PLANNING COMMISSION WORK SESSION
CITY OF FREDERICKSBURG, VIRGINIA AGENDA
May 13, 2020
6:30 P.M.
ELECTRONIC MEETING

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1. Work Session Topic

   1.I. Discussion Of Area 7 (Downtown) Small Area Plan

   Documents:

   AREA 7 PACKET.PDF

   1.II. Creation Of Creative Maker Zoning District

   Documents:

   CMD PACKET.PDF

2. Adjournment

MEMORANDUM

TO: Chairman Rodriguez and Planning Commission Members
FROM: Susanna Finn, Community Development Planner
DATE: May 13, 2020 Meeting
RE: Comprehensive Plan Amendment for the General Land Use Plan and Area Plan for Small Area 7

ISSUE

The City of Fredericksburg seeks to amend its Comprehensive Plan to adopt the new small area plan for Planning Area 7 in Chapter 11 and update Chapter 10 to include new transects.

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).

BACKGROUND

At the February 26th Planning Commission meeting, the public hearing on the Area 7 amendments was opened and the item was discussed. At this meeting fourteen people spoke and two people submitted written comment. The Planning Commission also had significant dialogue on different elements of the plan. The Plan submitted for discussion contains green text that denote changes to the plan made to address suggestions and issues raised during the public hearing on the 26th from both residents and Planning Commissioners. :

Trestle Park and the Train Station:

Seven people spoke in support of the formalization of the green space near the train station called Trestle Park, against the addition of bathrooms for community use near the train station, and some spoke against the expansion of the train station facility at all and instead called for the re-use of the privately owned former train station. One neighborhood resident offered support for the renovation of the train station including restroom facilities. These concerns were understood and the amendments have been changed to remove mention of train station facilities from the train station area walkable urban place. In this section, it recognizes the green space known as Trestle Park and recommends it be formalized for community use. Discussion on the expansion and upgrade to the train station itself including any potential amenities has been centralized within the section on access and mobility in the discussion of public transit.

The plan is updated in the following ways to address this conversation:

11(7) 14 – Removed mention of train station facilities within designated green space.
11(7) 29 – Added implementation to work with the community for train station planning.

Automobile Traffic:
In regards to traffic, one resident spoke in favor of converting Princess Anne and Caroline Streets through Darbytown, while one expressed concern particularly as it would affect parking and increase traffic. Two persons spoke in favor of the conversion of William and Amelia Streets to two-way traffic. The plan addresses that any conversion of traffic flow will only be completed after engineering analysis and design to address issues of feasibility, safety, parking, and other system level effects. There have been several recent traffic conversions of main streets in Virginia cities. Recently, the City of Lynchburg voted to re-designate their main street from one-way to two-way traffic citing boosts to the pedestrian environment and increasing safety by decreasing speeds therefore making their downtown a destination and better for businesses.

Mr. Rodriguez asked it the two roundabouts proposed at the Lafayette intersections with Charles Street and Kenmore Avenue were adequately sized to handle truck traffic. The Transportation Administrator stated that they are sized for trucks serving the Downtown, and that the improvements are programmed in VDOT's Six Year Improvement Program but construction will likely not begin until after FY 25.

There was also discussion about prioritizing the construction of the parking deck in the Train Station area as well as ensuring that the plan encouraged an evaluation of pedestrian safety to continue:

The plan is updated in the following ways to address this conversation:

11(7) 14 – Emphasized need to prioritize parking deck construction.
11(7) 20 – Added continuous pedestrian safety evaluation.

Riverfront, Uplands, Pedestrian Corridors, and Sustainability:
Two persons spoke for the need to improve pedestrian scaled lighting in its functionality and appropriateness along key corridors. Two people discussed the strength of the open space sections of the plan.

A representative from Friends of the Rappahannock discussed that the plan was river-friendly due to the expanded uplands open space, the expansion of TDR, and the elimination of density caps in the downtown. Another resident also supported this idea and asked that the plan be more encouraging of density for sustainable living. The Planning Commission discussed new development's compatibility with the existing historic fabric in both the neighborhoods and the Downtown as well as the need for public facilities to evolve for modern access requirements.

Planning Commission discussion included clarifying the challenges facing the Riverfront.

The plan is updated in the following ways to address this conversation:

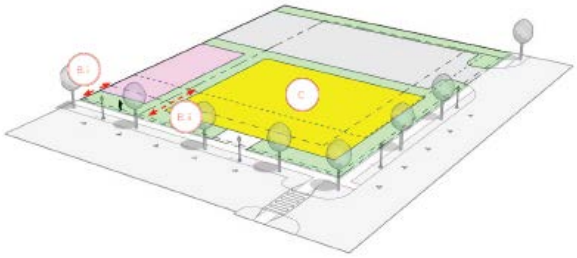
11(7) 1 – Clarification on riverfront challenges.
11(7) 2 – Clarification on potential for new development in the historic district.
11(7) 4 – Added accessibility to description of Executive Plaza improvements.

William Street Area and future Form Based Code District:
At this meeting, questions were also asked about the William Street walkable urban place and the engagement level from the tenants and property owners there. Since this meeting staff went to each business in the Area to discuss the plan. Some operators were encouraged by the proposed upgrade of the area. Merriman's owner and his son registered some concern about preserving their curb cuts while their business was in operation. No formal comments were received from this outreach effort.

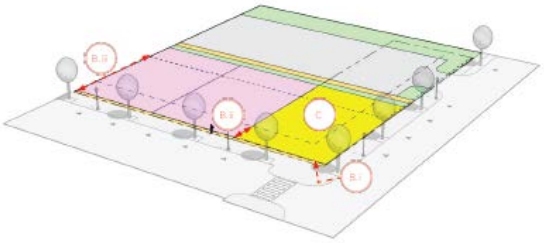
During the planning process, Mr. Rob Thomas wrote and called to staff to discuss issues about encroachments on the public alley between Brompton Street and William Street. Overtime, buildings were built in the alley in a way that limits its usefulness. He also has concerns about the impact to the neighborhood from the operation of Merriman's especially the use of the parking lot on Brompton Street. His concerns were part of the input considered when applying alley restoration and infill building placement for the William Street Area.

The Planning Commission discussed what the future Form Based Code proposed for corridor areas would look like. Generally, the code will pair low intensity commercial and medium density residential uses with the smaller infill oriented building types and frontage requirements found in the City's existing form based codes. The frontage types utilized will be a combination of frontage D and frontage E:

Figure E Private Component and Building Type Permitted:



Frontage D Private Component and Building Type Permitted:



The building types utilized will be building type 3 and building type 4:

Building Type 3 Facade Activation:

Building Type 4 Facade Activation:

GENERAL PROCEDURAL 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*

The Planning Commission held worksessions on the final plan in October, November, December, and January. Additionally, the City Council held a worksession on the final plan in December.

Once the public hearing is complete and the Planning Commission takes action, the amendments will return to City Council for public hearing and action. The following step will be proposing land use regulations to implement these policies. The City Council initiated this process on January 28, 2020, through Resolution 20-02 and voted to forward this matter to the Planning Commission for its meeting on February 26. The necessary amendments were advertised for consideration by the Planning Commission and the public hearing was opened at the February 26th meeting and held open. The public hearing will resume at the June 24th meeting.

<u>Attachments:</u>
Proposed Amendments

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 (adopted 2.12.2019- Princess Anne Street/Route 1 (north)

2018 Area 7 - Downtown

2020 Area 1 - Celebrate Virginia/Central Park, Area 2 - Fall Hill Avenue, and

2020 Area 10 - Lafayette Boulevard/Route 1(south)

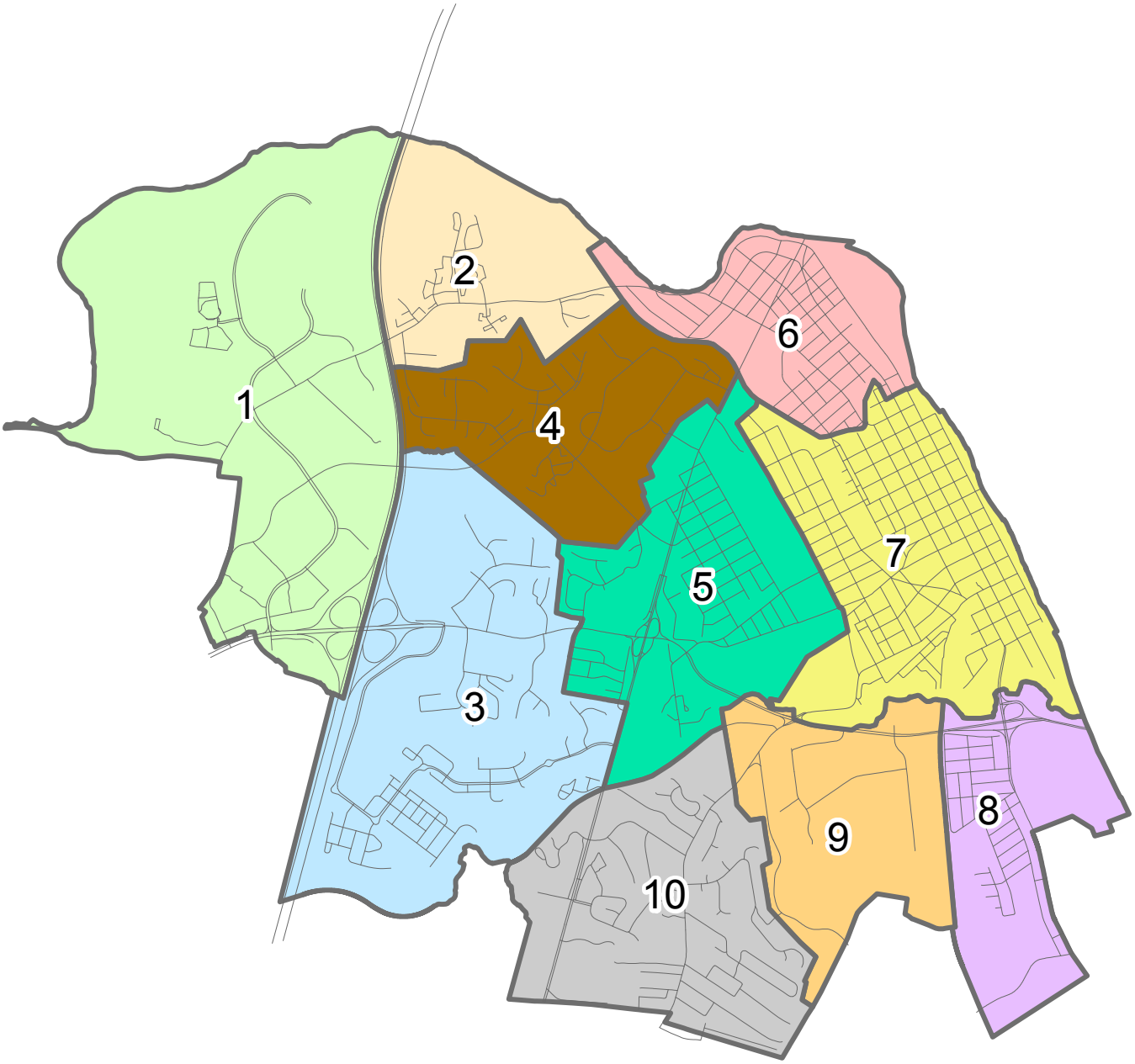
2021 Area 5 - University/Route 1(central),

2022 Area 8 - Dixon St./Mayfield,

2023 Area 4 - Hospital/Cowan Boulevard

2024 Area 9 - Braehead/National Park,

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 2020, four 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.

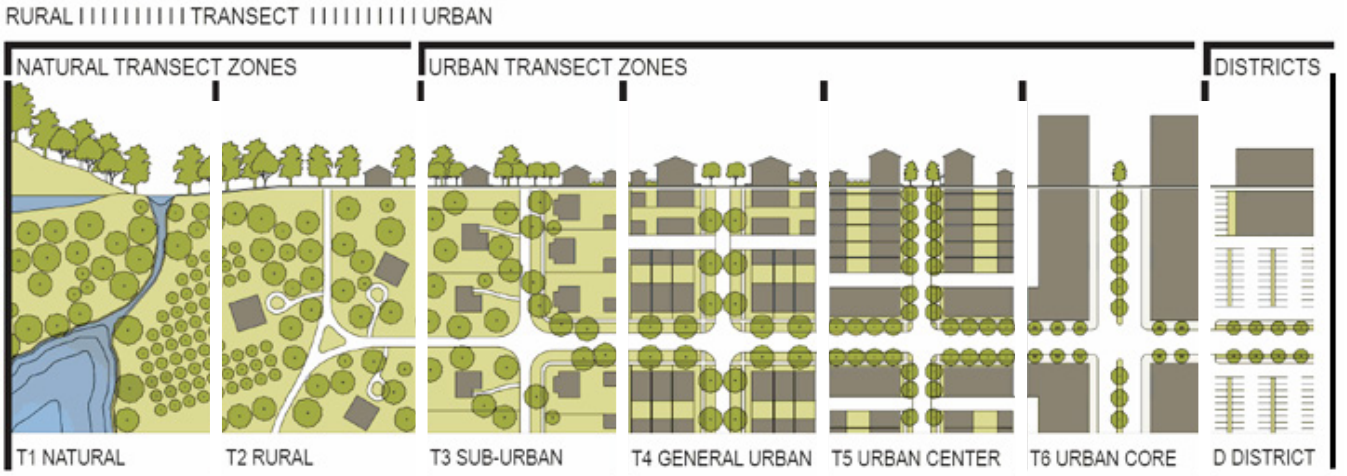
How to Apply the Transects

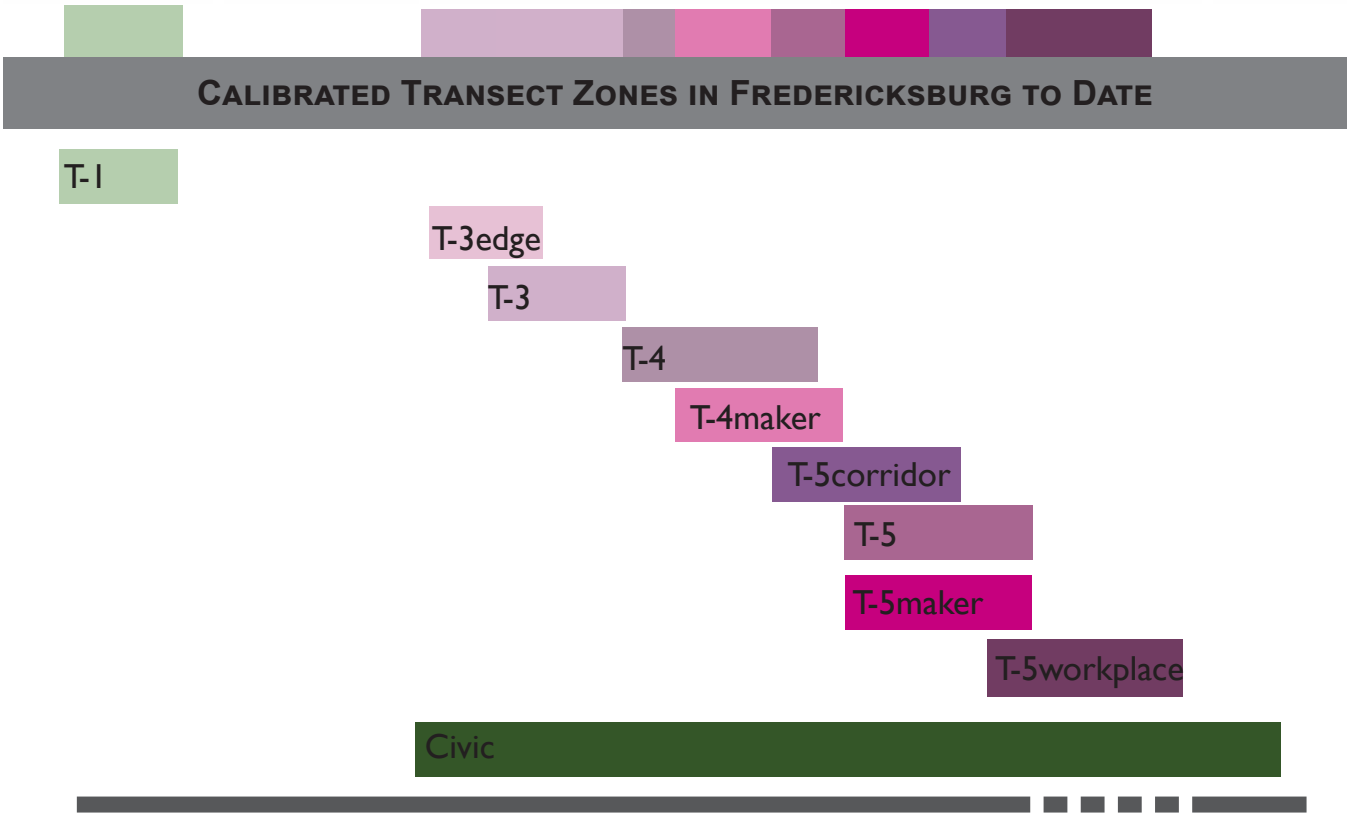
The Transect Map is a depiction of the City divided into zones identified by their character, scale, and land use. Consulting this map is the "first stop" in evaluating the appropriateness of future projects. These transect designations will specifically bolster supplementary toolkits and regulations 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:





General Land Use Map Key

Transects

T-1 - Preserved Open Space

T-3e - Sub-Urban Edge

T-3 - Sub-Urban

T-4 - General Urban

T-4m - Maker

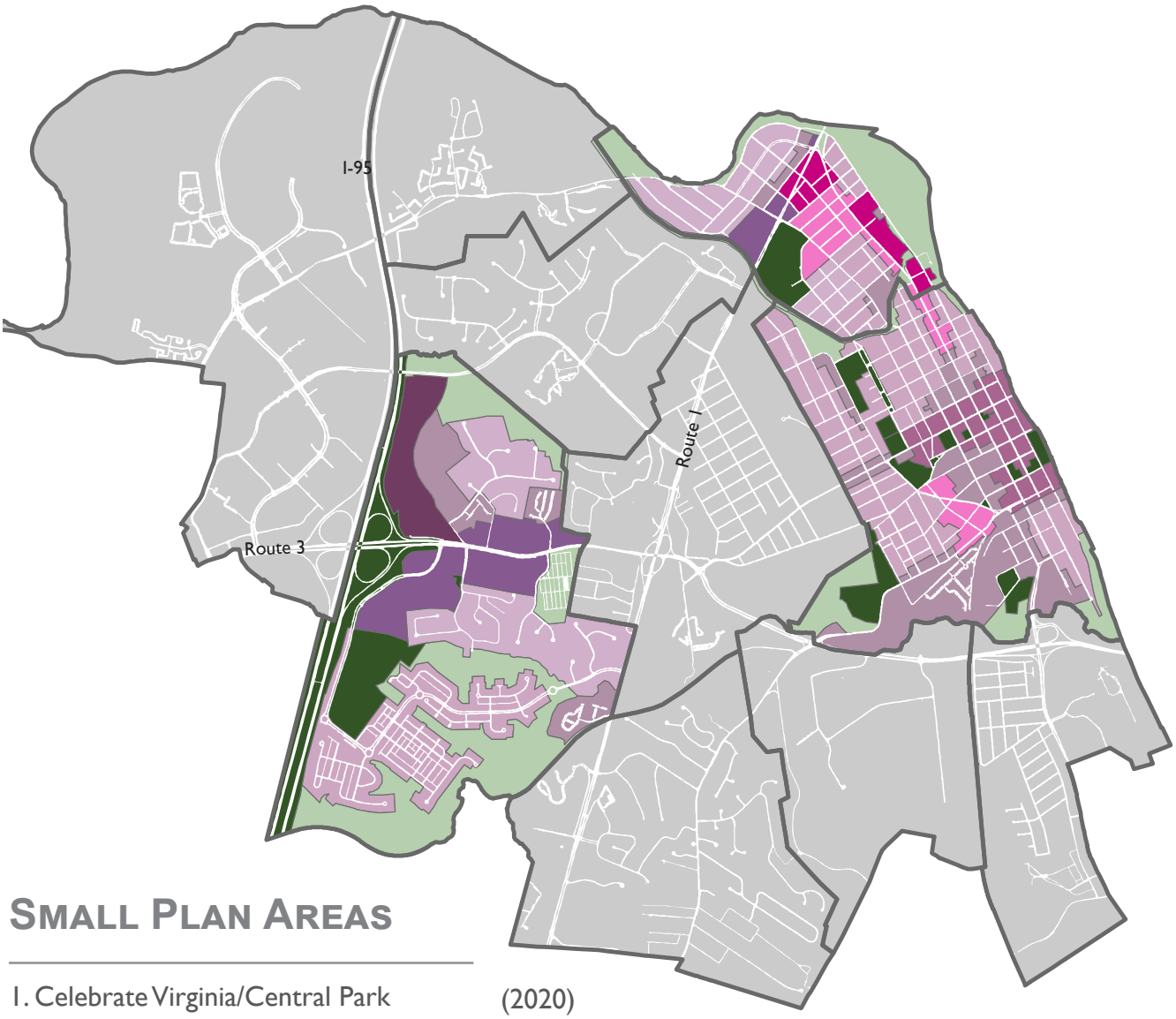
T-5m - Maker

T-5 - Urban Core

T-5c - Area Core

T-5w - Area Core Workplace

Civic



Small Plan Areas

1. Celebrate Virginia/Central Park	(2020)
2. Fall Hill	(2020)
3. Plank Road/Route 3	(2017)
4. Hospital/Cowan Boulevard	(2023)
5. University/Route 1 (central)	(2021)
6. Princess Anne Street/Route 1 (north)	(2017)
7. Downtown	(2018)
8. Dixon Street/Mayfield	(2022)
9. Braehead/National Park	(2024)
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. Form and architectural compatability should control the intensity of use.
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.

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.

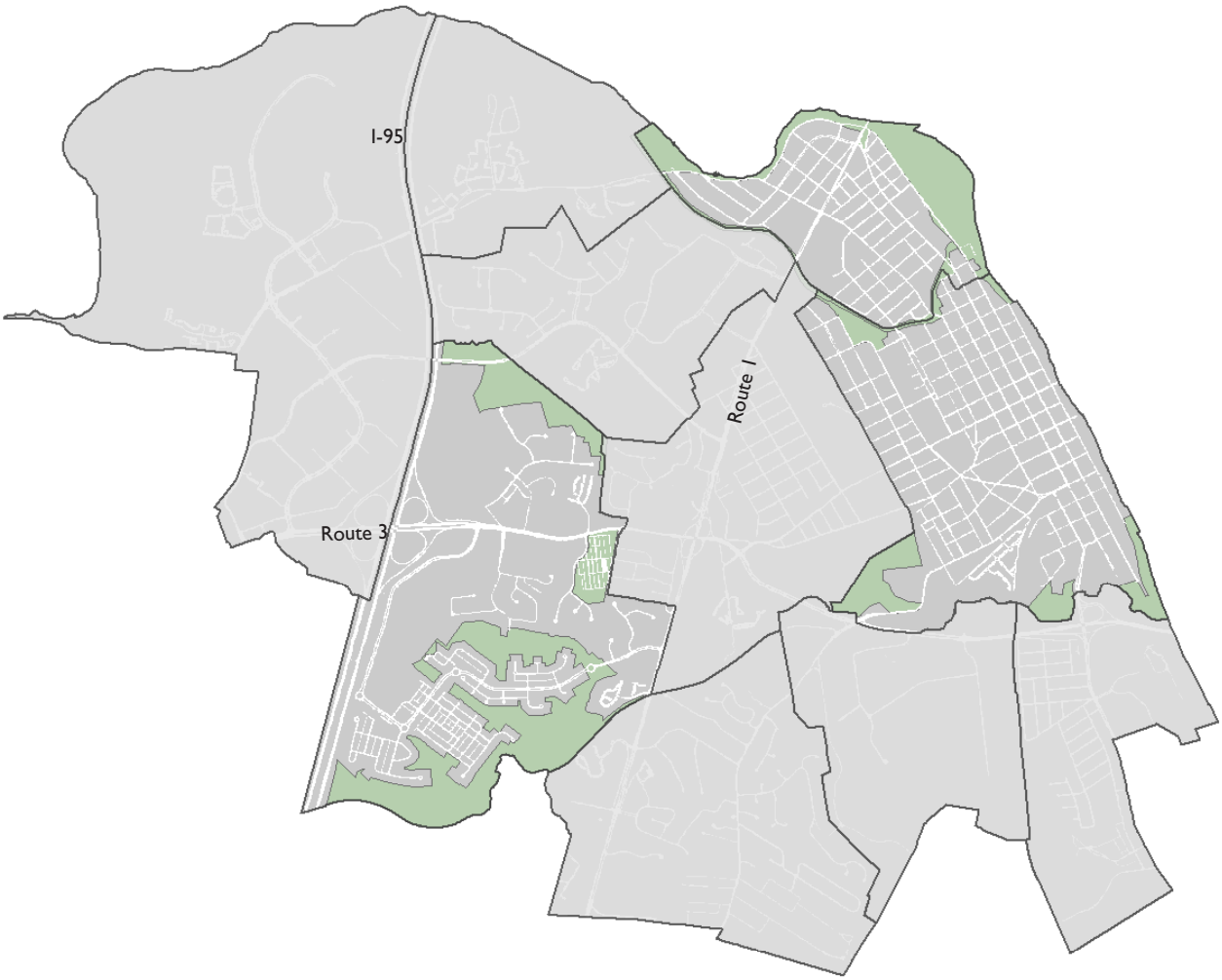
COMMERCIAL ACTIVITY None.

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.

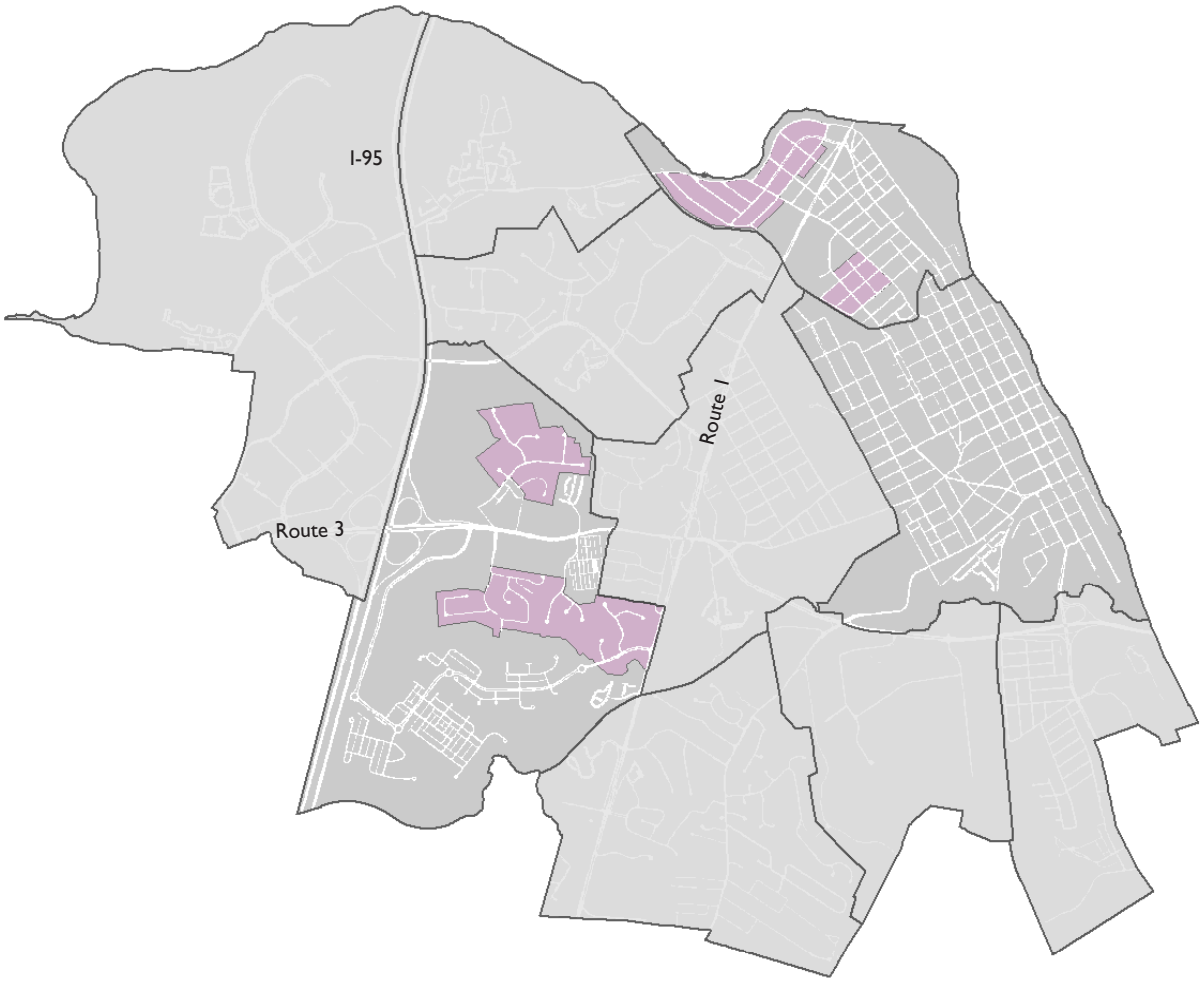
COMMERCIAL ACTIVITY None.

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.

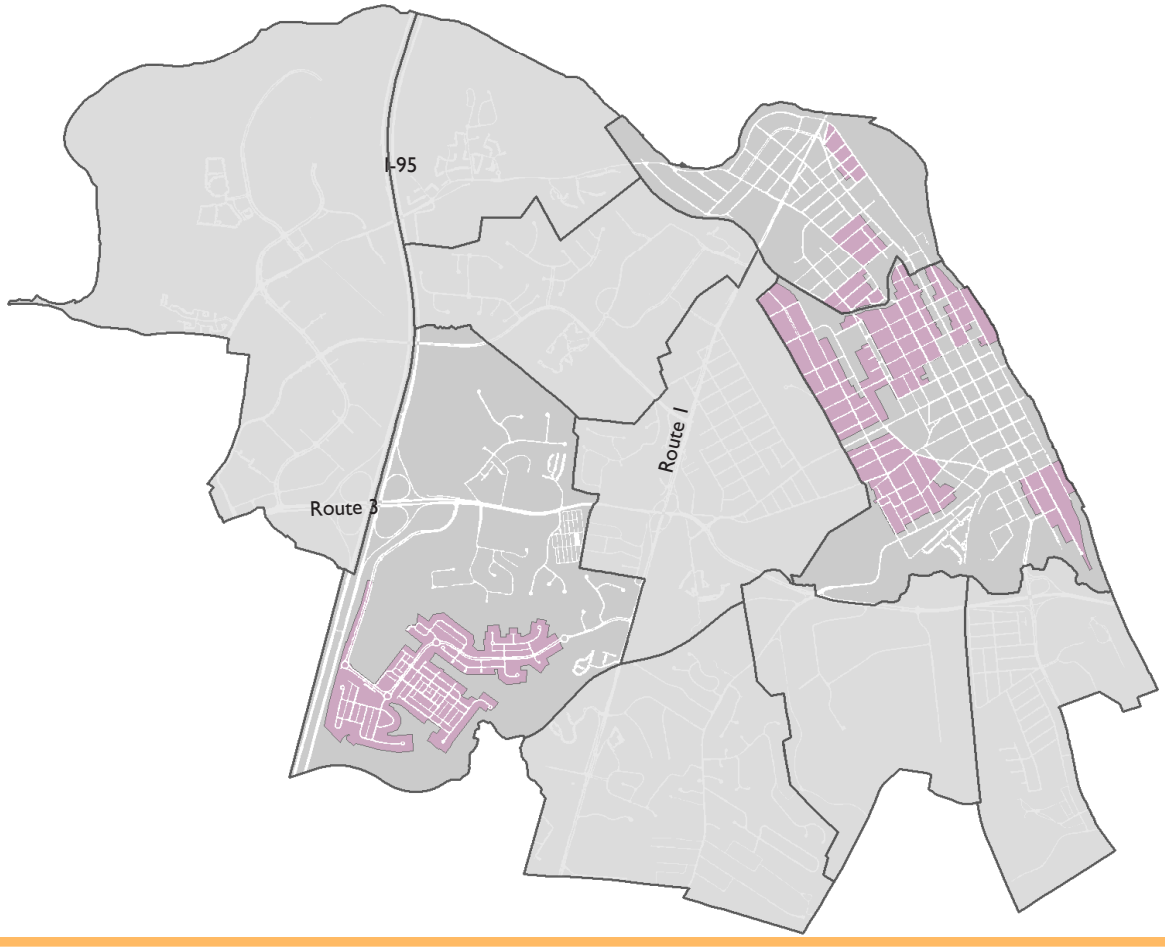
PEDESTRIAN ACTIVITY Moderate.

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.

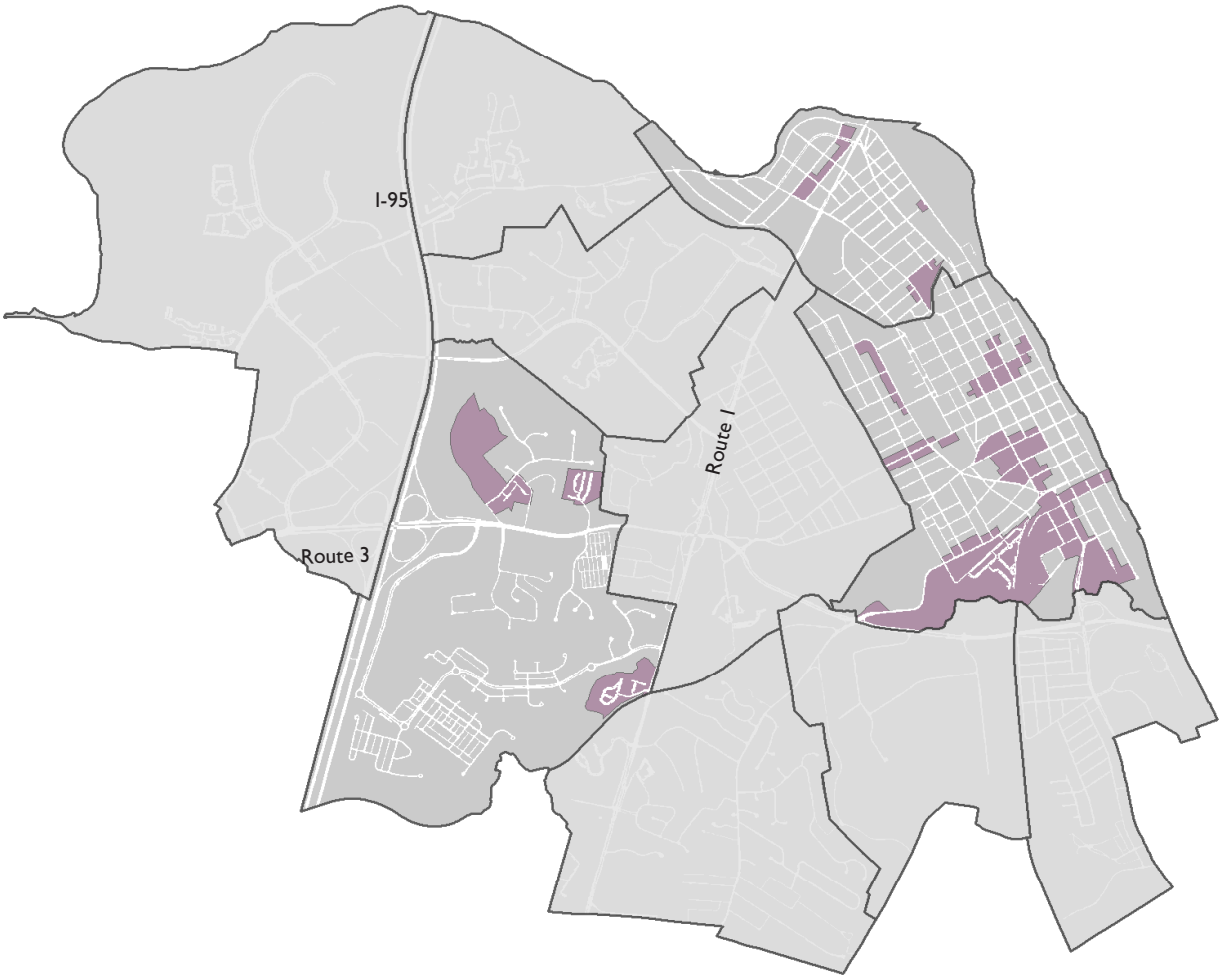
FRONTAGE No setbacks required - buildings should shape public realm.

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.

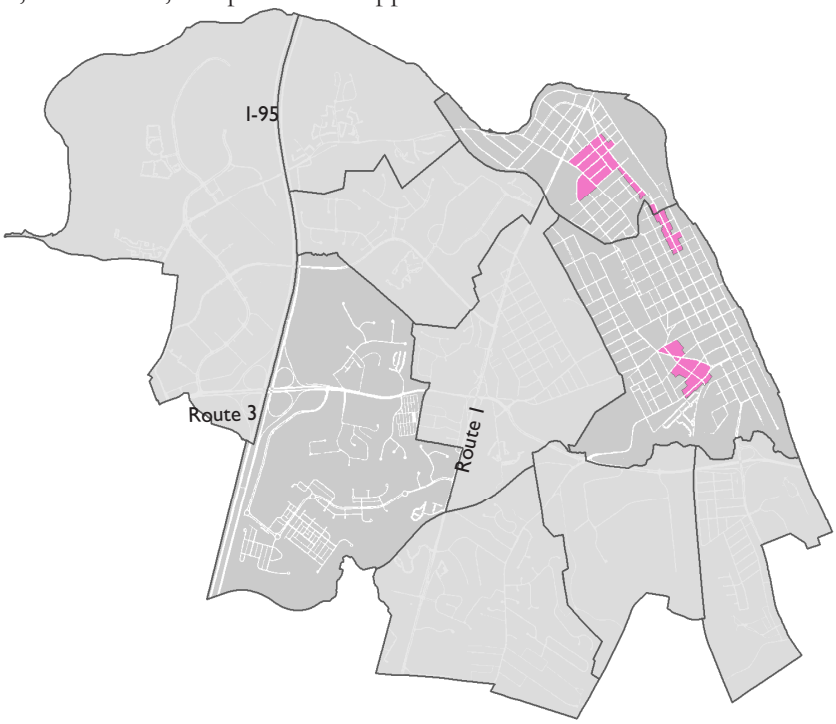
COMMERCIAL ACTIVITY High - Production and Sales

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.

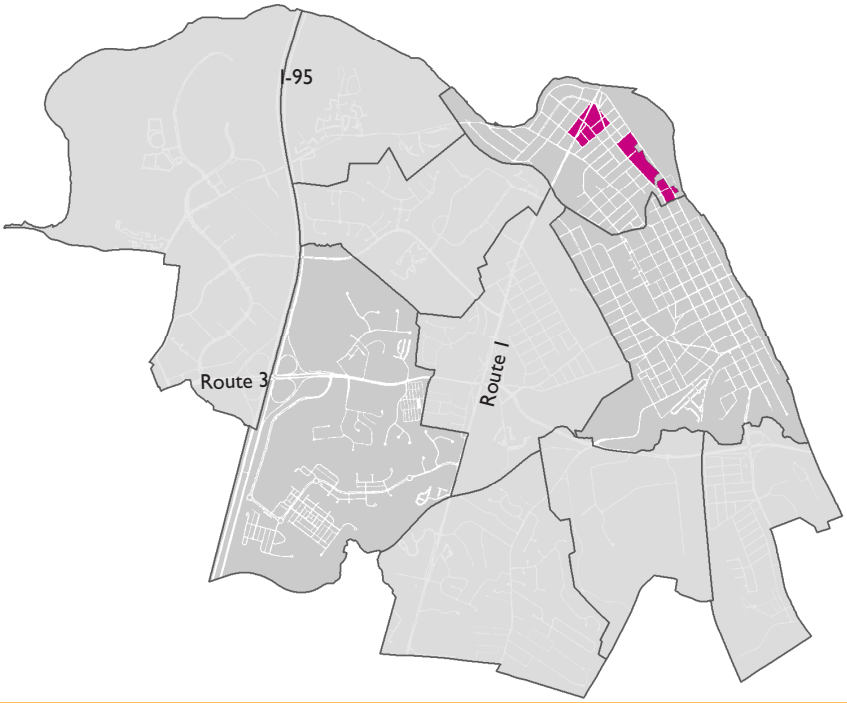
COMMERCIAL ACTIVITY High - Production and Sales.

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.

