access and the availability of mass transit. Redevelopment will create a sustainable and urban development pattern that may include upgraded commercial uses, higher density multi-family development and single family attached homes to buffer adjoining single-family neighborhoods, as appropriate. This evolution must include improvements to access and mobility, especially at corridors, appropriate transitions, and improvements to the entry sequences along arterials. Here, access and visibility are paramount to tenant success, but careful consideration must also be paid to the pedestrian environment. Properties in this zone are likely to remain in their current state in the near term with interim improvements encouraged. This transect is characterized as up to 12 -20 units per acre with a commercial Floor Area Ratio of up to 1.0 to 3.0 as appropriate with adjoining land uses and within a redevelopment scenario. This transect is often expressed through the R-12, PD-R, PD-MU, and CH zoning districts.

CHARACTER Vibrant, walkable and concentrated retail and commercial ground plane with potential for housing above creating a healthy mix of uses in an integrated urban form.

BUILDING TYPE Mixed, single-use and multi-use buildings; commercial, retail and residential.

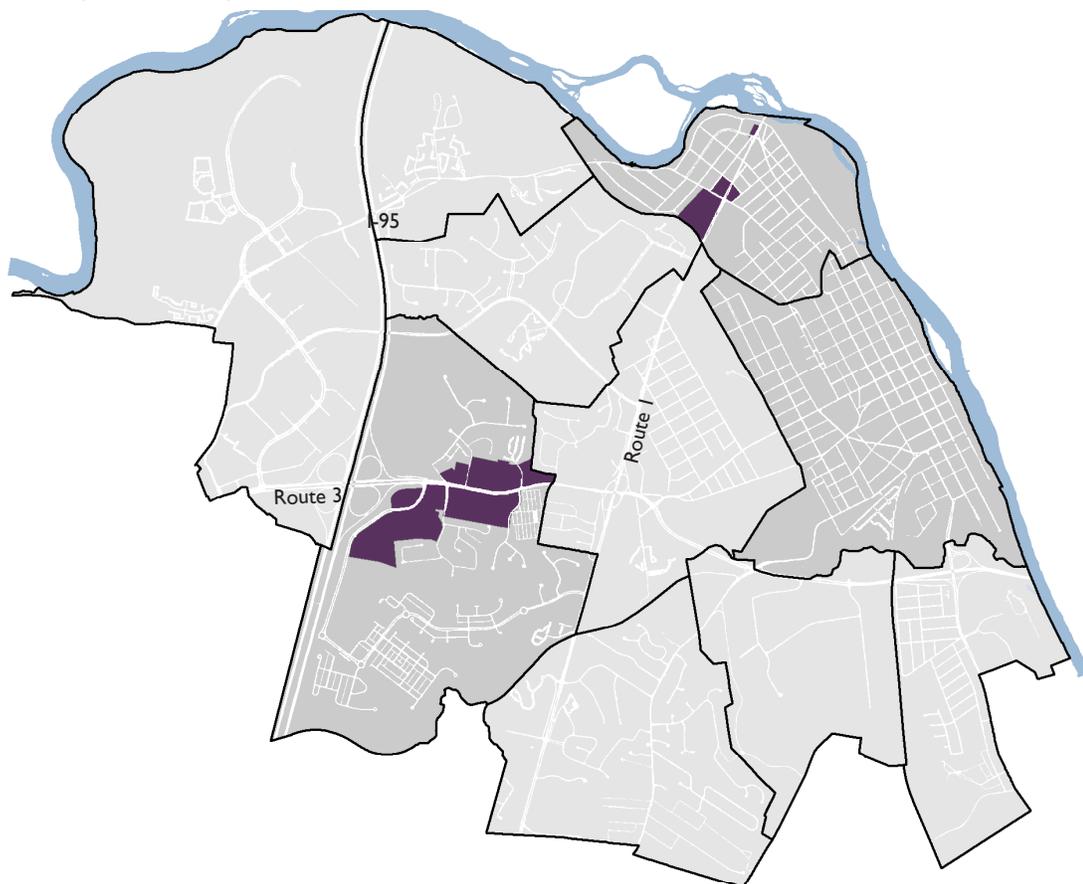
FRONTAGE Varies.

COMMERCIAL ACTIVITY High.

BUILDING HEIGHT 2-5 stories; with taller buildings transitioning to lower buildings at borders of the T-3e zone. Buildings immediately adjacent to T-3e zones should be of a compatible height to existing neighborhood structures.

PUBLIC SPACE Streets, courtyards, plazas, and roof gardens.

USE Mixed-use, commercial, and residential



T-5w AREA-CORE WORKPLACE TRANSECT ZONE

T-5w transect areas are large parcels suitable for primarily commercial workplace uses with large scale development with a mix of uses, and focused, high density commercial activity. This transect is characterized as a commercial Floor Area Ratio of up to 1.0 to 3.0 and up to 12-30 units per acre. This transect is often expressed through the PD-C, PD-MC, and CH zoning districts.

CHARACTER Predominately commercial with some mixed use and residential opportunities. Strong expectation for cohesive character.

BUILDING TYPE Commercial, retail and residential with Mixed, single-use and multi-use buildings

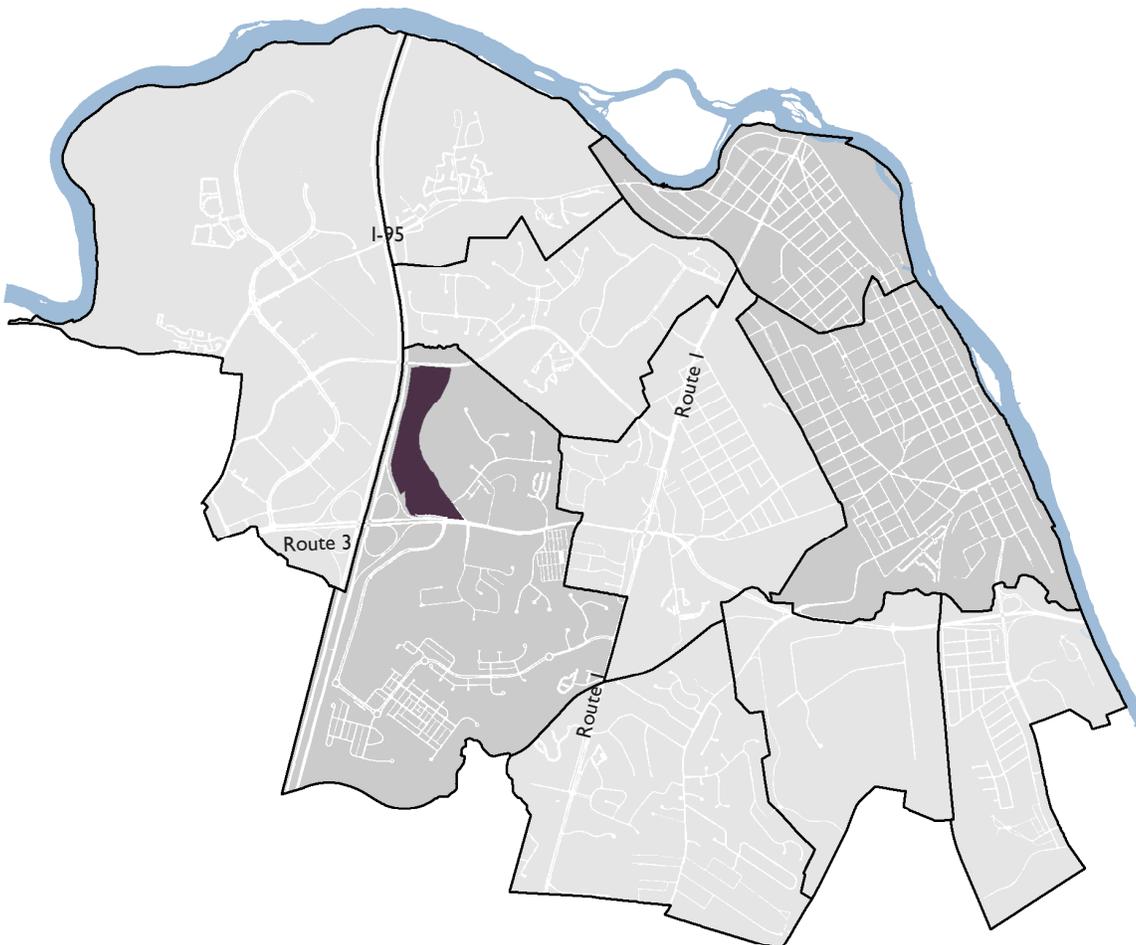
FRONTAGE Varies.

COMMERCIAL ACTIVITY Workplace, with additional service and retail for direct support of tenant.

BUILDING HEIGHT 4-8 stories.

PUBLIC SPACE Parks, plazas, courtyards, and roof gardens.

USE Predominately commercial workplace with up to 10% of total gross square footage for residential permitted. The correct metric will be determined at time of General Development Plan.



T-5 URBAN TRANSECT ZONE

The T-5 transect identifies Fredericksburg's downtown commercial core. The core contains a healthy mix of horizontal and vertically mixed-use buildings, densely developed blocks with little or no setbacks, continuously busy sidewalks, and a variety of housing opportunities. The Retail Priority Area is the heart of historic Fredericksburg's commercial legacy. The Priority Area is designated within T-5 to identify the blocks where targeted efforts to promote and retain true retail frontage should occur.

The form of development should control the intensity of use in this transect. The T-5 Transect is characterized by up to 36 units per acre by-right with more appropriate under special review. A commercial floor area ratio (FAR) of up to 3.0 is appropriate. This transect zone should be expressed through the Commercial Downtown Zoning District.

CHARACTER Vibrant and walkable because of commercial concentrated retail and commercial ground plane. Housing and variety will further enhance viability and commercial activity.

BUILDING TYPE Re-used buildings; Mixed single-use and multi-use buildings; commercial, retail, and residential.

FRONTAGE No setbacks.

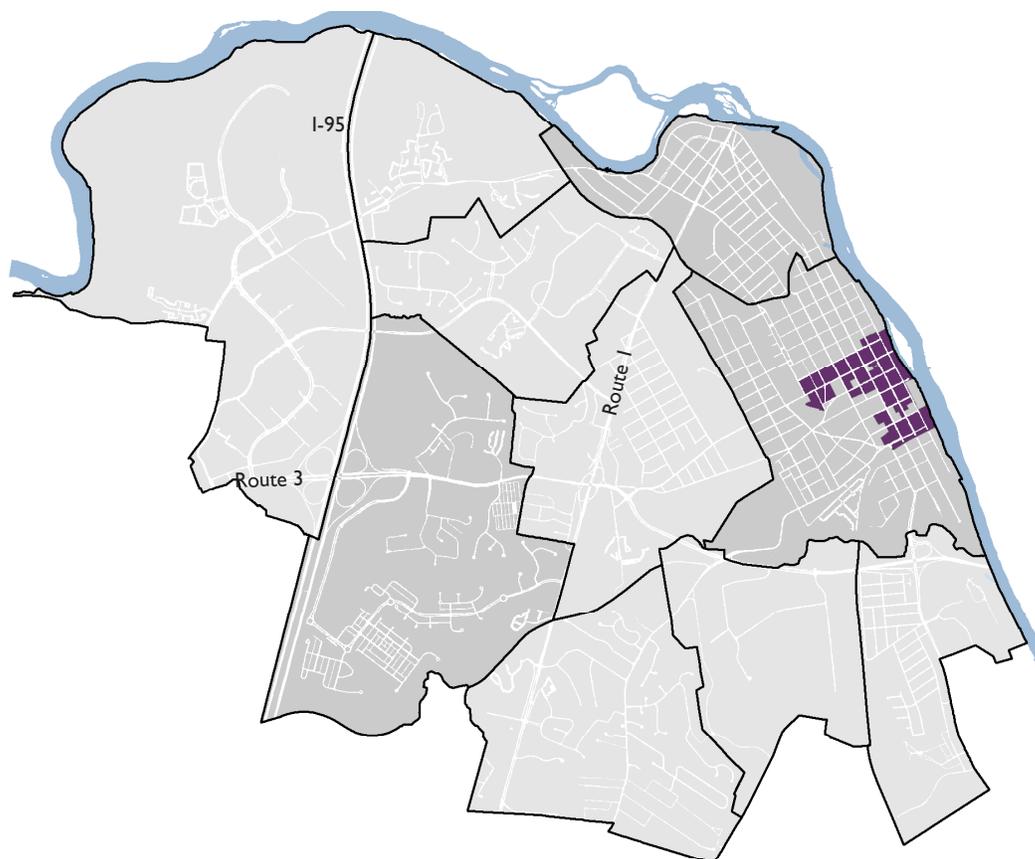
PEDESTRIAN ACTIVITY High.

COMMERCIAL ACTIVITY High.

BUILDING HEIGHT 2-4 stories.

PUBLIC SPACE Streets, courtyards, plazas, squares, and roof gardens.

USE Residential, cultural, entertainment, and mixed-use but predominantly commercial on the ground floor.



CIVIC TRANSECT ZONE

The Civic Zone consists of public spaces and civic structures. The Civic Zone designation is focused on recognizing sites that include public institutional uses. Large scale changes are not intended or encouraged. Limited future infill and reconstruction is allowed, but only in like kind. Improvements should focus on enhancing connectivity to other zones. This transect is expressed through the Public, Institutional and Open Space zoning district.

CHARACTER Civic institutional uses of varying scaled and building types.

BUILDING TYPE Civic.

FRONTAGE Varies.