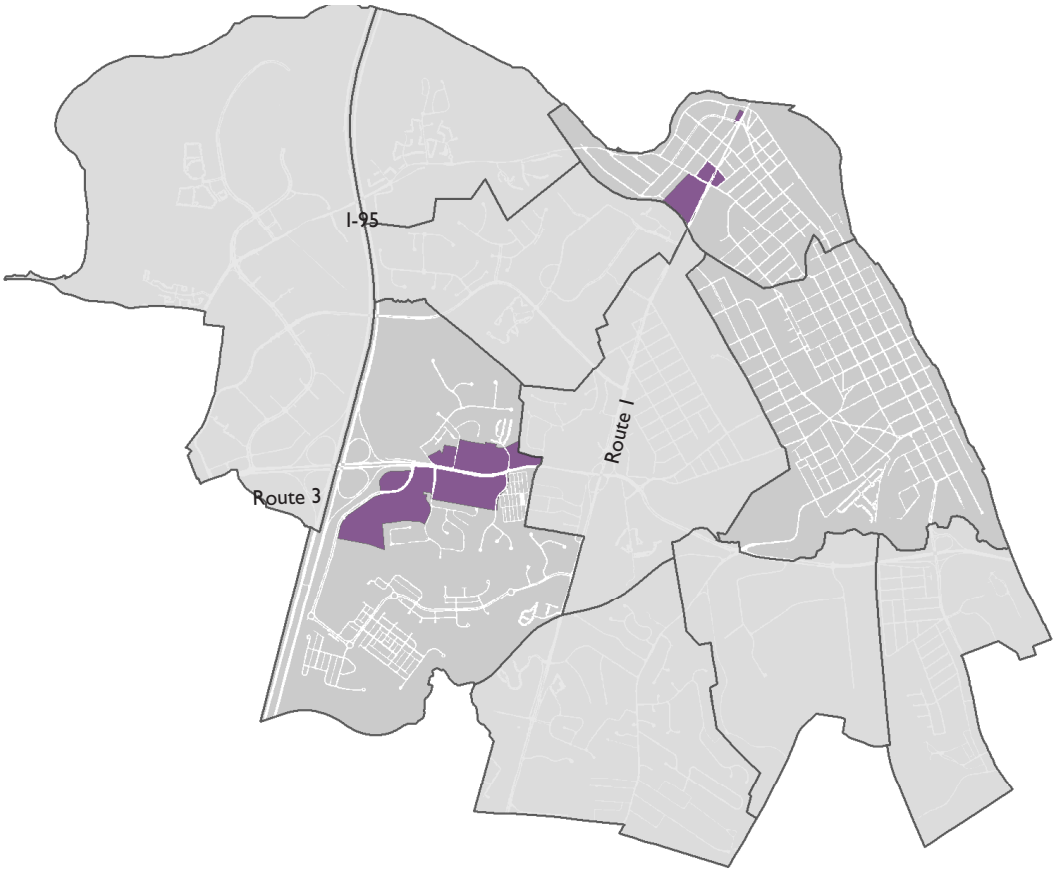
FRONTAGE Varies.

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

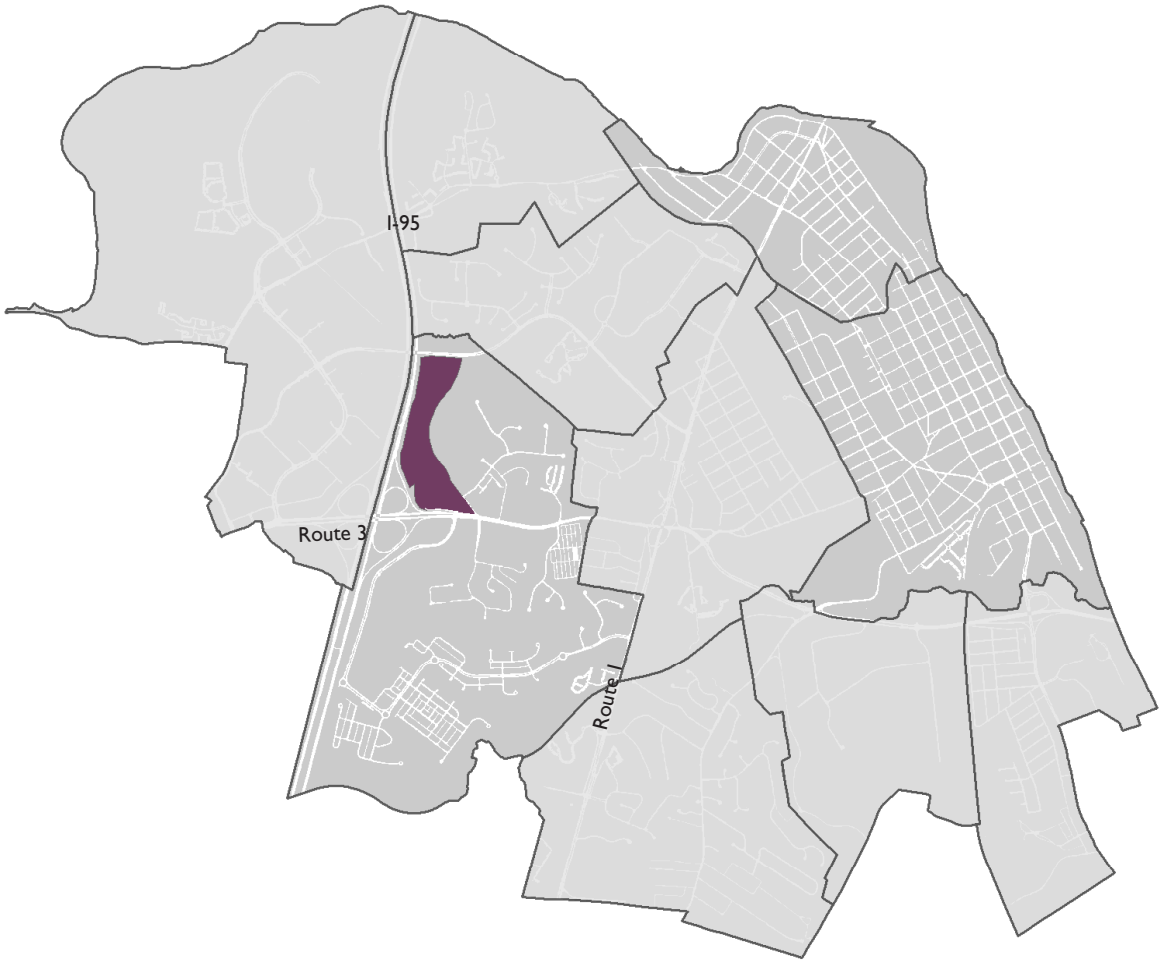
FRONTAGE Varies.

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 and densely developed blocks. Setbacks are minimal, defined by the blockface, and enhanced by landscaping where appropriate. The T-5 transect has 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 higher densities possible under special review. A commercial floor area ration (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 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 Setbacks are minimal, defined by the blockface, and enhanced by landscaping where appropriate.

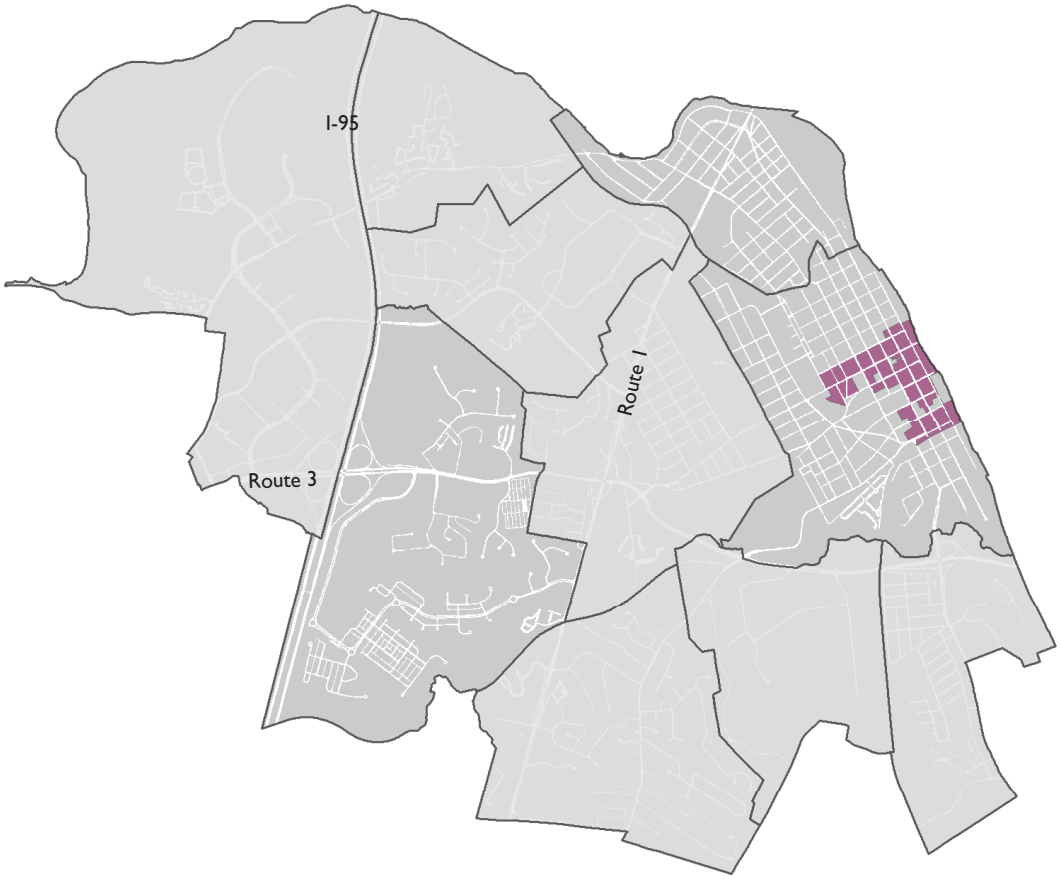
PEDESTRIAN ACTIVITY High.

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.

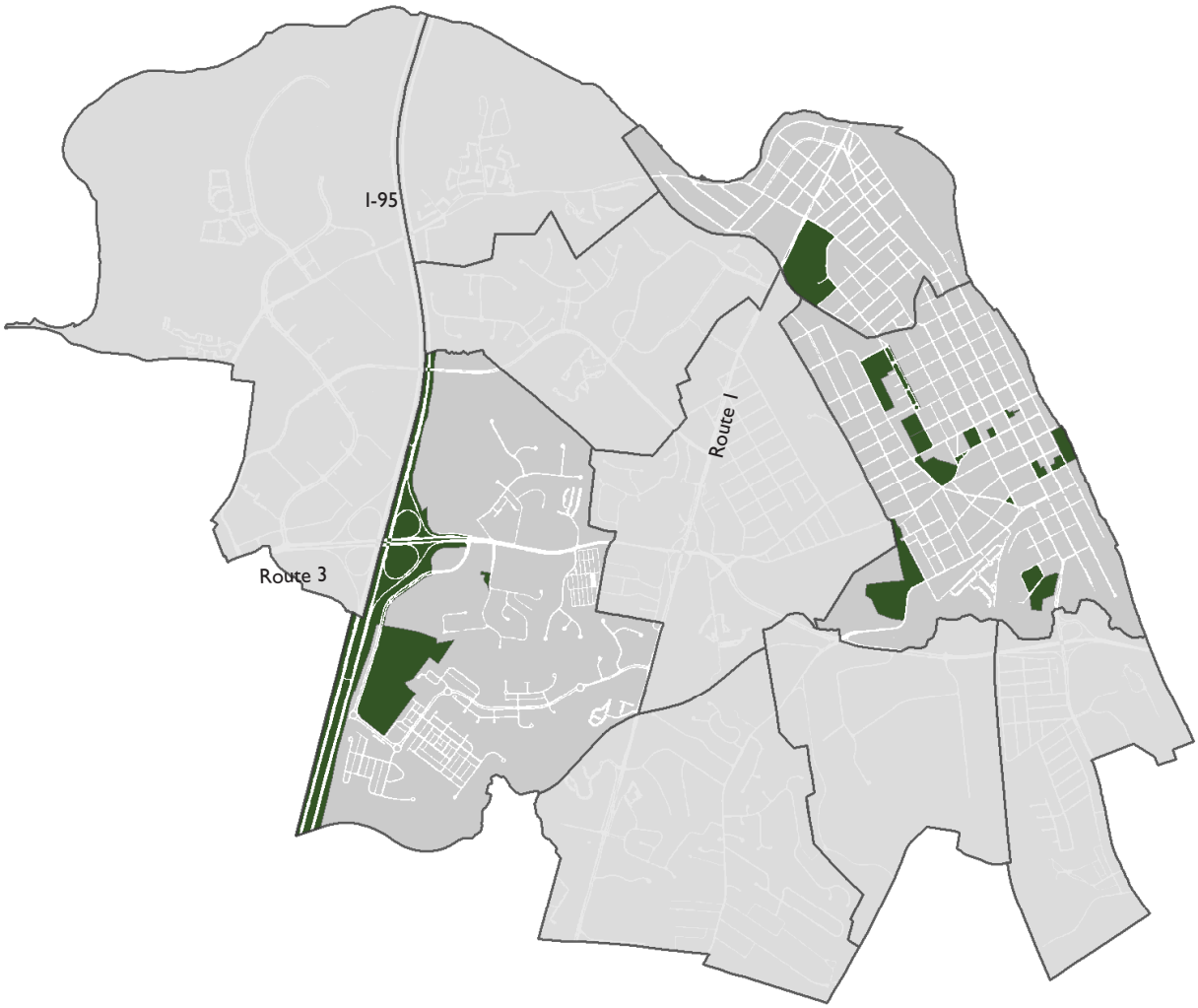
COMMERCIAL ACTIVITY None.

PEDESTRIAN ACTIVITY Moderate.

BUILDING HEIGHT 1-3 story maximum.

PUBLIC SPACE Schoolyards, Parks and Squares.

USE Civic use only; public activities.



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.

CHAPTER 11 -PLANNING AREAS

Background

The Land Use Plan incorporates ten planning areas, to more readily address specific conditions and to make clear recommendations for each area. Each of these areas is focused around major corridors within the City and the residential neighborhoods that support them. Each area has a distinct and identifiable character with varying land use objectives. Specific area plans are able to more effectively implement the goals, policies, and initiatives in this Comprehensive Plan. As the area plan process progresses, area plans will be updated to incorporate transect and form based analysis.

The planning areas and the year devoted to their review are identified here.

1. Celebrate Virginia/Central Park (2020)

2. Fall Hill (2020)

3. Plank Road/Route 3 (2017)

4. Hospital/Cowan Boulevard (2023)

5. University/Route 1 (central) (2021)

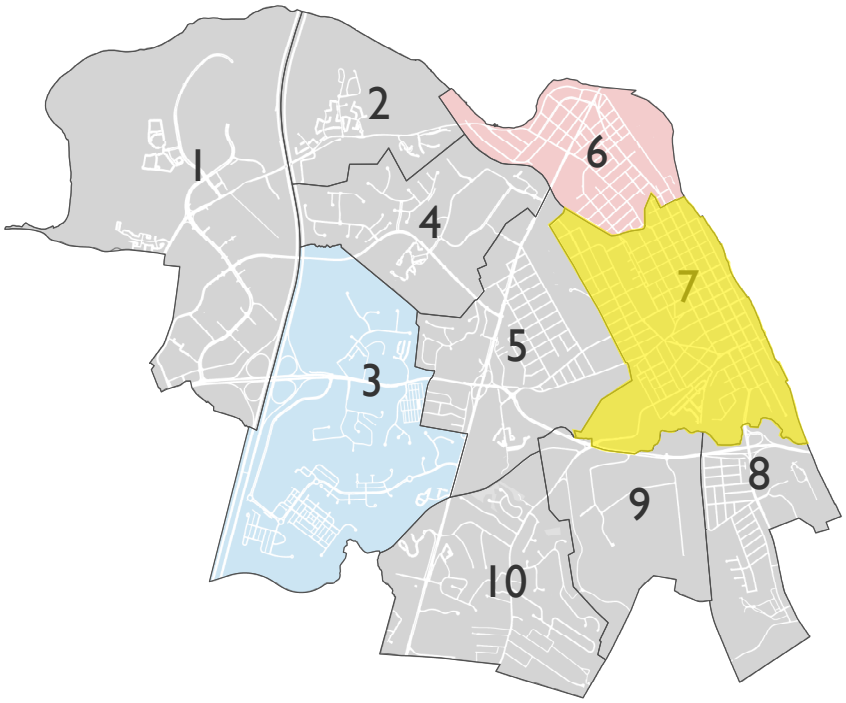
6. Princess Anne Street/Route 1 (north) (2017)

7. Downtown (2018)

8. Dixon Street/Mayfield (2022)

9. Braehead/National Park (2024)

10. Lafayette Boulevard/Route 1 (south) (2020)



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 serves 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 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 housing 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. Together, this open space network links 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 with invasive species, and is primarily used for car storage and is therefore underutilized.
- Pedestrian, bicycle, and transit networks, while strong, require upgrade and extension to complete the network.
- Demolition by neglect affects many historic properties due to several forces including disinterest in reinvestment despite the economic return of a well preserved structure as well as the expense and challenge of maintaining a historic property to a high standard.
- 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 zoning districts constrains healthy adaptive reuse in the core, contributes to incompatible development in surrounding areas, and increases legal and regulatory pressure to demolish existing structures.
- 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 adjacent to these neighborhoods 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.
- Fredericksburg's unique urban amenities, parks, farmer's market, and open spaces draw local and regional users as well as national visitors. These assets must be upgraded to enhance the City's quality of life and to enhance the visitor's tourism experience.

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 as a transportation hub and welcome center for tourists and travelers. 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 and embraces architectural creativity in accordance with the Historic District guidelines.
- 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 zoning districts to incorporate the best of density and form based codes. Use these codes to protect established residential neighborhoods from commercial development, through transitional uses and design standards that minimize adverse impacts.
- 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. Evaluate an Accessory Dwelling Unit ordinance that permits existing neighborhoods to evolve to meet the changing housing needs. 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.
- The public realm should be upgraded and new opportunities to activate the riverfront, link and expand the uplands open spaces, and maximize the use of civic spaces should be explored and funded.

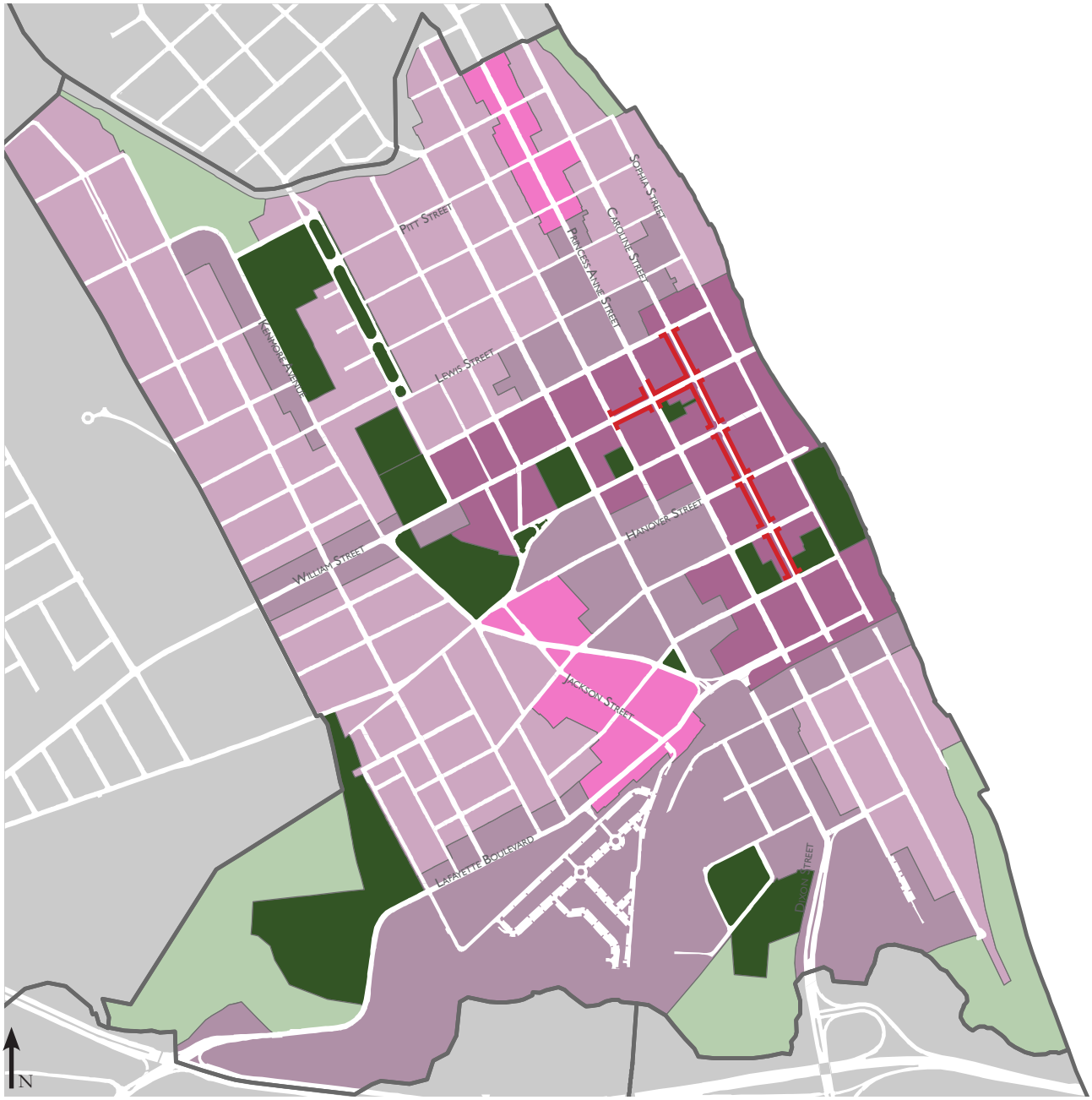
Market Analysis

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.



KEY

T-1	T-3	T-4	T-4m	T-5	Civic	Retail Priority Area
± 100 acres	± 260 acres	± 206 acres	± 33 acres	± 82 acres	± 45 acres	

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 an accessible community resource with pedestrian oriented seating, interactive elements, and the ability to accomodate innovative voting. The Farmers Market should be able to expand to an all season venue within the Fredericksburg Rescue Squad 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. Current densities in the T-3 neighborhoods range from 4 to 20 units an acre. 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, the creation of a neighborhood pattern books or character/conservation districts should be explored to permit neighborhood residents to craft their own regulations to ensure surrounding infill development is architecturally compatible.

T-4 (GENERAL-URBAN) This T-4 Zone currently consists of a range of uses 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. Current zoning in these areas could potentially create development in conflict with the surrounding neighborhoods. The Commercial Downtown zoning district should shrink and the patchwork of other districts in these areas should be simplified to allow a cohesive mix of uses. A new form based, mixed-use zoning district should be developed to regulate the appropriate scale and mass of infill development. This new district should be compatible with the surrounding neighborhoods, which have an existing residential density of between 4 and 20 units per acre.

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. Within the T-5 transect and the Old and Historic Fredericksburg Overlay District, evaluate the elimination of artificial density caps to permit historic development patterns to control the intensity of use to ensure that historic resources have ample opportunity for functional adaptive re-use.

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. 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 envelopes 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 excess and / or disruptive 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 to access parking in the rear of buildings 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.

- Character Structures
- Infill Building
- Third Spaces
- Alley Repair
- Improved Pedestrian Crossing
- Traffic Calming and Alignment
- Frontage Repair
- Vehicle Entrance / Exit

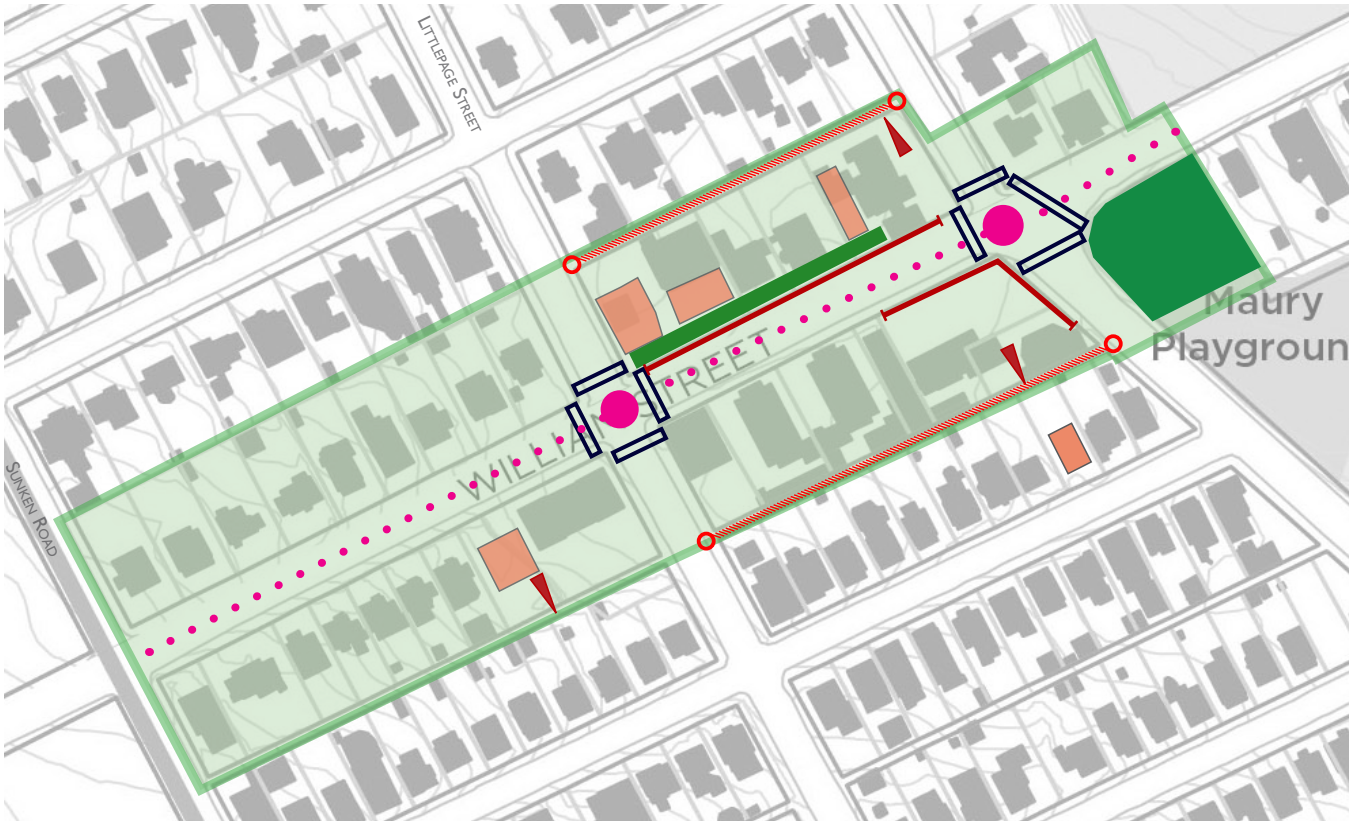
Locations Legend:

- William Street Corridor
- Lafayette Boulevard
- Sophia Street Corridor
- Jackson - Wolfe Maker District
- Canal Quarter Maker District
- Train Station District

Rappahannock River
Stafford County
Fredericksburg National Cemetery
Walker Grant Center
WASHINGTON AVENUE
KENMORE AVENUE
LITTLEPAGE STREET
CAMPBELL STREET
PRINCE EDWARD STREET
PRINCESS ANNE STREET
CAROLINE STREET
LEWIS STREET
AMELIA STREET
WILLIAM STREET
GEORGE STREET
WATER STREET
KENNICOTT STREET
JACKSON STREET
WOLFE STREET
LAFAYETTE BOULEVARD
DIXON STREET
CITY HALL
T5

LAND USE

William Street Corridor



William Street Corridor
Third Spaces
Potential Infill Building
Improved Pedestrian Crossing
Frontage Repair
Alley Repair
Vehicular Entrance/Exit
Traffic calming and alignment

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. The focus should be 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
- New/Improved Pedestrian Crossing
- Frontage Repair
- Vehicular Entrance/Exit
- Enhanced Trail Connection
- Pedestrian/Cyclist Passage
- Identify Trail Connection
- Potential Infill Building

Policies for Infill

The Lafayette Street corridor is a mixture of zoning districts including Light Industrial, Commercial Highway, Commercial Transitional Office, and Residential-2 and is also the 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. The district should adhere to the goals established for T-4 zones in Area 7.

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 curbs where possible by reducing the number and width of curb cuts that cross the sidewalks, will also increase safety and provide 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 amenities 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. As the border between the River and the Downtown core, Infill and redevelopment should transition to the riverfront, be environmentally resilient, and be compatible and sensitive to its historic context.

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.

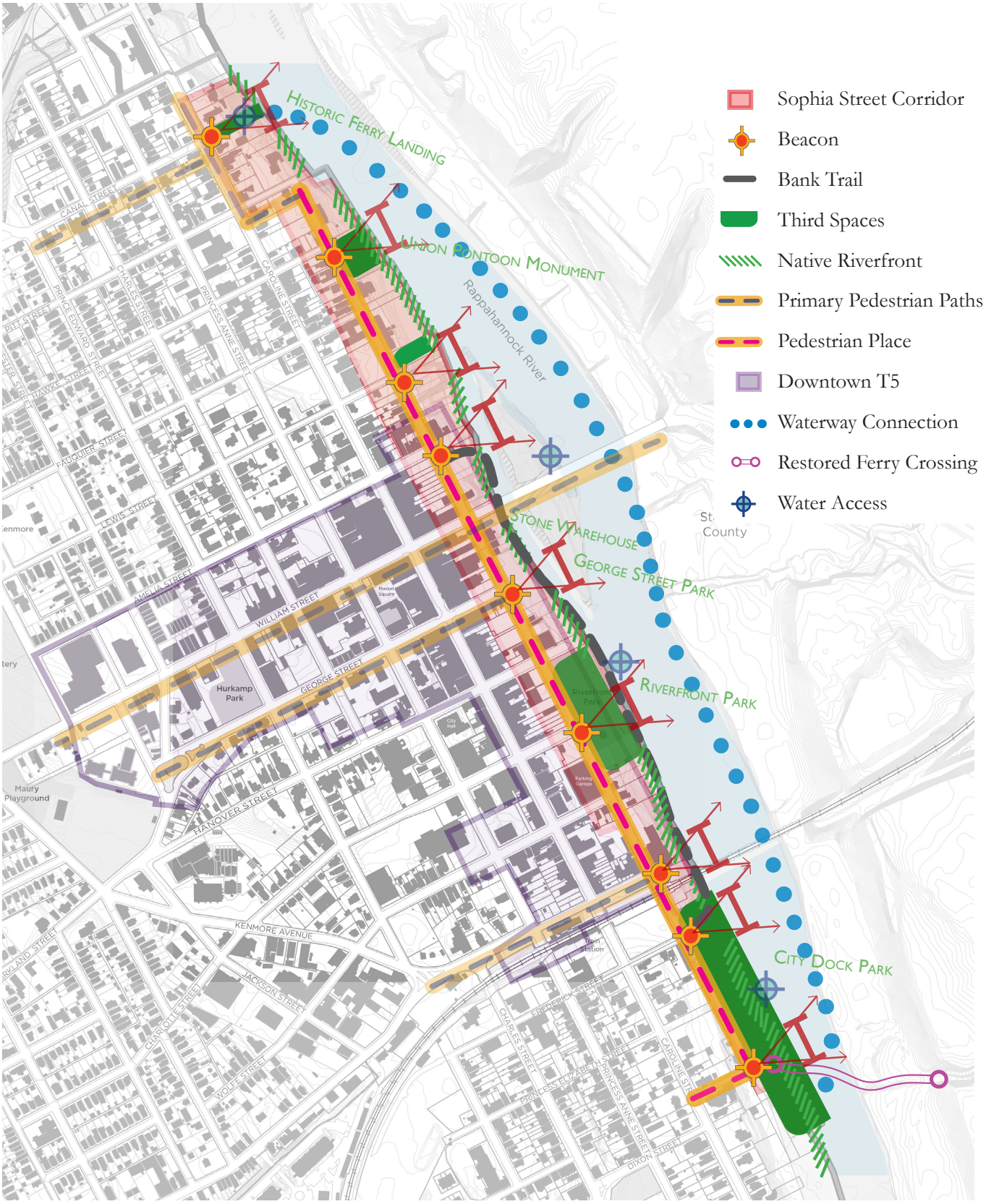
Light beacons placed along the waterside of Sophia cap key perpendicular streets and create a large-scale sculptural lighting feature along the waterfront that invites the community to engage with the waterfront. These beacons should be visible both along and across the river. The beacons should be coordinated with the City's branding efforts to tie the City together visually and also to orient visitors.

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 a

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 .

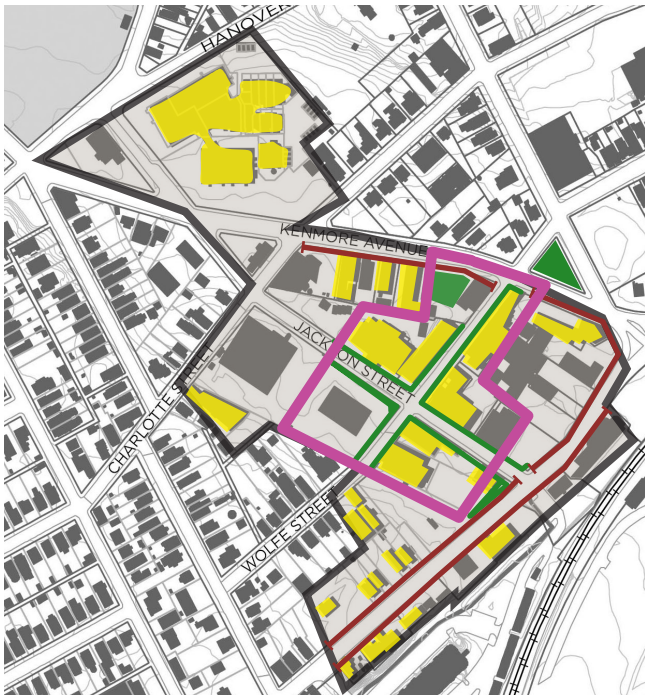

Historic Ferry Landing
Union Pontoon Monument
Rappahannock River
Stone Warehouse
George Street Park
Riverfront Park
City Dock Park
Sophia Street Corridor
Beacon
Bank Trail
Third Spaces
Native Riverfront
Primary Pedestrian Paths
Pedestrian Place
Downtown T5
Waterway Connection
Restored Ferry Crossing
Water Access
Canal Street
Charles Street
Caroline Street
Princess Anne Street
Prince Edward Street
Pitt Street
Hawke Street
Fauquier Street
Lewis Street
Amelia Street
William Street
George Street
Hanover Street
Kenmore Avenue
Jackson Street
Charlotte Street
Wolfe Street
Frederick Street
Princess Elizabeth Street
Dixon Street
Hurkamp Park
Maury Playground
Market Square
City Hall
Train Station
Parking Garage
Riverfront Park
Kenmore
County

LAND USE

Canal Quarter and Jackson + Wolfe Warehouse District

Canal Quarter Maker District

Jackson + Wolfe Warehouse District



- Jackson + Wolfe Warehouse District
- Canal Quarter District
- Character Structure
- Third Spaces
- Node
- T4M TDR Sending Parcels (3.9 acres)
- Frontage Repair

Canal Quarter Maker District - TDR

PART III

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.

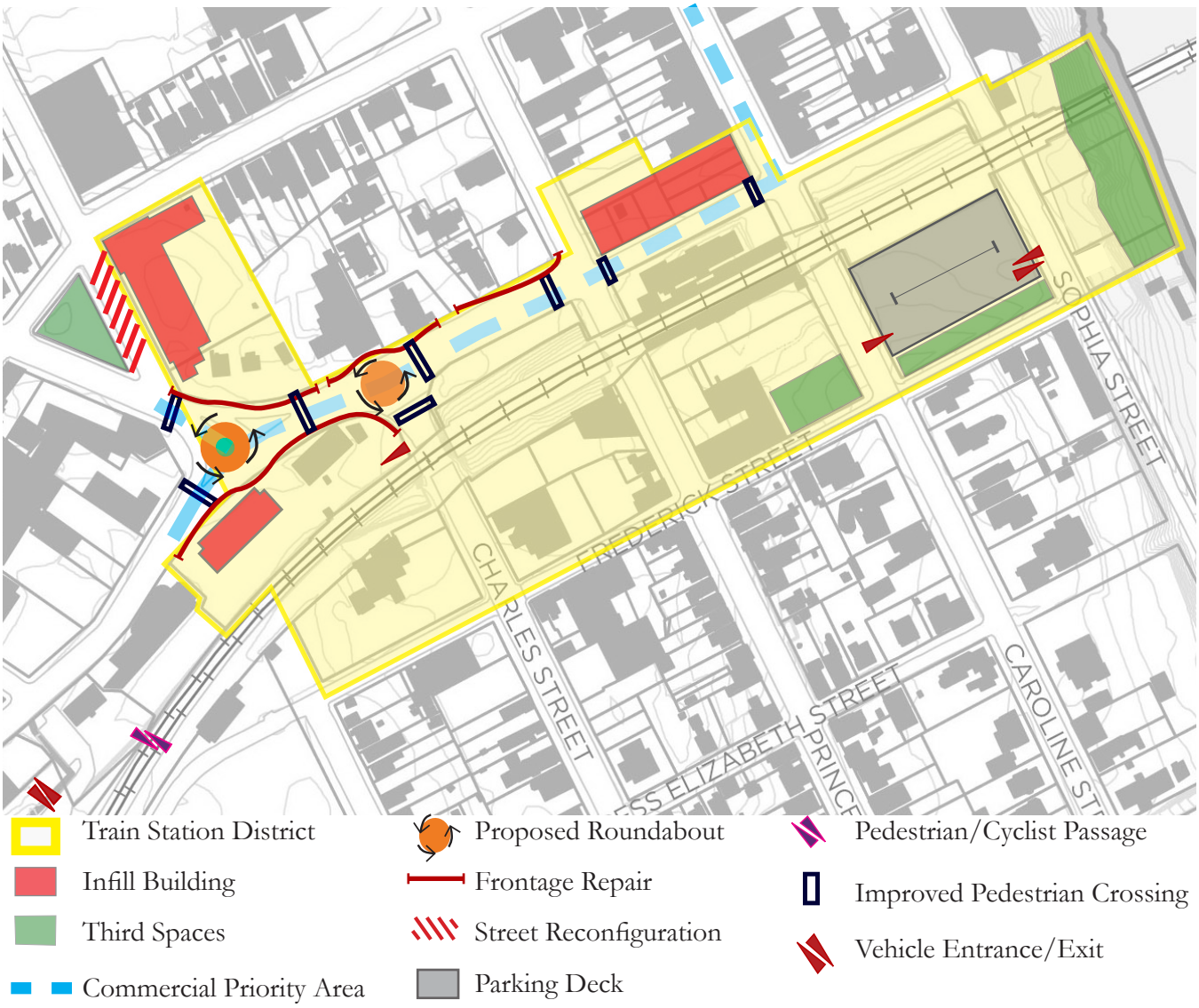
Historic Resources

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. Several policies should be explored to incentivize the preservation of these structures.

Within the Canal Quarter (the extension of the Maker District identified in the Area 6 Plan from the Rappahnnock Canal south to the 1300 block of Princess Anne Street), the preservation of these structures should be encouraged by expanding the transfer of development rights program listed in the Area 6 Small Area Plan. The Transfer of Development Rights program would permit the sale and transfer of development rights from a sending parcel in exchange for permanent preservation of a designated "character structure" on that parcel. The rights may then be transferred to the adjacent receiving areas in Area 6. Due to the small and narrow lot patterns, the Canal Quarter south of the Canal should only send development rights to the receiving areas designated within Area 6.

In both the Canal Quarter and the Jackson + Wolfe Warehouse Districts, policy amendments should lower the hurdles inherent for the adaptive reuse of defined character structures. flexibility in use and development standards through the implementation of a Creative Maker District will support the retention of character structures in this area. Applying the historic structure parking exemption to designated buildings will eliminate legal and regulatory pressure to demolish existing structures for additional car storage. Flexibility in residential density limits is one appropriate strategy for the preservation and rehabilitation of designated historic structures. Sight-line setbacks and preservation plans should be deployed in conjunction with increases in residential density to ensure the structures continue to contribute to their architecturally unique urban fabric.

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.

The mixed use development ratios currently included in the zoning ordinance for this area are unrealistic as exemplified by their numbers in the last two developments. 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 train passengers 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.

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.

Preserve areas along the river for future incorporation into the Bankside Trail proposed in the Expand Bicycle Corridors section of the Area 7 Plan.