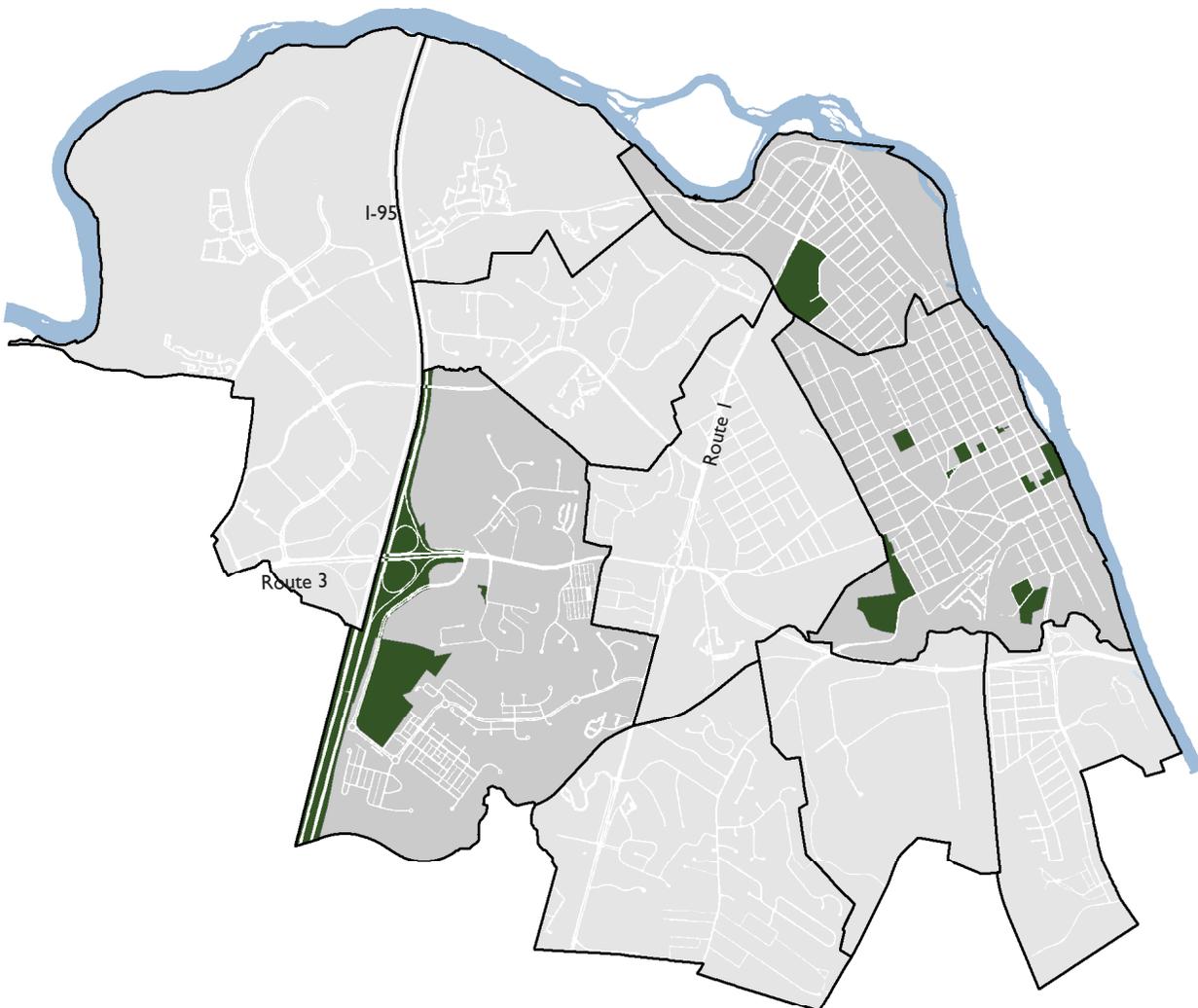
COMMERCIAL ACTIVITY None.

PEDESTRIAN ACTIVITY Moderate.

BUILDING HEIGHT 1-3 story maximum.

PUBLIC SPACE Schoolyards, Parks and Squares.

USE Civic use only; public activities.



LAND USE

SPECIAL DISTRICTS

In some areas additional special districts were required to adequately describe the desired form of future development. These districts are areas with unique function, disposition, or configuration that does not conform to the baseline transect zones and therefore requires a unique designation to reflect these specifics. These details will be explored in the respective small area plans.

LAND USE PLANNING AREA 7: DOWNTOWN

GENERAL CHARACTER

Planning area 7 includes the historic City Core, adjacent residential neighborhoods, and several distinct commercial areas on key entrance corridors. This planning area is the oldest part of the City. The historic buildings and streetscapes create walkable urban fabric that lends great value to the City as a whole. These assets are irreplaceable and foster an integrated community that meets all daily needs in a sustainable fashion.

Area 7 serve is not only as the downtown for the City but for the entire region. To that end, the planning for the small area has been done with three levels of users in mind: residents of area 7, local visitors and users, and out-of-town tourists.

Area 7 is diverse in many aspects. Available transportation infrastructure allows people to walk, bike, ride the train, or use vehicles. The area accommodates many land use markets including varying scales of commercial, office, retail, industrial and production uses. The full spectrum of residential opportunities are integrated throughout the area and supports all stages of living while providing meaningful choice.

The wealth of open spaces enmeshed throughout area 7 are invaluable resources for the community. The Rappahannock riverfront synergizes with the Downtown core. Area 7 also contains a series of plazas, pedestrian improvements, and civic spaces ranging from small parks and plazas to the Fredericksburg National Battlefield. Networks of these open spaces link the Heritage Canal Path and the Virginia Central Railway Trail. Area 7 encompasses natural spaces including Hazel Run and City owned acreage at the stream's confluence with the Rappahannock River.

THE CHALLENGES

- The riverfront area is disconnected, overgrown, and underused.
- Pedestrian, bicycle, and transit networks, while strong, require upgrade and extension to complete the network.
- The expense and challenge of maintaining and renovating historic structures can lead to demolition by neglect.
- Businesses face a changing market environment and must adapt to the next generation of economic evolution. Existing regulations prove challenging for small scale entrepreneurs to create modern businesses and should be simplified wherever possible.
- The current patchwork of inefficient and outdated zoning districts prohibit healthy adaptive reuse in the core and create incompatible development in surrounding areas. New incompatible development may create conflicts between commercial and residential land uses.
- Current parking regulations prioritize inefficient car storage over meaningful placemaking, leading to large swaths of asphalt disrupting urban character and applying pressure to demolish structures to provide parking.
- Residential neighborhoods in Area 7 have strong form, unique architectural character, and a diverse mix of affordable housing types. New development may create conflicts between commercial and residential land uses.
- Existing one-way-pair-traffic patterns were designed to move cars quickly through the City, which creates volume and speed issues negatively impacting residential areas and smaller commercial corridors.
- Demands on civic amenities, parks, and open spaces continue to increase with Fredericksburg's role as Downtown for the entire region supporting larger events for a growing and changing regional population.

THE OPPORTUNITIES

- Activate the riverfront creating a unified cultural and recreational corridor on the east side and an urban edge on the west side of Sophia Street.
- Prioritize the human scale by expanding bicycle and pedestrian corridors, increasing pedestrian streetscapes and nodes, and facilitating the East Coast Greenway for bicycles across the Chatham Bridge and through Downtown.
- Accommodate the expansion and upgrade of the City’s train station. Work with rail and transit stakeholders to establish the railway station area with opportunities for multimodal integration and provide additional parking for rail users with direct access from the Route 3 Dixon interchange.
- Protect historic resources through careful adaptive reuse of existing buildings and appropriate new construction. Support redevelopment that respects historic form, but without dictating architectural style or limiting creativity.
- Encourage Area 7’s commercial land use to evolve. Expand Creative Maker Districts along north Princess Anne Street and in the Jackson Warehouse District. Work with Fredericksburg Virginia’s Main Street to develop an appropriate mix of businesses that keep downtown a viable urban center.
- Identify emerging walkable urban spaces (including the proposed Creative Maker Districts as well as those on William Street, Lafayette Boulevard and around the Train Station) and right size zoning and development standards to nurture appropriate infill and incremental growth. Where appropriate, evolve density based zoning to form based districts.
- Modify existing parking requirements to implement the SmartCode standards calibrated for the City to balance the need for car storage with a strong building envelope and meaningful open space.
- Promote residential and mixed-use development in corridors and the downtown core. Protect the existing variety of missing middle housing types within neighborhoods. Develop an Accessory Dwelling Unit ordinance that permits existing neighborhoods to evolve to meet the changing housing needs. Protect established residential neighborhoods from commercial development, through transitional uses and design standards that minimize adverse impacts.
- Evaluate the conversion of a portion of one-way streets back into two-way streets to slow traffic through neighborhoods increasing pedestrian safety and comfort while maintaining traffic flow and on-street parking.
- Continue creative evolution of City-Owned resources to include new amenities to serve residents and support the community as a regional hub for parks, open space, recreation, and events.

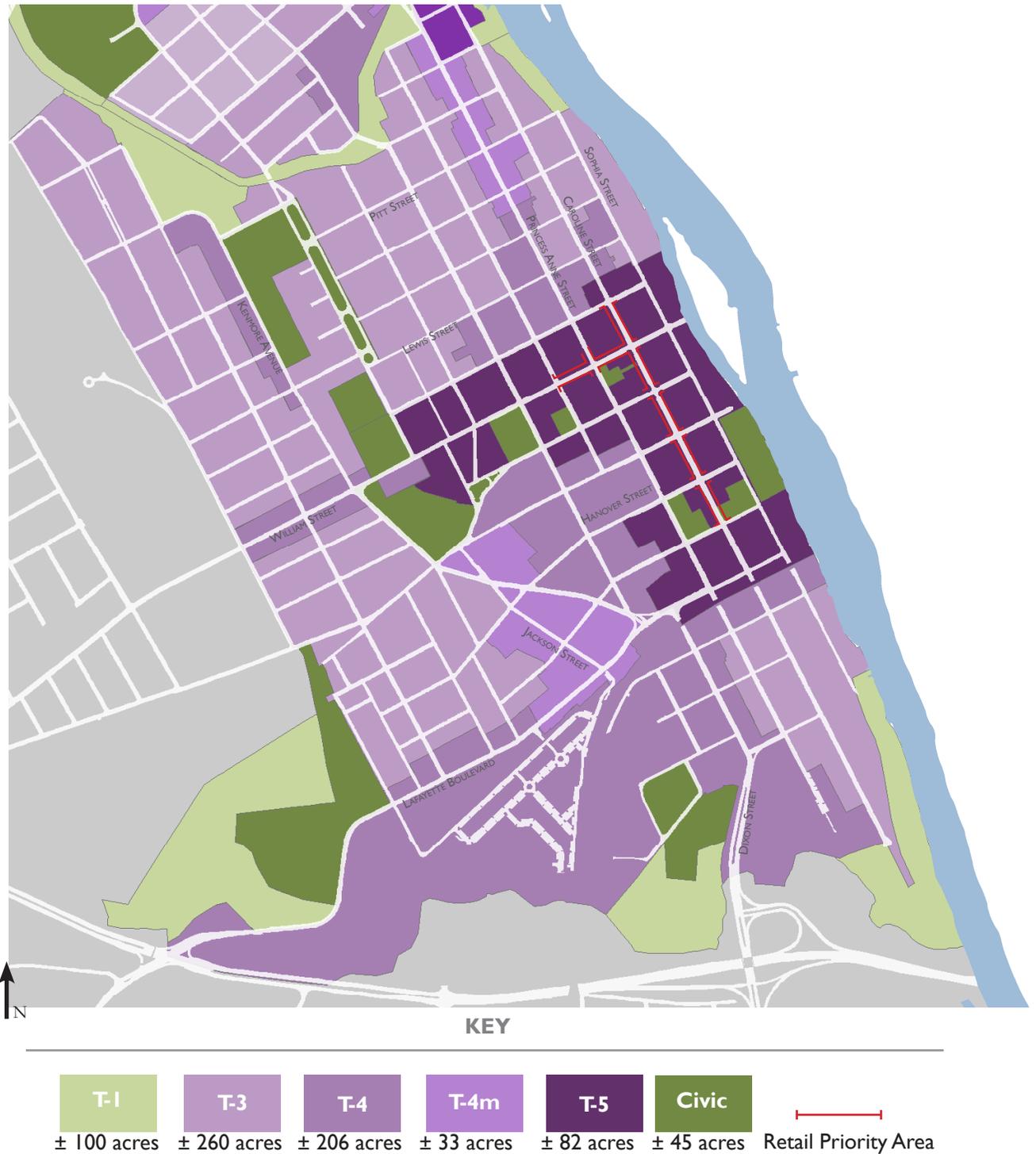
MARKET ANALYSIS

Area 7 has unique urban fabric, which creates the opportunity for destination oriented and experiential non-residential uses. The historic core should be a “retail priority area” and the vibrant collection of food and beverage service establishments should be encouraged to expand. Area 7 has a unique office market where older buildings are renovated for sole proprietorships. Their prevalence is an indication that the office market in Area 7 has the potential to expand, especially by providing professional and flex office space near the municipal office core. Targeted enabling legalization of maker / light production uses will encourage the adaptive reuse of character structures originally designed to suit those uses. Hotel and historic lodging opportunities are present in Area 7, especially adjacent to the historic core. Residential housing, especially infill projects compatible with the surrounding fabric, are an important way to stabilize historic structures and the aging corridors leading to the historic core. The existing stock of missing middle housing prevalent in Area 7 should be protected and used as a template for compatible, sustainable infill. Bringing these structures into a conforming status will allow for their continuation of use and form.

TRANSECT MAP

The transect map illustrates the zones used to identify current settlement and commerce patterns and to direct new development, infill development, or redevelopment within Area 7. This was developed after studying the existing and anticipating the future built environment. Area 7, which is served by public transportation, includes opportunities for revitalization with integrated mixed-use and some areas for higher density development.

Area 7 consists of six standard transect zones.



PART III

CIVIC Within Area 7, the civic transect consists of public spaces and civic structures. This designation is focused on recognizing sites that include public institutions where large scale changes are not intended or encouraged. Improvements should focus on integrating these assets to and through their adjoining neighborhoods to serve as community assets. Improvements to these areas should include upgrades to Market Square and expansion of Executive Plaza as a community resource with pedestrian oriented seating and interactive elements. The Farmers Market should be able to expand to an all season venue within the Rescue Station should they ever relocate from their William Street location. Reuse of the Renwick Courthouse and other publicly held assets into private facilities of community use may be allowed as conditions change.

T-1 (PRESERVED OPEN SPACE) Environmentally sensitive areas, natural parks and fields, the canal, and the floodway outside of the core downtown are categorized as T-1. Large scale changes of use are not intended or encouraged. Improvements are focused on enhancing the public access, enjoyment and utilization of these naturalistic spaces or to offer public services. The floodway should be protected as a natural resource.

T-3 (SUB-URBAN) The neighborhoods surrounding the downtown are categorized as T-3. These neighborhoods have a tight network of connected streets of primarily small lot single family detached housing with a strong mix of residential types. Existing densities routinely exceed the existing zoning. These neighborhoods are well established and walkable. Missing middle housing types are prevalent throughout these areas and the mixture of these forms create a cohesive neighborhood for all stages of living. Allowing accessory dwelling units is one option to continue this pattern of appropriate incremental growth. The building mix in the T-3 Zone are compatible in form and scale to single family homes with some ground floor commercial use in some areas. Infill housing should reflect this pattern. Much of these areas were designed around alleys and reclaiming and maintaining these resources will continue to support the neighborhood. One-way-pairs through these neighborhoods lead to increased speeds and pedestrian discomfort. Their reversal to two-way should be considered to improve neighborhood livability. Improvements are focused on enhancing connectivity to other zones and in ensuring appropriate transitions to more intense zones. With support from the majority of residents, these neighborhoods would benefit from the creation of a neighborhood pattern books or character/conservation districts. Current densities in this neighborhood range from 4 to 20 units an acre.

T-4 (GENERAL-URBAN) This T-4 Zone currently consists of a mix of uses with a range of use types including commercial, mixed-density residential, and some vertical mixed-use. In Area 7, T-4 areas are typically found on key corridors leading to and from the downtown with more intense use patterns. Improvements in these areas should focus on encouraging infill and redevelopment to conform to a sustainable, integrated and walkable pattern. The pedestrian realm should be maximized and, where feasible, existing asphalt may be converted into streetscapes and formal open spaces. Commercial activities in these areas should be compatible with the neighborhoods. Zoning should be simplified to allow this cohesive mix of uses. Current zoning in these areas create development in conflict with the surrounding neighborhoods. A modified zoning district, based on form, is needed to create the appropriate mix of residential and neighborhood commercial uses.

T-4M (GENERAL-URBAN-MAKER) T-4M Zones consist of a horizontal mix of uses, with a range of commercial property types, and mixed-density residential. The existing Canal Quarter is an extension of the Maker District located north of the Rappahannock Canal in Neighborhood Area 6 and should be extended down Princess Anne Street. The District consists of small-to-medium scale businesses next to and interspersed among smaller single family homes within this corridor. The Jackson + Wolfe Warehouse District is made up of historic structures originally designed for warehouse and production uses. A variety of the buildings within the T-4M are historic or designed for the incorporation of machinery, and the adaptive reuse of these structures is a priority. The pedestrian realm in the T-4M zones should be maximized and, where feasible, existing asphalt may be converted into streetscapes and formal open spaces. More discussion can be found in the discussion on walkable urban places on the following pages.

T-5 (AREA CORE) The T-5 Zone identifies Fredericksburg's Downtown commercial core. The core contains a healthy mix of horizontal and vertically mixed-use buildings, densely developed blocks, continuously busy sidewalks, and a variety of housing opportunities. Setbacks are minimal, defined by the blockface, and enhanced by appropriate landscaping. The Retail Priority Area is the heart of historic Fredericksburg's commercial legacy. The Priority Area is designated within T-5 to identify the blocks where targeted efforts to promote and retain true retail frontage should occur. The pedestrian realm should be maximized and, where feasible, existing asphalt may be converted into streetscapes and formal open spaces. The form of development should control the intensity of use in this Transect ensuring that the historic resources have ample opportunity for functional adaptive re-use. Evaluate eliminating density regulations in the Commercial Downtown zoning district under the purview of the Architectural Review Board. Shrink the Commercial Downtown zoning district and develop an appropriate transitional form based code that can function in corridor and transitional areas.

WALKABLE URBAN PLACES

In addition to the downtown core, Lafayette Boulevard, Jackson-Wolfe Maker District, Train Station District, William Street Corridor, Princess Anne Street extension of the Canal Quarter Maker District, and the Sophia Street Corridor, are accessible by foot and have the unique potential for increased pedestrian activity with some focused placemaking. These areas contain established patterns of development that grew organically out of their placement at the intersection of neighborhoods and historic transportation corridors. They contain the type of fabric that envelops the pedestrian, creates an unique and accessible civic realm and attracts residents as well as tourists. Their location gives them commercial viability and their adjacency to modern open spaces gives them the unique ability to absorb residential density while maintaining livability. They are built around a strong pedestrian network with plenty of public infrastructure including on-street parking. These conditions make them desirable areas for incremental upgrade, which will be a step towards a more sustainable future.

General Policies: Strategies to upgrade the placemaking in these districts should focus on the adaptive reuse of historic buildings and fabric. The prioritization of the human over the automobile scale, and the restoration of public third spaces. In certain areas character structures that are emblematic of the history of an area and retain their integrity have been identified.

Infill: The adaptive reuse of existing buildings should be prioritized especially where key structures are identified as typifying the character of the area. Infill development is encouraged. Infill should create a cohesive building envelope and should focus on form and quality of development. Infill buildings illustrated in this document are intended to identify a desirable and compatible level of infill that may occur in these areas.

Access and Mobility: Converting car storage and asphalt areas to plazas and outdoor seating should be encouraged without requiring additional parking for those areas. In this effort, reorienting or consolidating vehicular access patterns to utilize alleys and shared options where feasible will create a more unified street-front that is ultimately safer for pedestrian and driver and may, in some cases, add on-street parking spaces. Safe crossings at key intersections to link these places with other amenities is key.

Parking: In all of these areas, parking standards should be right sized to appropriately balance parking demand and vehicle circulation to permit the pedestrian realm to be larger than areas dedicated to automobile circulation and storage. These areas should be included in opportunities for expanding the public parking supply. At the same time, shared or public opportunities to expand centrally located parking should be investigated. The parking strategies called for within this area plan to evolve transportation and transit are particularly relevant within Area 7.

Six walkable urban places within Area 7 are identified as below.

Locations Legend:

-  William Street Corridor
-  Lafayette Boulevard
-  Sophia Street Corridor
-  Jackson - Wolfe Maker District
-  Canal Quarter Maker District
-  Train Station District

-  Character Structures
-  Infill Building
-  Third Spaces
-  Alley Repair
-  Improved Pedestrian Crossing
-  Traffic Calming and Alignment
-  Frontage Repair
-  Vehicle Entrance / Exit



LAND USE

WILLIAM STREET CORRIDOR



- | | | | | | |
|---|---------------------------|---|------------------------------|---|-------------------------------|
|  | William Street Corridor |  | Improved Pedestrian Crossing |  | Vehicular Entrance/Exit |
|  | Third Spaces |  | Frontage Repair |  | Traffic calming and alignment |
|  | Potential Infill Building |  | Alley Repair | | |

William Street between Sunken Road and Kenmore Avenue is a key walkable corridor connecting the University of Mary Washington to the Downtown and currently exists with a mix of uses. A planned University of Mary Washington performing arts center at Sunken and William, if built, would add an additional anchor.

POLICIES FOR STREETScape AND INFILL

The adaptive reuse of existing buildings should be prioritized. Infill development is encouraged where it may create a cohesive building envelope. Focus on form and quality of development rather than standard zoning bulk measurements. Along the streetscape, entrances should be consolidated to restore the frontage. This new frontage should provide a continuous sidewalk with pedestrian scaled street lights and street trees.

POLICIES FOR CARS

The access patterns along William Street should be reconfigured to better separate the pedestrian and vehicle realms. Intersection improvements capable of eliminating the need for turning lanes should be added to William Street's intersections with Littlepage and Kenmore Streets. Turning lanes could then be replaced with on-street parking. Access to and from parking areas should be reoriented to existing alleys. The alleys should be restored where need be. Residential uses adjacent to the alley should be permitted to add taller fencing, walls, or other improvements to serve as a transition to the alleys.

LAFAYETTE BOULEVARD CORRIDOR



- | | | | |
|---|----------------------------------|---|----------------------------|
|  | Lafayette Boulevard Corridor |  | Enhanced Trail Connection |
|  | New/Improved Pedestrian Crossing |  | Pedestrian/Cyclist Passage |
|  | Frontage Repair |  | Identify Trail Connection |
|  | Vehicular Entrance/Exit |  | Potential Infill Building |

LAND USE

POLICIES FOR INFILL

The Lafayette Street corridor is a mixture of zoning districts also subject to a Design Overlay district. The existing base zoning standards conflict with the character goals of the Overlay district. The different zoning districts should be consolidated into a neighborhood commercial oriented set of form-based regulations, that both support and appropriately transition to the surrounding neighborhoods while creating a welcoming corridor to the historic downtown.

POLICIES FOR STREETSCAPES

The Lafayette Boulevard corridor would benefit from improved pedestrian infrastructure. The addition of concentrated crossing areas along the Boulevard would improve the corridor's safety and usability. These crosswalks should align with key destinations, including the FRED bus stops, and connections to the VCR trail across Lafayette, the Battlefield Visitor Center, Willis, Weedon, and Jackson Streets. These connections would provide convenient and desired routes as well as access to uses on the north side of the street. Establishing continuous curb where possible by reducing the number and width of curb cuts that cross the sidewalk, will also increase safety and providing additional on-street parking areas.

SOPHIA STREET CORRIDOR

Sophia Street is the link between the historic riverfront and central business where the urban core meets the riverfront. It should operate as a recreation corridor linking parks and river assets in a cohesive fashion that serves both residents and visitors alike.

URBAN EDGE POLICIES

The west side of Sophia Street constitutes the urban edge, while the east side of the street, between Hanover and Wolfe Streets is being developed as Riverfront Park. Continuous sidewalks and pedestrian street lighting should be added to weave the fabric of the existing core together with the Riverfront park and planned Riverfront Activation. Brick sidewalks and pedestrian-scaled lighting should be completed along the west side of the street. The east side of the street should contain a planting strip with street trees in addition to the sidewalk.

Sophia Street has low areas in the floodplain and floodway. For this reason, development along this corridor may be challenged to fulfill their fullest market potential while also meeting floodplain regulations in a way that is sensitive to its historic surroundings. Infill and redevelopment that appropriately transitions to the riverfront, is environmentally resilient, and is sensitive to its historic context is encouraged.

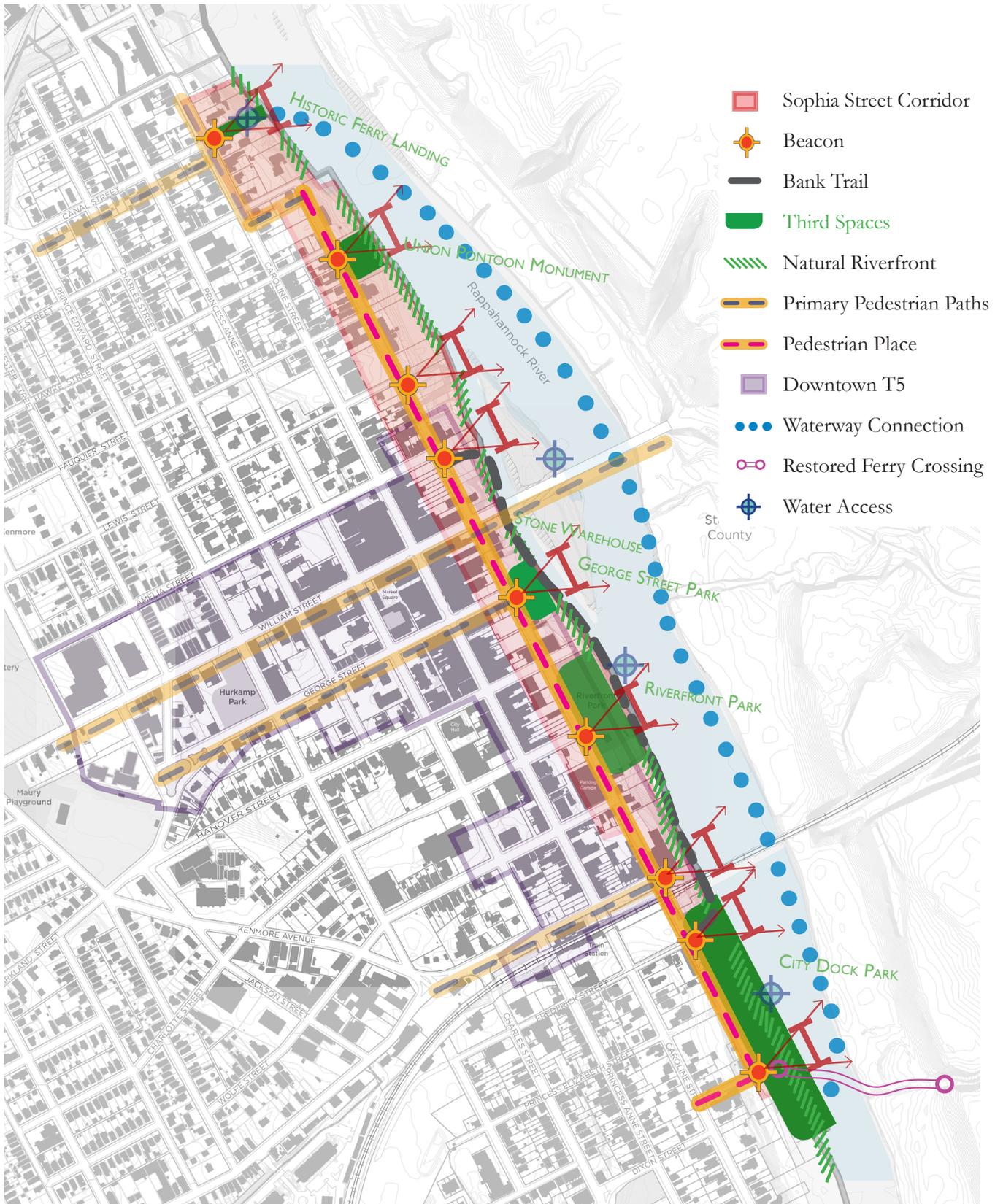
RIVERFRONT CORRIDOR POLICIES

The activation of Sophia Street begins is a multi-level set of interactive opportunities along the Downtown waterfront. Once there, visitors will be greeted with framed views to the Rappahannock, programmed open spaces, and a handful of ways to engage the water itself. Sophia Street should be the center for program and activity on the Riverfront. Programs involving street closures currently held on Caroline or Princess Anne Street should take place on Sophia Street. Installing and maintaining native plants on the riverfront ensure health of the river and should be maintained. Selective clearing within the beacon 'view zone' could emphasize the visual connection to the waters' edge. Light beacons placed along the waterside of Sophia cap key perpendicular streets and create a large-scale sculptural lighting feature along the waterfront that invites the community to engage with the waterfront. These beacons should be visible both along and across the river.

A bank trail will provide a low-profile but highly impactful experience along the length of Downtown and serve as the path for the East Coast Greenway into and through Downtown. This path will mainly run along the water's edge from Amelia Street to Frederick Street, connected in places on the top of the slope. Trail-heads should serve as an integrated naturalized play area.

Providing more access, both physically and visually, to the Riverfront will enhance the Riverfront experience and allow the community to take advantage of the asset that is the river. Recognizing the historic John DeBaptiste Ferry Landing on Canal Street with water access and interpretation, formalizing the water access at City Dock Park, restoring the historic ferry crossing connecting to Ferry Farm, and creating an access location on Scotts Island will integrate newly provided and updated water-use access into the river activation strategy.

This incremental approach builds upon a base of the City's existing infrastructure (road framework, sidewalks, bridges, city parks), provides easy access, and draws residents, visitors, and community members .



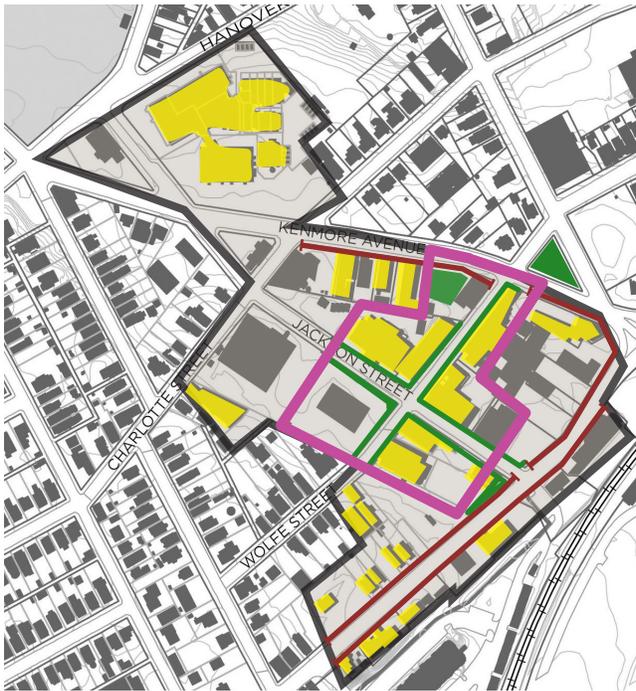
- Sophia Street Corridor
- Beacon
- Bank Trail
- Third Spaces
- Natural Riverfront
- Primary Pedestrian Paths
- Pedestrian Place
- Downtown T5
- Waterway Connection
- Restored Ferry Crossing
- Water Access

LAND USE

CANAL QUARTER AND JACKSON + WOLFE WAREHOUSE DISTRICT

CANAL QUARTER MAKER DISTRICT

JACKSON + WOLFE WAREHOUSE DISTRICT



CANAL QUARTER MAKER DISTRICT - TDR



PART III

-  Jackson Wolfe District
-  Canal Quarter District
-  Character Structure
-  Third Spaces
-  Node
-  T4M TDR Sending Parcels (3.9 acres)
-  Frontage Repair

WHY EXPAND AND CREATE A NEW CREATIVE MAKER DISTRICT?