Connect the Triangle Park between Prince Edward Street and Kenmore Avenue to the City fabric.

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. New structures on Prince Edward Street should be compatible with the neighborhood on Wolfe Street and appropriately transition to historic structures on Lafayette Blvd.

To support infill on existing parking lots, develop parking policies for a more efficient use of land:

Prioritize a new parking deck between Caroline, 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 non-conforming 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.

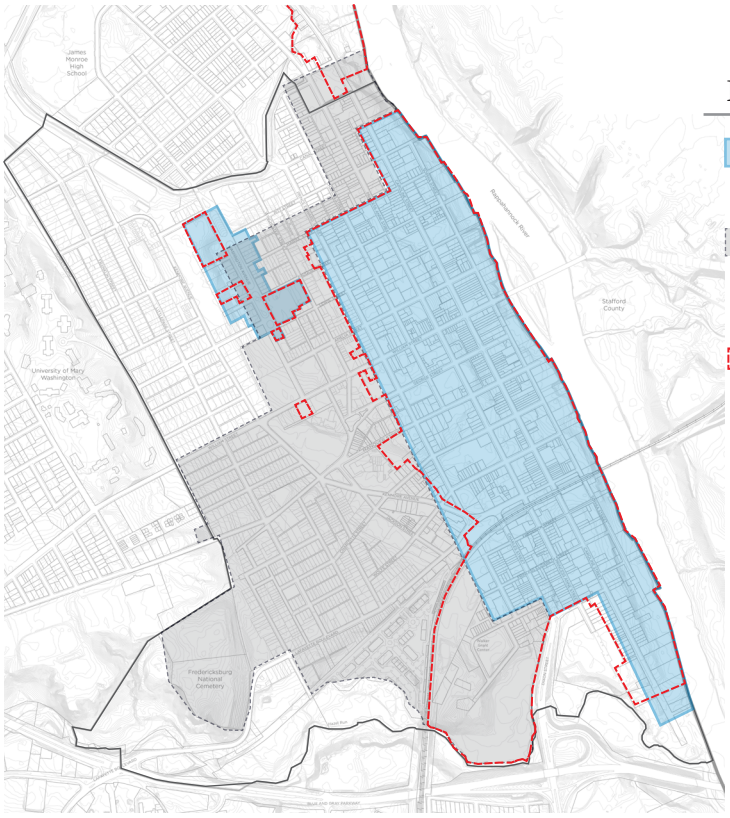
Local Old and Historic Fredericksburg District: The local OHFD encompasses the historic downtown core and several other notable sites. These include the Fredericksburg Gun Factory site, Original Walker-Grant School, Stearns House, and the commercial core and surrounding neighborhood. The western boundary 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

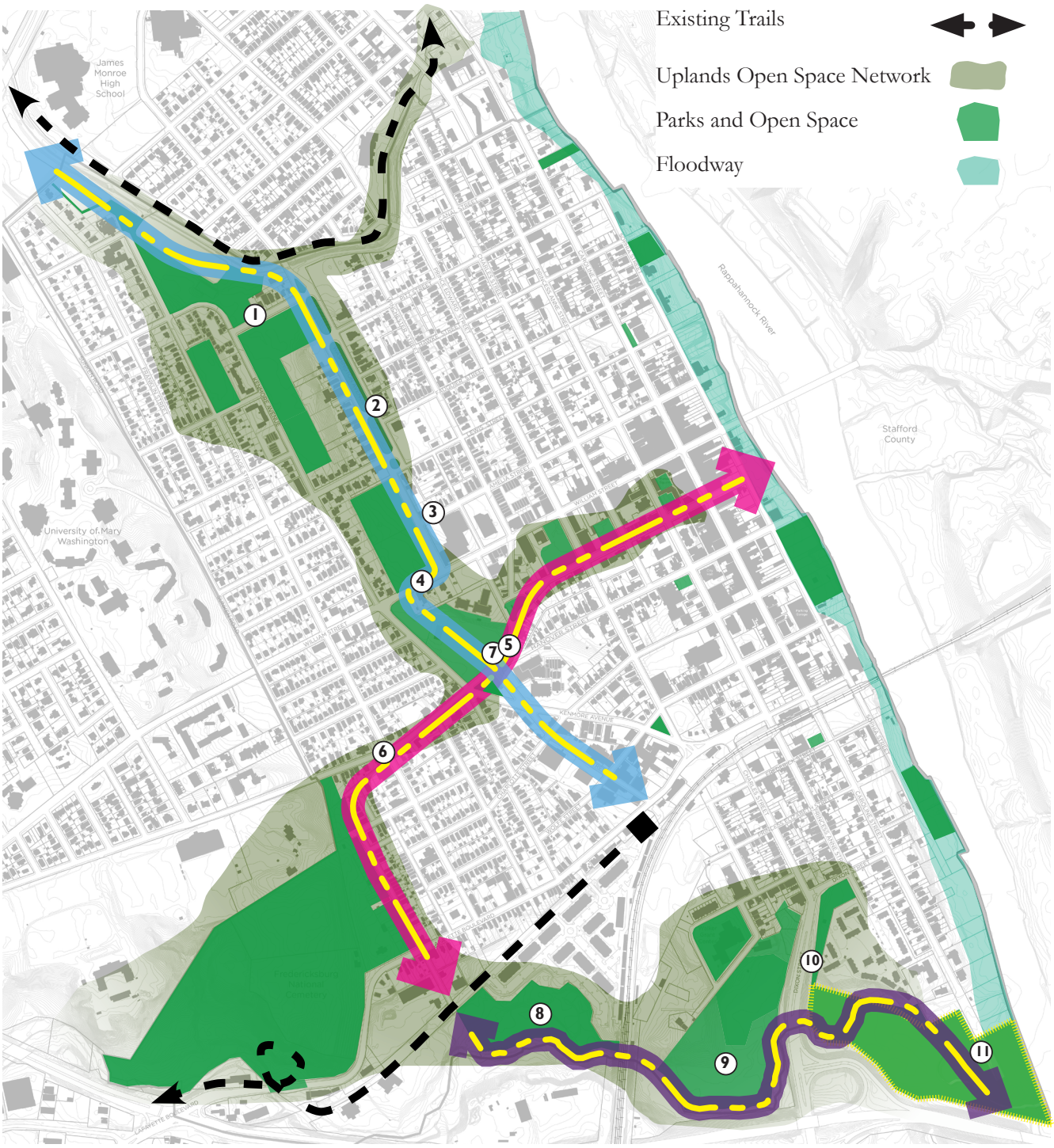


Historic Districts

- National Register District - Eligible for Rehabilitation Tax Credits
- Expansion of National Register District - Future Area Eligible Rehabilitation Tax Credit
- Existing Local Historic District (area regulated by the Architectural Review Board)

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 do its open spaces and recreational opportunities.



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. Explore stabilization and improvements to the Mary Washington Monument
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.

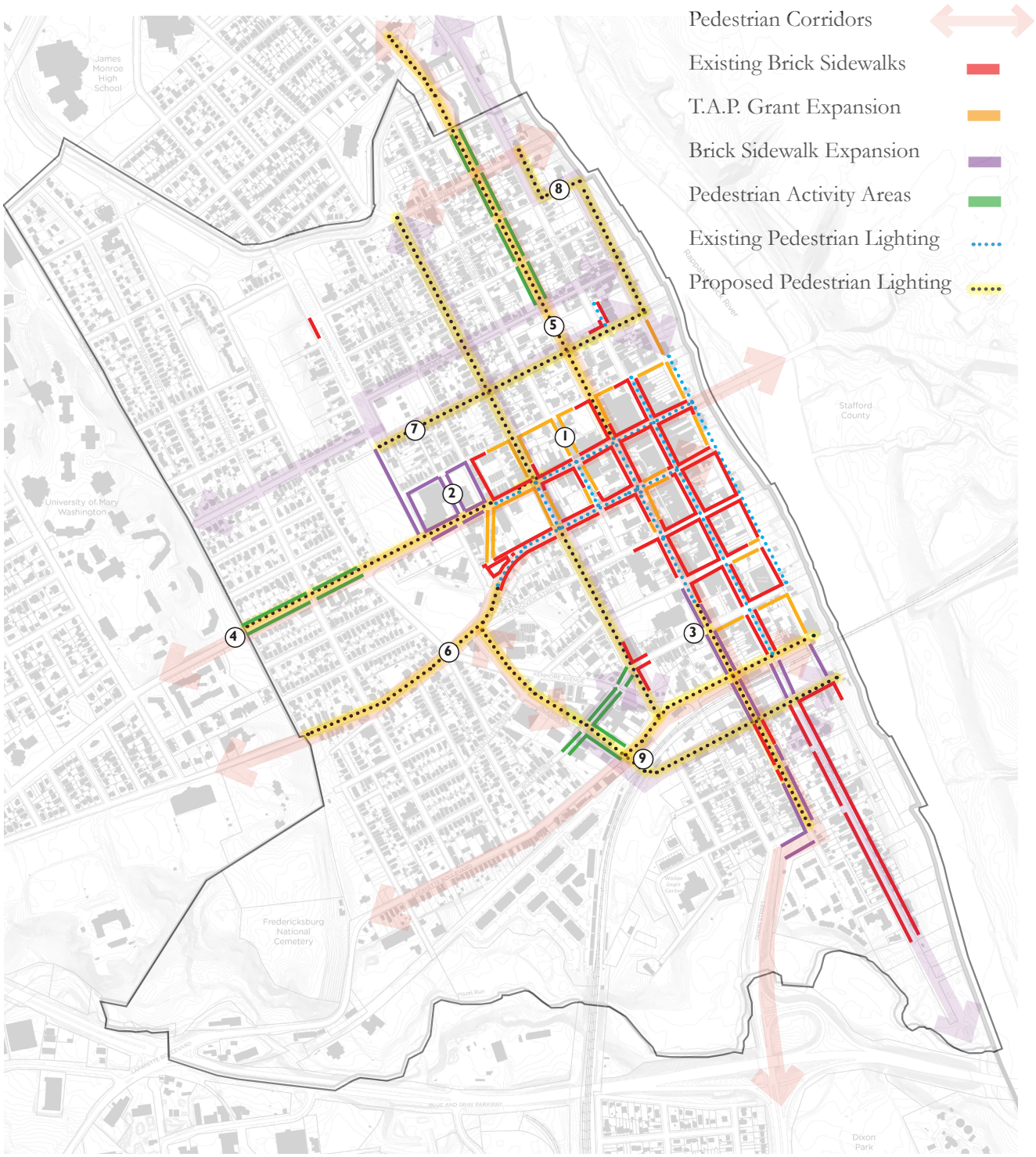
Expanding the Uplands Open Space Network: A new Hazel Run Trail should connect the southern end of Caroline Street into the Virginia Central Railway Trail and into the Fredericksburg National Cemetery through Willis Street. Environmental constraints and water quality standards may require this trail 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 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 frontages.
3. 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.

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:

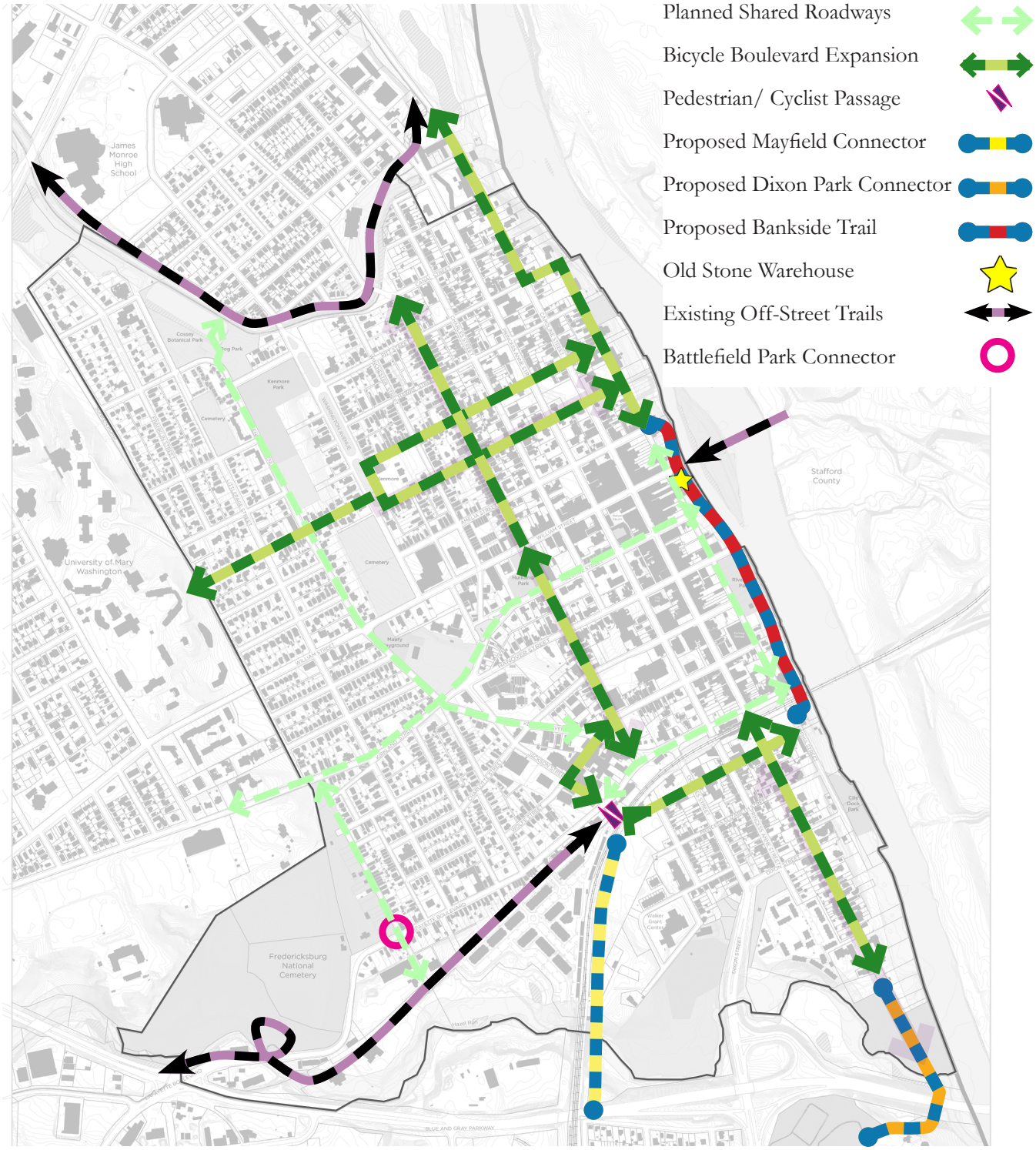
4. William Street is the primary east/west pedestrian connection between the University of Mary Washington and the Downtown. The road experiences heavy walking traffic. Pedestrian lighting should continue west of Prince Edward, on to the planning area boundary.
5. Princess Anne Street is the primary 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.

Ongoing evaluation of the Pedestrian Environment: Evaluation of the pedestrian realm for needed safety improvements should be a continuing effort for corridors and crossings in Area 7.

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.



Expand the Off-Street Trail Network : The City's off-street trail network approaches the Downtown Core, but is 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 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.

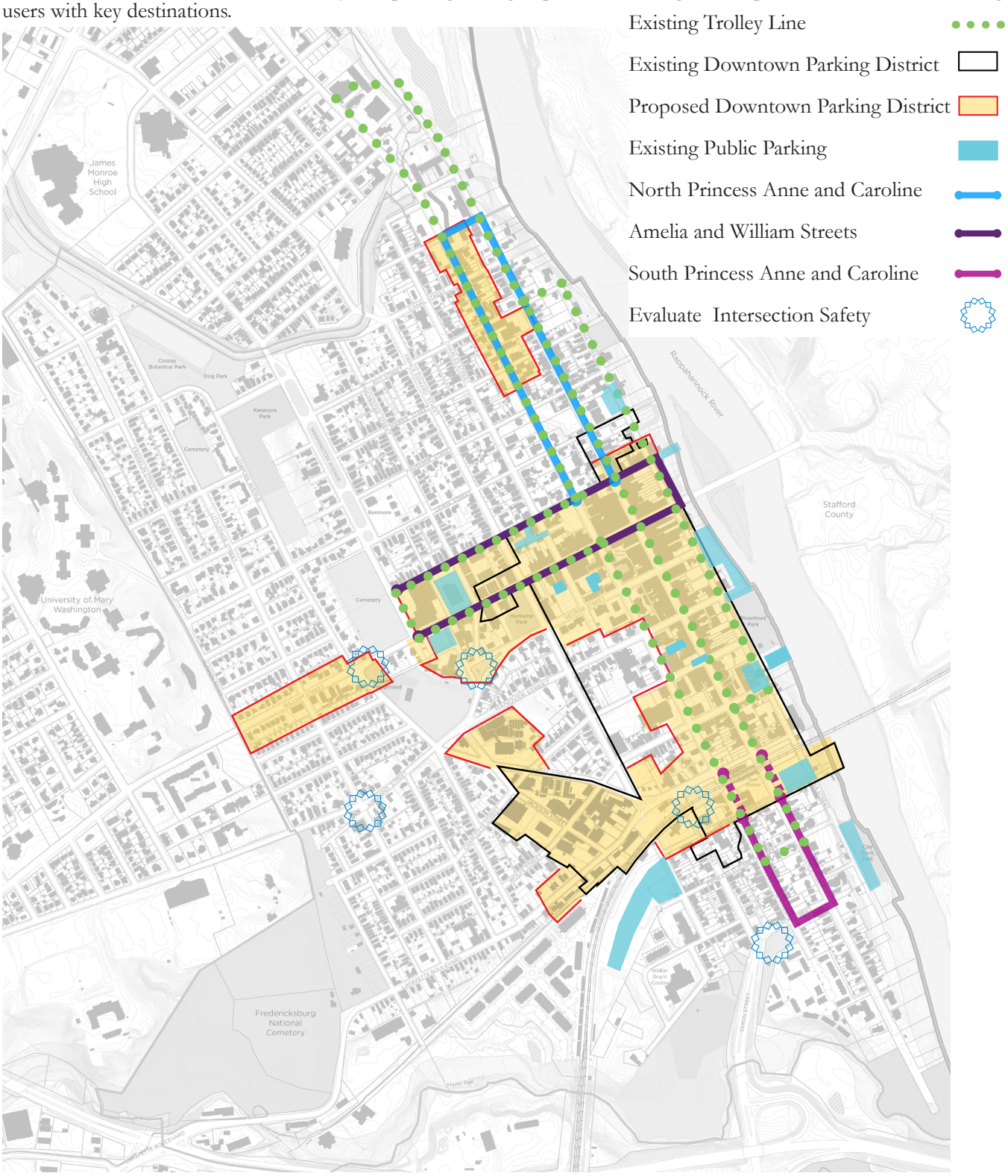
The Battlefield Park Connector consists of intersection improvements at Willis Street and Lafayette Boulevard needed to link the VCR Trail to the Battlefield.

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. Dixon Street should be investigated for potential improvement as a bikeway. As future trails are developed, the greenway should be re-designated along the Bankside and Dixon Park Connection Trails.

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.



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 highways 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 traffic onversion.

Transit: Enhance Fred Transit service to provide increased frequency and longer service hours to 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 design standards related to parking circulation and driveway areas and prioritize the pedestrian realm over the vehicular realm.

Creatively expand the public parking supply: increasing total curb length (reduce/consolidate driveways) to add on-street parking and explore strategic acquisition of existing large parking lots for public use.

Expand the Downtown Parking District to include Area 7's the William Street walkable urban place and the Creative Maker Districts. 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 and bicycle infrastructure as well as structured parking.

Develop a Downtown Parking Bank where pubic and private spaces may be leased akin to a shared use parking plan to make most efficient use of existing asphalt.

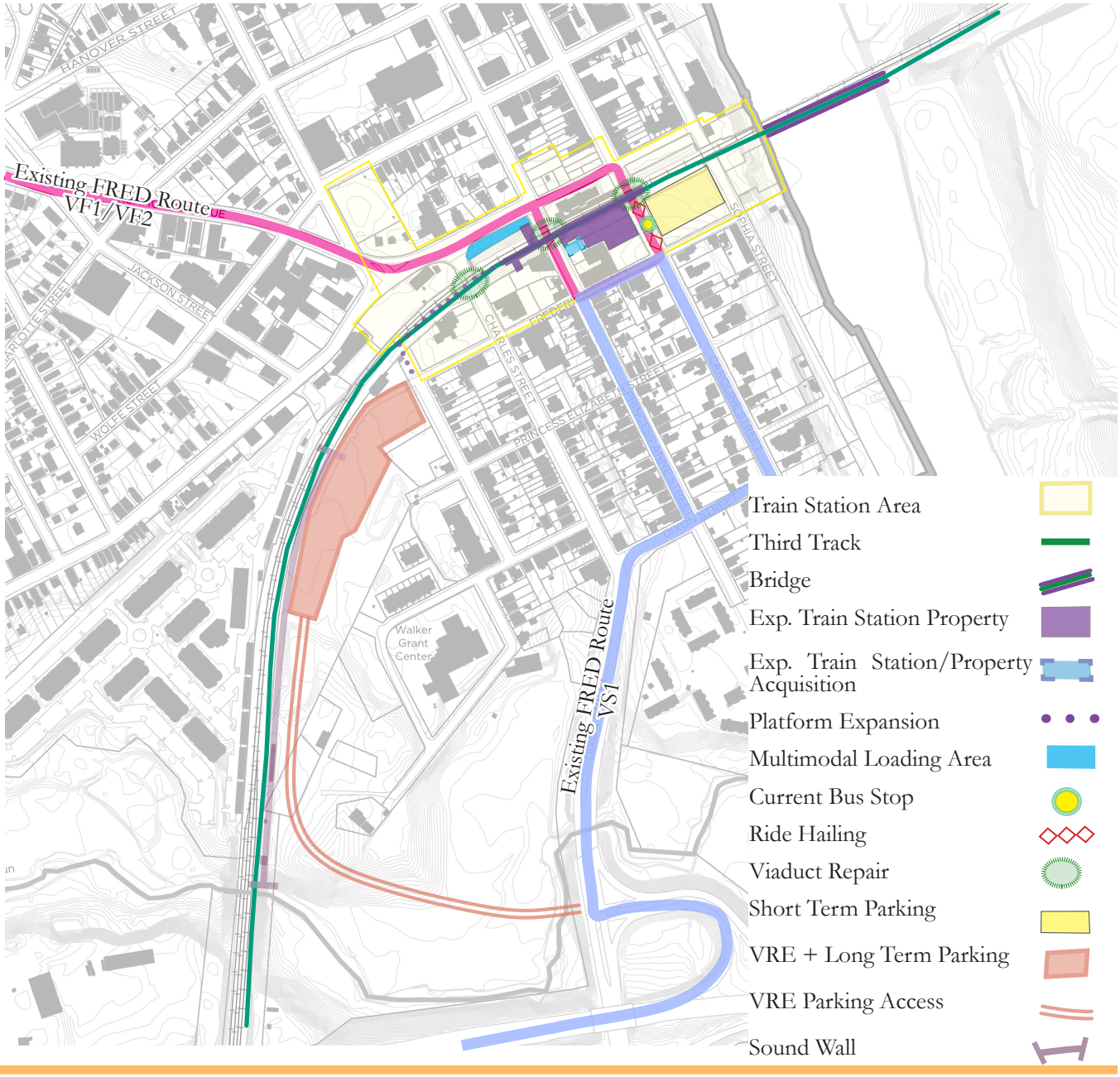
Make outdoor seating areas that provide meaningful urban plazas that enhance the walkable environment from parking requirements.

Continue to monitor the supply of parking and explore other opportunities for expanding the public parking supply.

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 The Train Station and The Rail System

The City's Train Station served as a critical regional transportation center since before the Civil War and witnesses a large volume of freight traffic (CSX Railroad), intercity passenger traffic (Amtrak), and commuter traffic (Virginia Railway Express). 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 statewide 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 (behind Richmond, Lorton, Alexandria, and Charlottesville). 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.



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 over time.

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 serving the train station. Specifically, support the integration of satellite parking lots into the transit system, adding additional routes leading to the train station, and 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 should be used to support office and residential development in the Train Station Area.

Develop a new parking garage on the existing VRE parking lots. 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 staion 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.

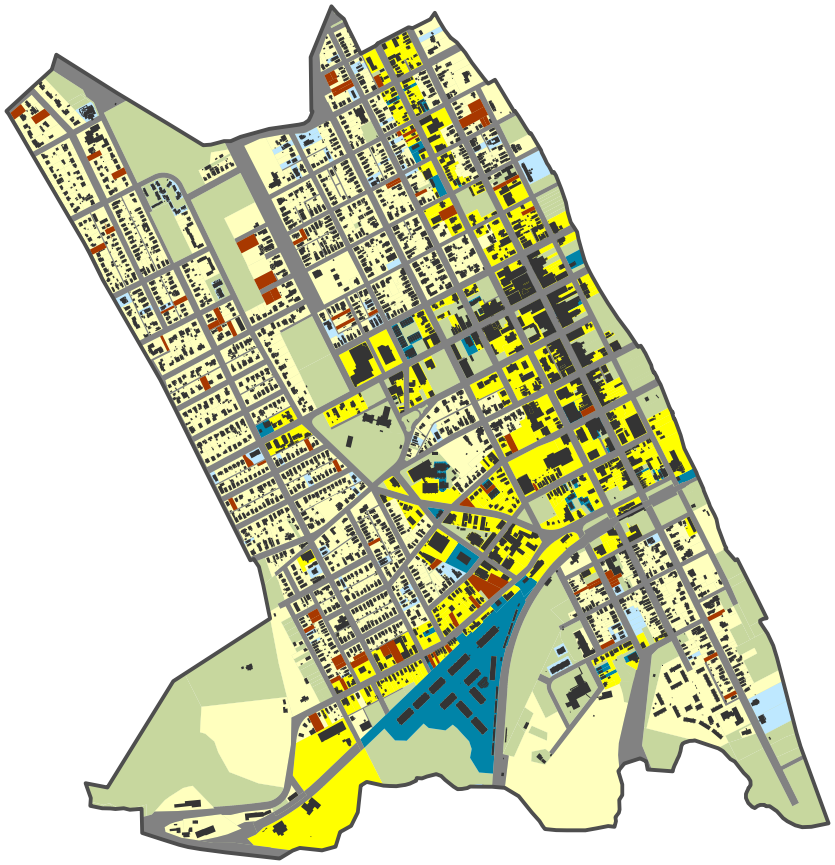
Work with Economic Development and Tourism to encourage visitors by train and to market the City for riders traveling along the rail corridor.

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 ration 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



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 public parking.
- Expand the off-street shared path network by constructing the Bankside Trail and the Dixon Park Connector.
- Develop a new roadway connection from the Blue and Gray Parkway to the Virginia Railway Express parking lots and build the Mayfield Connector shared use path as part of the project.
- 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.
- Explore the expansion of transit service to and a transit center at the Train Station to create shorter headways between transit trips.
- Work with the community to develop a focused Train Station Area infrastructure plan. Set a short term and long term implementation strategy.

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 character structures.
- Evaluate the size and functionality of the Commercial Downtown zoning district by evolving the existing density based rules where they contadict the historic pattern of development and shrinking the district where appropriate and
- 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 evaluate an Accessory Dwelling Units ordinance to ensure City neighborhoods can continue to evolve to meet modern housing needs.

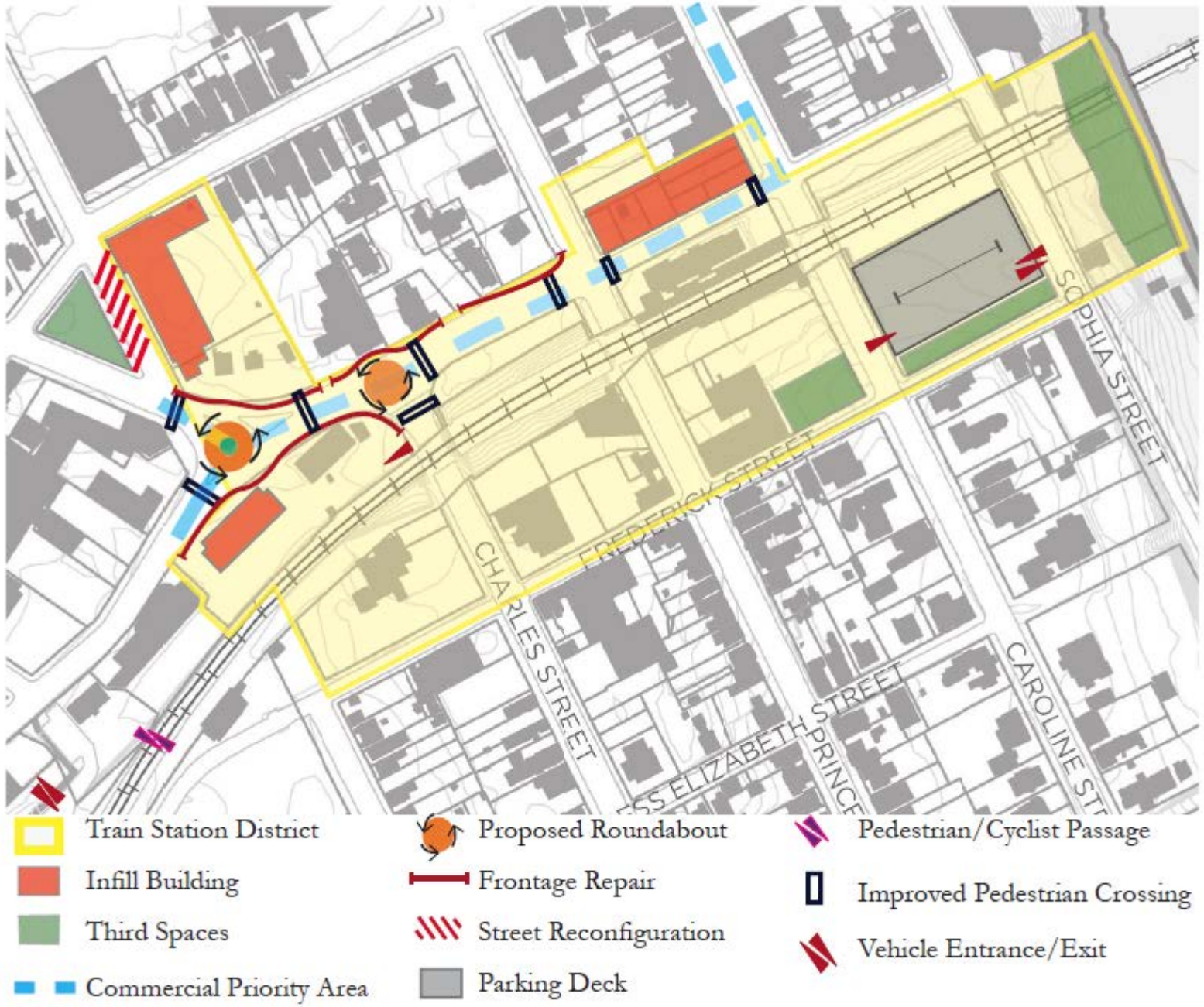
Public Facilities

- 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.

Immediate | Ongoing | As Resources Permit

Area 7 – Small Area Plan

Train Station District



11(7)30 - Develop a focused Train Station Area infrastructure plan. Set a short-term and long-term implementation strategy.

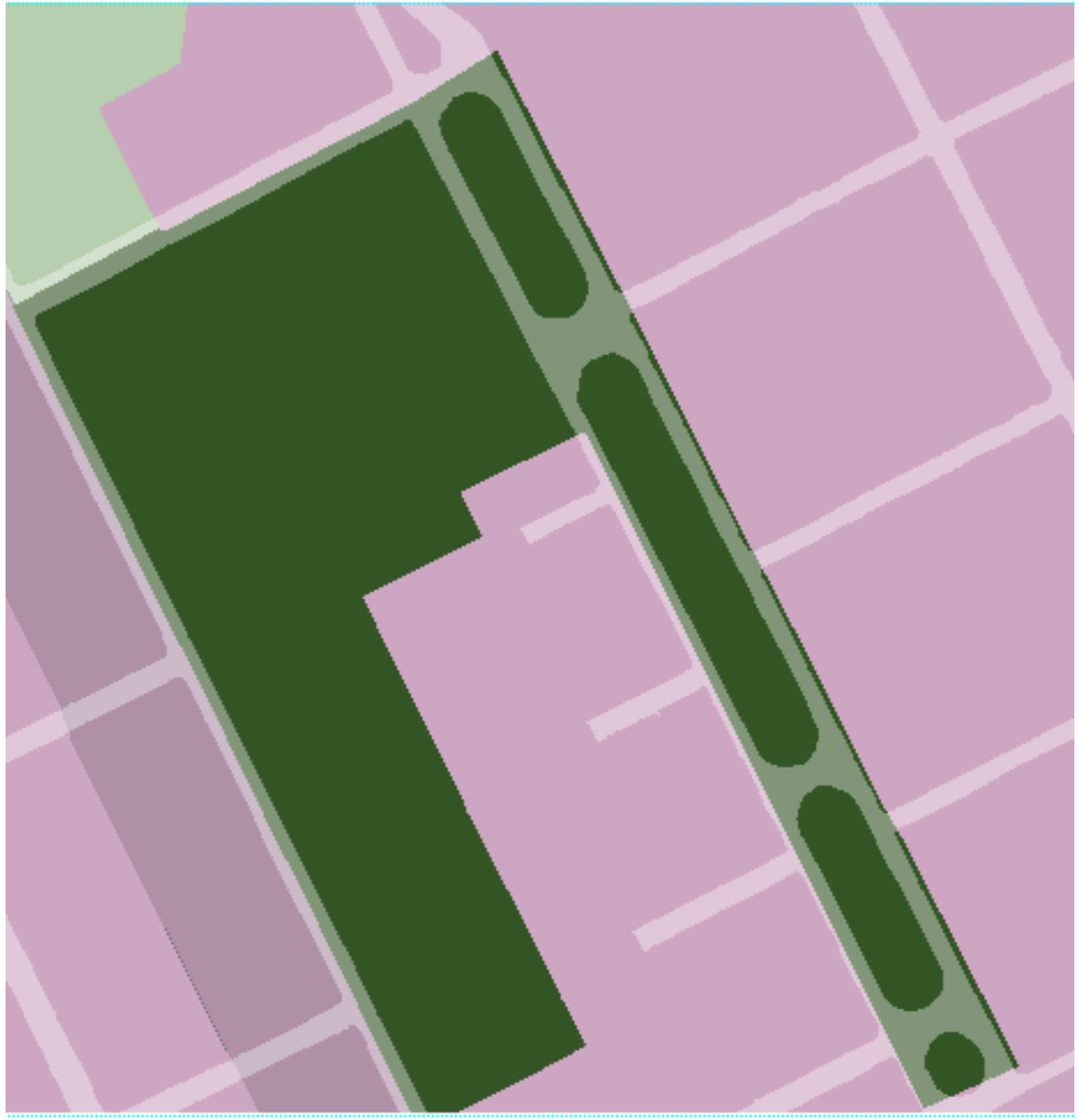
11(7)15 Formalize the City-owned parcel adjacent to the Janney-Marshall Building (called Trestle Parke by nearby residents) as a City open space.

Suggested Additions:

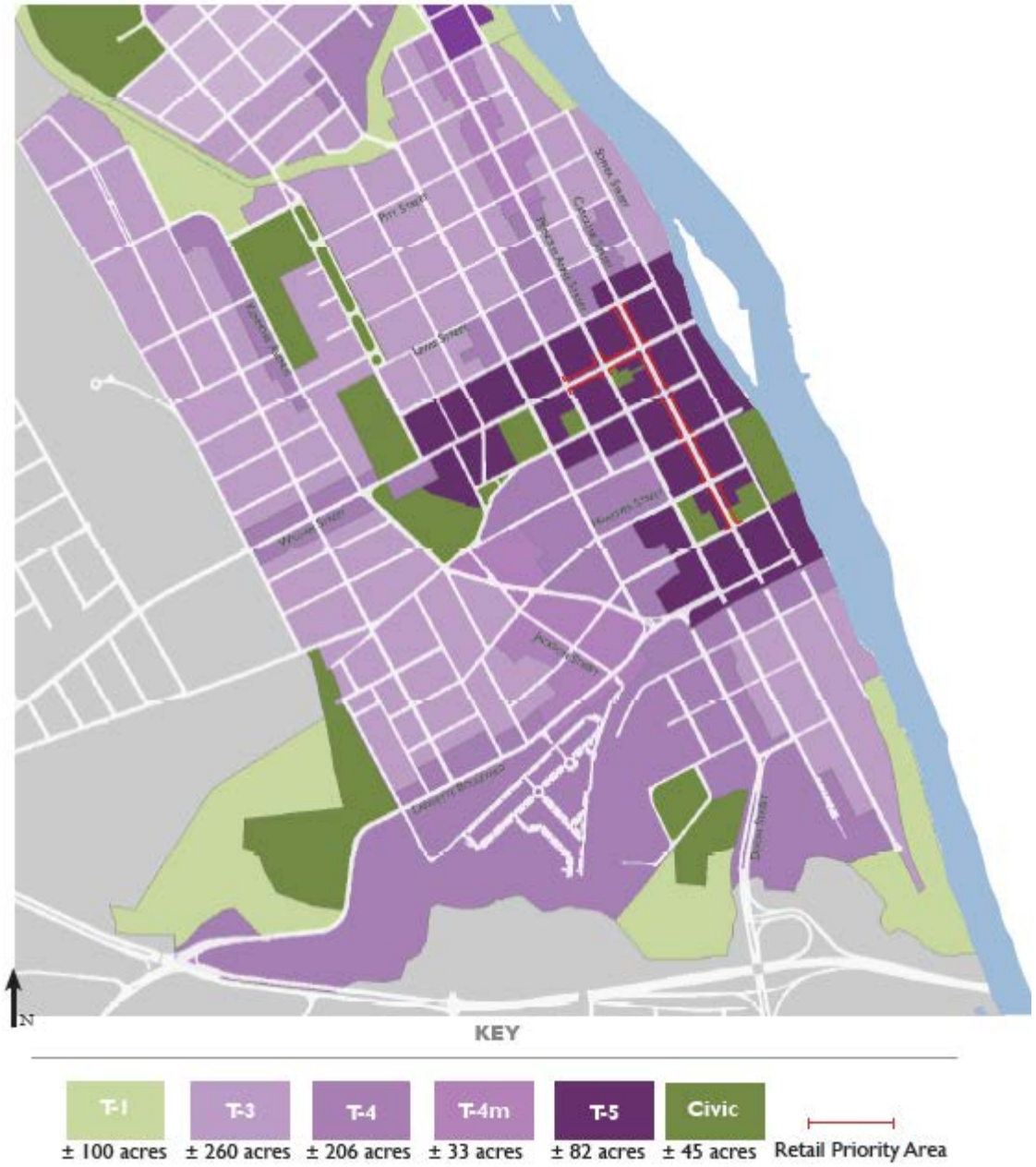
-Conduct a feasibility study for acquisition and renovation of the 1911 Train Station for passenger use.