The Canal Quarter extension presents an opportunity to create a unified district along Princess Anne Street north of the Downtown core. Between Area 6 and Area 7, this District has a unique history and a diversity of urban fabric that can accommodate a variety of uses and building forms. The Jackson + Wolfe Warehouse District is a distinctive location within the historic Downtown core. Expanding the maker district concepts to these areas is part of a larger strategy to permit aging commercial areas to develop into a new creative/urban production economy. To encourage this evolution, appropriate incentive programs should be explored including a targeted property acquisition program, facade grants, small business loans, and an expansion of the arts and cultural district. Existing buildings within these areas are specifically suited for creative maker and light industrial uses. When combined with residential and commercial uses, these properties have a unique potential for more productive land use.

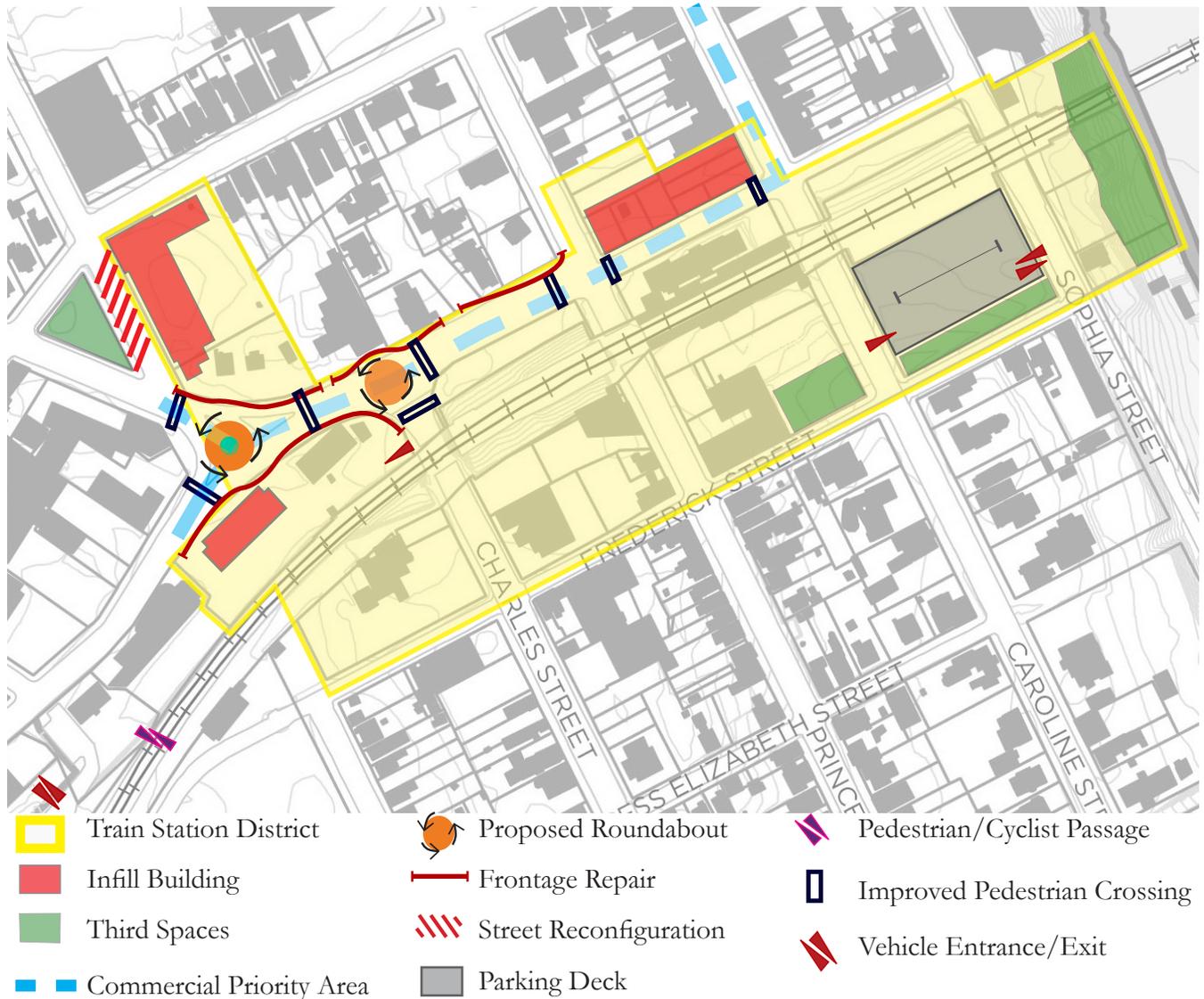
NODES AND THIRD-SPACES

The form of any future maker district will thrive when built around its existing character. Within concentrated nodes existing buildings shape the public realm and uniform public improvements would enhance the pedestrian environment. Permitting reduced or shared parking options will enable parks, playgrounds, squares, greens, plazas, roof gardens, and courtyards, to evolve out of existing asphalt and car storage to create places for people. New plazas and outdoor seating areas should not require additional parking. The conversion of these areas should not be mandated, but rather encouraged as a means to generate the type of unifying nodes of human scaled activity that are currently missing from the corridor.

HISTORIC RESOURCES

60 structures have been identified as contributing to the character of these two districts. These all date to a period of significance for the neighborhood linked to the area's boom at the expansion of the highway system in the mid-20th century. Within the Canal Quarter, the preservation of these structures should be encouraged by expanding the transfer of development rights program listed in the Area 6 Small Area Plan. In both districts, sight-line setbacks should be deployed to allow development to occur in appropriate locations while ensuring the continued preservation of the identified character defining structures. Policy amendments should lower the hurdles inherent for the adaptive reuse of defined character structures. Specifically, the form of the buildings should define the intensity of permitted residential density and the re-establishment of a Creator-Maker District could serve to further catalyze, foster and support this as a focal point within Area 7. Flexibility in parking and residential density requirements may be appropriate strategies for the preservation and rehabilitation of historic structures.

TRAIN STATION DISTRICT



THE TRAIN STATION AREA

The train station is an important asset, and the addition of a new third track will bring new activity to the growing station. The expansion of the train station and upgrades to its network systems are discussed on page 11(7)-25. This section focuses on the future land use in the Train Station Area. The Train Station Area was a component of the 1991 Railroad Station Area Plan. That Plan has guided the land use in the Train Station Area over the last thirty years and has been updated here to reflect the evolution of the Downtown and use of the Train Station as a regional transit hub.

POLICIES FOR LAND USE AND INFILL

The 1991 Plan envisioned parking lots in the Railroad Station Area being transformed. At that time, the Railroad Station Overlay District was applied to encourage residential and office infill in an appropriate urban form.

The Railroad Station Overlay District has since been modified and is incompatible with recent adaptive reuse projects, including the renovation of the Kenmore Coffee Warehouse and Janney-Marshall Building. These properties were removed from the Overlay in order to facilitate the adaptive reuse of the historic structures. The mix of zoning and overlay districts within the area should be replaced by a new form based code (neighborhood commercial and residential) that will permit compatible infill while serving as an appropriate transition in intensity from the Downtown to the adjacent neighborhoods.

Recent development in the area has struggled to reach the required overall ratio required for mixed-use density bonuses. More appropriate standards and densities are needed to support development and adaptive reuse in the area. Commercial use should be prioritized along Lafayette Blvd. on the ground floor to support riders of the Train Station and create street vibrancy connecting the area to the downtown and nearby maker district.

Most of the land in the Train Station Area is dedicated to automobile storage and circulation. 55% of the 9 acres of private land within the Train Station Area is asphalt. Lafayette Blvd. is between four and five lanes and lacks pedestrian crossings at key intersections. Sidewalks are lacking and are interrupted by wide vehicular entrances. Surface parking in the area is under occupied but accounts for double the amount of building floor area and meaningful open space combined.

This area is most suited for sustainable multi-modal living but is out of balance. The train station's connection to the Downtown and visitors' views upon arrival are hindered by the predominance of vacant parcels and parking lots immediately surrounding the train station. The engineering and design focus in the Train Station Area should shift to better balance automobile infrastructure with buildings and meaningful open space.

Infill development should be a priority in the Train Station area.

Along Lafayette Boulevard, mixed use buildings should be permitted to expand the Downtown building envelope and pedestrian scaled streetscape. New structures on Prince Edward Street should be neighborhood scaled on Wolfe Street and appropriately transition to historic structures on Lafayette Blvd.

Public spaces, third-places, and other meaningful open spaces should be prioritized where they provide stronger connections to the Downtown:

Consolidate and eliminate vehicle entrances where viable.

Ensure that new roundabouts at Kenmore and Charles Streets enhance circulation and safety while safeguarding pedestrian comfort to travel along and cross Lafayette Blvd.

Extend brick sidewalks and pedestrian street lights from the Downtown through the Train Station Area on Princess Anne, Caroline, and Sophia Streets as detailed in the Upgrade Pedestrian Corridor section of the Area 7 Plan.

Formalize the City owned parcel adjacent to the Janney-Marshall Building (called Trestle Park by nearby residents) as a City open space. The Park may also include bathrooms and bike parking for the expanded train station.

Preserve areas along the river for future incorporation into the Bankside Trail proposed in the Expand Bicycle Corridors section.

Connect the Triangle Park between Prince Edward Street and Kenmore Avenue to the City fabric.

To support infill on existing parking lots, develop parking policies for a more efficient use of land:

A new parking deck between Princess Anne, Sophia, and Frederick Streets should support local residents daily needs, office development within the Train Station Area, and commuter parking.

Implement programs to permit existing asphalt to be more efficiently used as described in the Evolve Motorized Transportation and Transit section of this Plan.

Right size parking and development standards as described in the Evolve Motorized Transportation and Transit section of this Plan.

HISTORIC RESOURCES

Historic properties within Area 7 are celebrated, but a variety of methods should be used to recognize these additional resources and increase access to tools for their preservation. Additional strategies recommended include:

Adaptive Reuse: A substantial amount of historic structures integral to the city's historic character are located outside the local Old and Historic Fredericksburg District overlay. The adaptive reuse of these buildings is encouraged by transect-based policies, especially in the T-5, T-4M transects, and in the William Street, Princess Anne Street, and Lafayette Boulevard corridors. The reuse of historic structures should be incentivized through increased residential density and transfer of development rights, where appropriate.

Form-Based Design: Within the T-5 transect, there is a conflict between existing historic patterns of development and modern density-based zoning. Historic buildings often exceed required density rules rendering them illegal under current codes. The form of the building as regulated by the Architectural Review Board should manage the intensity of the land use rather than an artificial density number. Along Lafayette Boulevard and Princess Anne Street, design guidelines should evolve into form based codes to more clearly require infill development and redevelopment to fit into established architectural and development patterns. Additional form-based design components should be developed for the T-4M zone focusing on character-defining features and form.

Historic Property Maintenance: In order to reduce the incidence of demolition-by-neglect, property maintenance enforcement should be focused on Downtown historic structures to ensure that these highly significant places are not lost. Additionally, use of the Virginia Rehabilitation Code encourages building-specific solutions during adaptive reuse projects to help buildings come back into use rather than remain vacant. Re-staffing the City's Rental Inspection Program will also counter-act demolition by neglect. Expansion of the City's rehabilitation tax exemption program could facilitate residential and commercial renovation projects. Expanding the offerings for façade grants and building loans will assist owners in completing necessary maintenance and repairs.

District Recognition: This planning area includes the Old and Historic Fredericksburg District (OHFD) and many other areas of historic importance. The western boundary of the Historic district includes properties on both sides of Prince Edward Street.

National Register District: The existing National Register District was established in 1971 and the local Old and Historic Fredericksburg Overlay District was established in 1972. National Register District designation provides for recognition of historic character and the use of incentives for rehabilitation. It is not a regulatory tool. The National Register District is proposed to be expanded to create access to Federal and State tax incentives for property owners.

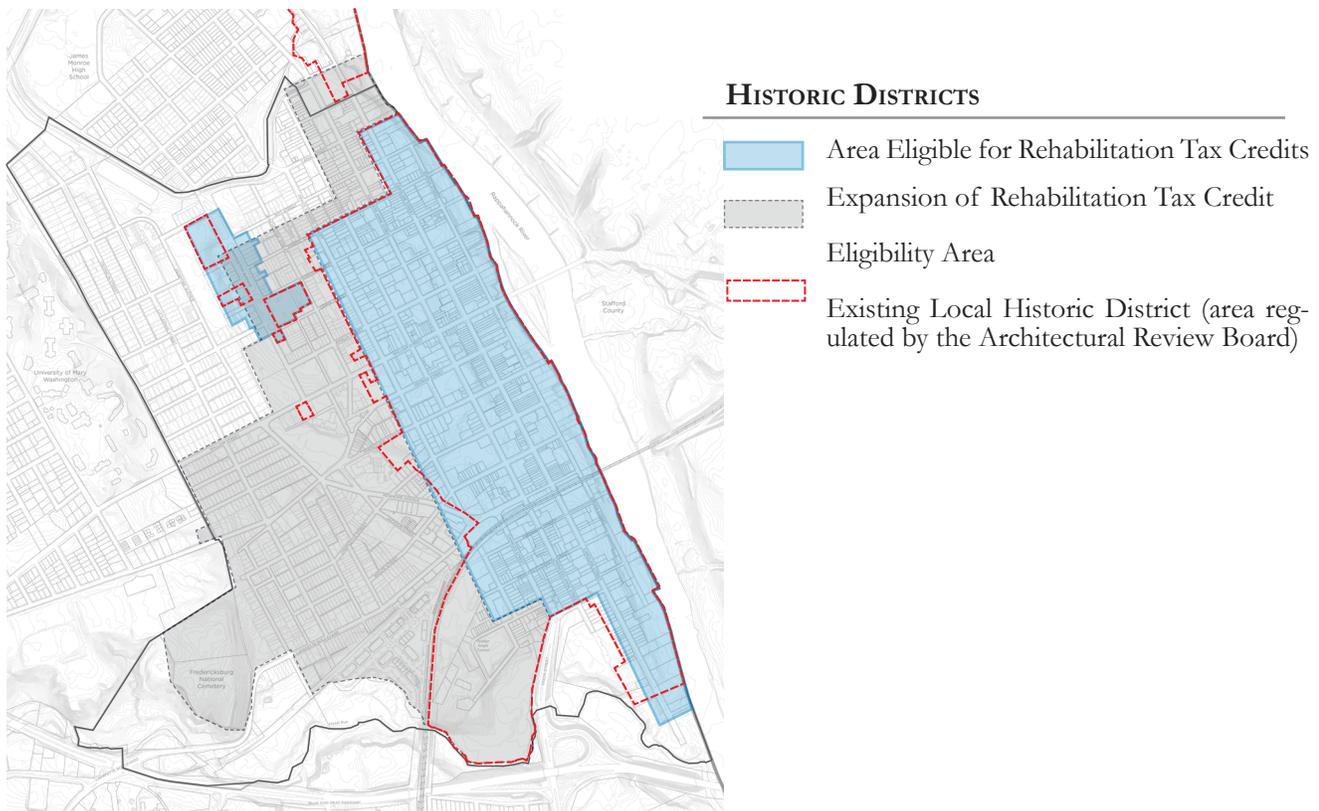
Local Old and Historic Fredericksburg District: The local OHFD encompasses the historic downtown core and several other notable sites. These include the Fredericksburg Gun Factory site, Original Walker-Grant School, Stearns House, and the commercial core and surrounding neighborhood. The western boundary of the Historic includes properties on both sides of Prince Edward Street.