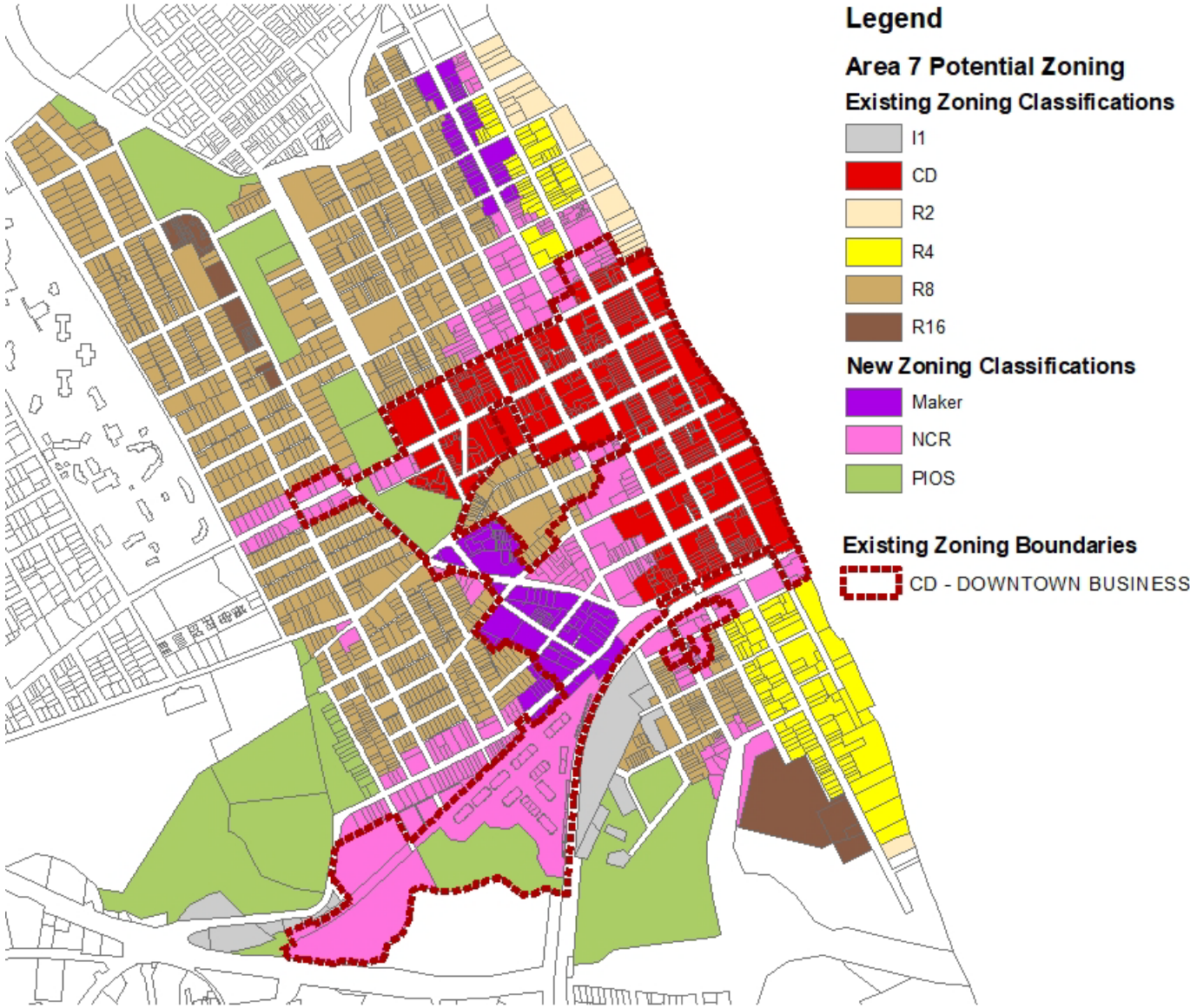
- Prioritize a new parking deck between Caroline, Sophia, and Frederick Streets to support local residents daily needs, office development within the Area, and commuter parking. The deck should be sensitive in design to the neighborhood.

Mary Washington Lodge



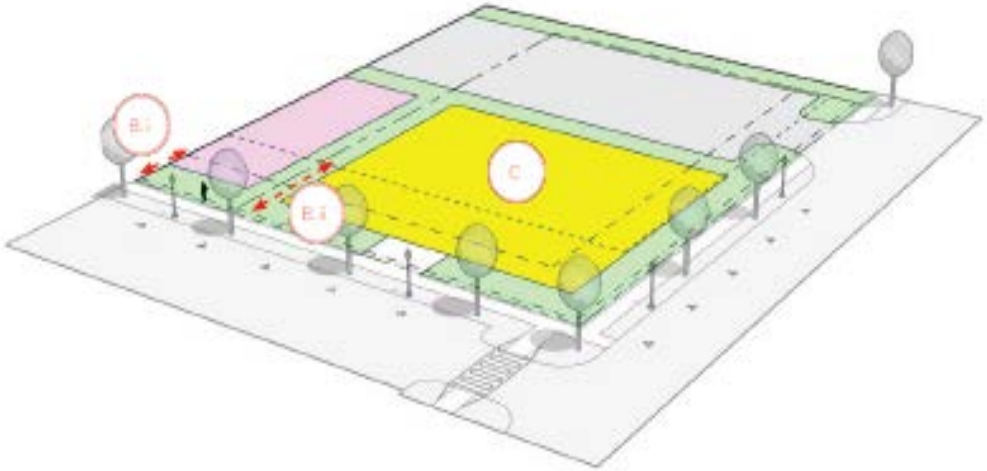
Land Use and Zoning



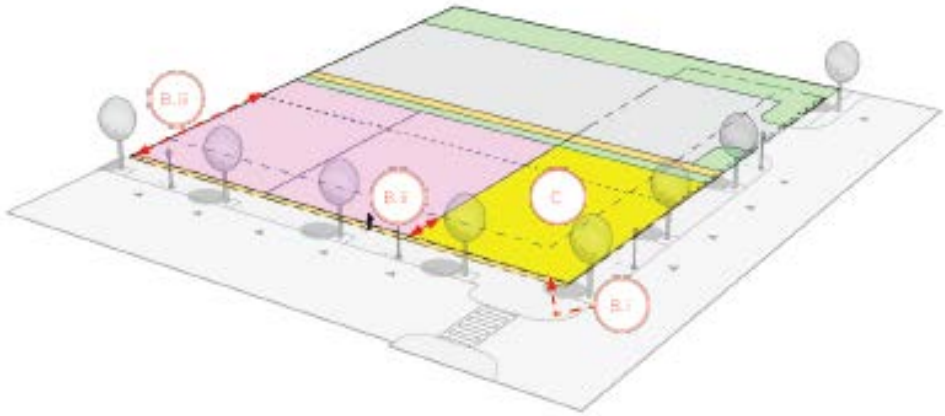


NCP

Figure E Private Component and Building Type Permitted:



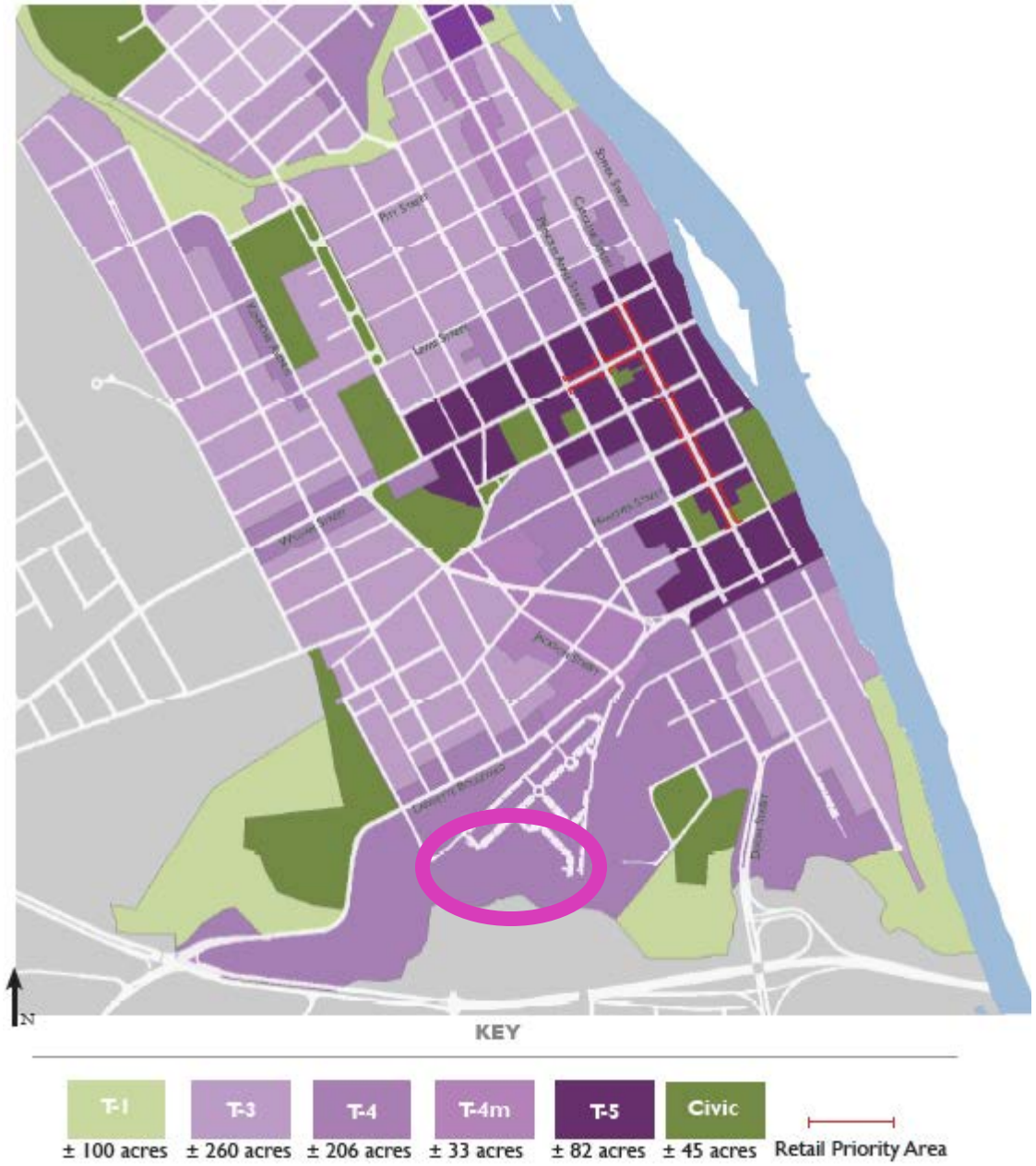
Frontage D Private Component and Building Type Permitted:

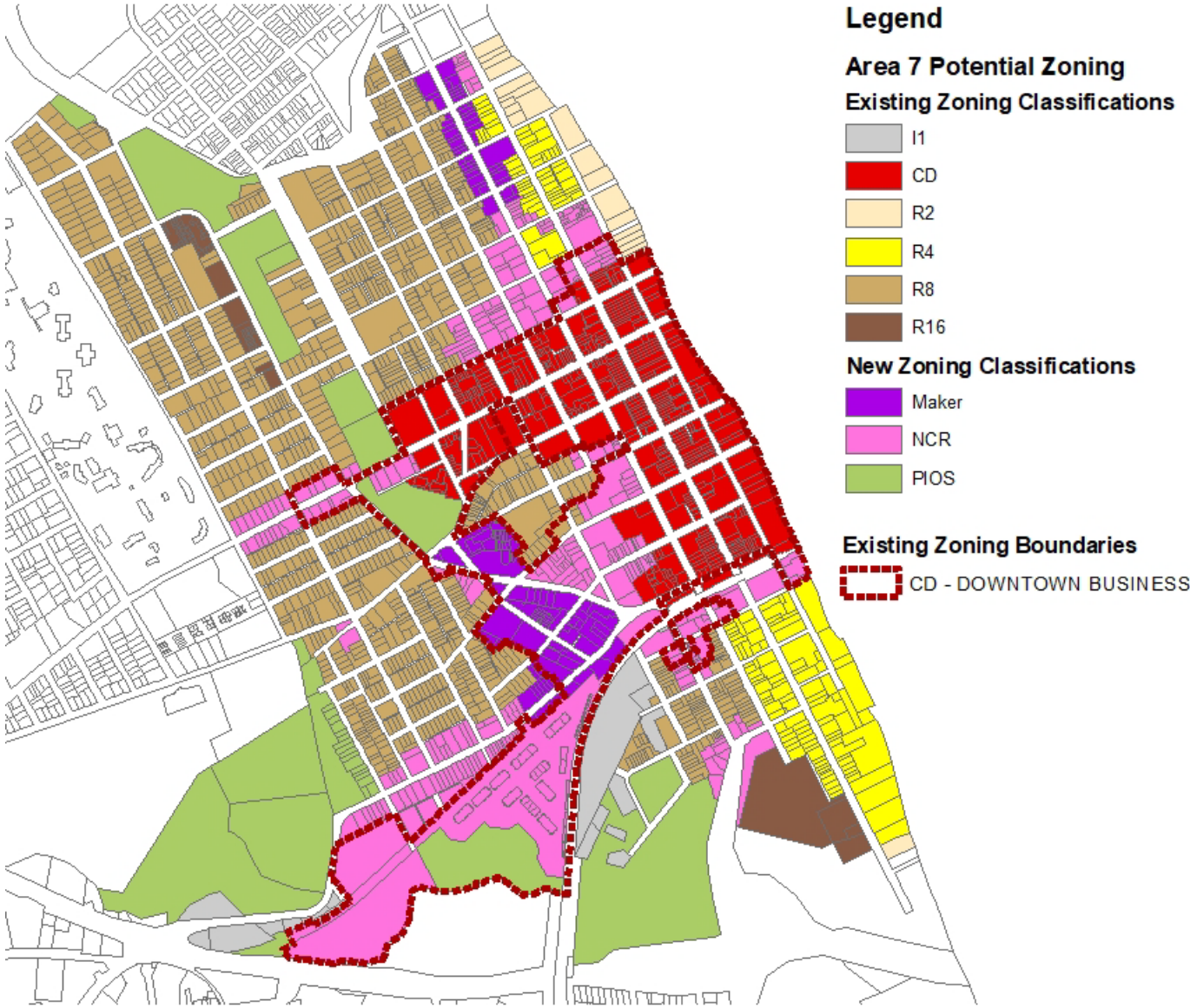


Building Type 3 Facade Activation:

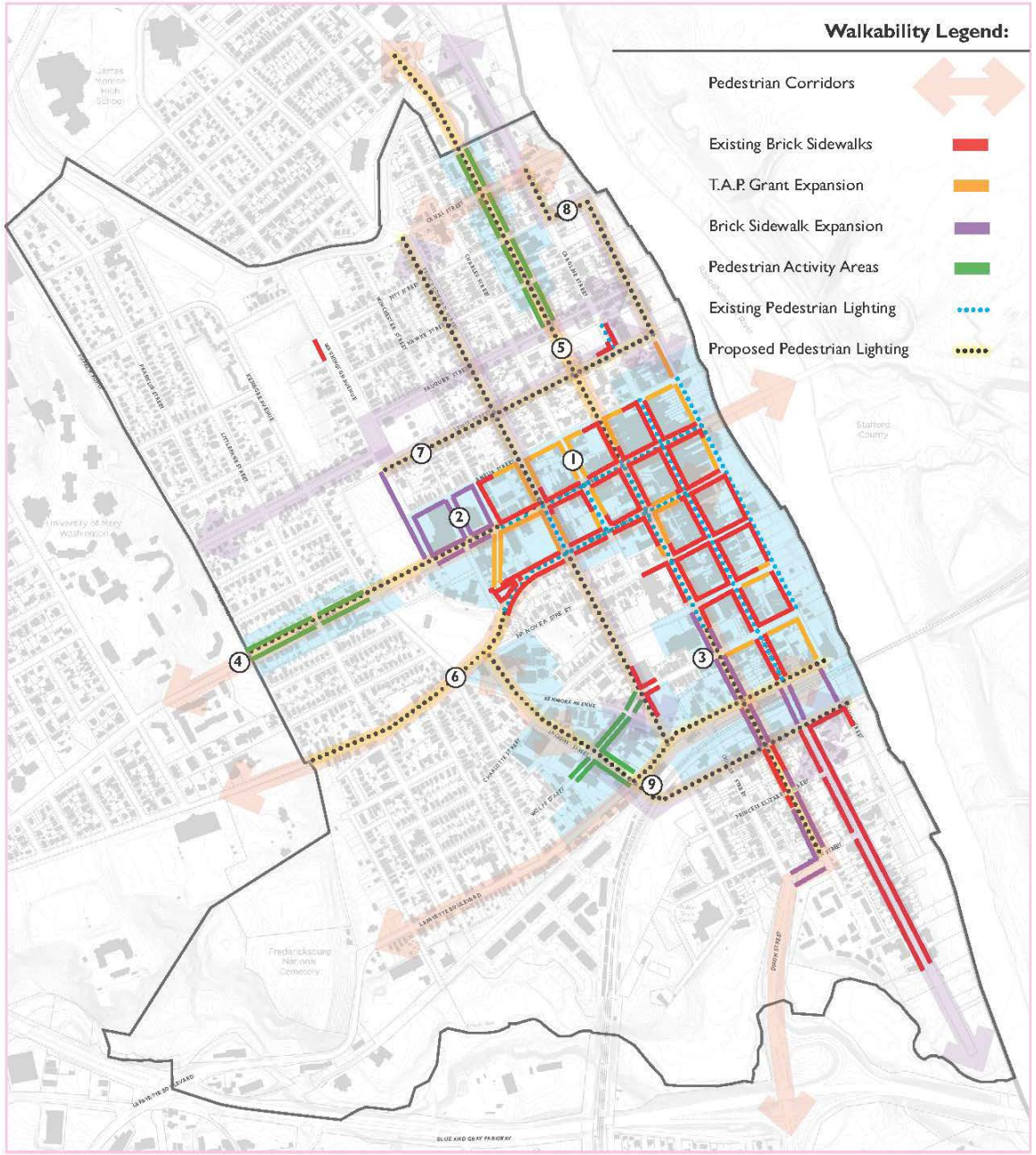
Building Type 4 Facade Activation:

T1 addition


N
KEY
T-1
T-3
T-4
T-4m
T-5
Civic
± 100 acres
± 260 acres
± 206 acres
± 33 acres
± 82 acres
± 45 acres
Retail Priority Area


Legend
Area 7 Potential Zoning
Existing Zoning Classifications
I1
CD
R2
R4
R8
R16
New Zoning Classifications
Maker
NCR
PIOS
Existing Zoning Boundaries
CD - DOWNTOWN BUSINESS

Access and Mobility - Pedestrian



- Streetscape Expansion:

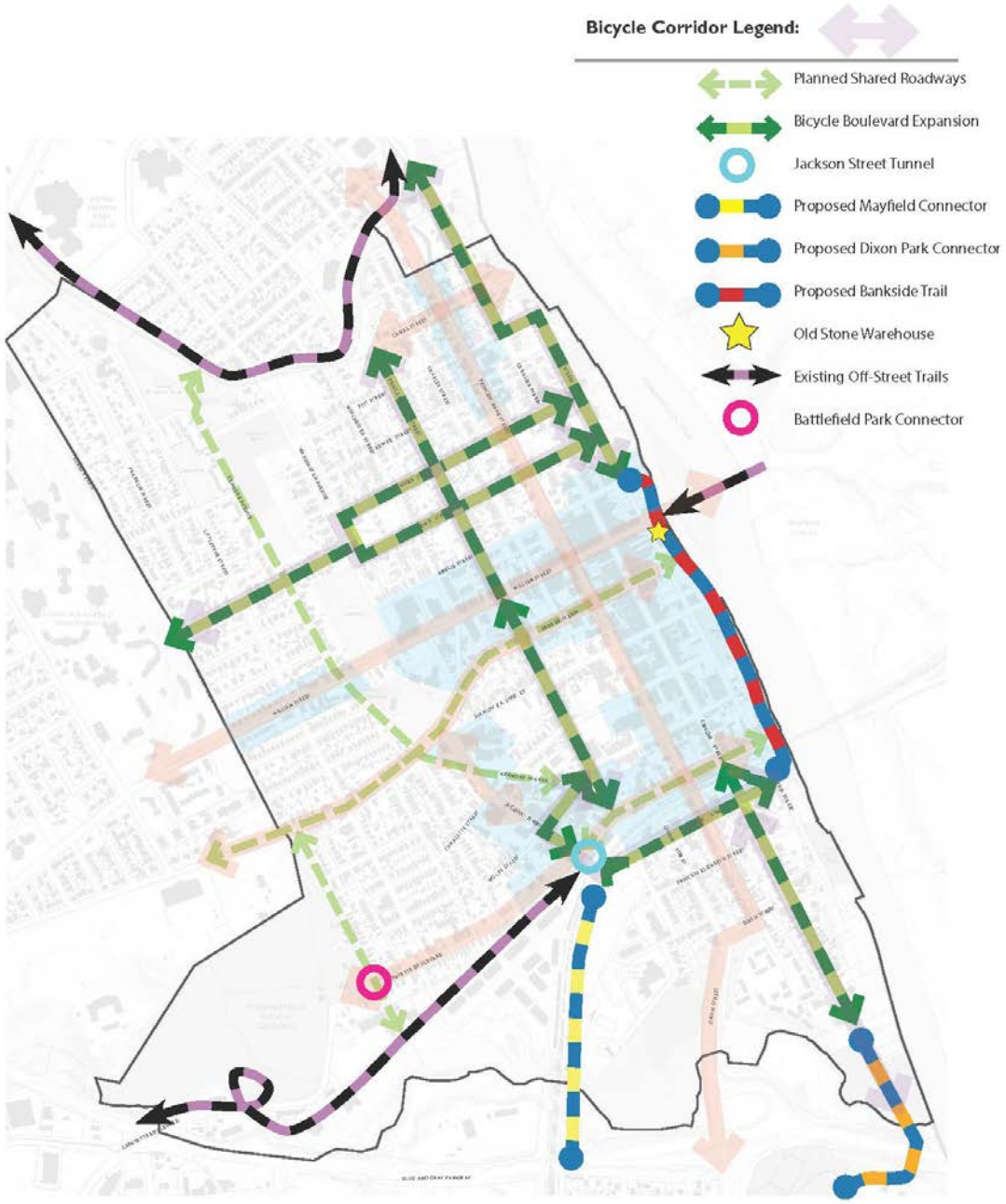
  T.A.P. Grant expansion
  Princess Anne Street / Train Station Area connection for brick sidewalks and pedestrian lighting

  Funding sources include grants as well as general fund

- Pedestrian Corridor Lighting Expansion:

  William Street west
  Princess Anne Street north
  Hanover Street west
  Lewis Street bicycle
  North Caroline Street and Sophia Street
  Jackson Street, Lafayette Boulevard, and Frederick Streets
  Funding sources include grants as well as general fund

Access and Mobility – Bicycle and Trail



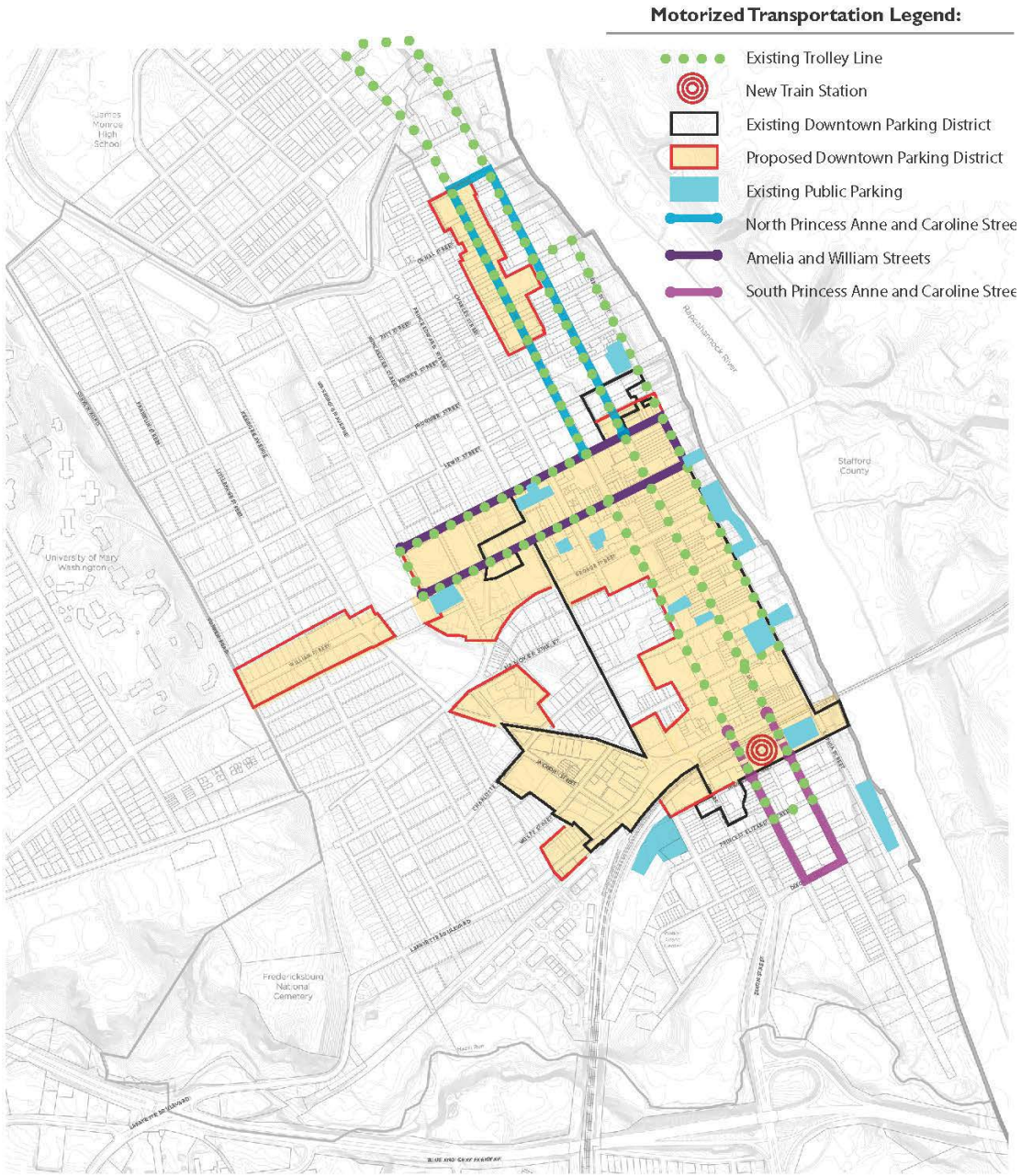
- Off-Street Trails:

  Mayfield Connector
  Dixon Park Connector
  Bankside Trail
  Funding sources include grants as well as general fund

- Expand Bicycle Boulevards

  Pursue engineering study to plan appropriate improvements, develop a pavement markings plan, and provide a cost estimate to implement the proposed boulevards
  Funding from general fund

Access and Mobility -Vehicle



- One-Way Traffic Conversion:

  Pursue engineering study to plan appropriate improvements, develop a pavement markings plan, and provide a cost estimate to implement traffic conversion
  Funding from the general fund

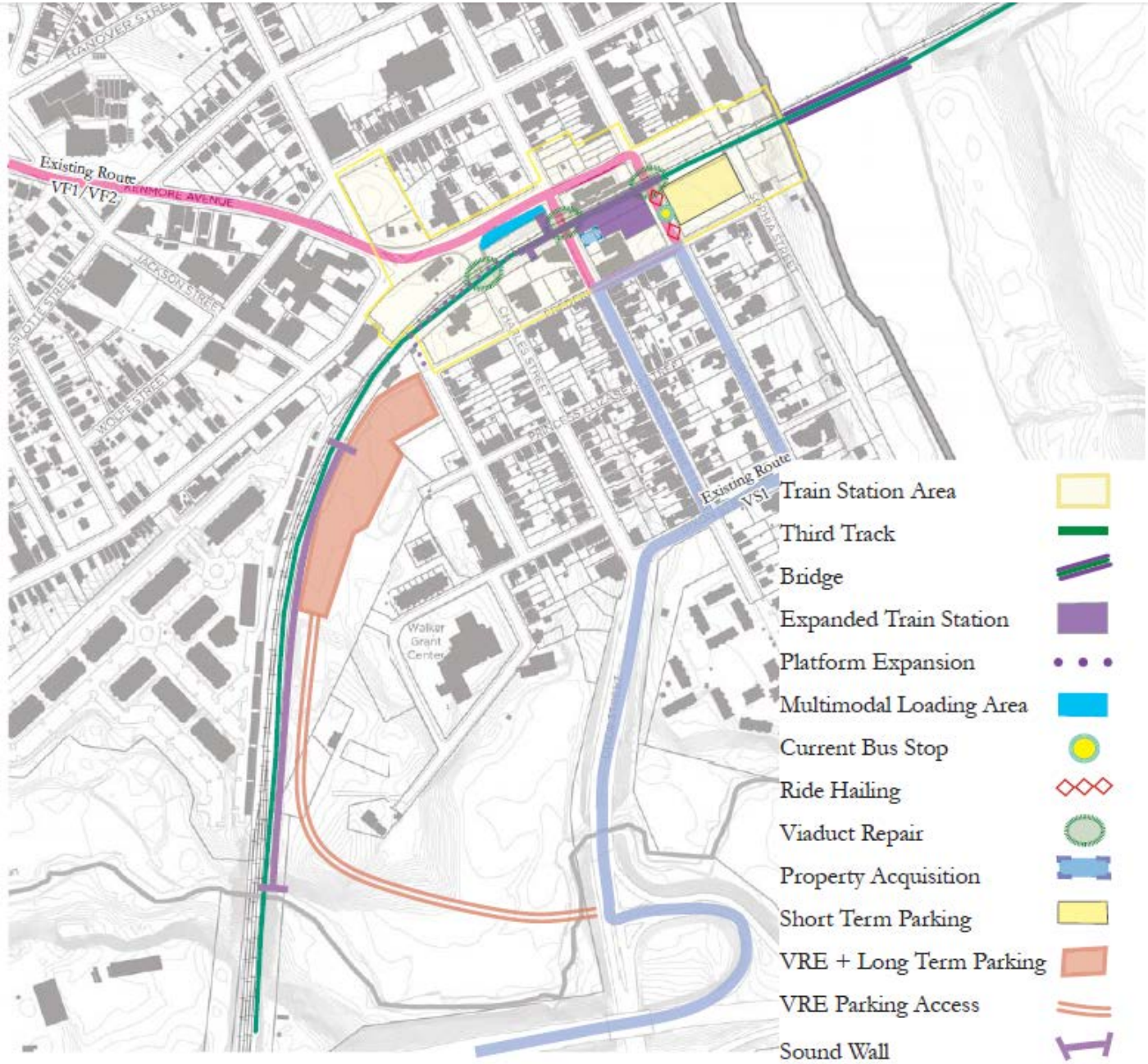
- Trolley Line Service Expansion:

  Regularize trolley service as a permanent circulator to connect Downtown visitors to parking facilities and attractions. Increase frequency of operations to weekends in the spring and fall, provide service during major events, and advertise availability to visitors.
  Funding from the general fund

- Expand the Downtown Parking District:

  Expand the Downtown Parking District to include emerging walkable urban places. Permit 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 funds to transit as well as structured parking.

Access and Mobility - Mass Transit



- Train Station Expansion:

  Maintain current location for circulation.
  Refurbish viaducts
  Construct sound walls for neighborhood protection
  Grade separated pedestrian access to parking areas
  Ensuring architectural compatibility
  Enhanced ADA access, lighting, and sound equipment.

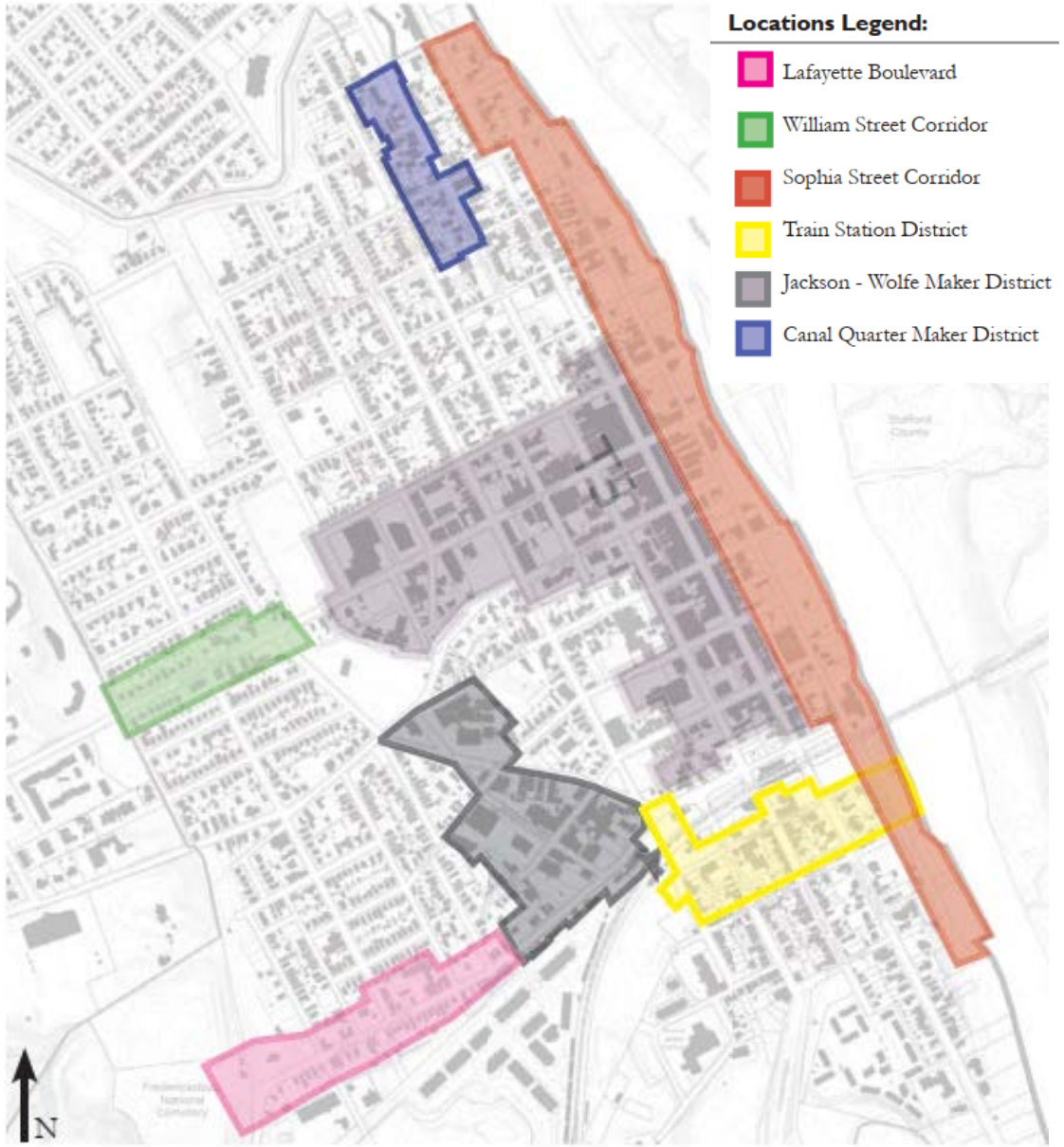
- Multi-Modal Station Access:

  Multi-Modal station access point with pedestrian link
  Transit system improvement and coordination
  Ride hailing areas
  Bike storage and pedestrian/bicycle tunnel to link to VCR trail

- Train Station Parking:

  Short-term structured parking
  Long-term structured parking
  Long-term parking access

Walkable Urban Places



General Policies

- Character Structures

Infill

- Infill Building

Access and Mobility Parking Calibration

- Third Spaces
- Alley Repair
- Improved Pedestrian Crossing
- Traffic Calming and Alignment
- Frontage Repair
- Vehicle Entrance / Exit

Open Space - Uplands

Linking the Uplands Open Space Network
Washington Avenue, Memorial Park, Maury Park and third spaces through the Jackson + Wolfe Warehouse Maker District are create a green link from the Canal Path to the VCR Trail. This link should be enhanced by:

1. Evaluate 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 lighting along the Washington Avenue Mall will 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 to Hurkamp Park and the Farmer's Market to 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. Historically 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 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.

Open Space - Riverfront

MEMORANDUM

TO: Chairman Rodriguez and Planning Commissioners
FROM: Mike Craig, Senior Planner
DATE: May 6, 2020 (for the May 13 worksession)
RE: The Creation of the Creative Maker zoning district

BACKGROUND

The Planning Commission held a public hearing on the proposed Creative Maker District on March 11 at which three citizens spoke. One, representing the Canal Quarter Neighborhood Association, expressed a desire for open space, accessibility and ageing in place, adaptive reuse of historic structures, and concerns about residential density. Another, representing Friends of the Rappahannock, expressed concerns that the zoning ordinance needed to encourage higher residential densities than were proposed to foster Smart Growth in the community. The third asked whether this ordinance would change the conforming status of automotive service businesses. Automotive service businesses are permitted by-right on the parcels currently zoned Commercial Highway and would be a special use under the proposed Creative Maker District.

After discussion by the Planning Commission, the public hearing was kept open until the April 8th meeting. However, due to the COVID-19 emergency declaration, public hearings are planned to be rescheduled on June 24th. The five main discussion points from the public hearing to be addressed are: Smart Growth and residential density, citizen participation in the development process, the form based code and use / transitional zones, the provision of open space, and encouraging adaptive reuse of structures.

SMART GROWTH AND RESIDENTIAL DENSITY

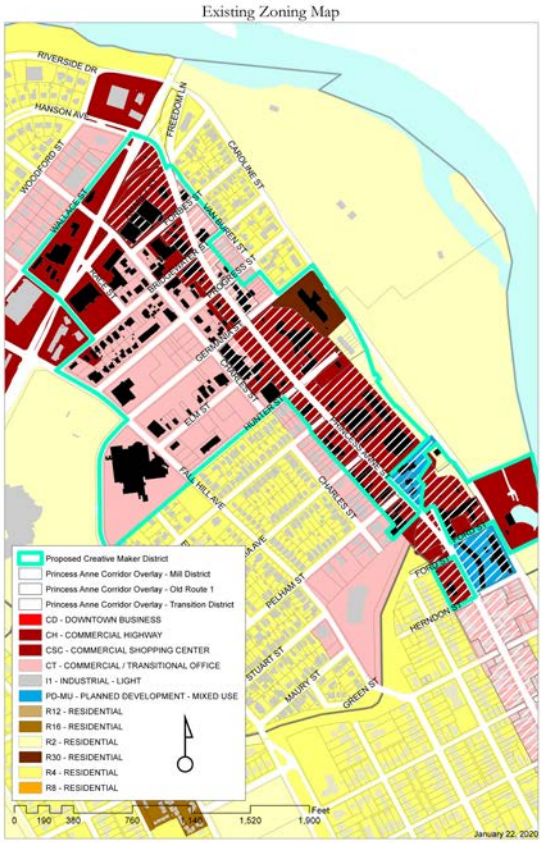
The Creative Maker District, as envisioned in the Comprehensive Plan, takes a balanced approach to the providing a sustainable level of land use within one of the City's prime urban cores while protecting adjacent neighborhoods. Smart Growth[1] is one of the main land use strategies for a more sustainable City. Permitting Smart Growth within the existing urban fabric is the key to several City and Community goals:

- Efficient provision of City services;
- Reduce urban sprawl leading to less impervious surface per resident and pollutants into the Rappahannock River;
- Make viable walk / bike-ability;
- Provide sufficient density for transit service (the last two being critical to fight fossil fuel dependence and climate change);
- Provide a local residential market, which is critical for the commercial core to evolve from a driving dependent (often drive-thru based!) economy to a commercial services for both the walking and driving customer.

[1] Smart growth encourages a mix of building types and uses, diverse housing and transportation options, development within existing urban areas, and community engagement. For an overview of Smart Growth see: https://smartgrowthamerica.org/our-vision/what-is-smart-growth/

Adjacent neighborhoods want to have a voice in development on the edge of their neighborhood. Typical neighborhood concerns involve impacts like localized traffic issues, school capacity, and the character of adjacent development.

The Creative Maker District strikes a balance between these two concepts through the use of by-right residential limits set lower than currently permitted and a special use permit process for increased levels of density where appropriate.