Neighborhood Districts: With neighborhood support, conservation districts and pattern books can be created and implemented in neighborhood areas to encourage the use of best practices in preservation design.

Historic Corridors: Properties on the Lafayette Boulevard, William Street, and Princess Anne Street corridors should be added to the local inventory of historic structures to make them eligible for incentives when being adaptively reused.

TABLE 11-32 HISTORIC RESOURCES IN PLANNING AREA 7

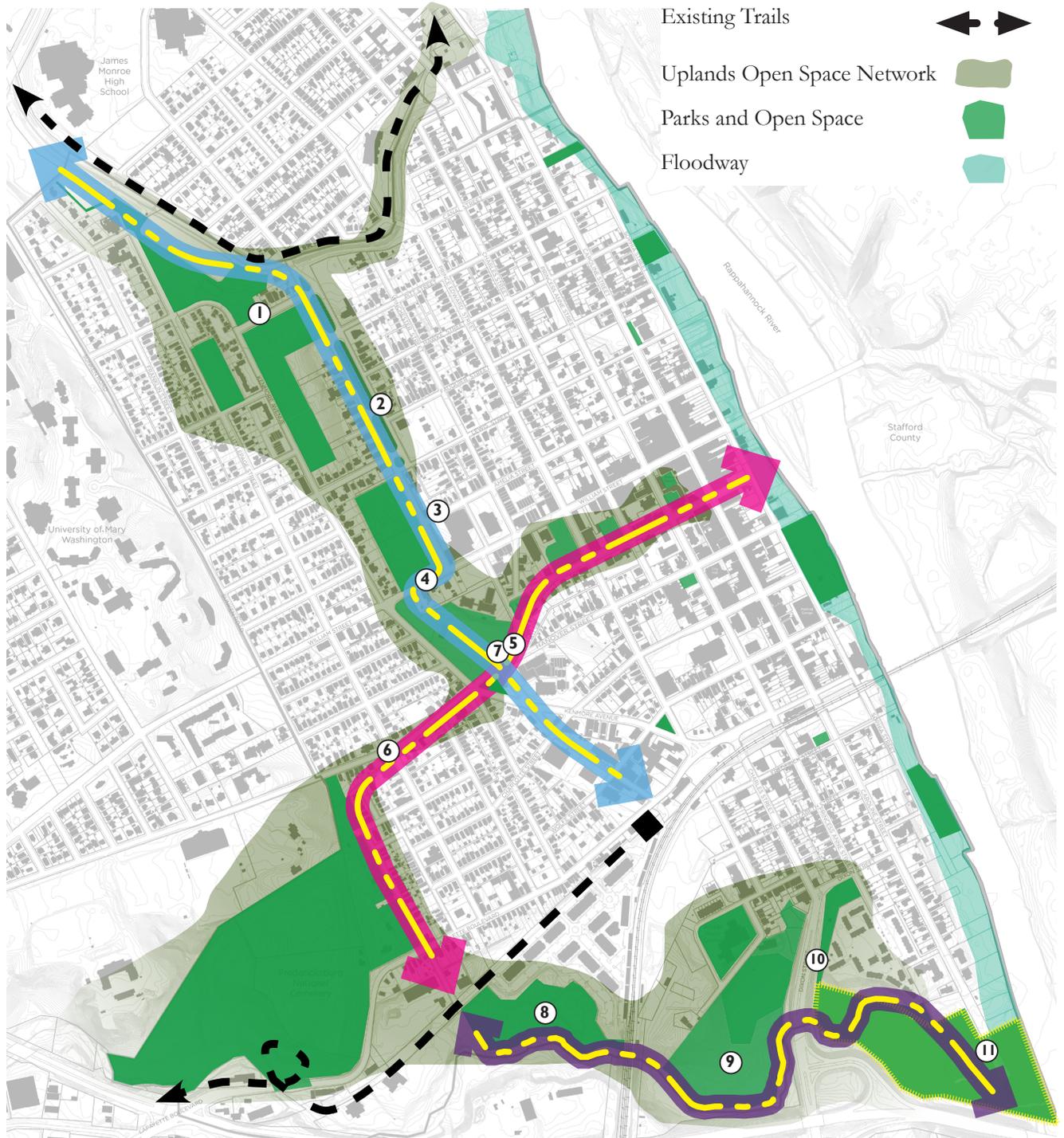
SITE NAME	PERIOD OF SIGNIFICANCE	DESCRIPTION	OWNERSHIP
Historic Fredericksburg National Register District	Historic continuum, 1728 to present	Downtown business district, neighborhoods, cemeteries	Private and City
Fredericksburg and Spotsylvania National Military Park	Civil War	National Cemetery, Sunken Road, battlefield terrain	Federal
Washington Avenue Historic District (1200-1500 blocks)	Late 19th- early 20th century	Residential neighborhood with distinctive public mall and monuments	Private and City
Maury School	Built 1919, expanded 1929 and 1936	Former school, now condominiums	Private
Stratton House	Built 1855	Brick house on Littlepage Street, battlefield landmark	Private
Rowe House	Built 1828	Brick house on Hanover Street, battlefield landmark	Private
Jackson + Wolfe Warehouse District	Late 19th - early 20th century warehouses	Collection of warehouses and industrial buildings	Private
Virginia Central Railway	Civil War, Reconstruction	Historic railway bed with trail	City
Lafayette Blvd. Corridor	Late 19th - early 20th Century	Cohesively designed neighborhood of folk Victorian houses	Private



LAND USE

ENHANCE THE UPLANDS OPEN SPACE NETWORK

Area 7 contains a diverse collection of open spaces that are upland from the Riverfront. The Uplands Open Space Network is primarily used by City residents who walk or bike to these spaces from their homes as well as residents of the region who come to the City to utilize the large urban parks, recreational trail system, and unique open spaces that are unavailable outside the City's unique fabric. Linking the separate open spaces together through soft improvements, art, monumentation, a naming strategy, or a path will elevate the whole system into a sizable entity. Identifying opportunities to expand the Network ensures that as the City grows, so does its open spaces and recreational opportunities.



PART III

Linking the Uplands Open Space Network: Washington Avenue, Memorial Park, Maury Park and third spaces through the Jackson + Wolfe Warehouse Maker District create a green link from the Heritage Trail Canal Path to the VCR Trail. This link should be enhanced by:



- ① Evaluating opportunities for formalized gathering spaces, accommodations (like electrical services) for future events, upgraded seating, and more complex play / climbing structures in Memorial Park and the Cossey Botanical Park area.
- ② Adding corridor lighting along the Washington Avenue Mall to make it a safer lit corridor.
- ③ Implementing the Fredericksburg Cemetery Sidewalks, listed on page 134 of the Pathways Plan, to add brick sidewalks, enhanced tree planting, and wooden barriers along the cemetery wall between Lewis Street and William Street.
- ④ Improve the northern William Street sidewalk between Kenmore and Washington Avenue for pedestrian safety.

Expanding the George Street Walk: The George Street Walk connects the riverfront, Hurkamp Park, the Farmer's Market, and the War Memorial and should be extended to the Fredericksburg Battlefield.



- ⑤ Excess paved areas within the right-of-way (i.e. the triangular intersections of George and Hanover and Hanover and Littlepage) should be converted to public plazas with hardscape and landscaping. The City owned triangle at the intersection of Hanover and Kenmore should also be utilized for public purposes.
- ⑥ Historical interpretation and public art should be strategically incorporated into the route. These aspects inform visitors along their journey, and provide residents with places for respite and meet-up locations along the walk.
- ⑦ The entrance to Maury Stadium along George Street should be upgraded, well lit, and incorporated into the Walk.

Expanding the Uplands Open Space Network: A new Hazel Run Trail should connect the southern end of Caroline Street into the Virginia Central Railway Trail and into the Fredericksburg National Cemetery through Willis Street. Environmental constraints and water quality standards may require this trail to remain natural.

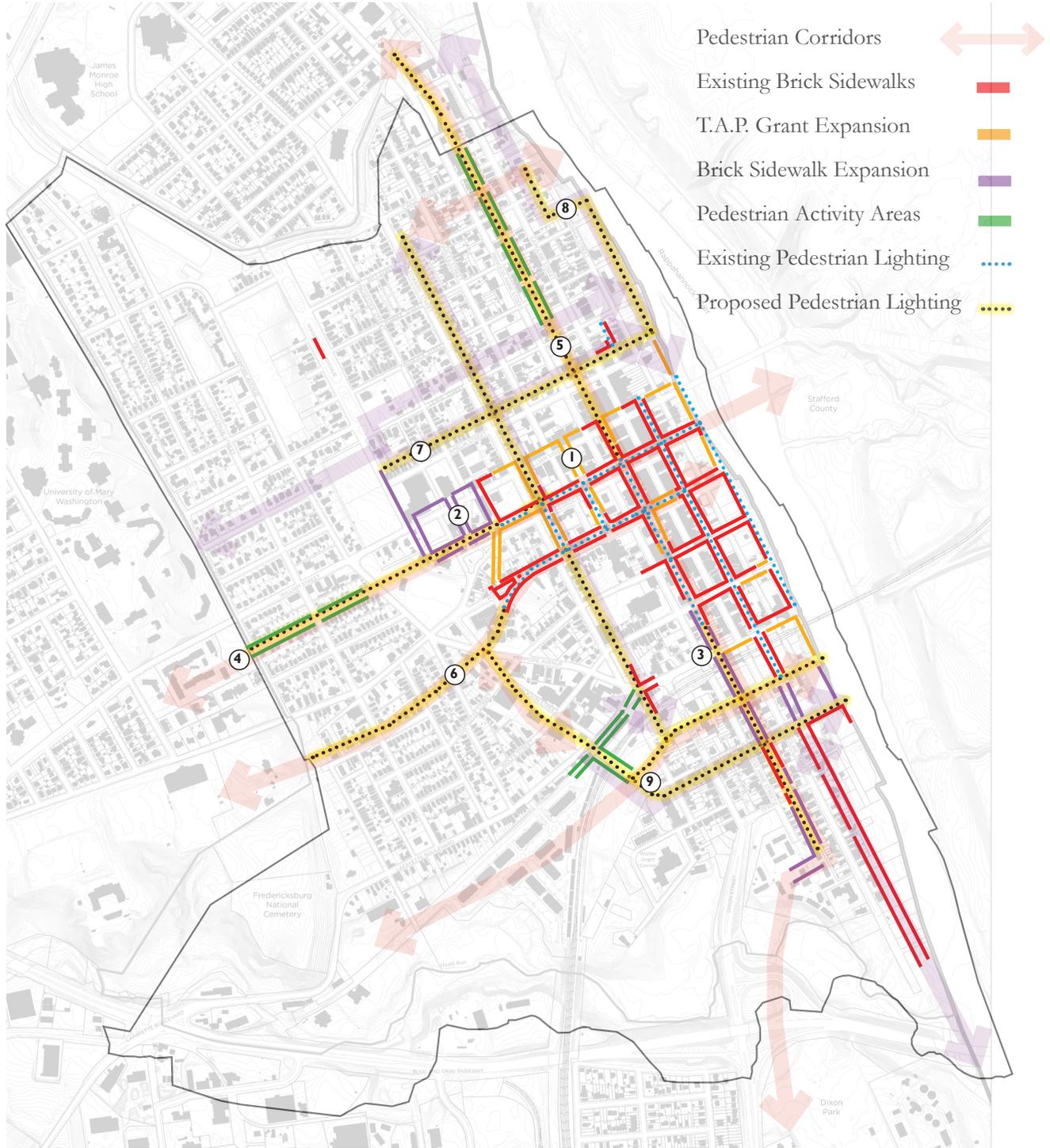


- ⑧ The Cobblestone Park should be upgraded to be more visible from the Virginia Central Railroad Trail. Upgrades to the park should make it a safer more open environment where feasible.
- ⑨ The open spaces adjacent to the Walker Grant Center should be upgraded for better utilization. Space exists for to expand existing recreational and community programs at the Center in addition to upgraded play areas, community gardens, event spaces, or formal amenities like a dog park.
- ⑩ The Downtown Greens community garden should be linked to the Walker Grant Center and Hazel Run Trail as a “gateway” to the Hazel Run Trail and Park (discussed below).
- ⑪ A Hazel Run Park should be established along the City owned acreage at the southern end of Caroline Street adjacent to the Rappahannock River. The park should emphasize its natural, waterfront setting and include naturalized play elements combined with passive-entertainment options. This would connect downtown open space amenities and Dixon Park.

ACCESS AND MOBILITY

UPGRADE PEDESTRIAN CORRIDORS

Area 7 is a densely developed, visually-stimulating, highly-walkable series of neighborhoods within and around the City's historic core. Established corridors carry people through the area but additional infrastructure is needed to bind key destinations together.



PART III

T.A.P. Brick Sidewalk and Streetlight Expansion: The City has received a VDOT Transportation Alternatives Program grant to expand the brick sidewalks and pedestrian street lighting network in Downtown.

- ① The T.A.P. grant will be used to fill in existing gaps in the T-5 brick sidewalk and pedestrian street light network. Procurement and engineering will occur in FY 2020 and construction will be complete in FY 2021.

Next Phase Brick Sidewalk and Streetlight Expansion: Streetscape upgrades should occur around the edges of the T-5 transect and in adjacent emerging walkable urban places to bind existing building envelopes together and connect on-street pedestrian activity. These improvements should be implemented as private redevelopment occurs. The City may also consider pursuing grant funding or capital improvements funding to make the upgrades as part of an expansion of public infrastructure.