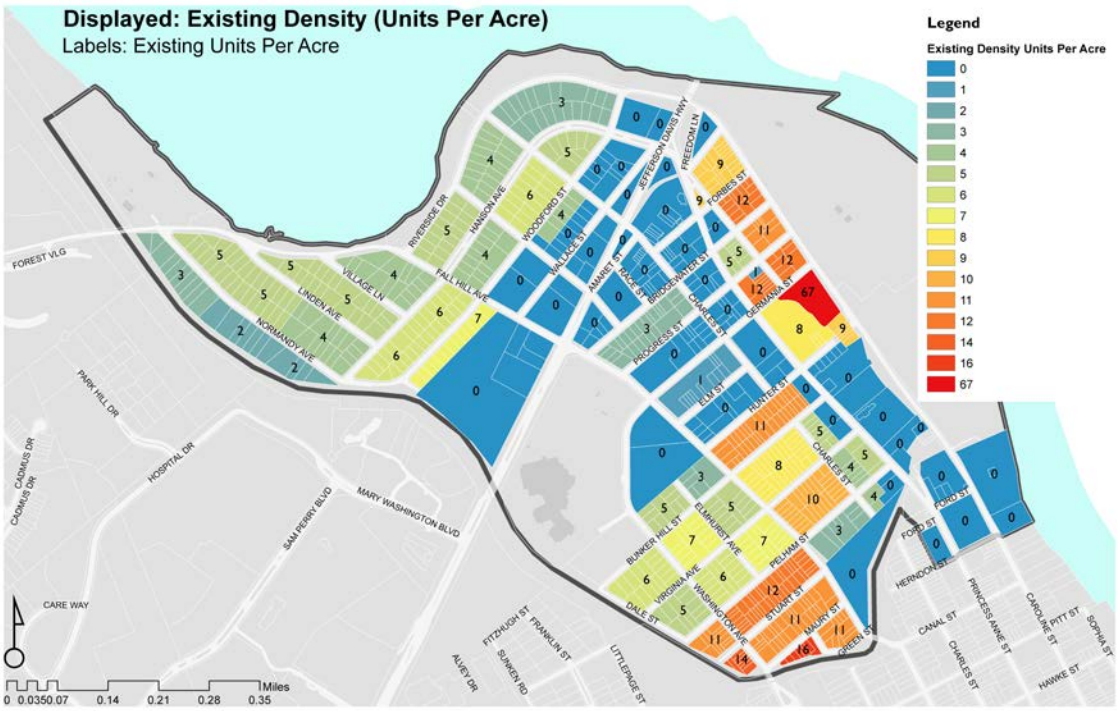
1. *By-right residential use*

The set density level in the Creative Maker District reduces the amount of residential units permitted by-right by 114 units; it is set at or below the existing zoning categories in place now:

By-right General Residential Density Permitted	
Commercial Highway	12 units per acre
Commercial Transitional - Mixed Use	12 units per acre
Planned Development – Mixed Use	30 units per acre
Residential 30	30 units per acre
Creative Maker District - T-4M*	**8 units per acre**
Creative Maker District - T-5M*	**12 units per acre**

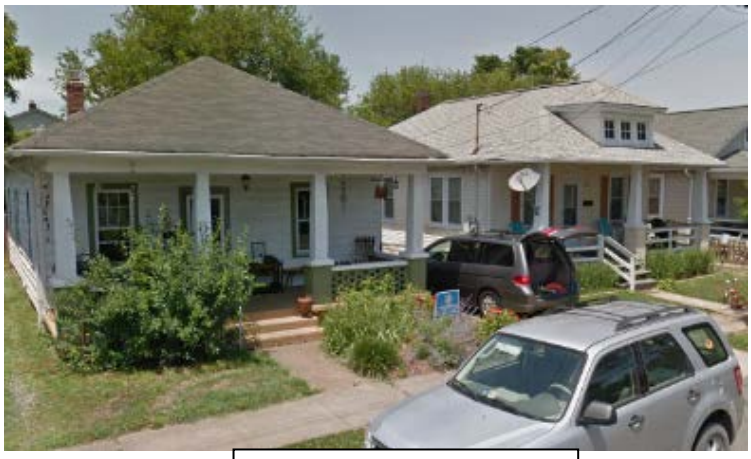
*See transect map in § 3-2 (page 12) of the form based code.

The by-right densities are comparable to the existing density of the surrounding neighborhoods, which range from 3 to 18 units per acre.



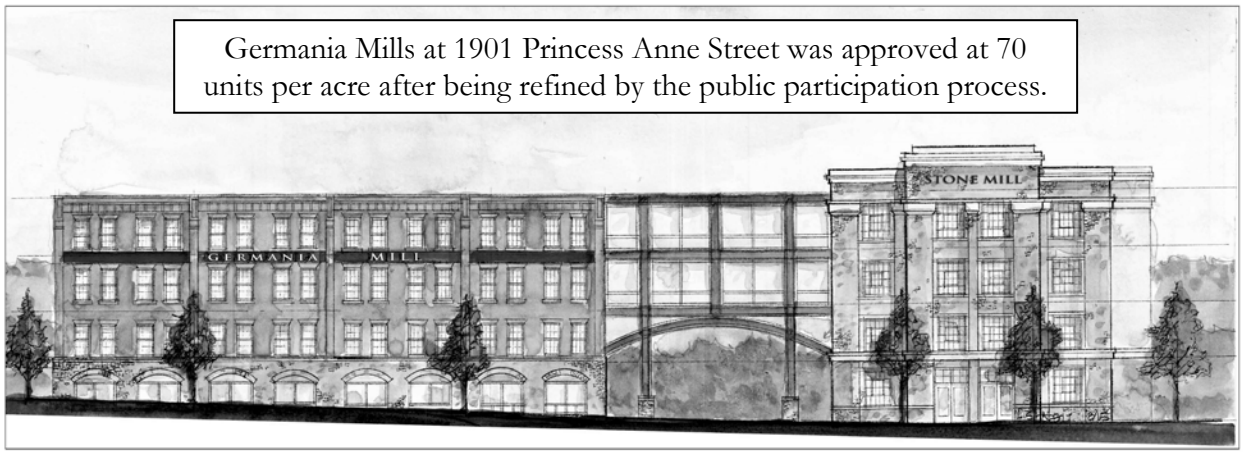
2. *Permitting Smart Growth and citizen participation in the development process:*

The Creative Maker District permits increased levels of residential and non-residential only after a special use permit process with opportunities for public comment at the Planning Commission and City Council. This process provides for the opportunity to accommodate smart growth within the Creative Maker District. Desirable development forms span the spectrum of use type and density:



Bunker Hill Street is 11 units per acre.

The Idlewild block between Patrick Street, Wilcox Ave, and Ellis Ave has 32 units, a central open space and alleys and is 16 units per acre.



Germania Mills at 1901 Princess Anne Street was approved at 70 units per acre after being refined by the public participation process.

Through the special use permit process an applicant may apply for a variety of residential use types including townhomes or apartments. The special use permit process includes several layers of review criteria to ensure that increased use adhere to City goals and mitigate potential impacts. In addition to the form based code, § 2-1.A.iii includes the following criteria to evaluate special use permits:

a. The restoration of a character structure;
b. A mixture of uses within the proposed project; and / or
c. Double the amount of general or formal open space provided.

Special use permits are to be approved in conformance with the Comprehensive Plan. Pages 11(6)7 and 11(6)8 of the Area 6 Small Area Plan set out a specific vision for the Creative Maker District. The

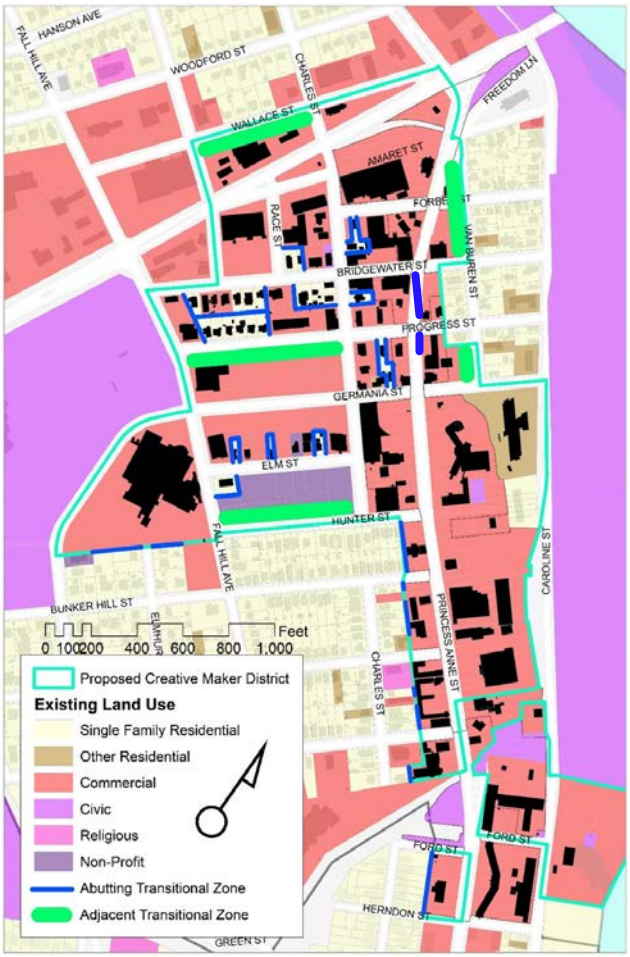
vision emphasizes the use of meaningful open spaces to tie the district together and even shows larger green spaces that should be deployed in strategic places as the district redevelops.

Additionally, special use permits are reviewed in accordance with § 72-22.6.D(2). This section states that a proposed project are to mitigate potential adverse impacts caused by traffic, noise, light, discouragement of economic development, community facilities, affordable housing, school facilities, historic districts, and due to the mass and scaling of a project. While the form based code discussed in the next section ensures that any proposed project's mass and scale be compatible with surrounding fabric, other conditions such as cash contributions to offset school impacts or enhanced pedestrian facilities along a high traffic corridor may be appropriate if a project is proposed to exceed the capacity of the facilities in place.

Other Smart Growth elements will be the subject of future discussions with the Planning Commission. A Transfer of Development Rights program is being worked on that would permit development rights to be severed, sold, and shifted to nearby properties to incentivize the preservation of character defining structures. An affordable housing ordinance will also be suggested in the future that may permit higher densities where a certain style and degree of affordable housing is provided. While these concepts would encourage Smart Growth in this area of the City, the policies are not currently a part of this proposal as they are complex and require careful thought.

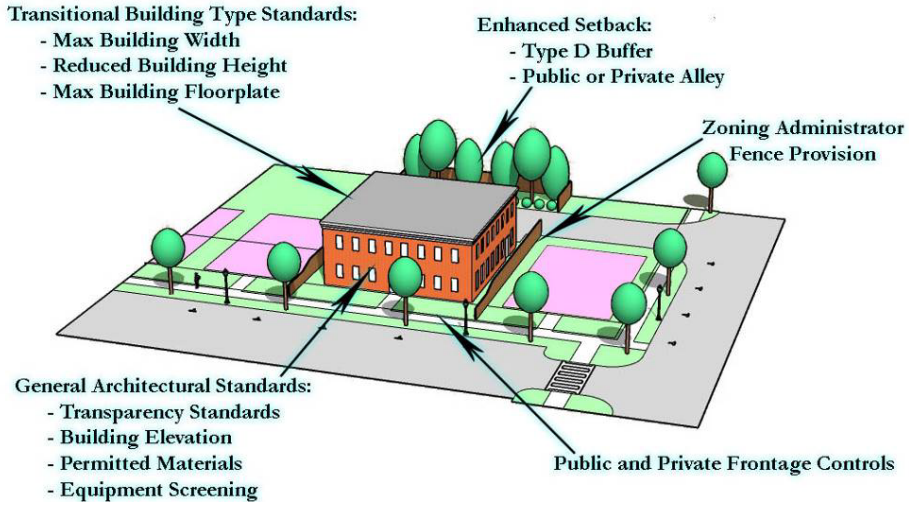
FORM BASED CODE AND TRANSITIONAL ZONES:

Currently, the urban core proposed to become the Creative Maker District contains predominantly non-residential use. There are some pockets of single family home use and the district is adjacent to neighborhoods with a predominant amount of single family uses. The Creative Maker District utilizes a Form Based Code[2], which adds standards to the zoning ordinance to ensure that any future development is compatible in form and scale to adjacent neighborhoods. The form based code achieves this through urban fabric, frontage, and building type standards that require a harmonious public realm and compatible building form.



Transitional Zones are built into the ordinance to add additional protection to single family residential uses. These zones are deployed both where a proposed development abuts a single family home (meaning the property lines touch) and where a development is adjacent to (across the street from) a block face where 75% of the structures are single family homes, wherever those uses may occur. The two types of transitional zones are shown where they would likely occur on the map to the right.

Development within the transitional zones must adhere to the Building Type 4 Standards (§ 6-4 in the proposed Code). The following diagram shows the elements that are deployed to ensure adequate protection of adjacent single family uses from commercial uses:



[2] A form-based code is a land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. For an overview of Form Based Codes see: https://formbasedcodes.org/definition/

Use types like "warehouse" and "light manufacturing" were discussed during the meeting. Here are the definitions of each use:

> **Light Manufacturing:** The mechanical transformation of predominantly previously prepared materials into new products, including assembly of component parts and the creation of products for sale to the wholesale or retail markets or directly to consumers. Such uses are wholly confined within an enclosed building, do not include processing of hazardous gases and chemicals, and do not emit noxious noise, smoke, vapors, fumes, dust, glare, odor, or vibration. Examples include, but are not limited to, production or repair of small machines or electronic parts and equipment; woodworking and cabinet building; publishing and lithography; computer design and development; research, development, testing facilities and laboratories; apparel production; sign making; assembly of prefabricated parts; manufacture of electric, electronic, or optical instruments or devices; manufacture and assembly of artificial limbs, dentures, hearing aids, and surgical instruments; manufacture, processing, and packing of food products, including a production brewery producing up to 30,000 barrels of beer annually; cosmetics; and manufacturing of components, jewelry, clothing, trimming decorations, and any similar item.
>
> **Warehouse:** A use engaged in distribution or storage of manufactured products, supplies, and equipment.

By definition, the external impact of these uses on adjacent properties is minimal. In addition the form based code regulates maximum building width and floorplate. See the § 5-1.B Frontage Map (page 1) of the form based code for frontage locations:

Frontage / Location	Max. Building Width	Max. Building Floorplate
Frontage B / US Route 1	150 feet	N/A
Frontage C / Central Princess Anne Street	100 feet	25,000 square feet
Frontage D / Princess Anne Street Nodes	100 feet	25,000 square feet
Frontage E / Other Areas	100 feet	25,000 square feet
Transitional Zones	50 feet	6,000 square feet

Certain impactful commercial uses --- outdoor storage, drive-throughs, alcohol sales --- will require a special use permit within the T-4M transect. The T-4M transect is deployed in all blocks abutting single family uses that are outside the district.

PRIORITIZING MEANINGFUL OPEN SPACE:
The Creative Maker District requires 25% of the lot area to be open space. Here is a comparison to other comparable zoning districts:

General Open Space Required	
Commercial Highway - Residential	25%
Commercial Highway - Non-Residential	15%
Commercial Transitional - Residential	25%
Commercial Transitional - Non-Residential	20%
Commercial Downtown	0%
Creative Maker District	**25%**

The Creative Maker District prioritizes meaningful Formal Open Space where it is deployed as part of the social fabric of the community. If a Formal Open Space is provided, then the total lot area required to be dedicated to open space is 12.5%. A Formal Open Space must meet the following standards, which ensure it serves as a meaningful place:

a. Type --- Plaza, Playground, Square, or Courtyard as defined in the Unified Development Ordinance.
b. Adjacency --- 25% of the perimeter of the formal open space must adjoin the street frontage.
c. Shape --- The minimum width and length of the Formal Open Space is 15 feet. The maximum width to length ratio is 1:2.
d. Landscaping --- the Formal Open Space shall be landscaped to the maximum extent possible given its proposed function.

The open space provisions within the City Code were reviewed after the March 11 public hearing. Currently, UDO § 72-51.5.A(1)(a)[7] states that: "Urban features: plazas, fountains, roof gardens, atriums, and pedestrian seating areas in the C-D and planned development districts" are counted towards the on-site open space requirements. A modification to the proposed zoning text was made so that these areas will also count towards the open space requirements in the Creative Maker District.

ENCOURAGING ADAPTIVE REUSE:
The Creative Maker District was designed around 34 Character Structures. These structures were identified by Planning staff, reviewed by the Planning Commission, and ultimately designated for listing on a Local Inventory of Historic Places by the Architectural Review Board. The Creative Maker District incentivizes their preservation by:

- Providing for the types of uses (including light manufacturing) that are attractive marketable uses for the buildings as many were built for this purpose;
- Providing for flexible frontage standards to eliminate zoning ordinance conflicts with the adaptive reuse of these buildings; and
- Including their preservation as a performance standard for increased density by special use permit.

Walkability and enhancing the pedestrian environment is a clear goal in the district. Curb extensions are identified as an improvement that will make a stronger pedestrian environment. However, mandating public frontage improvements is a potential source of complication and could be cost

prohibitive improvement for smaller business owners. A clarification to § 5 of the Creative Maker District Form Based Code Frontage standards is proposed to clarify the rules about curb extensions (bulb outs) and to specify that in the T-4M and T-5M transects they are only required where identified in the Small Area Plans and only where there is an increase in use that justifies the improvement..

Non-conforming site conditions were identified as a potential source of complication for a modification of an existing non-character defining structure. An amendment to § 72-66.1 Non-Conforming Site Conditions is proposed to include public and private frontage components in the list items that must be brought up to standard as non-conforming structures are expanded. The purpose of this amendment is to clearly set the expectation for improvements to a site when the reuse of a building is proposed.

The Creative Maker District will encourage entrepreneurship and create a land use market that is accessible to small and first time business owners. Strong non-conforming rules are a critical piece of any zoning ordinance aiming to limit the risk exposure of small investors looking to renovate an existing structure to create their own business. Well calibrated form based provisions are required to ensure that small business owners can build new businesses within the existing lot pattern. The proposed modifications strengthen the vision for what will be required of someone making an investment in this corridor.

CONCLUSION

There are several community goals that the proposed Creative Maker District balances. These include providing the legal market for Smart Growth, providing citizens with a voice in the development process, clear guidelines and expectations for future growth for all parties, a land use market that is accessible to small businesses and entrepreneurs, and the encouragement of adaptive reuse of existing buildings. These values are reflected in the structure of the Creative Maker District and the proposed amendments resulting from the March 11 discussion.

UNIFIED DEVELOPMENT ORDINANCE
APPENDIX 1

FORM BASED CODES:
T-5C Commercial Highway and
T-4M and T-5M Creative Maker District

May 05, 2020

WHAT IS A FORM-BASED CODE?

1. Form-based regulations foster predictable results and a high-quality public and semi-public realm by prescribing the physical form of buildings and other elements, addressing the relationships between buildings to one another, and the scale and types of streets and open spaces. While form-based regulations primarily control physical form, they can also include provisions to allow only certain uses carefully chosen to maintain compatibility between uses and the intended physical form of the zone.

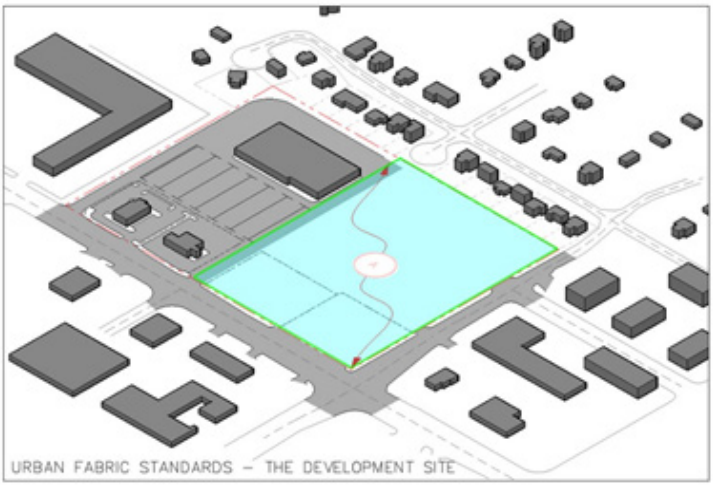
Transect designations are the organizing principle for the City's form-based regulations. The "transect" is a graphic representation of the prescribed character, intensity and physical forms allowed in a specific area. Transects represent the spectrum of intensity and complexity of form and use. Form-based regulations contained in this appendix are calibrated to fit their prescribed transect designations, and are keyed to frontage, building type and other form-based tools that designate the appropriate form and scale (and therefore character) of development, rather than simply limit the uses allowed in a given area.

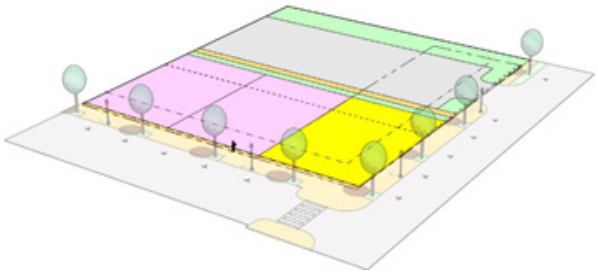
2. For any development subject to form-based zoning regulations, the landowner or applicant will find the following sequence of steps useful:

a. Define the development site and the character of the project;
b. Identify the zoning district of the development site;
c. Identify the transect designation of the development site;
d. Check the zoning district regulations to see if form-based code provisions apply for the proposed type of development, in the transect designation, and in that zoning district.
e. Identify the Urban Fabric Standards associated with the Transect Designation to properly identify how the site fits into the surrounding community;
f. Identify the Frontage Designation on the Frontage Map to define the proposed development's relationship to the street;
g. Identify the permitted Building Type listed in the Frontage Designation to define the position and activation of the building's architecture.
h. Check the Architectural Compatibility section to identify whether any additional architectural design guidelines apply.

3. Form-based regulations utilize diagrams and charts which together regulate the development of a property. Features of each diagram may be annotated by numbered symbols, dimensions, or arrows. The numbering within the symbol corresponds to either the section of the code or the portion of an adjacent chart that is being illustrated.

Examples of form-based diagrams:





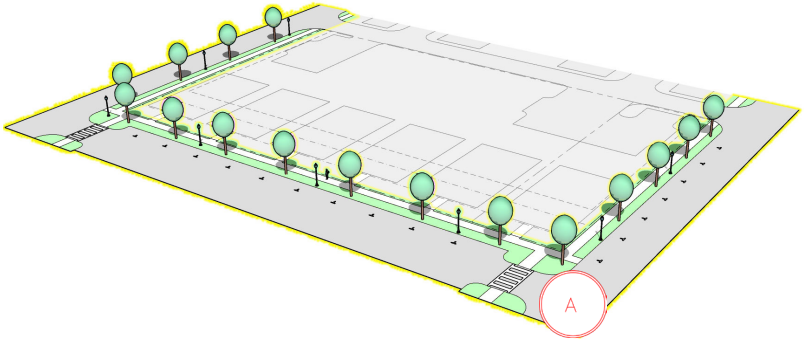
FRONTAGE STANDARDS AND FRONTAGE MAP

1. Frontages shall create the form and fabric of the development and the public realm. Frontages create an active, attractive, and safe public and semi-public edge where the development site abuts a street. In addition, frontages interior to the site shall produce a connected environment through the site, enlivening the development's internal connections and spaces. The Frontage Maps in this section are adopted by the City Council through the Zoning Map Amendment process. The Frontage Map specifies the appropriate streetscape, disposition of the front yard, and general building placement for different areas within the zoning district.

2. Frontages are composed of three basic elements: the Public Component, Private Component, and a Building Type Permitted column:

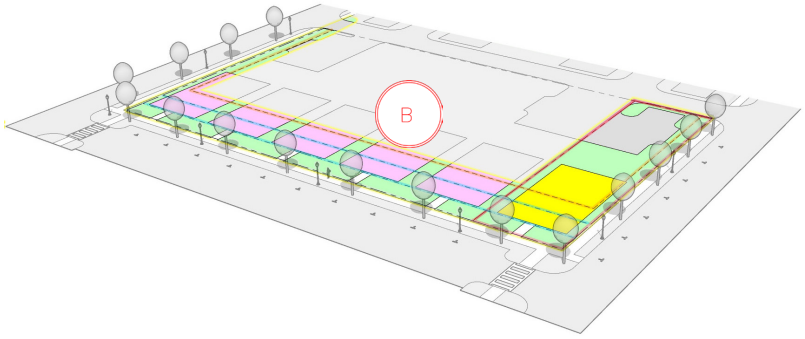
A

The Public Component (generally indicated by the A symbol) consists of the land and elements between the center line of the street and the public right-of-way or street easement line (also referred to as the "streetscape").



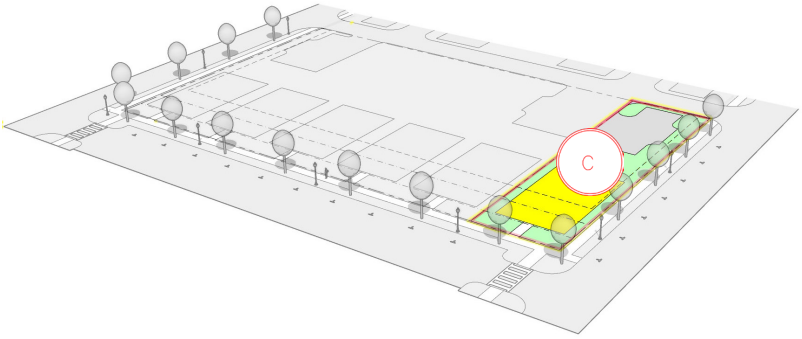
B

The Private Component (generally indicated by the B symbol) consists of the yards, building placement tools, and parking lot placement tools on private property.



C

The Building Type Permitted column (generally indicated by the C symbol) identifies which Building Types are permitted along the frontage. Building Type standards, defined in the next section, control lot standards and setbacks, building orientation, mass and scale, and activation of the building facade.

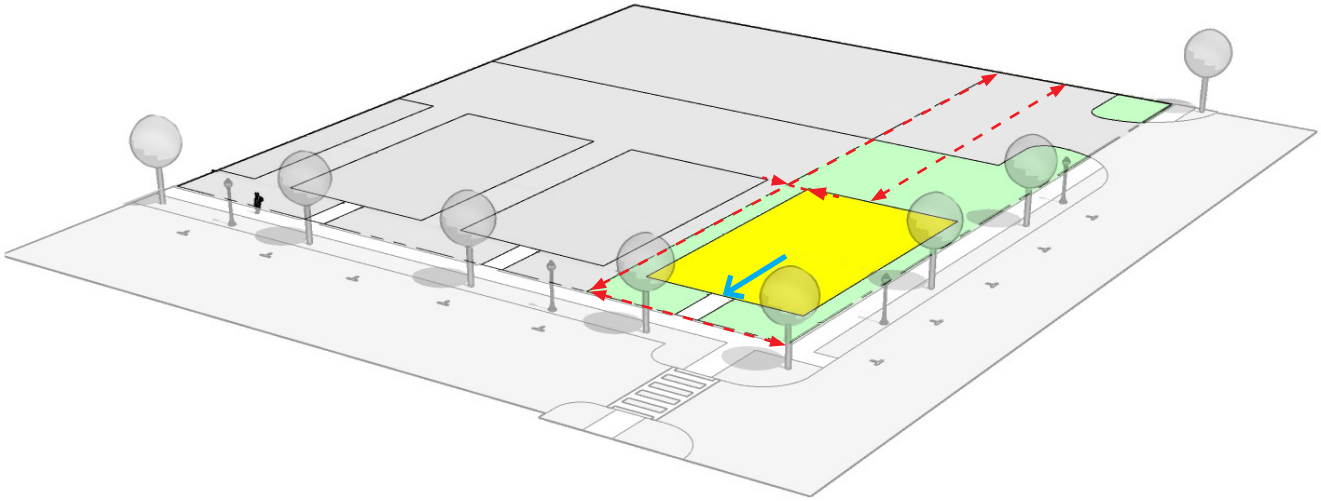


BUILDING PLACEMENT AND TYPE STANDARDS

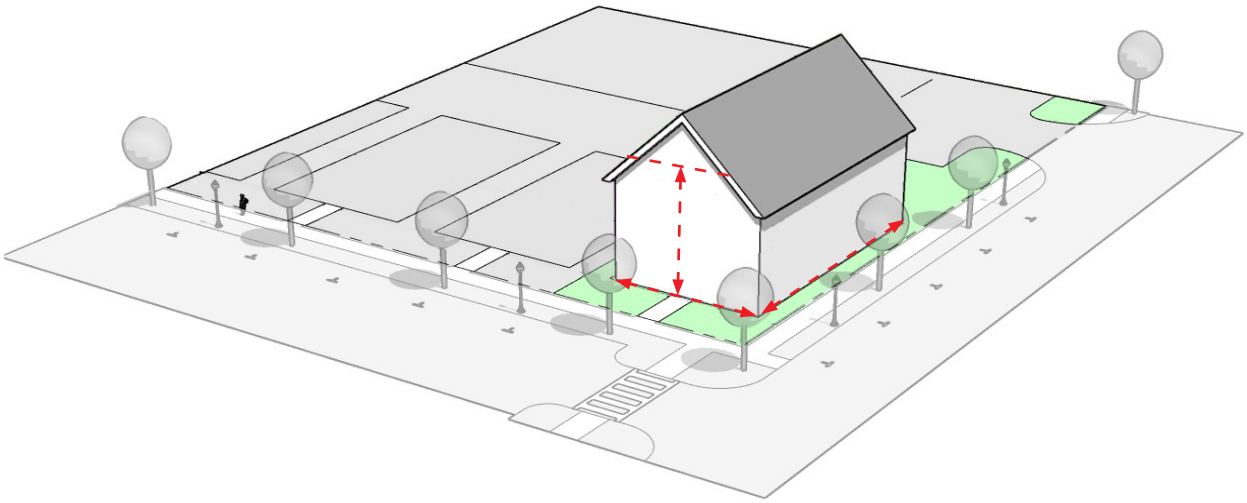
1. Building Types are assigned by Frontage Type. The only Building Type permitted within a lot is that permitted within its assigned Frontage. Additionally, Building Type 4 is the only Building Type permitted within any Transitional Zone required by the Urban Fabric Standards

2. Building Type and Placement Standards focus on the architectural planning of the building to complete the built form. The standards activate street frontages and other public open spaces. The standards also ensure that the form of the development transitions appropriately in mass, scale, and intensity towards adjacent land uses and transects:

a. Building Placement and Orientation standards govern the required lot parameters and required setbacks associated with each building type. Front setbacks are set as part of the frontage type Build-to Zone. Building Orientation governs the direction the building faces and whether or not it may front onto a Formal Open Space to ensure the building remains an active and functional part of the streetscape.

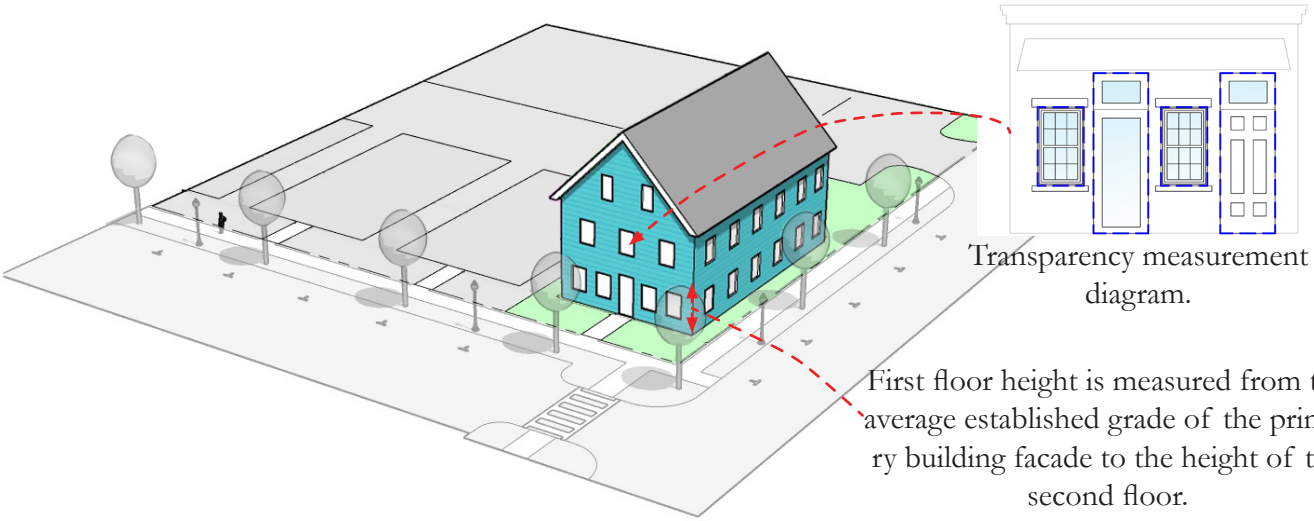


b. Building Mass and Scale standards regulate the shape of the building. Mass and Scale Standards set the maximum height, floorplate, and width of the building. Any building width criteria shall measure each single-family attached building individually.



c. Façade Activation standards govern the characteristics of the building's street-facing elevations. Entrance location and frequency standards facilitate access into a building from the street. Transparency standards require a minimum amount of openings within the façade. Standards for the first floor of buildings ensure that commercial use may be accommodated within a building in areas with high pedestrian activity. Appropriate transparency provides eyes on the street to ensure a community is safe and conducive to walking. An active walkable community has health benefits and reduces a land use's impacts on automobile infrastructure.

i. On corner buildings, each street facing elevation shall meet minimum total facade transparency. First floor transparency minimums shall only be required along the building front.



CHARACTER STRUCTURES: FRONTAGE AND BUILDING TYPE APPLICABILITY

1. Character Structures are those structures identified in an adopted Small Area Plan as contributing to the character of designated historic corridors or centers within the City. Character Structures are also shown on the official frontage maps. In order to prioritize the preservation of these structures, they shall not be subject to the Private Component requirements along a frontage. Instead, the Building Type rules established in the Character Structures and Architectural Compatibility section of this appendix may govern alterations or additions to those structures on a site.

CHAPTER 1: GENERAL PROVISIONS

1-1. General provisions.

A. This Code is an appendix to Chapter 72 of the Fredericksburg City Code, the Unified Development Ordinance and forms a part of that Chapter. This Code is adopted under the authority granted in Code of Virginia 15.2-2280 et seq. as an exercise of the City's zoning authority. This Code was adopted by City Council as Ordinance 20-__ on [date].

B. Form-based regulations; transects.

i. Form-based regulations foster predictable results and a high-quality public and semi-public realm by prescribing the physical form of buildings and other elements, addressing the relationships between buildings to one another, and the scale and types of streets and open spaces. While form-based regulations primarily control physical form, they can also include provisions to allow only certain uses carefully chosen to maintain compatibility between uses and the intended physical form of the zone.

ii. Transect designations are the organizing principle for the City's form-based regulations. The "transect" is a graphic representation of the prescribed character, intensity and physical forms allowed in a specific area. Transects represent the spectrum of intensity and complexity of form and use. Form-based regulations contained in this appendix are calibrated to fit their prescribed transect designations, and are keyed to frontage, building type and other form-based tools that designate the appropriate form and scale (and therefore character) of development, rather than simply limit the uses allowed in a given area.

C. For any development subject to form-based zoning regulations, the landowner or applicant will find the following sequence of steps useful:

i. Define the development site and the character of the project;

ii. Identify the transect designation of the development site;

iii. Identify the zoning district of the development site;

iv. Check the zoning district regulations to see if form-based code provisions apply for the proposed type of development, in the transect designation, and in that zoning district.

E. Form-based regulations utilize diagrams and charts which together regulate the development of a property. Features of each diagram may be annotated by numbered symbols, dimensions, or arrows. The numbering within the symbol corresponds to either the section of the code or the portion of an adjacent chart that is being illustrated.

F. This Code applies to the use and development of land:

i. Included in the Transect Regulating Plan, dated May 30, 2018, adopted by City Council on January 22, 2019 by Ordinance 19-01, or included in the "Transect Regulating Plan – Area 6," dated April 9, 2019, adopted by City Council on July 9, 2019 by Ordinance 19-28 as amendments to the Official Zoning Map; or

ii. Designated as the "Creative Maker District," on the Official Zoning Map.

G. No land, building, or structure shall be used, developed, constructed, improved, or altered unless such actions or activities are in compliance with the provisions of this Code, except as may be allowed under Chapter 8, Optional Forms of Development, and with all other applicable City, state, and federal laws and regulations.

H. Unless expressly provided otherwise, any provision of this Code that conflicts with another provision of the Unified Development Ordinance or other applicable ordinance or regulation shall be deemed to control to the extent of such conflict. Except as provided herein, City Code Chapter 72 shall govern the use and development of land in the districts set out in this Code.

I. The provisions of this Code shall be severable, and in the event one or more of the provisions of this Code shall be adjudged to be invalid or unenforceable, the validity and enforceability of the remaining provisions shall not in any way be affected or impaired by such adjudication.

CHAPTER 2 FORM-BASED ZONING DISTRICTS.

2-1 Form-based zoning districts.

A. Creative Maker District (CM).

i. Purpose.

a. The purpose of the Creative Maker District is to foster the redevelopment of commercial corridors where existing development is characterized by the T-4M and T-5M transects, and where future development will be characterized primarily by redevelopment and infill opportunities. This district reduces barriers for both small scale entrepreneurs and larger companies looking to start and expand businesses along commercial corridors.

b. The Creative Maker District balances the preservation of areas of unique architectural value, the stabilization of existing walkable urban nodes, and the need for meaningful open spaces, with the need for automobile circulation, storage, and access along important economic corridors. The district uses form-based regulations to govern the built environment in support of this purpose.

c. The Creative Maker District permits a mix of residential and commercial uses, including light manufacturing, in order to create an environment where people can live, work, and create all within a pedestrian-scaled environment that transitions appropriately to surrounding residential neighborhoods.

d. This district implements the City's authority to provide for the preservation of areas of unique architectural value located within a redevelopment district, under Virginia Code §15.2-2306. The primary period of significance for the Creative Maker District is linked to the City's boom at the expansion of the highway system in the mid-20th century; but the district also includes buildings from the late 19th and early 20th centuries, that contribute to the character of the district.

ii. Residential and commercial density.

Standard	T4-M	T5-M
Residential Density, Maximum	8 du/ac. by right	12 du/ac. by right
	The City Council may approve an increase in residential density levels by special use permit upon finding such increase achieves the purpose and intent of this district.	The City Council may approve an increase in residential density levels by special use permit upon finding such increase achieves the purpose and intent of this district.
Nonresidential FAR, Maximum	0.7 by right	0.7 by right
	1.5 by special use permit	3.0 by special use permit

iii. Special considerations for special use permits. In reviewing an application for a special use permit in the Creative Maker District, City Council may consider the following, in addition to the criteria set out in section 72-22.6:

a. Application proposes the restoration of a character structure;

b. Application proposes a mixed use development, with at least 20% of the total gross floor area in residential use and at least 20% of the total gross floor area in nonresidential use.

c. Application proposes double the amount of general or formal open space required.

iv. Dimensional standards. The Creative Maker District uses form-based regulations to govern lot area, lot width, setbacks (yards), open space, and building heights. The form-based regulations set forth in this Code shall apply to all development in this district.

iv. Design review required. The provisions of Chapter [7] of this Code shall apply to new construction and exterior alterations to a principal or accessory building or structure visible from the public right-of-way, not including alleys, or from public land, in the Creative Maker District.

v. Within the T-4M Transect, service of alcoholic beverages under an ABC retail on-premises license is

permitted only as a special use.

B. T-5C Form Based Regulations.

i. The purpose of the T-5C Form Based Regulations is to foster the retrofit and redevelopment of automobile-oriented large-scale suburban and strip-mall shopping centers into mixed use nodes with a walkable urban fabric through good planning principles. The form-based regulations are intended to implement the "T-5C Corridor" designations within the Commercial-Highway Zoning District.

ii. The T-5C Form Based regulations shall apply to any application for residential use, either alone or as part of a mixed use on land included in the Transect Regulating Plan, dated May 30, 2018, adopted by City Council on January 22, 2019 by Ordinance 19-01, or included in the "Transect Regulating Plan – Area 6," dated April 9, 2019, adopted by City Council on July 9, 2019 by Ordinance 19-28 as amendments to the Official Zoning Map. Such developments shall be subject to the standards of this Code as well as all other applicable base and overlay zoning district standards in Chapter 72 of the City Code.

iii. Urban fabric standards transform the organization of land from expanses of asphalt parking lots, commercial driveways, and separated single-use developments into a network of streets and blocks that include formal open spaces, mixed uses, and transitional zones. The retrofit of aging, inefficient surface parking lots into vibrant mixed-use nodes will minimize infrastructure costs and environmental impacts by promoting compact, mixed-use, infill development that links with existing traditional neighborhood areas and districts.

iv. Frontage standards promote the evolution of the City's existing shopping-center-oriented corridors into a more safe, harmonious, and attractive environment through the definition and activation of the public realm between the street and the building face, the definition and activation of yards and open spaces, and the transition between the development and adjoining uses.

v. Building type and lot standards complete the built form. Standards, including building orientation, entrance location, overall transparency, first floor height minimums, and maximum building widths, require that the buildings shape the public realm and activate street frontages and other public open spaces. Standards including maximum building heights and widths also ensure that the form of the development transitions appropriately in mass, scale, and intensity towards adjacent land uses and transects.

vi. Together, the T-5C form-based regulations are intended to ensure that, when residential uses are introduced, aging shopping centers evolve into mixed use nodes comprised of human-scale streets, a clearly-defined building envelope, and public spaces, all of which contribute to creating a safe, comfortable environment with a high standard of living.

vii. The residential component of a mixed-use development with a residential density exceeding 12 units per acre shall constitute at least 20%, and no more than 80%, of the gross floor area of the development.

viii. Retail use is only permitted within the Development Site when located within a Building Type 3 and along Frontage Type D.

CHAPTER 3: TRANSECTS AND TRANSECT MAPS

The transect maps set the official boundaries of each transect and are an extension of the official zoning map. Each map is adopted by the City Council through the Zoning Map Amendment process.

3-1. T-5C Transect Maps. The Transect Regulating Plan showing Area 6 (Figure 1) and the Transect Regulating Plan dated May 30, 2018 showing Area 3 (Figure 2) identify the location of the adopted T-5C transect in the City of Fredericksburg.