- ② The Liberty Place and William Square Blocks contain two significant redevelopment sites. The plans for these redevelopments should include brick sidewalks and pedestrian scaled lighting along all adjacent front-ages.
The south western portion of T-5 (including Princess Anne Street from Charlotte Street south to Dixon Street) and the blocks within the Train Station Area are primary pedestrian areas connecting the Downtown to adjacent urban fabric. The area consists of a patch work of brick and concrete sidewalks and includes several potential redevelopment sites. Brick sidewalks, street trees, and pedestrian scaled lighting should be added to make this area a cohesive, safe, and lit corridor for pedestrians.
- ③

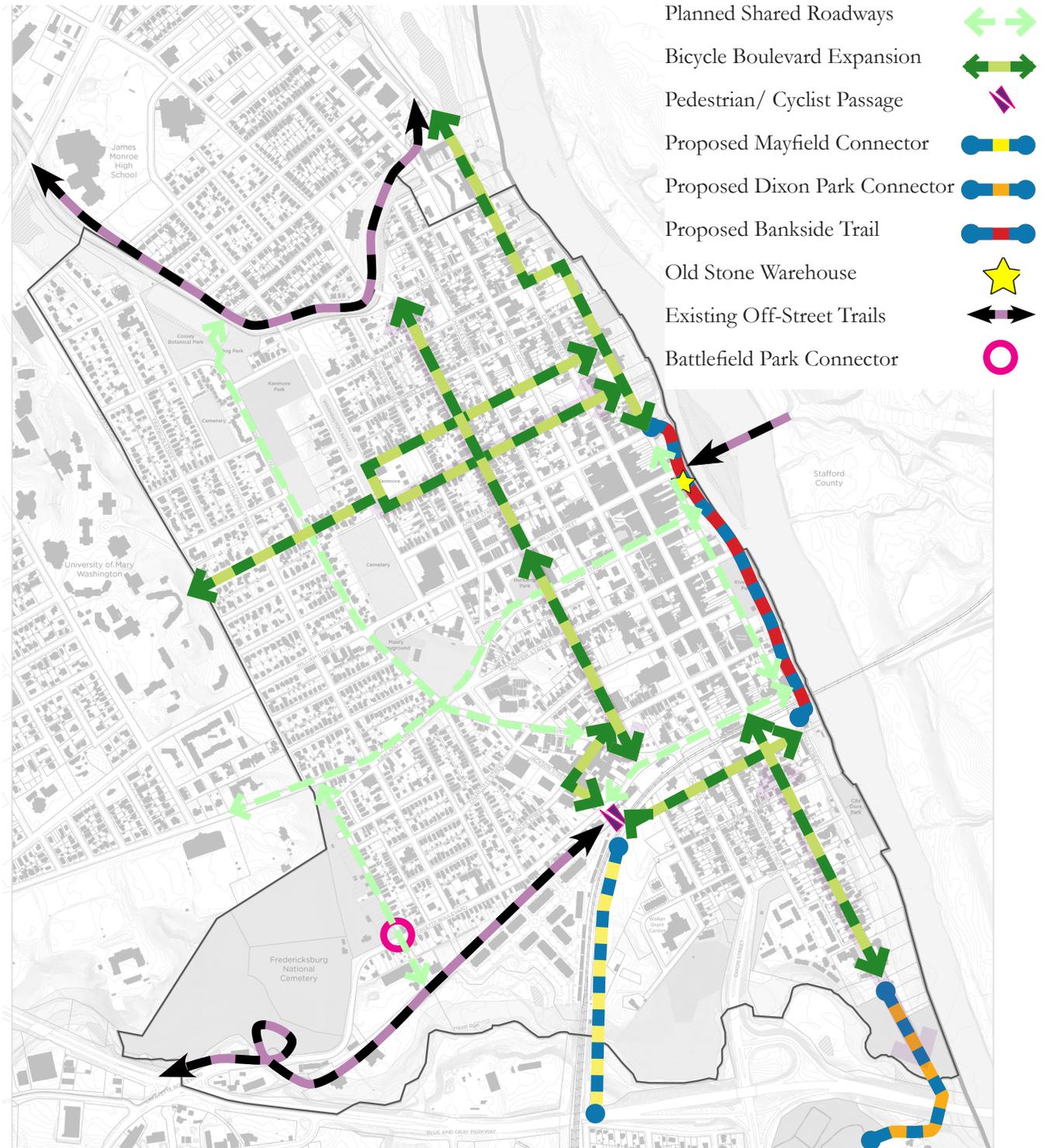
Corridor Lighting Expansion: Area 7 contains a near complete sidewalk network and an intricate network of bicycle infrastructure. However, few sidewalks or paths are sufficiently lit for nighttime use outside of the central Downtown core. People otherwise inclined to walk or bike will choose driving into Downtown at night because they feel safer. Key pedestrian and bike routes should be lit for safe evening travel. Due to the nature of this type of infrastructure, the City may consider pursuing grant funding or capital improvements planning to make the upgrades as part of an expansion of public infrastructure:

- ④ William Street is the primary east/west pedestrian connection between the University of Mary Washington and the Downtown. The road experiences heavy walking traffic. Pedestrian lighting should continue west of Prince Edward, on to the planning area boundary.
- ⑤ Princess Anne Street is the primary access to Downtown from the north and south. Pedestrian lighting should illuminate its length through Area 7. In addition to the improvements listed in #3 above, pedestrian lighting should be a priority on the road length north of William Street.
- ⑥ Hanover Street is an important extension of the George Street Walk to the northern entry to the Battlefield. Improvements include pedestrian lighting from War Memorial Park down to the battlefield and on (outside Area 7) through the University of Mary Washington campus.
- ⑦ Cornell Street, Lewis Street, and Fauquier Street are envisioned in the Pathways Plan as a bicycle boulevard connecting the University with the Downtown. Pedestrian lighting should be added along Lewis Street where pedestrian traffic between Kenmore, Washington Avenue, and the Rappahannock Library is likely to join in with cyclists.
- ⑧ North Caroline Street and Sophia Street should be upgraded to a bicycle boulevard connecting the Bank Trail to the Heritage Trail along the Riverfront. Pedestrian lighting should be added to the route.
- ⑨ Jackson Street, Lafayette Boulevard, and Frederick Streets are corridors carrying bicycle and pedestrian traffic from neighborhoods through walkable urban places, and into the core Downtown. Pedestrian lighting should be added to these routes.

Pedestrian Activity Areas: Area 7 contains several emerging walkable urban places that need appropriately scaled infrastructure to maintain a vibrant pedestrian atmosphere. As regulatory codes for these places are modified, consideration should be given to permitting wide sidewalks, requiring street trees, and incorporating appropriately scaled street lights. These areas are discussed in more detail in each focus area.

EXPAND BICYCLE CORRIDORS

The City's trail and pathways network provides a robust bikeable network ready for its next upgrade. The network provides functional transportation alternatives for residents, recreational opportunities for the regional population, and opportunities for historical interpretation and connection to cultural resources for the locals and tourists alike.

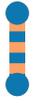


PART III

Expand the Off-Street Trail Network : The City's off-street trail network approaches the Downtown Core, but is in need of expansion. The following improvements will create the next generation of links in the City's off-street trail network, and will provide an opportunity to connect more areas of the City.



The Mayfield Connector along the Railroad will link the Mayfield, Airport, and Canterbury neighborhoods to the Downtown core. The project is envisioned by the Pathways Plan to be constructed in conjunction with the construction of a potential access road from State Route 3 to the Virginia Railway Express parking lots.



The Dixon Park Connector is a proposed 2,500 linear foot multi-use trail starting in the Downtown at the south end of Caroline Street and tying into the existing Dixon Park trail network. The trail provides an opportunity to route a significant portion of the East Coast Greenway through the City on off-street trails, provides inter-neighborhood connectivity and opens up new sections of the City's riverfront for exploration and enjoyment by residents, recreators, and tourists alike.



The Bankside Trail is a proposed off-street 3,250 linear foot shared use trail starting at Amelia Street and ending at Frederick Street. The trail will tie into the proposed Chatham Bridge Trail and provides a substantial opportunity for historical interpretation and adaptive reuse of the City owned Old Stone Warehouse at 923 Sophia Street. Implementing the trail requires easement acquisition from 11 property owners along the route. This would serve as the off-road desired route for the East Coast Greenway.

Expand Bicycle Boulevards : Bicycle boulevards are bicycle routes on streets that have a relatively low volume of vehicular traffic, which allows bicycles to have some level of on-street travel priority. Bicycle Boulevards are designated by signs and pavement markings, well-lit intersections marked on all approaches by high visibility crosswalks, and strategically deployed traffic calming. Bicycle boulevards should provide connections to the proposed Bankside Trail, the Canal Path, the Heritage Trail, and the Virginia Central Railway Trail.



Cornell Street, Lewis Street, and Fauquier Street are envisioned in the Pathways Plan as a bicycle boulevard connecting the University with the Downtown.

Prince Edward Street provides a link between the Canal Path and the VCR Trail. Prince Edward Street and Jackson Street connect to Frederick Street through a proposed railroad tunnel toward the Riverfront, City Dock Park, Sophia Street and the proposed Bank Trail.

North Caroline Street and Sophia Street should be upgraded to a bicycle boulevard connecting the Bank Trail to the Heritage Trail along the Riverfront. The boulevard continues south along Caroline Street to connect to the Dixon Park Connector.

Implement Shared Roadways : Shared roadways and Bicycle Boulevards are components of the City's Pathways Plan approved in 2018. Shared roadways are used when there is insufficient right-of-way for any type of separate bicycle lane and are designated by Sharrows.



The Kenmore Connector is proposed to be a bicycle route along Kenmore Avenue to link the VCR Trail and the Heritage Trail Canal Path.

Hanover and George Street are proposed as an East-West Connector in the Pathways Plan.

Lafayette Boulevard east of Jackson Street is proposed as a connection between the VCR Trail and Sophia Street in the Pathways Plan.

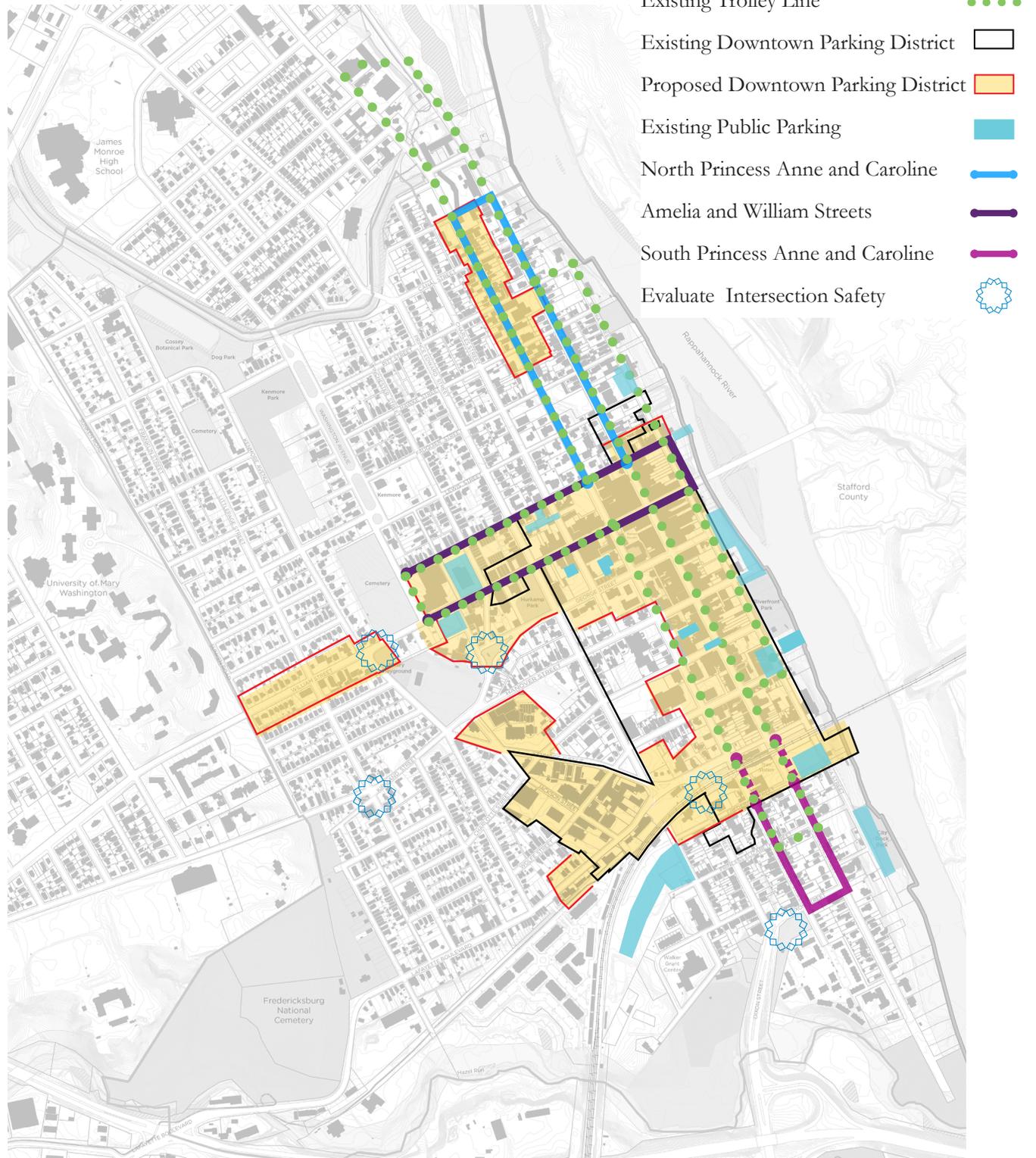
The Battlefield Park Connector consists of intersection improvements at Willis Street and Lafayette Boulevard needed to link the VCR Trail to the Battlefield.

East Coast Greenway: The East Coast Greenway is the urban cycling version of the Appalachian Trail, heavily focused on cyclists. Along its route from Maine to Florida, the Greenway will cross the Rappahannock River on the Chatham Bridge and continue on to Spotsylvania County.

The greenway is designated to travel along Sophia Street to Rocky Lane and out Dixon Street. As future trails are developed, the greenway should be re-designated along the Bankside and Dixon Park Connection Trails. Dixon Street should be investigated for potential improvement as a bikeway.

EVOLVE MOTORIZED TRANSPORTATION

Mobility in Area 7 is a system of transit, vehicular, pedestrian, and bicycle users working together. Improvements to motorized systems aim to create a functional integrated multi-modal network that ensures safety for pedestrian and driver alike. Refinement of transit, trolley, and parking strategies provide meaningful transportation choice while linking users with key destinations.



PART III

Convert One-Way Pairs to Two-Way Streets: In the 1960s, several of Fredericksburg's main streets were converted to one-way pairs with limited stop movements to facilitate through traffic. Today, by-pass roadways have reduced the need to funnel traffic through the City. However, the remaining system continues to foster high speeds through residential areas and along the William Street corridor. The conversion of paired, one-way streets back into two-way streets should be pursued to improve pedestrian safety and preserve the character of Downtown by slowing traffic particularly in residential areas, and to improve accessibility to homes and businesses. These streets were built as two-way streets and remain two-way outside of the Downtown core. Increasing safety and decreasing speed is paramount to walkability and economic viability within the Downtown core. The City should pursue an engineering study to plan appropriate improvements, develop a pavement markings plan, and provide a cost estimate to implement the proposed boulevards

Transit: Enhance Fred Transit service to provide increased frequency and longer service hours will improve access to the Downtown core without increasing the need for parking.

Existing Trolley Line: Make the Downtown trolley a permanent circulator and create a marketing campaign to increase ridership and connect Downtown visitors to parking facilities and attractions. Increase the frequency of operations to weekends in the spring and fall, coordinate to provide service during major Downtown events, and advertise its availability to visitors. Limiting the stops to outer destinations will ensure access and limit wait times, which is a problem during popular events.

Connect the Downtown and Parking: Facilitate use of existing Downtown parking through measures to advertise and market access, availability and location. Branding or naming the city's publicly available lots will help the public identify and utilize the lots. Initiate a Fredericksburg parking website and app to provide real-time availability and pricing.

Parking Regulatory Strategies: Consider adoption of alternate methods to regulate parking within the core and deploy these strategies in the T-4, T-4M, and T-5 Transects to ensure that parking is strategically placed, accessible, and supports other modes of transportation.