Figure 1:

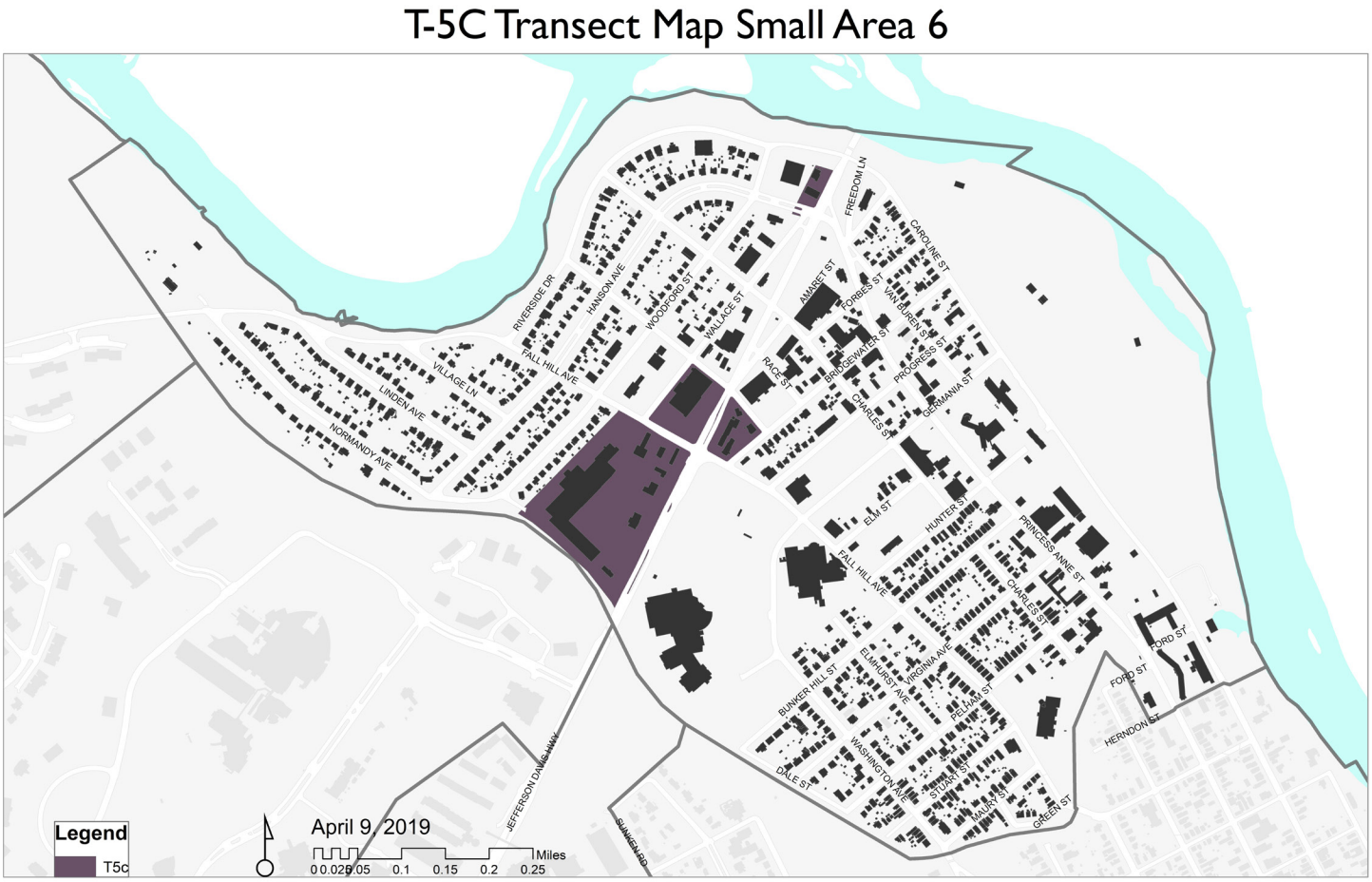


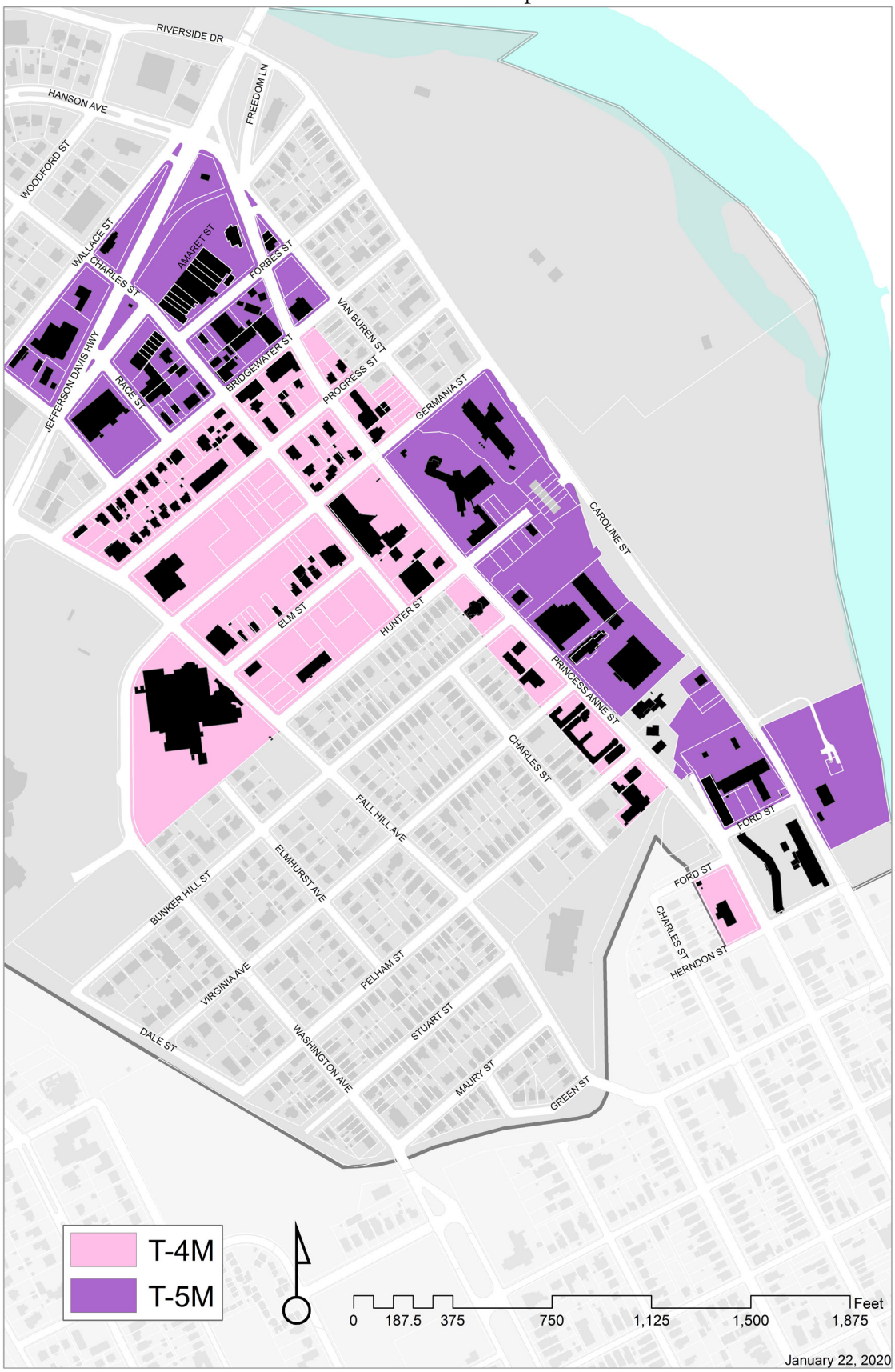
Figure 2:

T-5C Transect Map Small Area 3

3-2. T-4M and T-5M Transect Maps. The Transect Regulating Plan – T4M / T5M dated August 20, 2019 showing Area 6 (Figure 3) identifies the location of the adopted T-4M and T-5M transects in the City of Fredericksburg.

Figure 3:

T-4M and T-5M Transect Map Small Area 6



CHAPTER 4: URBAN FABRIC STANDARDS

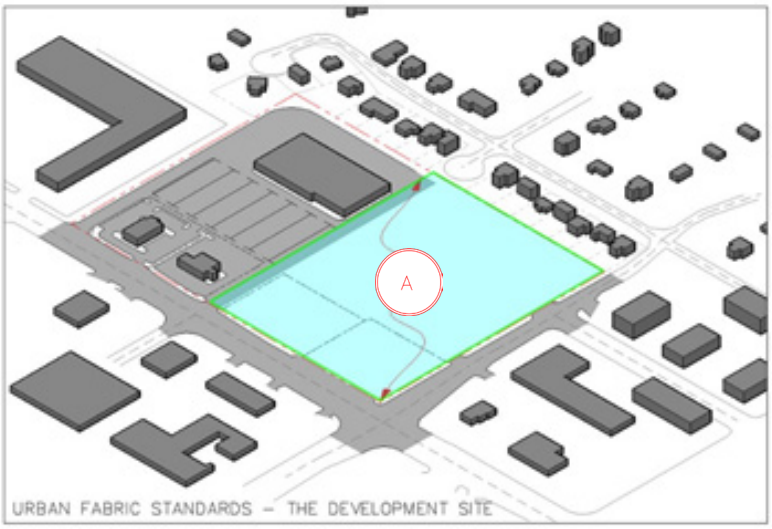
Urban Fabric standards approach bigger picture site considerations. They balance the preservation of character buildings, the stabilization of existing walkable urban nodes, and the need for meaningful open spaces with the need for automobile circulation, car storage, and access along important economic corridors.

4-1. Development site. The development site shall include all the land, buildings, and structures both existing and proposed, used to calculate the total residential density, use mix, or floor area ratio calculations for a development.

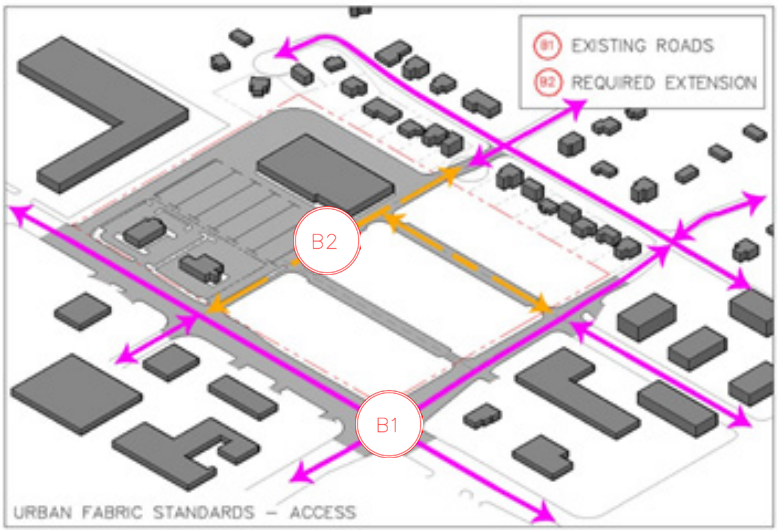
A. Site Plan required; Applicable law.

i. The entire development site shall be shown on an approved site plan in accordance with § 72-26.1 (Commercial and Residential Site Development Plans).

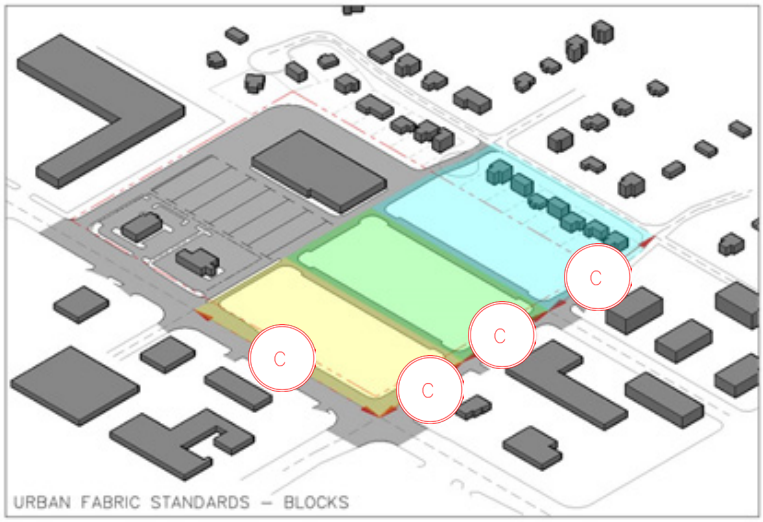
ii. All land, buildings, site elements, and other features of the development site (i.e., land or buildings used for density or use-mix calculations) shall be brought into conformance with the standards in this code as well as all other applicable standards in the Unified Development Ordinance.



B. Access. Existing streets shall be continued through the Development Site. A network of interconnected streets is required in order to provide adequate pedestrian and motor vehicle access to the development. The character of the streets and adjacent yards is established by the standards in § 72-5 Development Standards as well as the frontage designations as described in this code.



C. Establishment of blocks. In the T-5C and T-5M transects, the entire development site, including all non-residential uses shall be organized into blocks meeting the standards in § 72-51.2.



4-2 Transitional Zones –

A. Depth. The transitional zone shall extend into the property a depth equal to the median depth of all abutting single-family residential lots.

B. Abutting Transitional Zone. A transitional zone shall be designated along any property line that abuts a single-family residential use. This provision does not apply on lots containing a single-family detached use.

i. Setback required. Within the transitional zone the following setbacks are required along any rear property line abutting a single-family residential use:

a. A 40-foot setback in the T-5C or T-5M Transect; or

b. A 20-foot setback in the T-4M Transect.

c. Accessory structures may encroach into this setback.

ii. Within the setback area there shall be either:

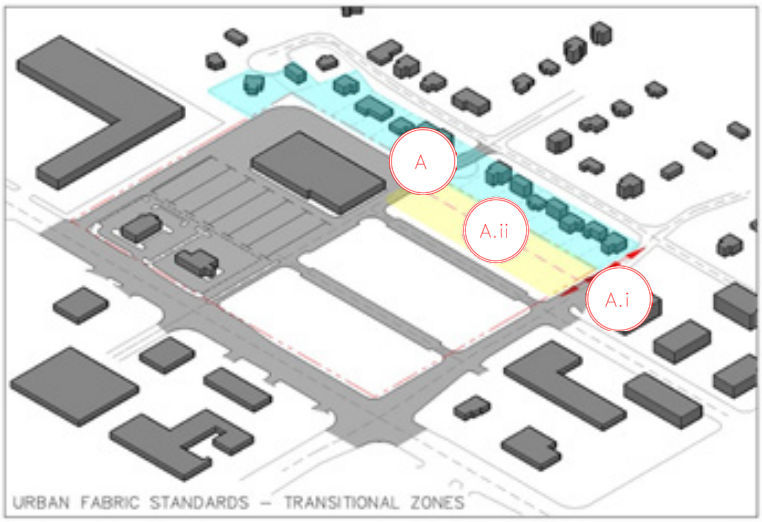
a. A dedication of a public or private alley meeting the standards in § 72-52.3; or

b. A Type D landscape buffer in accordance with § 72-55.4C.

iii. The Zoning Administrator may also require a 4 to 8 foot tall opaque fence or wall upon a determination that the development will have an adverse impact on adjacent land.

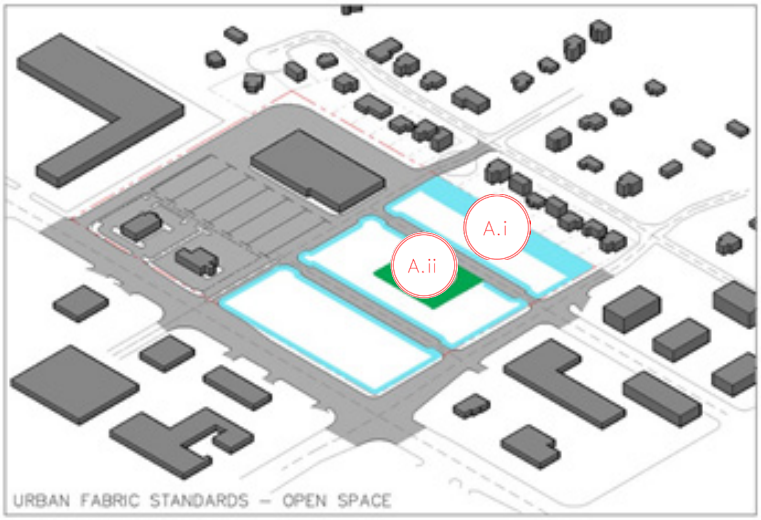
C. Adjacent Transitional Zone. A transitional zone shall be established where a development site is across the street from a block face where 75% of the primary structures are single family homes. Within this transitional zone, front setbacks shall be established by § 72-84.B(2) Averaging Setbacks.

D. Transitional Buildings. Building Type 4 or Character Structures where designated are the only Building Type permitted in an abutting or adjacent transitional zone. Buildings shall be designed in accordance with the Building Type standards for those buildings.



4-3. Open Space. The objective of general open space is to provide for transition between the development and adjoining uses, and for stormwater management and utility placement. Formal Open Spaces shall facilitate social interaction. Formal Open Spaces allow human activity throughout the development and avoid "dead" or unsafe zones. Formal Open Spaces shall meet human needs for being outdoors and for recreation.

A. Both General and Formal Open Space shall be designed into a project in the T-5C Transect.



i. General open space: 25% of the site shall be general open space meeting the standards of § 72-51.5.	
ii. Formal Open Space: 50% of the general open space shall be developed as formal open space meeting the following standards:	
a. Type	The Formal Open Space shall be a Plaza, Playground, Square, or Courtyard as defined in § 72-84.
b. Min. Adjacency	25% of the perimeter of formal open space shall adjoin a Frontage.
c. Min. width / length	The minimum length and width is 50 feet.
d. Max. width / length ratio	The maximum width to length ratio is 1:4.
e. Min.landscaping	The number of plants equivalent to what would be required for a Type B Landscaping Buffer measured along the longest side of the Formal Open Space shall be planted and may be distributed within the Formal Open Space.

B. In the T-4M or T-5M Transect, Formal Open Space may be provided in place of general open space at a reduced requirement.

i. General Open Space: 25% of the site shall be general open space meeting the standards of § 72-51.5.	
a. The general open space requirement may be met by providing 12.5% of the lot as Formal Open Space.	
ii. Formal Open Space Option: Formal Open Space shall meet the following standards:	
a. Type	The Formal Open Space shall be a Plaza, Playground, Square, or Courtyard as defined in § 72-84.
b. Min. Adjacency	25% of the perimeter of formal open space shall adjoin a Frontage.
c. Min. width / length	The minimum length and width is 15 feet.
d. Max. width / length ratio	The maximum width to length ratio is 1:2.
e. Min.landscaping	In the T-5M and T-4M Transect, the Formal Open Space shall be landscaped to the maximum extent possible given its proposed function.

CHAPTER 5: FRONTAGE MAPS AND FRONTAGES

5-1 Frontage maps. The following maps are hereby incorporated:

A. T-5C Frontage Maps. The Frontage Regulating Plan dated May 30, 2018 showing Area 3 (Figure 4) and the Frontage Regulating Plan showing Area 6 (Figure 5) assign the frontages within the T-5C Transect.

Figure 4:

T-5C Frontage Map Small Area 3

January 22, 2020

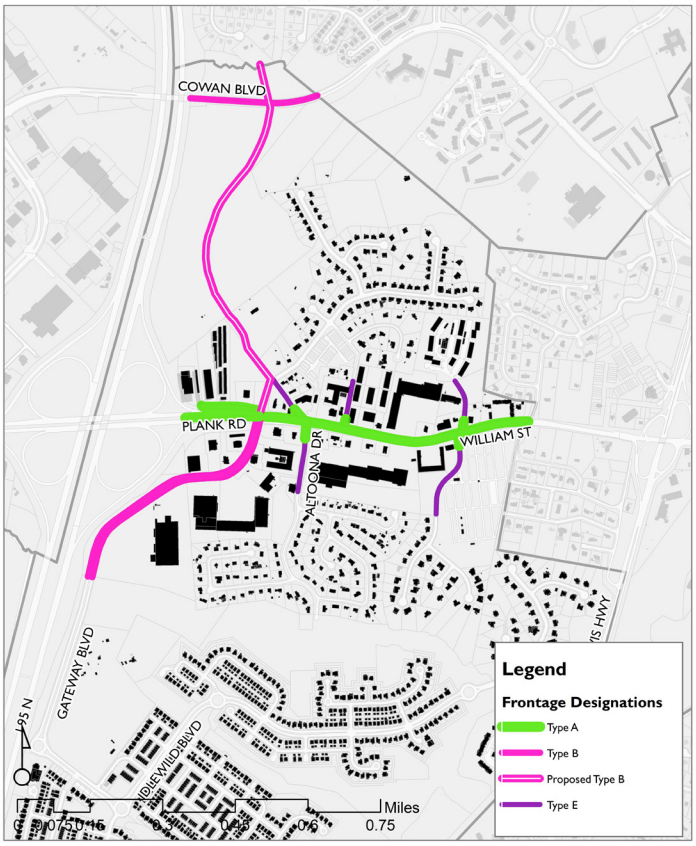


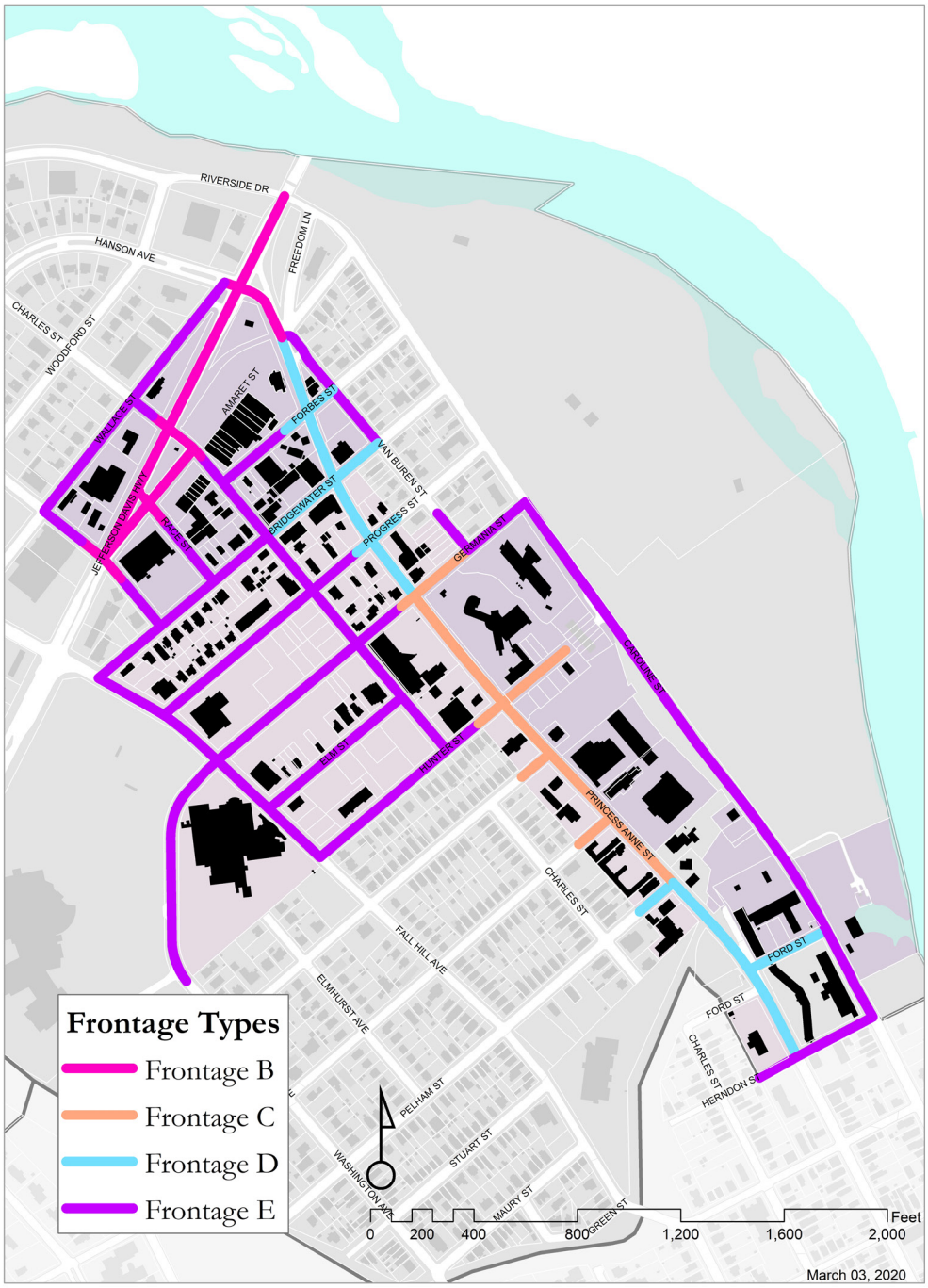
Figure 5:

T-5C Frontage Map Small Area 6

B. T-5M and T-4M Frontage Maps. The "Frontage Regulating Plan – T-4M and T-5M" dated December 17, 2019 (Figure 6) assigns the frontages within the T-5M and T-4M Transects.

Figure 6:

T-4M and T-5M Frontage Map Small Area 6



C. New Frontages. The Zoning Administrator may designate Frontages where new or extended streets not designated on the preceding maps are created in accordance with the following:

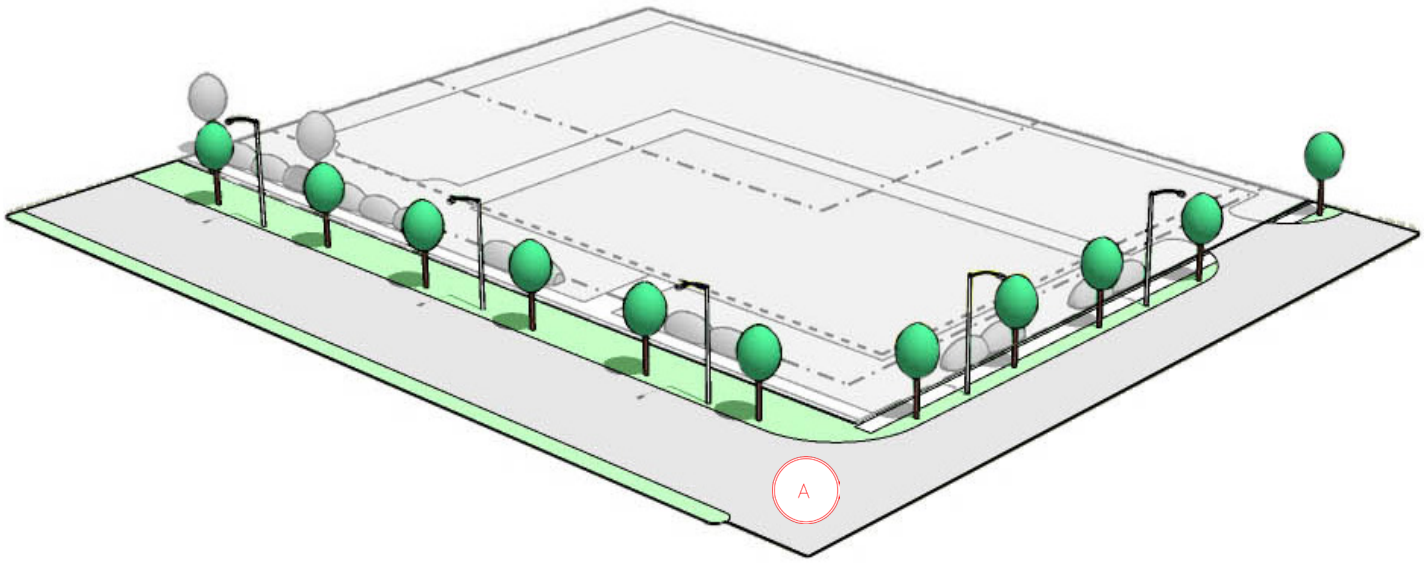
i. Frontage Type D - The Zoning Administrator shall designate the new street Frontage Type D where the proposed uses along the street include retail use and the street is a natural extension of an existing Frontage D.

ii. Frontage Type E - The Zoning Administrator shall designate all other new streets Frontage Type E.

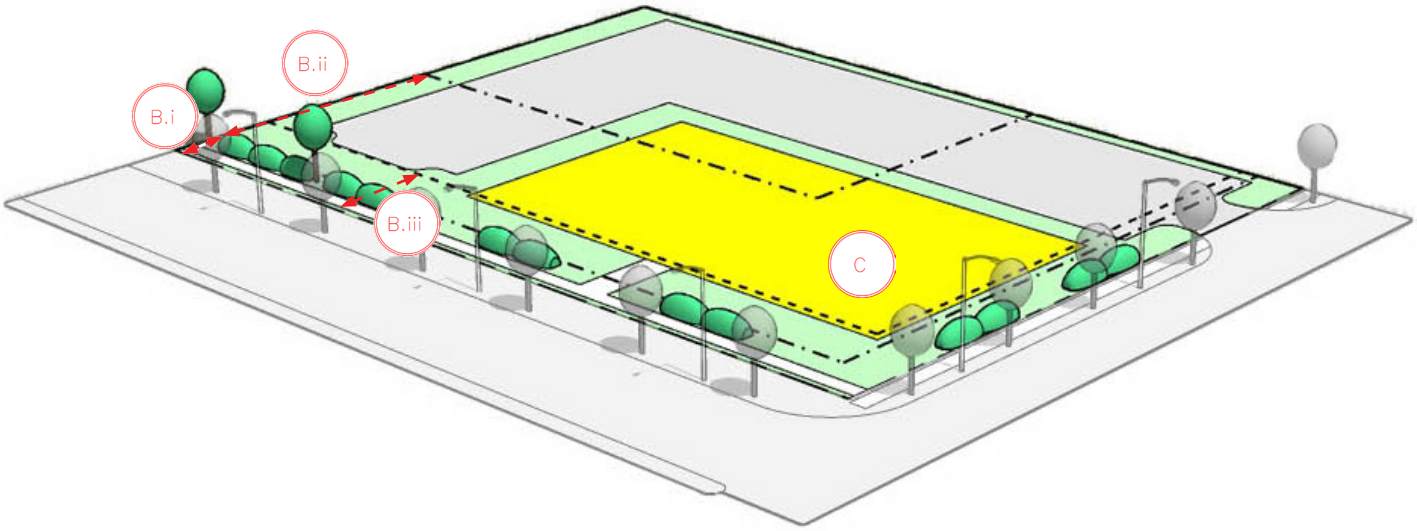
5-2. FRONTAGE A

Frontage A provides primarily motor vehicle access and visibility to the properties fronting on State Route 3. This frontage carries the highest volume of motor vehicle traffic to, from, and past the property. The engineering focus is to provide for motor vehicle movements along with sufficient landscaping and buffering to create a harmonious and attractive automotive gateway corridor. The design focus is to provide a safe and attractive streetscape. Where Type D frontage designations intersect a Type A frontage, the Type D frontage may extend along the Type A frontage a maximum distance of 250 feet.

Frontage A Public Component:



Frontage A Private Component and Building Type Permitted:



A. Public Component:

A	i. Streetscape Elements:	a. No on-street parking required.
		b. Minimum 10 foot utility strip adjacent to the roadway.
		c. Automobile scaled street lights required (20 feet to 40 feet in height).
		d. Street trees required in conformance with § 72-55.6.

B. Private Component:

B.i	i. Landscape area:	a. The Frontage shall contain a minimum 15-foot wide landscape area adjacent to the right-of-way line containing the following landscaping and a minimum 5-foot wide sidewalk along the entire frontage.
		b. Canopy street trees required (in addition to public frontage street trees).
		c. Locate required Foundation Plantings required by § 72-55.3 within Landscape Area.
		d. Locate any required Perimeter Landscaping Strips by § 72-55.2 within Landscape Area.
B.ii	ii. Building Placement / Build-to Zone:	a. The Build-to Zone is a minimum of 15 and a maximum of 80 feet from adjacent right-of-way or street easement line.
		b. The primary facade of the building shall be either completely within or to the rear of the Build-to Zone. A minimum of 75% of the primary facade shall be within the Build-To Zone.
		c. Along the most prominent frontage, a minimum of 66% of the length of the Build-to Zone shall contain building facades or Open Space.
B.iii	iii. Parking Lot Placement / Encroachments:	a. Parking lots shall be no closer to the street than adjacent primary building facades.
		b. One single or double loaded parking aisle, no more than 60 feet in width from parking space curb to parking space curb, may encroach in front of a fast-food or convenience store with gasoline sales use adjacent to a primary frontage.

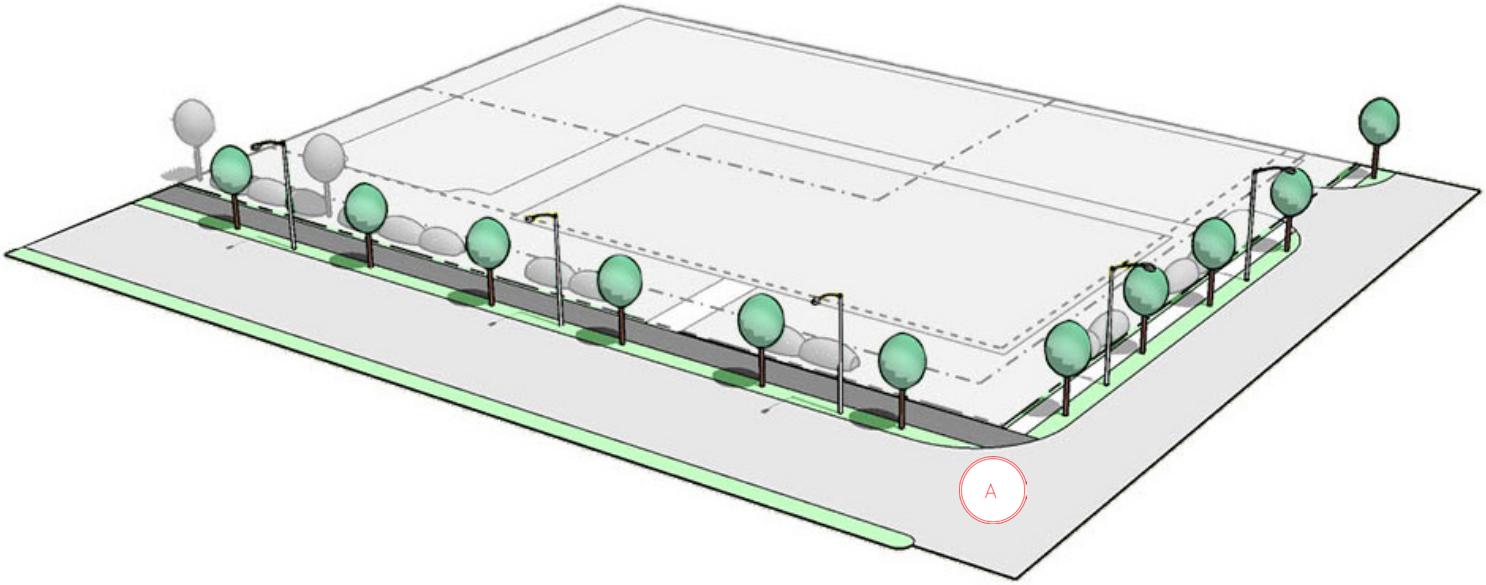
C. Building Type Permitted:

C	i. Building Type Permitted:	a. Building Type 1 permitted.
		b. Building Type 4 required within Transitional Zones.
		c. Character Building Type permitted where designated on the Frontage Map.

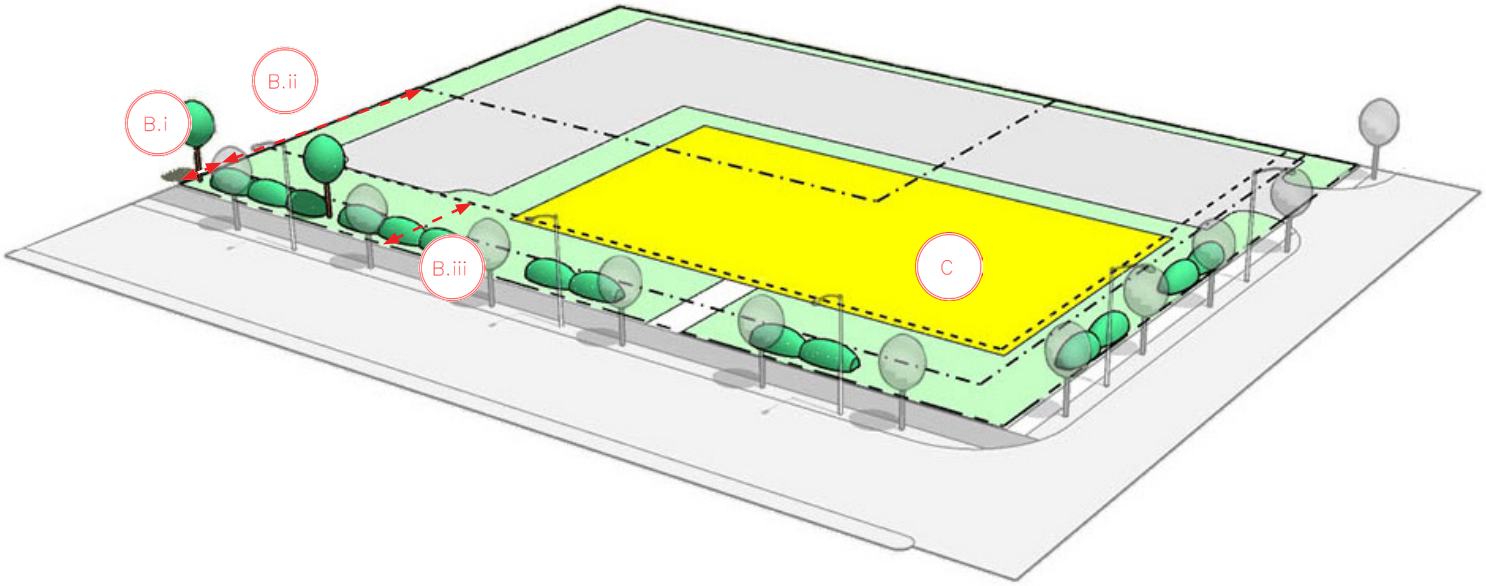
5-3. FRONTAGE B

Frontage B provides motor vehicle and pedestrian access and visibility to the property. This frontage carries predominantly motor vehicle traffic to, from, and past the property and is generally designated along the City's primary arterial highways other than State Route 3. The engineering focus is to provide for motor vehicle movements along with walkability and pedestrian safety. The design focus is to provide a safe and attractive streetscape. Where Type D frontage designations intersect a Type B frontage, the Type D frontage may extend along the Type B frontage a maximum distance of 250 feet.

Frontage B Public Component:



Frontage B Private Component and Building Type Permitted:



A. Public Component:

A	i. Streetscape Elements:	a. No on-street parking required.
		b. Minimum 5-foot utility strip adjacent to roadway.
		c. Sidewalks and pathways shall be provided in accordance with § 72-52.6 Pedestrian Access and Bicycle Trails.
		d. Automobile scaled street lights required (20 feet to 40 feet in height).
		e. Street trees required in conformance with § 72-55.6.

B. Private Component:

B.i	i. Landscape area:	a. A minimum 15-foot wide landscape area is required adjacent to the front property line.
		b. Locate foundation landscaping required by § 72-55.3 within Landscape Area.
		c. Locate perimeter landscaping strips required by § 72-55.2 within Landscape Area.
B.ii	ii. Building Placement / Build-to Zone:	a. The Build-to Zone is a minimum of 15 and a maximum of 80 feet from adjacent right-of-way or street easement line.
		b. A minimum of 75% of the primary façade of any building along a Primary frontage shall be within the Build-To Zone. The building may not project closer to the front lot line than the established minimum.
		c. Along the most prominent frontage, a minimum of 66% of the length of the total Build-To Zone within the Development shall contain building façades.
B.iii	iii. Parking Lot Placement / Encroachments:	a. Parking lots shall be no closer to the street than adjacent primary building facades.
		b. One single or double loaded parking aisle, no more than 60 feet in width from parking space curb to parking space curb, may encroach in front of a fast-food or convenience store with gasoline sales use adjacent to a primary frontage.

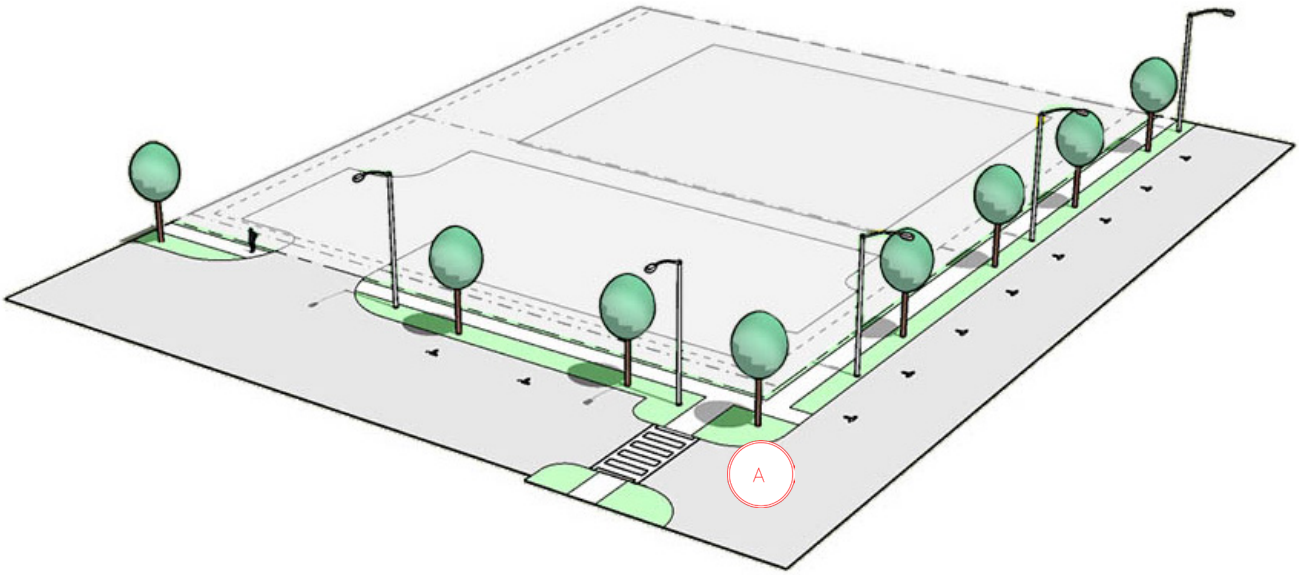
C. Building Type Permitted:

C	i. Building Type Permitted:	a. Building Type 1 permitted.
		b. Building Type 4 required within Transitional Zones.
		c. Character Building Type permitted where designated on the Frontage Map.

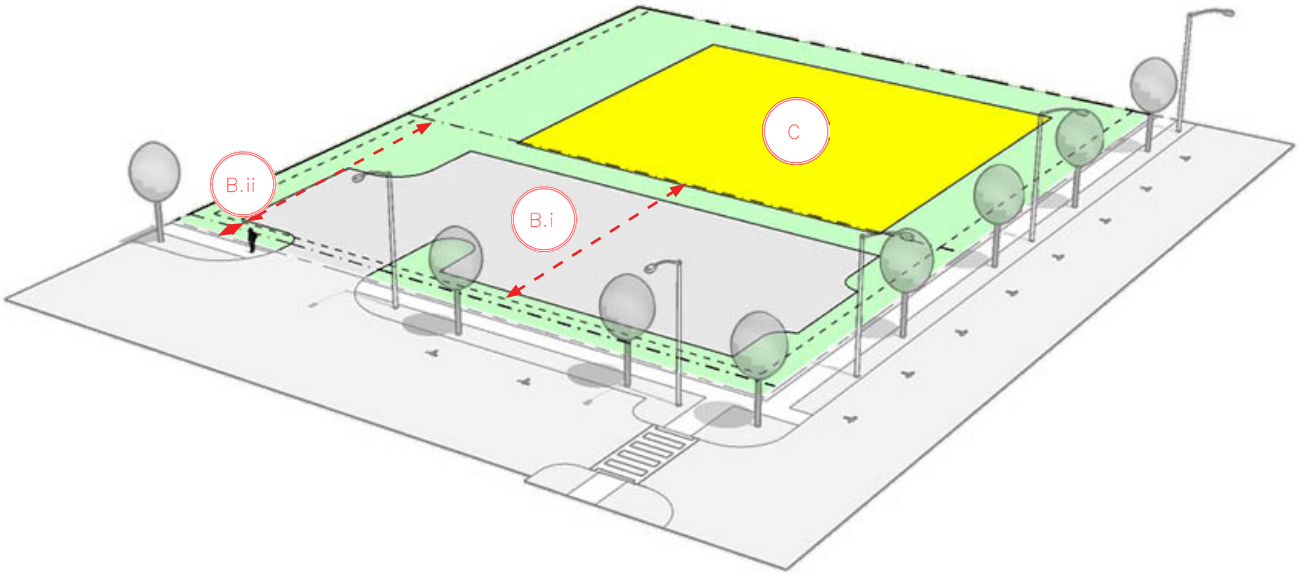
5.4 FRONTAGE C

Frontage C is intended to provide a continuous public and semi-public realm appropriate for conducting maker, production, and commercial activity along a major road. This frontage's main engineering focus is balancing truck and automobile traffic with high pedestrian activity. The design focus is to provide a complete multi-functional street.

Frontage C Public Component:



Frontage C Private Component and Building Type Permitted:



A. Public Component:

A	i. Streetscape Elements:	a. Parallel on-street parking required.
		b. Minimum 5-foot utility strip required adjacent to roadway.
		c. Minimum 5-foot sidewalk required.
		d. Automobile scaled street lights required (20 feet to 40 feet in height).
		e. Street trees required in conformance with § 72-55.6.
		f. Curb extensions (bulb outs) to be required at intersections in the T-5C.
		g. Curb extensions (bulb outs) to be required along the most prominent frontage in the T-4M and T-5M where: • There is an increase in the number of residential units or an increase in non-residential square footage; • The improvement is warranted under § 72-66; and • The lot is within an activity node, abutting a bicycle boulevard, or other improved pedestrian crossing in a Small Area Plan.

B. Private Component:

B.i	i. Building Placement / Build-to Zone:	a. The Build-to Zone is a minimum of 8 and a maximum of 80 feet from adjacent right-of-way or street easement line.
		b. A minimum of 75% of the primary façade of any building along a Primary frontage shall be within the Build-To zone. The building may not project closer to the front lot line than the established minimum.
		c. Along the most prominent frontage, a minimum of 50% of the length of the total Build-to Zone within the Development shall contain building façades. This shall not apply where a parking lot encroaches in front of a non-residential use as stated in 5-4.B.ii.b.
B.ii	ii. Parking Lot Placement / Encroachments:	a. Parking lots shall be no closer to the street than adjacent primary building facades.
		b. Parking lots serving solely non-residential uses may encroach in front of the building to a minimum of 8 feet from the right-of-way.

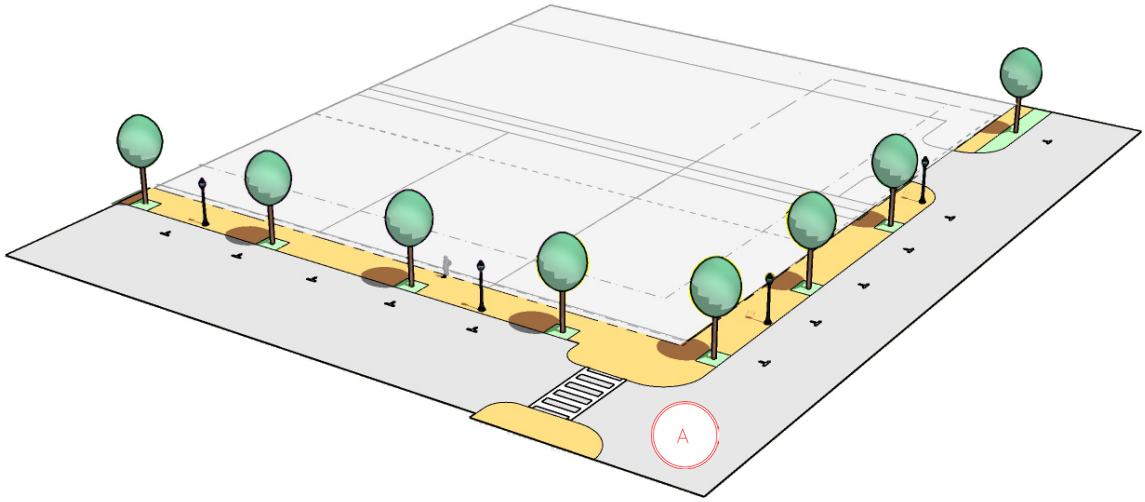
C. Building Type Permitted:

C	i. Building Type Permitted:	a. Building Type 2 permitted.
		b. Building Type 4 required within Transitional Zones.
		c. Character Building Type permitted where designated on the Frontage Map.

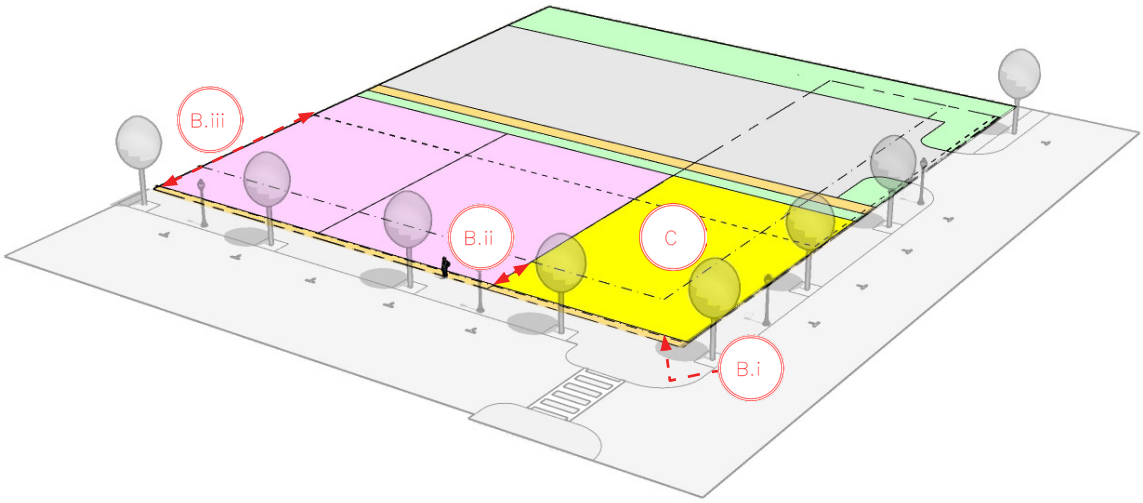
5-5. FRONTAGE D

Frontage D is intended to provide a continuous public and semi-public realm appropriate for conducting commercial activity at the pedestrian scale. This frontage's main engineering focus is providing wide sidewalks, canopy street trees, pedestrian scaled street furniture and minimal building setbacks so that the frontage serves as a gathering place for pedestrians and shoppers at the human scale. The frontage also carries a volume of motor vehicle traffic sufficient to support commercial activity to the property. The design focus is to provide a complete active street focused on pedestrian traffic.

Frontage D Public Component:



Frontage D Private Component and Building Type Permitted:



A. Public Component:

A	i. Streetscape Elements:	a. Parallel on-street parking required. Angled on-street parking is permitted in the T-5C Transect.
		b. No utility strip required.
		c. Street trees conforming to the standards in § 72-55.6 to be planted in tree wells.
		d. Minimum 10 foot sidewalk required.
		e. Pedestrian scaled street lights required (10 feet to 16 feet in height).
		f. Curb extensions (bulb outs) to be required at intersections in the T-5C.
		g. Curb extensions (bulb outs) to be required along the most prominent frontage in the T-4M and T-5M where: • There is an increase in the number of residential units or an increase in non-residential square footage; • The improvement is warranted under § 72-66; and • The lot is within an activity node, abutting a bicycle boulevard, or other improved pedestrian crossing in a Small Area Plan.

B. Private Component:

B.i	i. Extended Sidewalk Area:	a. Continuous sidewalk shall extend through private frontage to building facade or building adjacent to planting beds.
		b. Regular street furniture may be incorporated into the streetscape design in place of Foundation Plantings required by § 72-55.3.
B.ii	ii. Building Placement / Build-to-Zone:	a. The Build-to Zone is a minimum of 2 and a maximum of 15 feet from adjacent right-of-way or street easement line.
		b. A minimum of 75% of the primary façade of any building along a retail frontage shall be within the Build-To Zone. The building may not project closer to the front lot line than the established minimum.
		c. Along the most prominent frontage, a minimum of 75% of the length of the total Build-To Zone within the Development shall contain building façades or Formal Open Spaces.
B.iii	iii. Parking Lot Placement / Encroachments:	a. Minimum parking lot setback shall be 60 foot from the right-of-way or street easement line.
		b. No parking lot encroachment may occur along the most prominent frontage.
		c. On corner lots, parking lots may align with the side of the building along secondary frontages.

C. Building Type Permitted:

C	i. Building Type Permitted:	a. Building Type 3 Permitted.
		b. Building Type 4 required within Transitional Zones.
		c. Character Building Type permitted where designated on the Frontage Map.

5-6. FRONTAGE E

Frontage E is intended to provide secondary motor vehicle pedestrian access and visibility to the property. This frontage carries a lower volume of motor vehicle traffic past the property. The engineering focus is to provide a transitional streetscape where heavy automobile infrastructure cedes primacy to pedestrian travel. The design focus is to provide a safe and attractive streetscape that includes canopy street trees and pedestrian-scaled street amenities.

Frontage E Public Component:

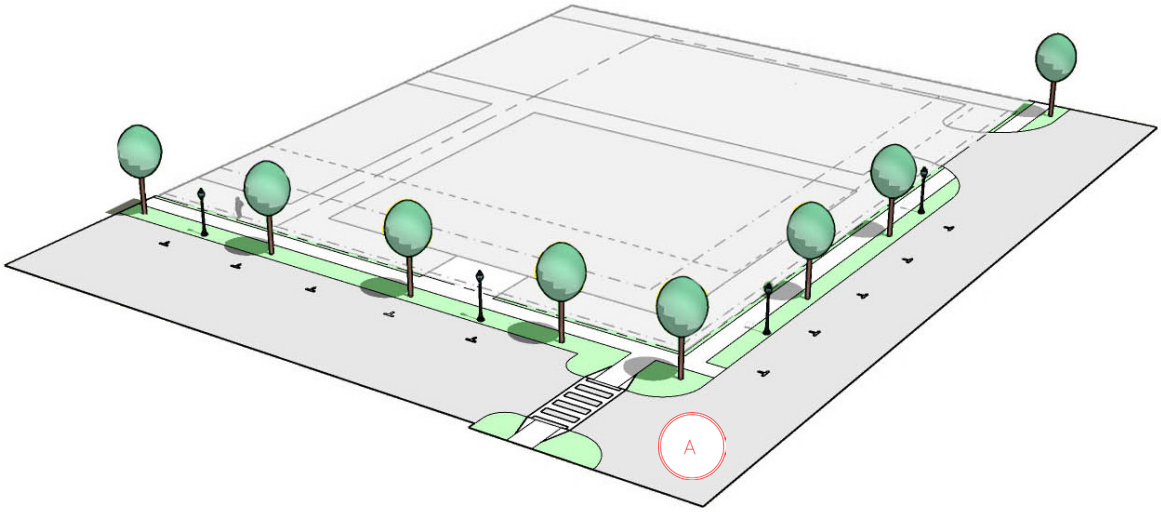
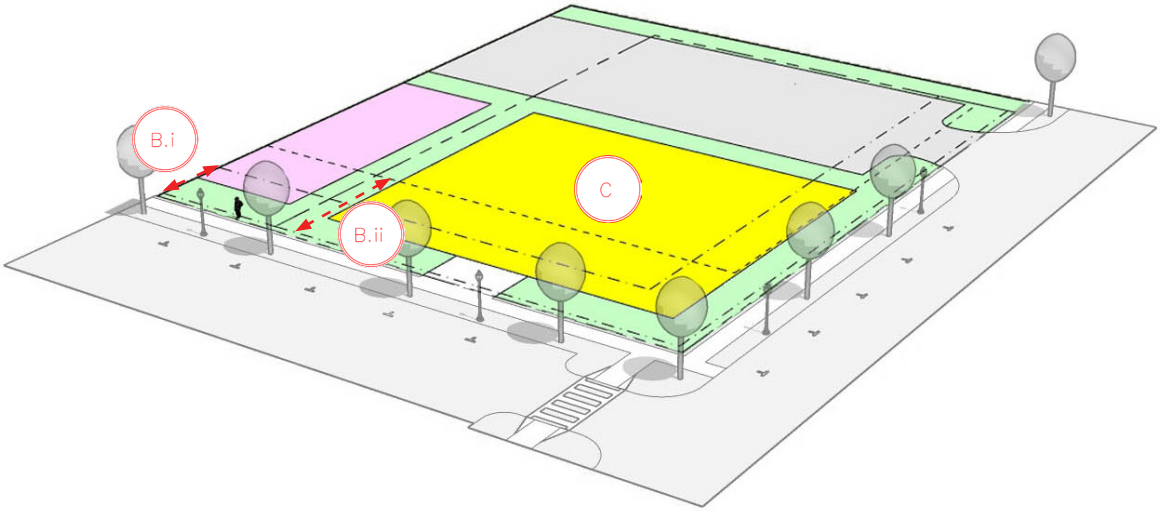


Figure E Private Component and Building Type Permitted:



A. Public Component:

A	i. Streetscape Elements:	a. Parallel on-street parking required.
		b. Minimum 5-foot utility strip required adjacent to roadway.
		c. Minimum 5-foot sidewalk required.
		d. Pedestrian scaled street lights required (10 feet to 16 feet in height).
		e. Street trees required in conformance with § 72-55.6.
		f. Curb extensions (bulb outs) to be required at intersections in the T-5C.
		g. Curb extensions (bulb outs) to be required along the most prominent frontage in the T-4M and T-5M where: • There is an increase in the number of residential units or an increase in non-residential square footage; • The improvement is warranted under § 72-66; and • The lot is within an activity node, abutting a bicycle boulevard, or other improved pedestrian crossing in a Small Area Plan.

B. Private Component:

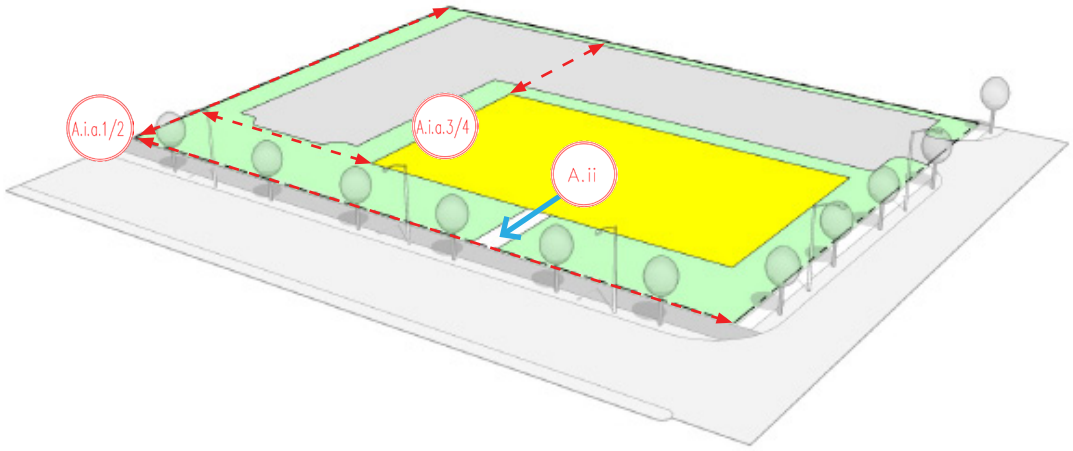
B.i	i. Building Placement / Build-to Zone:	a. The Build-to Zone is a minimum of 2 and a maximum of 25 feet from adjacent right-of-way or street easement line.
		b. 75% of the primary façade of any building along a secondary frontage shall be within the Build-to Zone. The building may not project closer to the front lot line than the established minimum.
		c. Along the most prominent frontage, 75 % of the total Build-to Zone along the designated secondary frontage shall consist either of building facades, General Open Spaces, or Formal Open Spaces.
B.ii	ii. Parking Lot Placement / Encroachments:	a. Parking lots shall be setback a minimum of 40 feet from the front property line.
		b. On corner lots, parking lots may align with the side of the building.

C. Building Type Permitted:

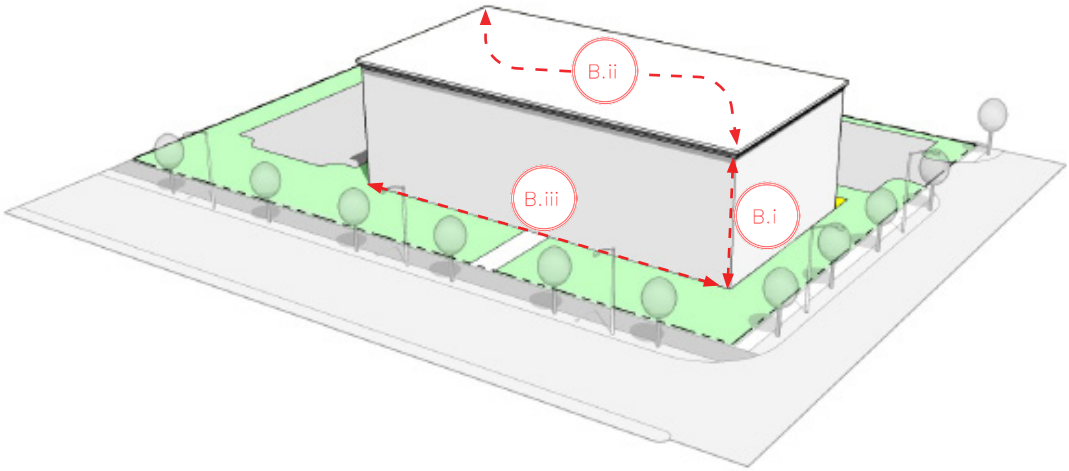
C	i. Building Type Permitted:	a. Building Type 1 permitted in the T-5C Transect.
		b. Building Type 2 permitted in the T-4M and T-5M Transect.
		c. Building Type 4 required within Transitional Zones.
		d. Character Building Type permitted where designated on the Frontage Map.

6-1. BUILDING TYPE 1

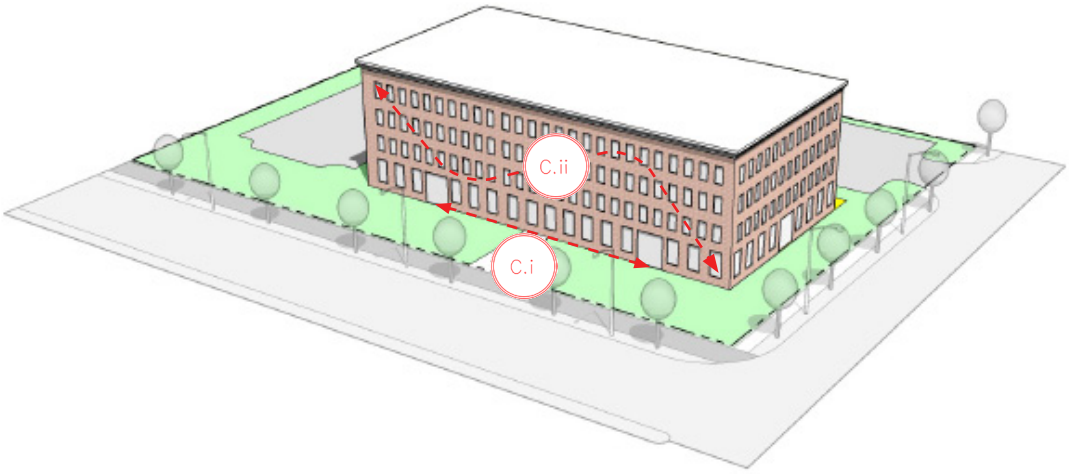
Building Type 1 Building Placement and Orientation:



Building Type 1 Mass and Scale:



Building Type 1 Facade Activation:



A. Building Placement and Orientation:

i. Building Placement:	a. Multifamily, non-residential, and mixed-use buildings:	
	A.i.a.1/2 1. Min. Lot Size:	None
	2. Min. Lot Width:	None
	A.i.a.3/4 3. Side Setbacks:	To internal property lines – None To external property lines - 15 foot minimum
	4. Rear Setbacks:	To internal property lines – None To external property lines – 15 foot minimum
	b. Single Family Attached and Detached:	
	1. Min. Lot Regulations:	In accordance with the R-12 bulk regulations
	2. Side and Rear Setbacks:	
A.ii ii. Building Front Orientation:		a. The building front shall generally be parallel to the most prominent frontage type; and
		b. The building front may face a Formal Open Space.

B. Mass and Scale:

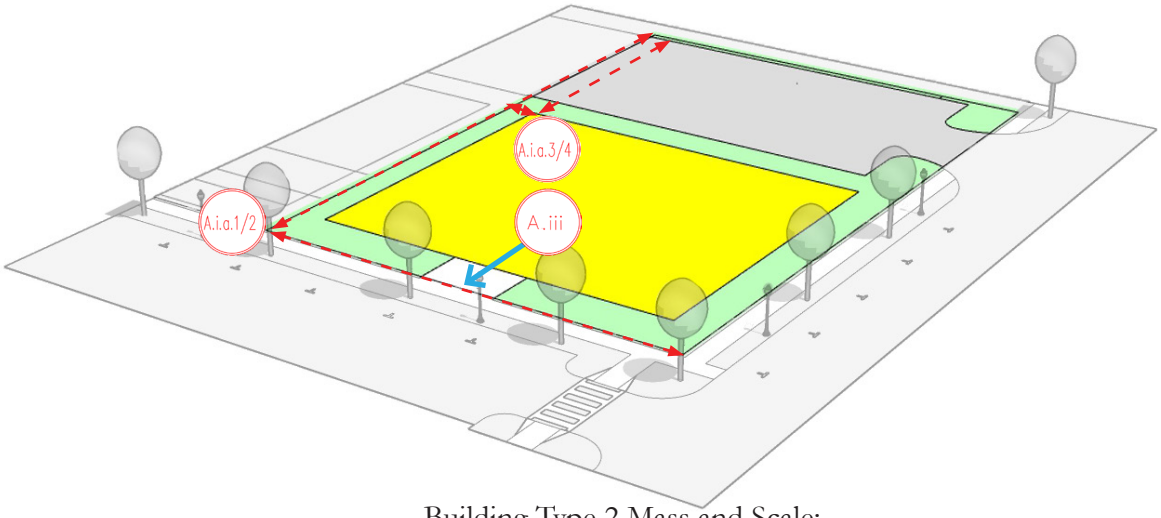
B.i i. Maximum Building Height:	By-right up to 50 feet and 4 stories; by Special Use Permit up to 65 feet and 5 stories.
B.ii ii. Maximum Building Floorplate:	N/A
B.iii iii. Maximum Building Width:	Maximum building width 150 feet.

C. Facade Activation:

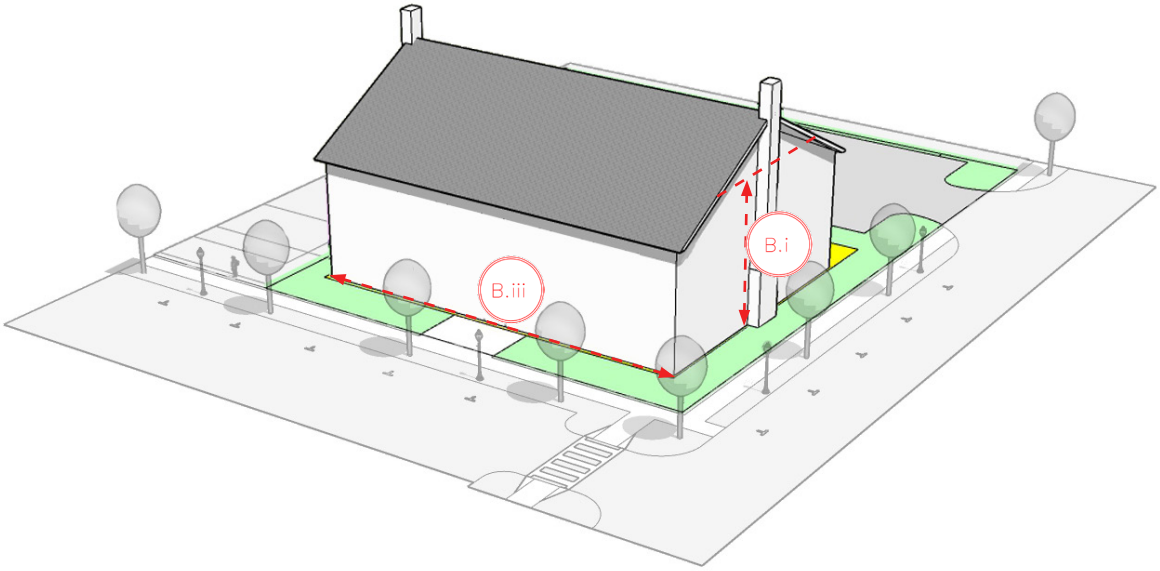
C.i i. Entrance location / frequency:	a. At least one functional, pedestrian-accessible entrance shall be located on the building front and any adjacent Formal Open Space.
	b. A functional, pedestrian accessible entrance shall be located, at a minimum, every 70 linear feet along the building front.
	c. At least one functional, pedestrian-accessible entrance shall be provided for every 70 linear feet of building front.
C.ii ii. Minimum Total Facade Transparency:	15%
iii. Minimum First Floor Transparency:	N/A
iv. Minimum First Floor Height:	N/A

6-2. BUILDING TYPE 2

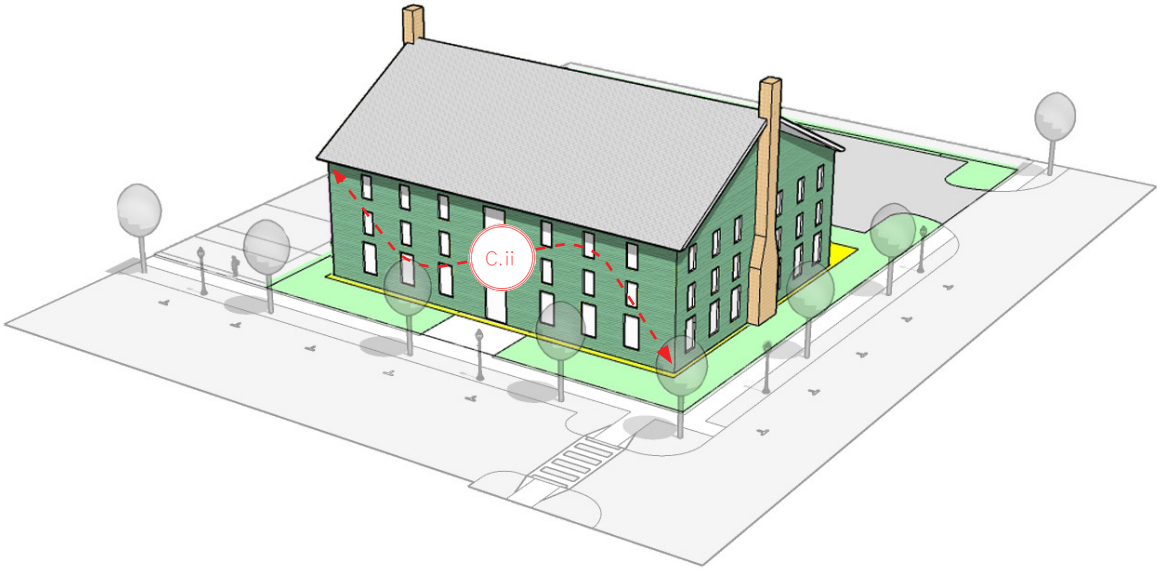
Building Type 2 Building Placement and Orientation:



Building Type 2 Mass and Scale:



Building Type 2 Facade Activation:



A. Building Placement and Orientation:

i. Building Placement:	a. Multifamily, non-residential, and mixed-use buildings:	
	A.i.a.1/2 1. Min. Lot Size:	None
	2. Min. Lot Width:	None
	A.i.a.3/4 3. Side Setbacks:	10' minimum; Side setbacks on lots less than 7,500 square feet may be reduced in accordance with § 72-82.4B(2).
	4. Rear Setbacks:	20 foot minimum
	b. Single family attached or detached:	
	1. Min. Lot Size:	In accordance with the R-8 bulk regulations
	2. Min. Lot Width:	
	3. Side Setbacks:	
	4. Rear Setbacks:	
A.iii ii. Building Front Orientation:		a. The building front shall generally be parallel to the most prominent frontage type; or
		b. The building front may face a Formal Open Space.

B. Mass and Scale:

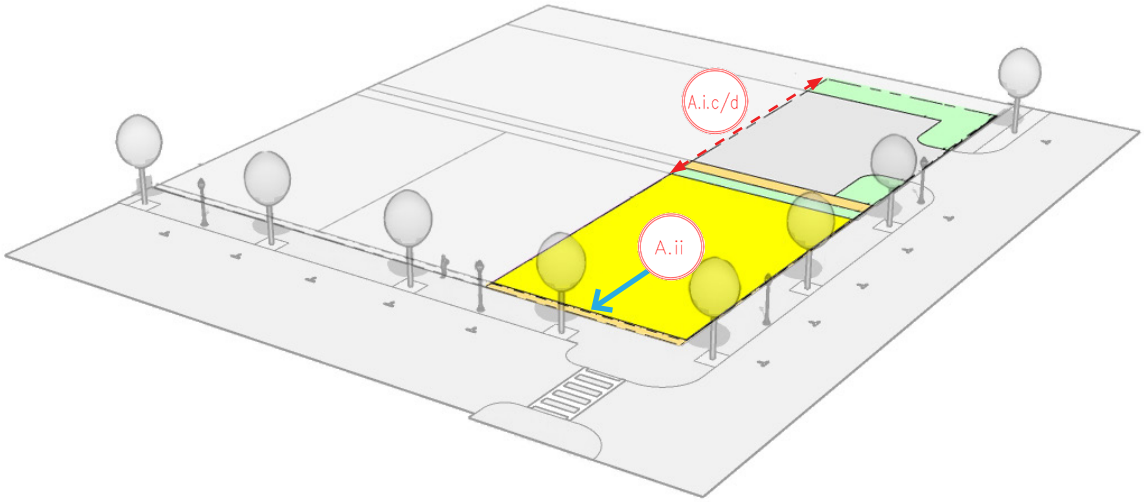
B.i i. Maximum Building Height:	By-right up to 40 feet and 3 stories; by Special Use Permit up to 50 feet and 4 stories.
ii. Maximum Building Floorplate:	25,000 square feet
B.iii iii. Maximum Building Width:	Maximum building width 100 feet.

C. Facade Activation:

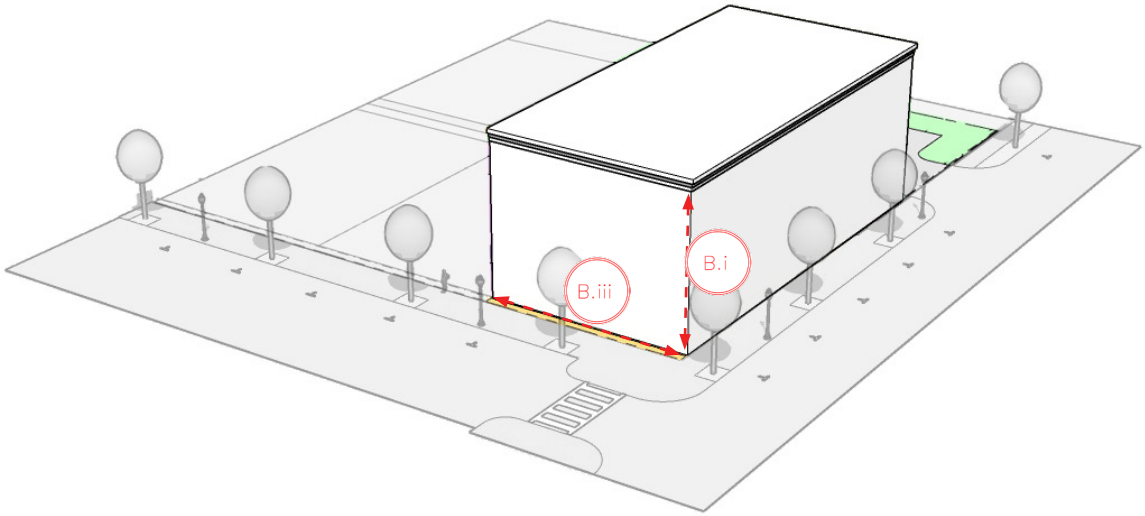
i. Entrance location / frequency:	a. At least one functional, pedestrian-accessible entrance shall be located, at a minimum, on the building front and any adjacent Formal Open Space.
	b. A functional, pedestrian accessible entrance shall be located, at a minimum, every 50 linear feet along the building front.
	c. A functional, pedestrian-accessible entrance shall be provided for every 50 linear feet of the building front.
C.ii ii. Minimum Total Facade Transparency:	18%
iii. Minimum First Floor Transparency:	N/A
iv. Minimum First Floor Height:	N/A

6-3. BUILDING TYPE 3

Building Type 3 Building Placement and Orientation:



Building Type 3 Mass and Scale:



Building Type 3 Facade Activation:

A. Building Placement and Orientation:

i. Building Placement:	a. Min. Lot Size:	None.
	b. Min. Lot Width:	None.
	A.i.c/d c. Side Setbacks:	None.
	d. Rear Setbacks:	20 foot minimum.
A.ii ii. Building Front Orientation:		a. The building front shall generally be parallel to the most prominent frontage type; or
		b. The building front may face a Formal Open Space.

B. Mass and Scale:

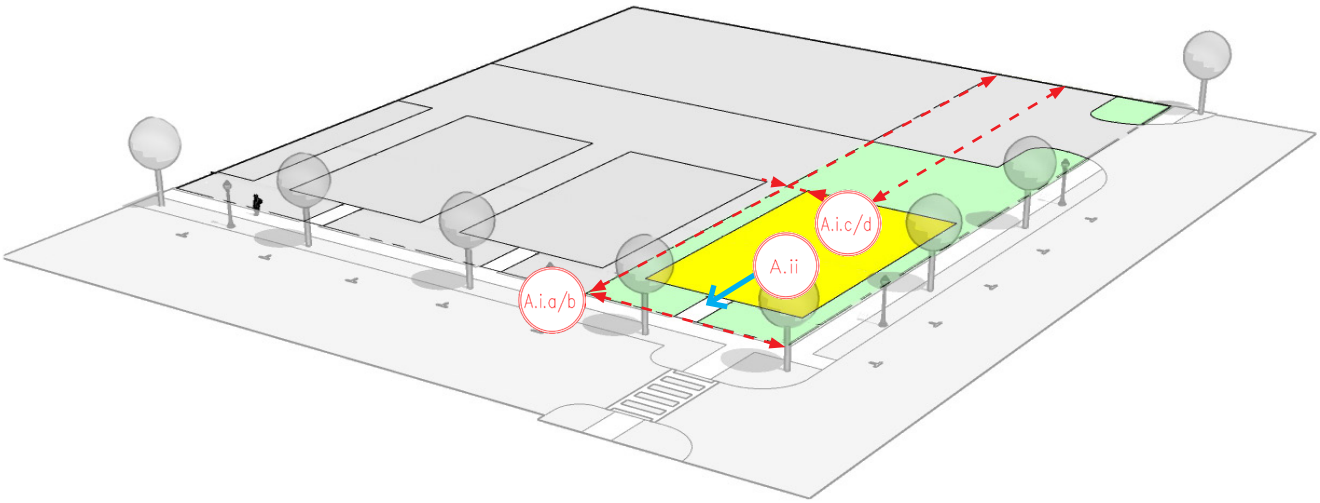
B.i i. Maximum Building Height:	a. Within the T-5C Transect, by-right up to 50 feet and 4 stories; by Special Use Permit up to 65 feet and 5 stories.
	b. Within the T-5M and T-4M Transect, by-right up to 40 feet and 3 stories; by Special Use Permit up to 50 feet and 4 stories.
ii. Maximum Building Floorplate:	25,000 square feet
B.iii iii. Maximum Building Width:	Maximum building width 100 feet.