Modify existing parking requirements to adhere to the SmartCode transect based standards as calibrated for the City of Fredericksburg.

Modify the existing method of calculating shared parking to implement the SmartCode "Shared Parking Factor" as the appropriate calculation for shared parking.

Right-size development standards related to parking demand and driveway areas, prioritize the pedestrian realm over the vehicular realm.

Creatively expand the public parking supply by considering strategies to increase supply without sacrificing the public realm to parking; increasing total curb length (reduce/consolidate driveways) may add on-street parking; strategic acquisition of existing large parking lots for public use; and instituting a corridor fee-in-lieu transit fund in central locations where land use changes should be as beneficial as possible.

Expand the Downtown Parking District to include Area 7's emerging walkable urban places. Permit the fee-in-lieu purchase of parking spaces for the second 50% of spaces required within the District, but increase the required rate for that second 50%. Expand the use of the funds to transit as well as structured parking.

Develop a Downtown Parking Bank where public and private spaces may be leased akin to a shared use parking plan to make most efficient use of existing asphalt.

Make outdoor seating areas that provide meaningful urban plazas that enhance the walkable environment from parking requirements.

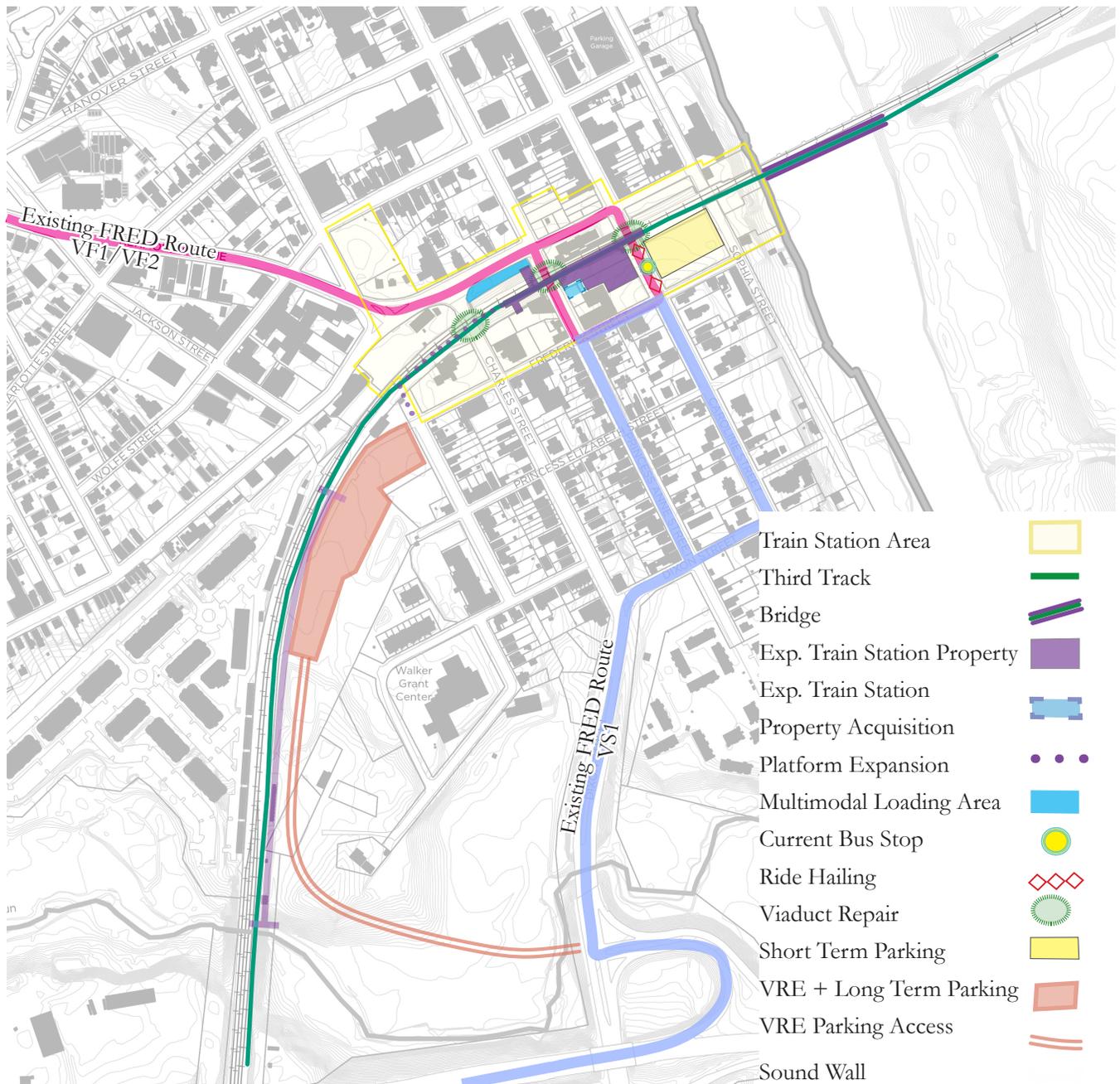
Explore ways to encourage affordable housing units by exempting or reducing parking requirements for such units.

Continue to monitor the supply of parking and explore opportunities for expanding the public parking supply to support new development.

Loading and Delivery: Evaluate the effectiveness of existing loading and delivery on William, Amelia, Caroline, and Princess Anne Street. Develop a system wide approach to handling loading and delivery as needs and technology evolve.

EXPAND PUBLIC TRANSPORTATION OPPORTUNITIES

The City's Train Station is a commuter rail hub with high ridership for a variety of travelers. It has grown considerably since the Railroad Station Area Plan in 1991 which conservatively estimated that ridership could reach 371 daily commuters at full operation. 900 daily commuters now depart from the station every day. VRE is embarking on a series of short term (2020-2025) and long term (2025-2040) improvements in the corridor that will increase daily ridership to 25,000 by 2025, an increase from the 19,000 daily ridership of today. The proposed long term improvements, including an additional rail bridge across the Potomac River, four tracks from the Potomac to Alexandria, and the addition of a third track along the corridor between Richmond and Alexandria will accommodate a daily ridership up to 43,000 by 2040. According to Virginia's Statewide Rail Plan the Fredericksburg Train Station handles 120,275 inter-city rail boardings and alightings annually, which is the fourth most in the Commonwealth. Those passengers ride on one of the 13 to 14 Amtrak trains stopping in the City on a daily basis. Virginia's Statewide Rail Plan estimates that annual inter-city passenger boardings and alightings at Fredericksburg's Train Station will increase by 44% to 170,496 by 2040.



PART III

Train Station Expansion: The City's Train Station will experience a significant increase in usage over the upcoming years for both short-term commuter trips on the Virginia Railway Express and long-term inter-city passenger trips. This will require an expansion of the Train Station itself and improvements to the infrastructure around the station. Improvements must be coordinated with the City's transit and transportation systems. This growth will include the construction of a third track through the City and construction of a new rail bridge across the Rappahannock River. This should occur within the existing CSX owned right-of-way. The City Council supported the location of the third track in October, 2017 with comment on upgrades to both the station and rails. Previous planning has considered relocating the train station to nearby blocks, but this is disadvantageous for both the City and train riders. The City should work with VRE, CSX, and Amtrak to ensure the following are incorporated into the construction of the third track and expansion of the Train Station:

Maintain the station's location between Princess Anne and Caroline Streets to preserve the station's connection to the main commercial streets, provide for the best circulation pattern, and take advantage of existing infrastructure.

Refurbish the viaducts at track level, by removing the track ballast, repairing the concrete, and installing a weatherproof membrane that will preclude water intrusion and subsequent damage from freeze-thaw cycles.

Construct two sound walls, the first approximately 1,500 feet long on the east side of the tracks opposite an existing sound wall on the west side of the tracks, and the second approximately 4,000 feet long along Railroad Avenue, from the Blue and Gray Parkway to the Fair Grounds.

Provide for grade separated pedestrian access from existing rail parking areas on the west side of Charles Street to the existing or any extended rail passenger platform.

Ensure a new rail passenger station and related parking structure are compatible with their historic downtown setting and that the station includes restrooms and visitor orientation space.

Acquire property along the south edge of the station to enable the best redesign of the new station and its access.

Enhance access to the station for persons with disabilities.

Incorporate lighting and audio visual system improvements into new construction or expansion of the station.

Multi-Modal Station Access: Upgrade access to and around the station starting with transit service. There are currently three dedicated FRED Transit routes that serve the train station with a combined average monthly ridership of 1,000 trips. FRED Transit and FAMPO are currently undertaking a study to provide more integrated service to the Train Station to include ridership and lessen parking demand in proximity to the train station. Better integrating transit with the Train Station will lead to a more sustainable transportation system overtime:

Create a multi-modal access point along Lafayette Boulevard suitable for use by FRED Transit vehicles.

Create a pedestrian link with appropriate signage from the multi-modal access point directly to the Train Station's platforms.

Support regional efforts to improve the overall transit system and increase trips and routes leading to the train station while decreasing headways for service.

Create a dedicated waiting area to ride hailing vehicles in the vicinity of the Train Station.

Provide for expanded bike storage at the City's Train Station.

Create a new pedestrian / bicycle tunnel under the tracks at the west end of Frederick Street to enable cyclists coming off the east end of the VCR trail to access the waterfront and the Train Station without competing with car and bus traffic.

Train Station Parking: In the near term, the majority of riders will continue to access the station by personal automobile. An increase in centralized publicly-accessible parking should be pursued where appropriate. According to FAMPO studies, current train parking is at 95% capacity, including overflow lots. To ensure more efficient circulation of vehicles and minimizing through trips within neighborhoods the following policies should be followed:

Work with VRE to construct new structured parking between Sophia and Caroline Streets. To ensure an efficient use of the parking supply pricing should accommodate short-term daytime parking needs of VRE riders and should be a source of shared parking for City residents, visitors to the Downtown and waterfront, and support office and residential development in the Train Station Area.

Develop a new parking garage on the existing VRE parking lots on existing parking areas. Create an agreement with VRE to permit long term parking associated with inter-city passenger rail trips within the garage.

Build a new direct access to the VRE parking lots from the Blue and Grey Parkway and Route 2 in conjunction with the construction of the deck

Tourism: The train station is an asset to the City and Downtown not just for residents to travel but for out-of-town tourists to visit the City. Modifications are needed to make this station a fully accessible resource for visitors.

Install pedestrian oriented signage and wayfinding to provide a welcoming experience and direct those arriving by train.

Evaluate opportunities to partner with Amtrak to staff the station to both sell tickets and operate as tourism support.

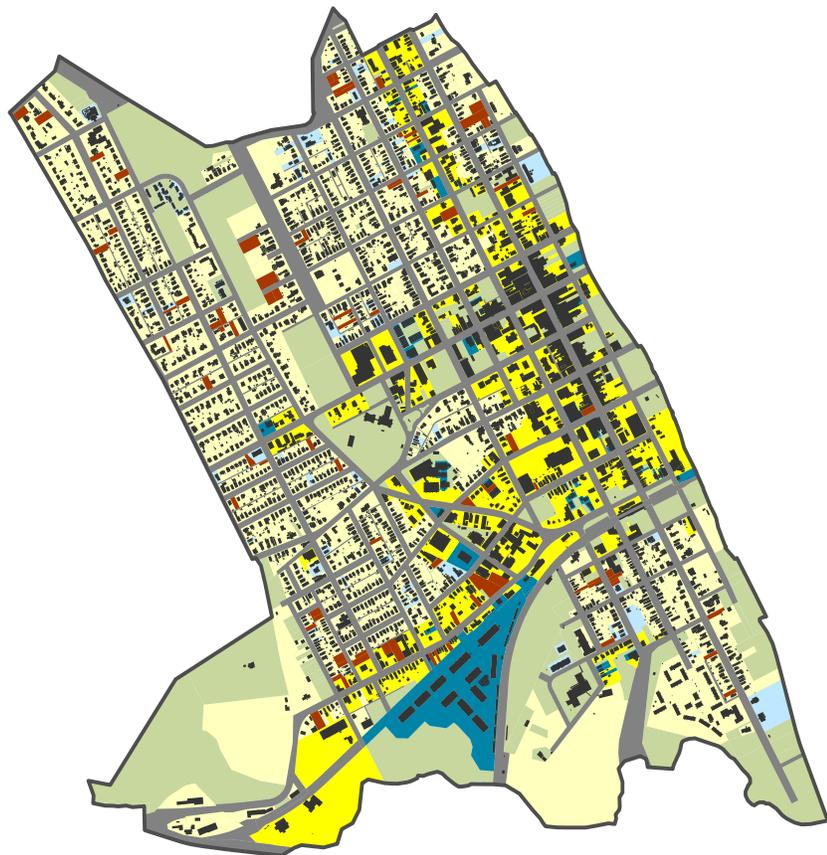
Work with Economic Development and Tourism to encourage visitors by train and to market the City for riders traveling along the rail corridor.

REVITALIZATION

This section of the City is designated as a revitalization area that encompasses mass transit, includes and provides for mixed use development, and allows for a density of 36 units per acre and 3.0 floor area ratio in commercially zoned areas. Commercial density, higher than allowed by-right, should be allowed only as a Special Use and when any negative impacts of such additional density are addressed, such as traffic and parking congestion and the massing and scale of the project. In this small area, downtown commercial zoning allows 3.0 floor area ratio by right, however commercial zoning currently established along Lafayette Boulevard could allow such higher density as a special use. This area along Lafayette Boulevard is adjacent to single family development. Impacts on these residential areas should be carefully considered before a special use permit is approved for higher commercial density. 89% of the Area 7's residential structures and 85% of its commercial structures were built before 1980. Once structures reach an age of 30 to 40 years, their mechanical systems, roofing systems, and other structural elements are need of updating or replacement, an indicator of the need for revitalization. Further, approximately 4% of lots in the residential portion of this area are vacant. With limited other vacant residential land in the area, virtually all new development will be through the revitalization of existing units.

Small Area Plan - Downtown Revitalization Analysis Area 7

- Commercial Pre 1980 - 85% of existing structures
- Commercial Post 1980 - 15% of existing structures
- Residential Pre 1980 - 89% of existing structures
- Residential Post 1980 - 11% of existing structures
- Vacant Parcels - 4% of residential parcels



LAND USE

IMPLEMENTATION

INFRASTRUCTURE

- Evaluate the conversion of portions of the one-way Princess Anne Street and Caroline Street and Amelia Street and William Street pairs to two-way traffic.
- Expand the trolley circulator to better connect the City's Walkable Urban Places with central public parking.
- Expand the off-street shared path network by constructing the Bankside Trail, the Dixon Park Connector, and the Mayfield Connector.
- Expand the City's brick sidewalk and streetscape improvement programs to better connect the Downtown with the Train Station District and the Sophia Street Corridor through grants or capital funds.
- Expand pedestrian lighting along major pedestrian corridors through grants or capital funds.
- Evaluate the potential for an expanded network of bicycle boulevards on City streets. Where feasible, design and construct improvements.
- Implement the shared roadways listed for Area 7 in the Pathways Plan.

REGULATIONS

- Establish a maker district to spur adaptive reuse within the Canal Quarter and Jackson + Wolfe Warehouse areas. Rezone the area to a maker zoning to merge existing corridor design guidelines, and new form based elements to support the vision of the district.
- Develop a transfer of development rights program to incentivize the preservation of contributing structures.
- Evaluate the size and functionality of the Commercial Downtown zoning district. Shrink the district where appropriate and evolve the existing incompatible density based rules to permit compatibility with form and surrounding fabric to control the intensity of use.
- Right size development standards in the Walkable Urban Places to better balance the pedestrian realm with the requirements for automobile infrastructure.
- Evaluate incentive programs to improve the creation and expansion of creative businesses within Area 6 including targeted building acquisition, facade grants, small business loans, and the expansion of the arts and cultural district.
- Develop a form based Neighborhood Commercial and Residential zoning district to regularize the existing patchwork zoning in corridors and to serve as an appropriate transition in form between more intense areas and residential areas.
- Rezone publicly held land and preserved open space categorized as Civic or T-1 to a public, recreational, open space, and environmental (PROSE) zoning district.
- Evaluate existing ordinances to ensure they adequately protect the City's existing stock of non-conforming missing middle housing and explore developing an Accessory Dwelling Units ordinance to ensure City neighborhoods can continue to evolve to meet modern housing needs.

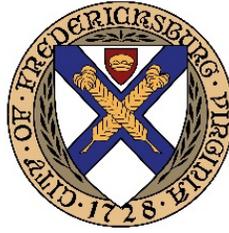
PUBLIC FACILITIES

- Expand the George Street Walk and evaluate the conversion of irregular intersections along the walk to pedestrian plazas.
- Link uplands open-spaces.
- Establish a Hazel Run Nature Trail and Park.
- Explore the expansion of transit service to and a transit center at the Train Station to create shorter headways between transit trips.

■ Immediate

■ Ongoing

■ As Resources Permit



MEMORANDUM

TO: Mayor Greenlaw and Members of City Council
FROM: Timothy J. Baroody, City Manager
DATE: January 22, 2019 (for January 28 Council meeting)
SUBJECT: City Manager's Update

Highlights of major activities and other notable developments:



Library Ribbon Cutting and Grand Opening for Renovated Theater – On **Thursday, January 30th at 4:30 p.m.** the Fredericksburg Branch of the Central Rappahannock Regional Library will celebrate the expansion of the theater and other building and parking enhancements. “The City Council adopted a twenty-year Vision in 2016, and the “Council Priorities” we developed to execute on that Vision included efforts meant to expand City performing arts spaces. This project, along with the doubling of parking, account for more

than \$500,000 in recent upgrades and investments to our treasured downtown library,” stated Councilwoman Kerry Devine. This popular public multipurpose theater space can now accommodate 220 audience members, up from 160 in its previous form. The Fredericksburg Branch is located at 1201 Caroline Street, Fredericksburg, 22401.

Enrollment, Capacity, Expansion Task Force
www.cityschools.com

Community Dialogues

January 27, 2020 7-9 p.m. The Family Life Center	January 29, 2020 7-9 p.m. James Monroe High School
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Community Dialogues: Public Input Meetings – The City of Fredericksburg is a vibrant place to live and work. As a result, the City is growing and schools are becoming more crowded. The City and the Fredericksburg City Public Schools have created the Enrollment, Capacity and Expansion (ECE) Task Force to analyze instructional needs, enrollment projections, school facility capacity, and expansion options for the school system.

The Task Force is committed to seeking public input on options to solve the capacity issue. Two community dialogues will be held to gather feedback from residents. The meetings will feature an overview presentation of the capacity issues and an

opportunity to dialogue in small groups on the issues. Residents are invited to attend one of the following community dialogues: **Monday, January 27, 2020, from 7 to 9 p.m., The Family Life Center, 400 Bragg Hill Drive, and Wednesday, January 29, 2020, from 7 to 9 p.m., James Monroe High School, 2300 Washington Avenue.**

Braehead Community Meeting – On **Thursday, February 6th at 7:00 p.m.**, at the Dorothy Hart Community Center, a community meeting is planned for Braehead neighborhood residents. At the meeting, the Timmons Group engineers will present its findings regarding drainage conditions in the Braehead neighborhood.

FRED Transit to Relocate Spotsylvania Avenue Transfer Point – Beginning Monday, January 27, 2020, FRED Transit will relocate its Spotsylvania Avenue transfer point from its current location to its new location in the parking lot of Rappahannock Goodwill Industries (RGI) at 4701 Market Street. The new transfer facility will serve the following routes: S1, S4, S5, F2, and F3. Each route will continue to serve Stop 26 on Spotsylvania Avenue, but buses will no longer make transfers here.



To better serve customers, the new transfer point has a large shelter, benches, bike racks, solar lighting, and a trash receptacle. It is fully accessible. The new transfer facility was completed in December 2019 with financial assistance from the Federal Transit Administration, the Virginia Department of Rail and Public Transportation and the City of Fredericksburg. It is built on land owned by RGI and Lakeside Conservancy, both of which generously provided easements. For additional information, please contact Glenn Jenkins, Operations Manager, FRED Transit at 540-899-6939 x606.



Winter Restaurant Week Continues Through January 26 –

It's not too late to sample some of downtown Fredericksburg's local dining scene.

Participating restaurants are offering a variety of breakfast, lunch, drinks and dinner options, with price points ranging from \$6.20 to \$30.20. To view more info and menus,

visit fbgrw.com. Dine at five or more participating restaurants during Winter Restaurant Week and qualify to win \$250 worth of downtown gift cards. Diners who bring a passport with five or more stamps to the Visitor Center by 5 p.m. January 27 will qualify for a random drawing to win the \$250 in gift cards.

Extended Parking in Downtown Ends January 31 – Check out the [parking map](#) for 10 convenient locations for parking in the downtown. The Sophia Street Parking Garage has available parking with the **first three hours FREE** and only \$1 for each additional hour. On-street parking in many areas of the historic district are marked to allow **four hour parking** for shopping and dining through January 31. The four hour restriction will apply Monday – Saturday from 8 a.m. to 7 p.m. For questions please call Public Works at (540) 372-1023. <http://bit.ly/FXBGHolidayParking>



Hockey Rink Use Ramping Up – The outdoor roller hockey rink is getting use from young and old skaters alike. On Saturday mornings between 20-30 youth are attending our Learn to Play and Pick Up Hockey sessions; and 20-30 adults are joining the Pick Up Hockey games on Sunday afternoons. When not scheduled for clinics and other activities, the rink is open for community use.

The Parks, Recreation and Events Department is expanding programming. Registration is now open for youth and adults leagues that will begin in March. Skaters assessments will be held on February 16 for adults and February 29

for youth. There will also be a series of clinics in Dek (also called floor or street) Hockey for youth. This program, a partnership with the University of Mary Washington Ice Hockey team is open to boys and girls ages 8 – 11 years old. Participants need to bring their own hockey stick. Upcoming dates are: Session 1: February 8th, Saturday, 12:00pm-1:00pm and Session 2: February 22nd, Saturday, 9:00am-10:00am A \$10 fee is charged per session (residents/non-residents) there are limited spaces, must pre-register at the Dorothy Hart Community Center.

We are also offering partnering with the Fredericksburg Roller Derby girls to offer "Learn to Roller Skate" Clinic for Women (only) on Saturday, February 8 from 1:00 – 3:00 p.m. at the rink.. A chance for women 18 and older who want to learn to skate, learn some new skills or brush up on old ones. Women interested should pre-register at the Dorothy Hart Community Center. Please sign up for FredericksburgAlert.com for weather cancellation notices. More information on hockey programs, and the calendar for rink usage can be found on the department's hockey page at www.FredParksRec.com

Chatham Bridge Rehabilitation Project – Utility work will continue at the intersection of George and Sophia Street in preparation for the Chatham Bridge rehabilitation project into February due to the large amount of rock that has been encountered. Utility crews have been working in the 100 block of George Street to install the new conduit beneath the Rappahannock River to serve Verizon and Cox Communications since mid-November. The 100 block of George Street has been restricted to one-way westbound traffic from Sophia to Caroline Street. Although parking on both sides of George Street is prohibited during the course of the project, the sidewalks will remain open and the nearby public parking lot on Sophia Street at George Street will not be impacted by this work.

Utility lines connected to the Chatham Bridge are being moved in advance of the start of bridge construction, which is planned for May 2020. The project must advance now so as to keep the Chatham Bridge Rehabilitation project moving on its planned timeline. Telecommunications engineers have determined that they must bore under the river from the location on George Street to ensure viability of telecommunication infrastructure.

Click [here](#) to see the November 12, 2019 VDOT Traffic Alert for more information on the George Street utility work. And for more information on the upcoming Chatham Bridge rehabilitation project, and updates as construction and the detour approaches, please visit the [project page](#) on www.VirginiaDOT.org. For more information about parking or how to sign up for City Traffic alerts please call 540-372-1023 or visit www.fredericksburgva.gov.

Spencer Devon Remains Open During the George Street Closure – The popular brewpub remains open during the street closure and Chatham Bridge utility work. Sidewalks remain open during the street closure as well. Spencer Devon offers special trivia and karaoke nights, and live music. www.spencerdevonbrewing.com

Closure of Upper Caroline Street – Replacement of Sanitary Sewer System – Work continues on this very important sanitary sewer system project which is currently detouring Caroline Street from Herndon to Germanna Streets. This is a major project that involves the replacement of two existing sewer mains that are well past their useful lifespan and are in poor condition. Both of the existing mains will be replaced with a single 21” sanitary sewer main that is upsized to meet future sewer demands. The \$1.7M project is part of a PPEA water/sewer infrastructure improvement contract with W.C. Spratt, Inc. and is anticipated to be completed by May of 2020. For questions about the project please contact the Department of Public Works at 540-372-1023. Please subscribe to City alerts at www.FredericksburgAlert.com.

Detour on the Heritage Trail – The detour continues for approximately two more weeks between the Ford and Germania Street area as work continues on the Upper Caroline Street Sanitary Sewer Replacement Project. Pedestrians and bicyclists will be detoured along Princess Anne Street for a section of the trail where the sewer line work crosses the path. Alerts and postings on social media have been made to remind trail users to be cautious near work zones and watch for posted signs.



Father-Daughter Dance – On **Friday, February 7th**, the parks, Recreation and Events Department will be hosting its 4th Annual Father-Daughter Dance. This event has been growing in popularity, and this year will be held at Lafayette Elementary School to allow more people to attend. The Father-Daughter dance is open to girls 4 – 12 years old and their fathers, stepfathers, uncles, grandpas, etc. for a night of dress up, dancing and fun. There is a DJ and a professional photographer for those who want a special memento of the evening. Advance registration is \$6 per person, \$8 at the door. There will be a Mother-Son Dance held in May. See FredParksRec.com



Fred Focus

Fred Focus – The [Fredericksburg Department of Economic Development and Tourism](#) is pleased to bring you Fred Focus, a weekly e-newsletter that goes out every Thursday and keeps you up-to-date on Fredericksburg business and tourism information and events. This week's [edition](#).



**CITY COUNCIL
MEETINGS & EVENTS CALENDAR**

City Hall Council Chambers, 715 Princess Anne Street, Fredericksburg, VA 22401

1/27/20	7 – 9 p.m.	Schools Community Dialogue Meeting	Family Life Center 400 Bragg Hill Drive
1/28/20	5:30 p.m.	Work Session <ul style="list-style-type: none"> • Small Area Plan #6 Creator Maker District, Parking Text Amendments • Council Priorities Update • Wastewater Consolidation Update 	Suite, Room 218
	7:30 p.m.	Regular Session	Chambers
1/29/20	7 – 9 p.m.	Schools Community Dialogue Meeting	James Monroe High School, 2300 Washington Avenue
1/30/20	4:30 p.m.	Ribbon Cutting for Library Theater Expansion and Other Improvements	Library Theater, 1201 Caroline Street
1/31/20	8:30 a.m.	Schools Working Group	Walker Grant Center 210 Ferdinand Street – School Board Meeting Room
2/11/20	5:30 p.m.	Work Session	Suite, Room 218
	7:30 p.m.	Regular Session	Chambers
2/25/20	5:30 p.m.	Work Session	Suite, Room 218
	7:30 p.m.	Regular Session	Chambers

Future Work Session Topics: Economic Development Incentives, and Action on UDO Text Amendment from 2018: Paying Taxes at Approval Instead of Application.

Boards & Commission	Meeting Dates/Time	Actual Date of Meeting	Members Appointed	Contact Person
Board of Social Services	Bi-monthly 1st Thursday/4 p.m.	February 6 at 4 p.m.	Duffy	Christen Gallik
Central Rappahannock Regional Library	Quarterly 2nd Monday/4:00 p.m.	March 9 at 4 p.m.	Devine	Martha Hutzel
Community Policy Management Team	Thursday after 3rd Tuesday/2:00 p.m.	February 20 at 2 p.m.	Greenlaw	Jamie Divelbiss
Fredericksburg Arts Commission	3rd Wednesday/6:30 p.m.	February 19 at 6:30 p.m.	Devine, Graham	Kim Herbert
Fredericksburg Area Museum	4th Monday/8:30 a.m.	January 27 at 8:30 a.m.	Kelly	Sara Poore
Fredericksburg Clean & Green Comm.	1st Monday/6:30 p.m.	February 3 at 6:30 p.m.	Devine	Robert Courtnage
Fredericksburg Regional Alliance	Quarterly/5:00 p.m.	February 17 at 5 p.m.	Greenlaw, Duffy	Curry Roberts
GWRC/FAMPO	3rd Monday/6:00 p.m.	January 27 at 6 p.m.	Kelly, Withers, vacancy - Alt.	Linda Struyk Millsaps
Healthy Generations Area on Aging (RAAA)	1st Wednesday/4:00 p.m.	TBD	Greenlaw	Patricia Wade
Main Street Board	3rd Thursday/8:30 a.m.	February 20 at 8:30 a.m.	Withers	Ann Glave
Housing Advisory Committee	As needed	TBD	Frye, Graham	Susanna Finn
PRTC	1st Thursday/7:00 p.m.	February 6 at 7 p.m.	Kelly, Graham - Alt.	Kasaundra Coleman
Rappahannock Juvenile Detention	Bi-monthly last Monday/12 noon	January 27 at noon	Whitley, Frye - Alt.	Carla White
Rappahannock Regional Solid Waste	Quarterly 3rd Wednesday/8:30 a.m.	February 19 at 8:30 a.m.	Kelly, Withers	Joe Buchanan
Rappahannock River Basin	Quarterly/1:00 p.m.	March 25 in Fredericksburg at 1 p.m.	Withers	Eldon James
Recreation Commission	3rd Thursday/6:30 p.m.	February 20 at 6:30 p.m.	Duffy	Jane Shelhorse
Regional Group Home Commission	2nd Thursday/2:30 p.m.	February 13 at 2:30 p.m.	Duffy, Whitley	Ben Nagle
Town & Gown	Quarterly/3:30 p.m.	April 9 at 3:30 p.m. at UMW Executive Center	Withers, Duffy	Paula Zero
Virginia Railway Express Operations Board	3rd Friday/9:00 a.m.	January 17 at 9 a.m.	Kelly, Graham -Alt.	Richard Dalton
City/School Working Group		January 31 at 8:30 a.m.	Greenlaw, Kelly	Baroody/Catlett
City/School Task Force		TBD	Devine, Graham	Baroody/Catlett