C. Facade Activation:

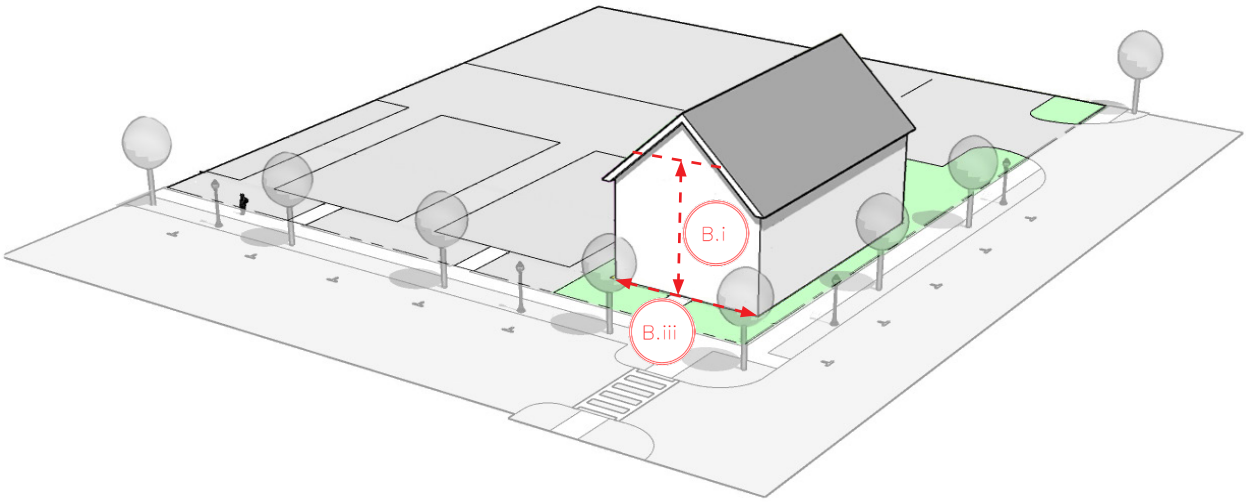
i. Entrance location / frequency:	a. At least one functional, pedestrian-accessible entrance shall be located, at a minimum, on the building front and any adjacent Formal Open Space.
	b. A functional, pedestrian accessible entrance shall be located, at a minimum, every 50 linear feet along the building front.
	c. A functional, pedestrian-accessible entrance shall be provided for every 50 linear feet of the building front.
C.ii ii. Minimum Total Facade Transparency:	20%
iii. Minimum First Floor Transparency:	25%
C.iv iv. Minimum First Floor Height:	14’

6-4. BUILDING TYPE 4

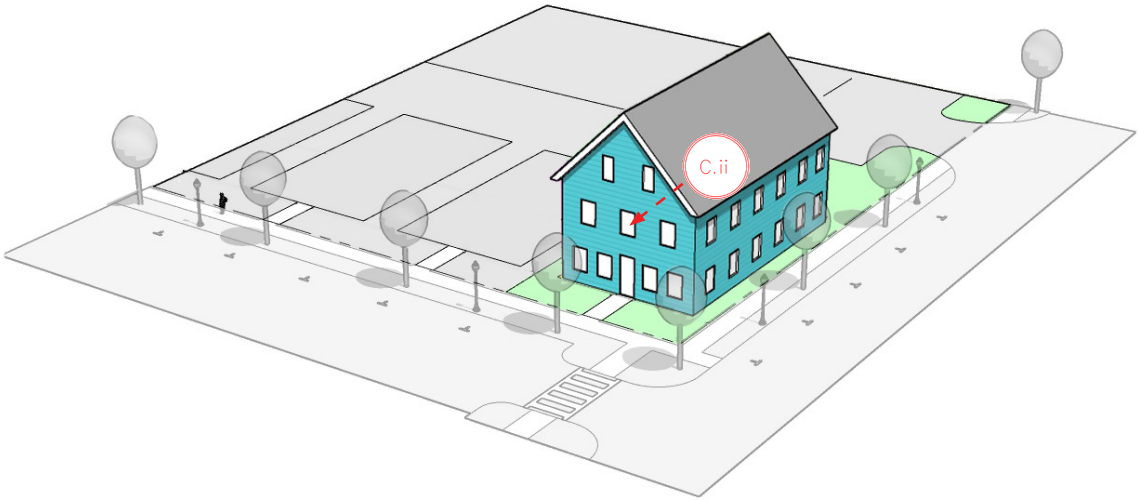
Building Type 4 Building Placement and Orientation:



Building Type 4 Mass and Scale:



Building Type 4 Facade Activation:



A. Building Placement and Orientation:

i. Building Placement:	a. Min. Lot Size:	1,875 square feet.
	b. Min. Lot Width:	18 feet.
	c. Side Setbacks:	5' minimum; Side setbacks on lots less than 7,500 square feet may be reduced in accordance with § 72-82.4B(2).
	d. Rear Setbacks:	20 foot minimum.
ii. Building Front Orientation:		The building front shall generally be parallel to the most prominent frontage type; or
		The building front may face a Formal Open Space.

B. Mass and Scale:

i. Maximum Building Height:	By-right up to 35 feet and 3 stories for a residential building or 25 feet or two stories for a non-residential or mixed-use building.
ii. Maximum Building Floorplate:	6,000 square feet.
iii. Maximum Building Width:	50 feet.

C. Facade Activation:

i. Entrance location / frequency:	At least one functional, pedestrian-accessible entrance shall be located, at a minimum, on the building front and any adjacent Formal Open Space.
ii. Minimum Total Facade Transparency:	18%
iii. Minimum First Floor Transparency:	N/A
iv. Minimum First Floor Height:	N/A
v. Retail Permitted:	In the T-5C Transect, except for an Artist Studio, the uses identified as "Retail Sales and Services" in Table 72-40.2 shall not be permitted within Building Type 4.

CHAPTER 7: AREAS OF UNIQUE ARCHITECTURAL VALUE – CREATIVE MAKER DISTRICT

7-1. The Creative Maker District constitutes an area of unique architectural value located within a redevelopment district, and is therefore designated as an architectural preservation district, encompassing such area.

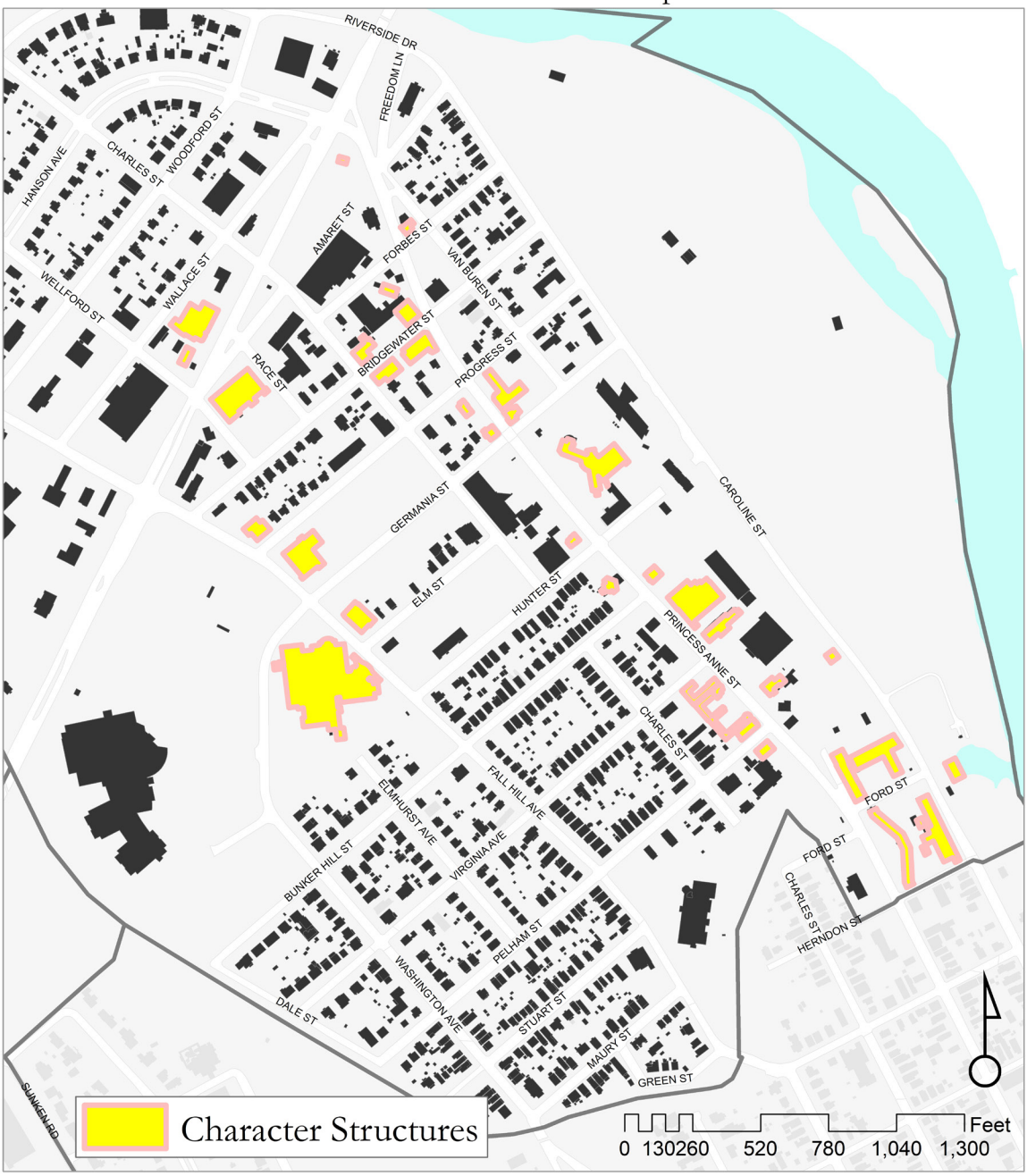
A. The following buildings from the late 19th and early 20th century possess unique architectural character and are set forth as "character structures" for the Creative Maker District:

i. C.W. Wilder and Co. Silk Mill (1889) - 1700 Caroline Street
ii. Washington Woolen Mills Pants Factory (1909) - 203 Ford Street
iii. Billiards Hall (1909) - 2619 Princess Anne Street
iv. Embrey Power Plant (1910) - 1709 Caroline Street
v. Germania Mills (1917) - 1900 Caroline Street
vi. Former National Bank Kitchen (1839) - 2800 Princess Anne Street

B. The following buildings relate to the primary period of significance for the Creative Maker District, the mid-20th century expansion of the highway system, and are set forth as "character structures" for the Creative Maker District:

i. Kenmore Hosiery (1947) - 400 Amaret Street
ii. Building (1954) - 316 Bridgewater Street
iii. Auto Parts (1956)- 317 Bridgewater Street
iv. Mary Washington Hospital (1949) - 2300 Fall Hill Avenue
v. Medical Arts Building (1964) - 2301 Fall Hill Avenue
vi. PNC Bank Headquarters (1975) - 2401 Fall Hill Avenue
vii. Office Building (1964) - 2501 Fall Hill Avenue
viii. Blanton Motor Court (1952) - 417 Jefferson Davis Highway
ix. Auto Service (1955) - 429 Jefferson Davis Highway
x. Motel (1957) - 1912 - 1914 Princess Anne Street
xi. Filling Station (1919) - 2404 Princess Anne Street
xii. Burgess Service Station (1922) - 1810 Princess Anne Street
xiii. Hotel Wakefield (1928) - 1701 Princess Anne Street
xiv. Dowling Mills (1936) - 1801 Princess Anne Street
xv. Retail and Apartment Building (1948) - 1900 Princess Anne Street
xvi. Inter-State Ice Co. (1939) - 1901 Princess Anne Street
xvii. Payne Motor Court (1950) - 1902-1910 Princess Anne Street
xviii. Show Room and Garage (1948) - 1919 Princess Anne Street
xix. Filling Station (1939) - 2105 Princess Anne Street
xx. Coca Cola Bottling Co. (1939) - 2011 Princess Anne Street
xxi. (Original) Hardee's (1965) - 2100 Princess Anne Street
xxii. Carl's Ice Cream (1954) - 2200 Princess Anne Street
xxiii. Hotel Stratford (1926) - 2217 Princess Anne Street
xxiv. 2400 Diner (1955) - 2400 Princess Anne Street
xxv. Modern Beauty Shop (1929) - 2401 Princess Anne Street
xxvi. Auto Sales and Repair (1930) - 2415 Princess Anne Street
xxvii. Monroe Motors (1954) - 2506-2508 Princess Anne Street
xxviii. Auto Service (1948) - 2600 Princess Anne Street, 301 - 305 Bridgewater Street
xxix. Itemarco Corp. Station (1956) - 2610 Princess Anne Street

T-4M and T-5M Character Structure Map Small Area 6



C. Design review required. The following forms of development, located on lands within the Creative Maker District, shall be required to obtain approval by the Zoning Administrator or, on appeal, by the City Council, as being architecturally compatible with the character structures of the district:
   i. New construction, and
   ii. Exterior alterations to a principal or accessory building or structure.

D. The Zoning Administrator is authorized to approve, approve subject to conditions, or disapprove an application for the foregoing forms of development. The Zoning Administrator shall consider only those design features subject to view from the public right-of-way (not to include alleys) or City-owned property and shall not make any requirements except for the purpose of encouraging development that is architecturally compatible with the character structures of the Creative Maker District.

E. Review criteria. New construction and exterior alterations to a principal or accessory building or structure in the Creative Maker District shall be architecturally compatible with the character structures of the district. The Zoning Administrator shall apply the following criteria to that end:

i. Building Elevation:	The building elevation shall be either vertically oriented or horizontally oriented based on the patterns of surrounding buildings.
ii. Permitted Materials:	a. Permitted primary building materials are brick, stone, stucco, wood / wood composite / cementitious siding, and non-corrugated metal.
	b. Accent and trim materials may be any of the primary building materials or vinyl.
iii. Equipment screening:	Utility and service functions shall be designed so that they are screened from adjacent streets.

F. Alterations or reuse of character structures. Character structures may utilize the following standards if the existing structure is retained on-site.

i. Character structures may use the following Private Frontage Standards in place of the general Private Frontage Standards:

a. Building Placement / Build-to Zone:	No building or accessory structure in the same Development as a character structure shall encroach upon the sight line to the character structure. The sight line is the hypotenuse of a triangle where one leg extends from the front corner of a Character Structure to a perpendicular point on the centerline of the adjacent street parallel to the Building Front and another leg extends along the centerline of that street a distance of 250 feet.
b. Parking Lot Placement / Encroachments:	Parking lots may retain their positioning on the site but should be brought into conformance with § 72-53.1.D Configuration as much as practicable.

ii. Character structures may use the following Building Type Standards in place of both the general building type standards:

a. Building Placement and Orientation:

1. Building Placement:	i. Min. Lot Size:	1,875 square feet.
	ii. Min. Lot Width:	18 feet.
	iii. Side Setbacks:	5' minimum; Side setbacks on lots less than 7,500 square feet may be reduced in accordance with unless reduced based on § 72-82.4B(2).
	iv. Rear Setbacks:	20 foot minimum.
2. Building Front Orientation:		The building may retain its existing orientation to the street.

b. Mass and Scale:

1. Maximum Building Height:	i. 35 feet and 3 stories; or
	ii. Additions to character structures taller than 35 feet may adhere to the existing maximum height of the building.
2. Maximum Building Floorplate:	N/A

3. Maximum Building Width:	i. 50 feet; or
	ii. Additions to character structures wider than 50 feet may adhere to the existing building width.

c. Facade Activation:

i. Entrance location / frequency:	Any new entrances or opening shall be complimentary to the existing building pattern.
ii. Minimum Total Facade Transparency:	18%
iii. Minimum First Floor Transparency:	N/A
iv. Minimum First Floor Height:	N/A

C. Review timing. The Zoning Administrator shall act to approve, approve with modification, or deny any request or application within 60 days of the official submission of the application. The Zoning Administrator shall memorialize his/her decision in writing and the Planning Office shall notify the applicant of the decision within 14 days. A notice of City action does not constitute general zoning approval for any structure, but is contingent upon the owner obtaining any other zoning approval required. A notice of City action issued under the provisions of this section shall expire one year after the date of such approval unless:
   i. A building or sign permit has been obtained and work begun; or
   ii. An extension has been granted by the Zoning Administrator, as appropriate, which shall not exceed six months.

D. Appeals.
   i. The applicant may appeal the Zoning Administrator's decision to the City Council, provided such appeal is filed in writing within 30 days from the date of the Zoning Administrator's decision. The appeal shall clearly set forth the grounds of the appeal, including the procedure or standard alleged to have been violated or misapplied by the Zoning Administrator. The City Council shall consult with the Zoning Administrator in relation to any appeal and may require documentation of any decision prior to hearing the appeal. The City Council may affirm, reverse, or modify the Zoning Administrator's decision. The City Council shall decide such appeal within 45 days of the date of the appeal.
   ii. The applicant may appeal the City Council's decision to the Circuit Court of the City by filing a petition at law setting forth the alleged illegality of the action of the City Council, provided such petition is filed within 30 days after the final decision is rendered by the City Council. The filing of the petition shall stay the decision of the City Council pending the outcome of the appeal to the Circuit Court. The court may reverse or modify the decision of the City Council, in whole or in part, if it finds upon review that the decision of the City Council is contrary to law or that its decision is arbitrary and constitutes an abuse of discretion, or it may affirm the decision of the City Council.

CHAPTER 8: OPTIONAL FORMS OF DEVELOPMENT

8-1. Purpose:

A. While one of the main purposes of form-based regulations is to provide predictability, it is recognized that high-quality development can also be accomplished other than by strict adherence to the prescribed forms of development allowed by this ordinance. Therefore, a certain degree of flexibility is allowed in certain cases in order to encourage creative designs that may generate different, but equally desirable, means of accomplishing the purposes of a prescribed form of development. These optional forms of development allow deviations from applicable regulations so long as the proposed development achieves the goals and objectives of a prescribed form and conforms to the provisions of Section 72-30:1.4.

B. The Zoning Administrator may review and approve optional forms of development as by-right options, within the criteria described herein, as part of the general site plan approval process. The City Council may approve optional forms of development as part of a special use permit process.

C. Design elements that are governed by Article 5 of the UDO may be modified in accordance with the provi-

sions of that Article.

D. Where a development proposal requires even greater flexibility, the developer may seek a special exception from City Council. Special exceptions shall be evaluated for consistency with the following criteria, and the City Council, in deciding whether to permit the Special Exception, shall consider the extent to which the proposed development, taken as a whole:
   i. Advances the stated goals and objectives of the Small Area Plan, transect designation, and the purpose of the form based code regulation.
   ii. Advances the stated purpose of each form based regulation or standard as applicable to the development as established in the Unified Development Ordinance.
   iii. Is consistent with any applicable urban fabric standards.
   iv. Is consistent with the intent of the regulations applicable to the street frontage in which it is located.
   v. Is physically and functionally integrated with the built environment in which it is located.
   vi. Promotes modes of transportation other than the automobile, including walking, biking, and transit.
   vii. Creates a built environment that is in scale with pedestrian-oriented activities and provides visual interest and orientation for pedestrians; and
   viii. Contributes to a mix of uses in the area that are compatible with each other and work together to create a memorable and successful place.

E. Applying for an optional form of development requires written and website notice under § 72-21.9. After proper notice, the Zoning Administrator shall make a determination on the permissibility of the proposed optional form of development. These decisions may be appealed to the Board of Zoning Appeals in accordance with § 72-22.8.

F. Nothing in this section shall be construed to limit or otherwise impair the right of any proper party to apply to the Board of Zoning Appeals for a variance from any of the regulations set forth in this Code, to the extent permitted by law, or to apply to the Zoning Administrator for an administrative modification or minor expansion of a nonconforming use pursuant to Section 72-24.2 or 72-24.3, respectively, in a proper case.

8-2. Optional forms of development – Urban Fabric Standards.

A. Purpose: To transform the organization of the land from ageing automobile-oriented infrastructure (dominant asphalt parking lots, commercial driveways, and separated single use developments) into a walkable urban fabric consisting of a network of streets and blocks that include formal open spaces, mixed uses, and transitional zones. The new urban fabric should effectively transition in scale and intensity towards adjacent development.

B. Optional form of development:
   i. Access:
      Option --- Provide for interconnectivity through limited road or trail connections linking existing and proposed development where a complete street would add through traffic onto neighborhood streets.
      Design Guidelines --- The connection shall be a minimum of 50 feet wide and shall be safe, open, landscaped, and lit as appropriate. The connection shall contain a minimum 10 foot wide shared use trail.
   ii. Transitional zones:
      Option --- Permit the reuse of an existing building within a required Transitional Zone that does not meet the maximum building width requirement. For example, permitting the adaptive reuse of an existing shopping center building as a transitional use of the property would recognize that the full redevelopment of a site is an on-going evolution that may occur in several phases.
      Design Guidelines --- The site around the building shall be modified so that the building fronts on a street and fits into a block network in conformance with the required standards. The façade shall be broken up to create the appearance of multiple buildings that would meet the maximum width requirement. Each portion of the façade shall be differentiated by changes in materials, rooflines and offsets in the façade plane as shall also contain an operable, active pedestrian entrance that breaks the mass of the façade.

8-3. Optional forms of development – Frontage Standards.

A. Purpose: To ensure the creation of safe, harmonious, and attractive public and semi-public corridors through the definition and activation of the public realm between the street and the building face, the definition and activation of yards and open spaces, and the transition between the development and adjoining uses.

B. Optional form of development:

i. Public frontage:

Option --- Provide for a safe and harmonious public realm with a cohesive streetscape where unusual situations, physiographic features, or existing roadway geometry create engineering challenges that require a deviation from the standards as written location, height, or width of the streetscape elements.

Design Guidelines --- Overall, the general character of the streetscape, including the provision of sidewalk or trails, the location of landscaping and trees, and the provision of lighting shall remain consistent with the intent of the frontage.

Option --- Provide for a safe and harmonious public realm with a cohesive street lighting system.

Design Guidelines --- On smaller infill lots along Princess Anne Street where historic street lighting (characterized by the metal fluted poles that extend along historic US Route 1 along Priness Anne Street and Lafayette Boulevard) exists, the applicant may rely on the existing street lighting to meet the public frontage street lighting standards.

ii. Private frontage:

Option --- Permit modified building placement, landscape area, and build-to-zone components for a semi-public edge where the development site abuts a street that fosters a connected environment through the site, enlivens the development's internal connections and spaces.

Design Guidelines --- The street frontage shall be enlivened through the creative use of landscaping, public art, water features, or other pedestrian amenities that provide visual interest. Options may also include consolidating portions of a required build-to-zone into a compact, high quality outdoor amenity space that is visible from the street. Examples include an outdoor café, swimming pool, fountain, plaza, garden, formal open space or similar area, or a combination thereof. The optional form shall be in reasonable proportion to the degree of difference between the prescribed private frontage requirements and the actual form provided.

8-4. Optional forms of development – Building Type Standards.

A. Purpose: To create inviting, walkable, and healthy environment by shaping and activating that public realm and other public open spaces.

B. Optional Form of Development

i. Façade Activation and Building Materials:

Option --- Permit modified façade activation and building materials standards where an alternative building design creates an appropriate active and interesting facade that results in a safe and vibrant pedestrian scaled building envelope.

Design Guidelines --- The building elevation shall contain unique or exceptionally detailed architectural treatments or the reduction in transparency must be the result of a building's unique architectural character and style. Materials used shall retain their honesty. The building elevation shall contain a minimum of 5% transparency and shall contain at least one functional, pedestrian entrance on the building front. The amount of these elements required shall be in proportion to the degree of difference between the prescribed transparency and the actual transparency provided. Additional detailing and fenestration shall be prioritized toward the first floor elevation.

ii. Maximum building width and building floorplate:

Option --- Permit modified maximum building widths and floorplates where the building is designed with high architectural quality and style that minimizes the impact of the mass and scale of the building on the

MOTION:

SECOND:

draft 2020 01 24
Regular Meeting
Ordinance No. 20-__

RE: **Amending the Unified Development Ordinance to add the Creative Maker District, and consolidating form-based regulations in a new Appendix 72-A.**

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. <u>Introduction</u>.

The purpose of this ordinance is to establish a new zoning district, entitled the "Creative Maker District," through an amendment of Article 3 of the Unified Development Ordinance and an amendment of the Official Zoning Map. The establishment of the Creative Maker District is a recommendation of the Small Area Plan for Area 6, adopted as an amendment to the Comprehensive Plan by Resolution 19-11 on February 12, 2019. As envisioned by the Comprehensive Plan, the new Creative Maker District will be a "unified" district in at least two respects – it will replace the disparate zoning designations that currently apply to the affected land area, and it will combine the preservation protections of the existing Princess Anne Corridor Overlay District with traditional zoning regulations. Finally, the new Creative Maker District implements the Transect-based approach to zoning as recommended in the Area 6 Small Area Plan.

In adopting this ordinance, City Council finds that the Creative Maker District constitutes an area of unique architectural value located within a "redevelopment" district. The landmarks, buildings, and structures having an important historic, architectural, or cultural interest are set forth in this ordinance, and the new Creative Maker District encompasses these landmarks, buildings, and structures.

The City Council adopted a resolution to initiate this text amendment at its meeting on [date]. The Planning Commission held its public hearing on the amendment on [date], after which it voted to recommend the amendment to the City Council. The City Council held its public hearing on this amendment on [date].

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 zoning regulation amendment.

II. <u>City Code Amendment.</u>

1. City Code Chapter 1, "General Provisions," section 1-1, "Designation and citation of this Code," is amended as follows:

Sec. 1-1. Designation and citation of Code.

The ordinances embraced in this and the following chapters*,* ~~and~~ sections*, and appendices* shall constitute and be designated the "Code of Ordinances, City of Fredericksburg, Virginia," and may be so cited. Such ordinances may also be cited as the "Fredericksburg City Code."

2. Appendix 72-A, "Form-based Zoning Regulations," is hereby adopted as an appendix to City Code Chapter 72, the Unified Development Ordinance.

3. City Code Chapter 72, "Unified Development Ordinance," Section 72-22.8, "Variances, administrative appeals, special exceptions and Zoning Map interpretations," is amended by adding a new subsection (F) and re-lettering existing (F) and (G), as follows:

Sec. 72-22.8 Variances, administrative appeals, special exceptions and Zoning Map interpretations.

[Subsections A through E are not amended.]

F. *Review authority and criteria, special exceptions; signs in the Creative Maker District. The Board of Zoning Appeals may hear and decide applications for a special exception from the regulations governing signs in the Creative Maker District.*
   1. *(add a number one for section on fences and renumber).*
   2. *The Board of Zoning Appeals may hear and decide applications for a special exception from the regulations governing sign height, setback, and total permitted square feet within the Creative Maker District. The Board may impose such conditions relating to the sign as it may deem necessary in the public interest, Special exceptions may be granted by applying the following criteria:*
      (a) The sign is no taller than 25 feet.
      (b) The sign is a prominent architectural feature of the building on the site, architecturally compatible with neighboring character structures.
      (c) The sign is in accordance with the purpose of the frontage and building type for which it is proposed.
      (d). The sign is not a standard internally lit box sign.

[Subsections F and G are re-lettered.]

4. **City Code section 72-30.6, "Zoning districts established,"** is amended as follows:

- Under the heading, "Nonresidential and Mixed-Use Districts," add "CM" Creative Maker District;

5. Section 72-32.4, "Commercial-Highway District," is amended by repealing subsection D, "Form-based regulations."

6. A new section 72-32.7, "Creative Maker District," is added, as follows:

Sec. 72-32.7. Creative Maker District. *The Creative Maker District is governed by Appendix 72-A which is incorporated into this Chapter.*

7. **Section 72-35, "Form-Based Regulations,"** is hereby repealed.

8. **Table 72-40.2: Use Table**, is amended to add a column for the Creative Maker District as follows:

		Nonresidential and Mixed-Use Districts
		Creative Maker
Residential Use		
Household Living	Dwelling, Duplex	*P*
	Dwelling, Live/Work	*P*
	Dwelling, Mobile Home	•
	Dwelling, Multifamily	*P*
	Dwelling, Single-Family Attached	*P*
	Dwelling, Single-Family Detached	*P*
	Dwelling, Upper Story (over nonresidential)	*P*
Group Living	Convent or Monastery	•
	Dormitory	•
	Fraternity or Sorority	•
	Group Home	•
	Institutional Housing	•
Institutional Uses		
Community Services	Art Center and Related Facilities	*P*
	Community Center	*P*
	Cultural Facility	*P*
	Library	*P*
	Museum	*P*
	Social Service Delivery	*S*
Day Care	Adult Day-Care Center	*P*
	Child-Care Center	*P*
	Family Day Home (1-5 Children)	•
	Family Day Home (6-12 Children)	•
Educational Facilities	College or University	*P*
	School, Elementary	*S*

	School, Middle	*S*
	School, High	*S*
	Vocational or Trade School	*P*
Governmental Facilities	Courthouse	•
	Governmental Facility	*P*
	Governmental Office	*P*
	Post Office	*P*
Health Care Facilities	Hospital	*S*
	Medical Laboratory	*P*
	Medical Treatment Facility	*P*
Institutions	Assisted Living Facility	*S*
	Auditorium, Conference, and Convention Center	*P*
	Club or Lodge	*P*
	Continuing Care Retirement Community	•
	Nursing Home	•
	Religious Institution	*P*
Parks and Open Areas	Cemetery, Columbarium, Mausoleum	•
	Arboretum or Garden	*P*
	Community Garden / Gardening, Noncommercial	*P*
	Community Garden / Gardening, Commercial	*P*
	Park, Playground, or Plaza	*P*
	Swimming Pool (public or private)	*P*
Public Safety	Fire/EMS Station	*S*
	Police Station	*S*
Transportation	Airport	•
	Heliport	•
	Passenger Terminal (surface transportation)	*P*
Utilities	Data Center	*S*
	Small Data Center	*P*
	Small Cell facility, Co-Location	*P*
	Solar Array	*P*

	Telecommunication Facility, Structure	*P*
	Telecommunication Facility, Collocation	*P*
	Telecommunication Facility, Tower	•
	Utility, Major	•
	Utility, Minor	*P*
Commercial Uses		
Adult Establishments	All	•
Agriculture	Agritourism	•
Alcoholic Beverage Production	Microbrewery	*P*
	Local - Brewery, Winery or Distillery	*P*
	Regional - Brewery, Winery, or Distillery	*S*
Animal Care	Animal Grooming	*P*
	Animal Shelter/Kennel	*P*
	Veterinary Clinic	*P*
Eating Establishments	Bakery	*P*
	Restaurant, Fast-food	*P*
	Restaurant, Indoor and Outdoor Seating	*P*
	Specialty Eating Establishment	*P*
Offices	Business and Professional Services	*P*
	Medical and Dental	*P*
Parking	Parking Garage	*P*
	Parking Lot (commercial)	*P*
Recreation, Indoor	Fitness Center	*P*
	Recreation, Indoor	*P*
	Theater	*P*
Recreation, Outdoor	Arena or Stadium	•
	Fairgrounds	•
	Golf Course	•
	Marina	•
	Recreation, Outdoor	*P*
Retail Sales and Services	Artist Studio	*P*
	Auction House	*P*

	Convenience Store (with gasoline sales)	*S*
	Convenience Store (without gasoline sales)	*P*
	Crematorium	•
	Financial Institution	*P*
	Funeral Home	*P*
	Gasoline Sales	*S*
	Grocery Store	*P*
	Historic Dependency Limited Office/Retail	•
	Laundromat	*P*
	Lumber/Building Materials	*P*
	Open-Air Market	*P*
	Personal Services Establishment	*P*
	Pharmacy	*P*
	Plant Nursery	*P*
	Repair Service Establishment	*P*
	Shopping Center	*P*
	Retail Sales Establishment	*P*
	Tattoo/Piercing Establishment	*S*
Seasonal Event	All	*S*
Vehicle Sales and Service	Automotive Sales and Rental, Large	*S*
	Automotive Sales and Rental, Small	*S*
	Automotive Service	*S*
	Automobile Towing and Impoundment	•
	Car Wash	*P*
Visitor Accommodations	Bed-and-Breakfast Inn	*P*
	Historic Dependency Lodging	*P*
	Hotel or Motel	*P*
Industrial Uses		
Industrial Services	Commercial Laundry	*S*
	Contractor Office	*P*
	Equipment Rental and Sales	*S*
	General Industrial Service/Repair	*P*
	Research and Development	*P*

Manufacturing	Abatoir	•
	Manufacturing, Heavy	•
	Manufacturing, Light	*P*
Warehousing and Storage	Bulk Storage	•
	Outdoor Storage	*S*
	Self-Service Storage	•
	Freight Terminal	*S*
	Warehouse	*P*
Waste Related	Incinerator	•
	Recycling Center	•
Wholesale	Wholesale Sales	*P*

9. Table 72-42.5: "Table of Common Accessory Uses," is amended to add columns for the Creative Maker District, as follows:

Table 72-42.5: Table of Common Accessory Uses

P = Allowed by right S = Special use permit required blank cell = prohibited

Accessory Use	Zoning District	
	Creative Maker T-4M Transect	*Creative Maker T-5M Transect*
Amateur Radio Antennas	*P*	*P*
Cemetery	·	·
Drive-Through	*S*	*P*
Home Occupation	*P*	*P*
Homestay	*P*	*P*
Outdoor display and sales	*P*	*P*
Outdoor storage (as an accessory use)	*S*	*P*
Parking of heavy trucks, trailers, major recreational equipment, etc.	·	·
Satellite dishes	*P*	*P*
Solar energy equipment	*P*	*P*

Temporary family health care structure	*P*	*P*

10. **Section 72-51.5 "Open Space Standards,"** is amended as follows:
A.(1)(a)[7] Urban features: plazas, fountains, roof gardens, atriums, and pedestrian seating/activity areas in the C-D*, the Creative Maker District,* and planned development districts.

11. **Section 72-52.2, "Vehicular ingress/egress (driveways),"** is amended as follows:

[Subsections A and B are not amended.]

C. Nonresidential driveways.
(1) Driveways for nonresidential uses shall not exceed 50 feet in width at the curbline or more than 35 feet at the front lot line.

(2) One-way driveways shall have a minimum width of 15 feet, and two-way driveways shall be at least 24 feet wide, unless the Virginia Statewide Fire Prevention Code requires wider access. *In the Creative Maker District, two-way nonresidential driveways on lots less than 75 feet wide shall be at least 12 feet wide, and shall have a maximum width of 24 feet.*

(3) Commercial driveway pavement shall conform to Figure 72-52.1B.
(4) Curb cuts shall conform to §72-52.1B(4).
(5) Commercial driveway lighting shall conform to §72-52.1B(7).

12. **Table §72-55.4D, "Buffer Type Application,"** is amended as follows:

Table § 72-55.4D: Buffer Type Application

A = Type A Buffer B = Type B Buffer C = Type C Buffer D = Type D Buffer

N/A = Not Applicable (No Buffer Required)

Zoning Classification of Proposed Development Site	Zoning Classification of Adjacent Property						
	R-2; R-4	R-8; R-12; PD-R	R-16; R-30; PD-MU	C-T; C-D *CM T-4M Transect*	C-SC; PD-C; PD-MC	C-H; I-1; *CM T-5M Transect*	I-2
R-1; R-2; R-4	N/A	N/A	B	C	D	D	D
R-8; R-12; PD-R	N/A	N/A	A	B	C	D	D
R-16; R-30; PD-MU	B	A	N/A	A	B	C	D
C-T; C-D; *CM T-4M Transect*	C	B	A	N/A	A	B	D
C-SC; PD-C; PD-MC	D	C	B	A	N/A	A	D
C-H; I-1; *CM T-5M Transect*	D	D	C	B	A	N/A	C
I-2	D	D	D	D	D	C	N/A

NOTES:

[1] Letters in cells correspond to the buffer types depicted in Table 72-55.4C, Buffer Types.

[2] The General Development Plan in a planned development district may propose an alternative buffer, including an exception to buffer requirements between uses within the boundaries of the PD District.

13. Section 72-56.2: "Height standards," is amended as follows:

Sec. 72-56.2. Height standards.

A. All fences and walls shall conform to the standards in Table 72-56.2 Fence and Wall Height. In all cases, heights are measured from established grade on the highest side of the fence or wall (see Figure 72-56.2, Fence and Wall Location.)

Table 72-56.2: Fence and Wall Height (effective [date])		
Zoning district	Location	Maximum height
Residential	Any location on a vacant lot	48”
Residential Commercial Planned Development *Creative Maker*	Between a front lot line and the front of the principal building	48”
	Within a secondary front yard	48”
	Any other location on the lot	72”
Industrial	Between the front lot line and the front of the principal building	72”
	Within a secondary front yard	72”
	Any other location on the lot	96”
Any zoning district	Within a sight triangle	40”

B. The following exceptions to the general height regulations apply to corner and through lots:

Zoning district	Location	Special Circumstance	Maximum Height
Residential Commercial Planned Development *Creative Maker*	Secondary front yard	The secondary front yard abuts a primary front yard of another lot.	72” if the fence is no closer to the secondary front property line than the front of the abutting principal structure.
		The secondary front yard abuts the secondary front yard of another lot.	72”
		An accessory structure is located within the secondary front yard.	72” if the fence is no closer to the secondary front lot line than any side of the accessory structure

C. The Zoning Administrator may approve fences or walls exceeding six feet in height in any side or rear yard in a residential, commercial, *Creative Maker*, or planned zoning district, if the adjacent property is in a nonresidential district, or if there are unique topographic or other physical circumstances on the property that were not created by the property owner. The Zoning Administrator may condition approval on a prescribed setback from the property line.

14. Section 72-56.4, "Fence materials," is amended as follows:

Sec. 72-56.4. Fence materials.

No barbed wire, razor wire, or similar fence material is permitted in a residential, planned development, or commercial zoning district or on a lot containing or adjacent to a residential use. *No chain link, wire, unpainted cinder block, non-paintable plastic, or barbed wire are permitted in the Creative Maker District.*

15. Section 72-59.4, "Prohibited signs," is amended as follows:

Sec. 72-59.4. Prohibited signs.
All signs and sign structures that are not specifically exempted or permitted by §72-59 are prohibited, specifically including:

[A through M are not amended.]

N. Roof signs, *except as permitted in the Creative Maker District under §72-59.7.*

[O through S are not amended.]

16. Section 72-59.6, "Sign regulations by type of sign: building-mounted and freestanding," is amended as follows:

Sec. 72-59.6. Sign regulations by type of sign: building-mounted and freestanding.

[Subsections A and B are not amended. A new subsection C, "Form Based Districts," is added.]

(1) Building-mounted signs are permitted as follows:

Building-Mounted Signs	
Zoning District	**Creative Maker District**
Maximum area	1.5 square feet of signage per linear foot of building front (up to ~~200~~ 250 or 25% of the total building mounted signage allowed, whichever is greater square feet per building side) and Additional 0.25 square feet of signage per linear foot of building front for buildings with three or more stories **Residential Buildings:** 0.5 square feet of signage per linear foot of building front (up to 50 square feet)
Illumination	Yes
Maximum projection	42 inches from wall
Minimum clearance if projecting more than 6 inches	8 feet above pedestrian travel way, 15 feet above vehicle travel path
Other	Each building containing a commercial use in CM-D may have additional building-mounted signage advertising off-premises nonresidential uses, of up to 4 square feet per off-premises use and up to 16 square feet total.

(2) Freestanding signs are permitted as follows:

	Maker Frontage B-C	*Maker Frontage D-E*
Maximum Number		
Per parcel per street frontage	*1*	*1*
Per gasoline sales use	*1*	*1*
Per major entrance to an office park or retail center	*1*	*1*

	Maker Frontage B-C	*Maker Frontage D-E*
Per major entrance to a shopping center	*1*	*1*
Per major entrance to a neighborhood	*1*	*1*
Flagpole per parcel	*1*	*1*
Maximum Sign Area (square feet)*		
For each sign adjacent to a public street right-of-way > 70 feet	*100*	*40*
For each sign adjacent to a public street right-of-way ≤ 70 feet	*75***	*30***
For gasoline sales uses	*25*	*25*
For major entrances listed above, adjacent to a public street right-of-way > 70 feet	*100*	*60*
For major entrances listed above, adjacent to a public street right-of-way ≤ 70 feet	*75*	*40*
*flag area counts toward maximum sign area.		
*** signs painted on the building façade in the Maker District may exceed this sign area in conjunction with § 72-59.6.C.3.*		
Maximum Height (feet)**		
General	*20*	*10*
For major entrances listed above, adjacent to a public street right-of-way > 70 feet	*20*	*10*
For major entrances listed above, adjacent to a public street right-of-way ≤ 70 feet	*20*	*8*
*** permitted flagpole height is equal to maximum permitted building height as defined by Article III.		
Illumination		
For each sign adjacent to a public street right-of-way > 70 feet	*Yes*	*Yes*
For each sign adjacent to a public street right-of-way ≤ 70 feet	*Yes*	*Yes*
Other		

	Maker Frontage B-C	*Maker Frontage D-E*
Two signs are permitted for each stacking lane of an accessory drive-through use. The signs shall not be included in calculating the number of freestanding signs or in calculating the total aggregate sign area. One sign is limited to six feet in height and 30 square feet in area. One sign is limited to six feet in height and 15 square feet in area. Signs shall be installed within 10 feet of the drive-through lane.		

(3) Additional rules for Creative Maker Districts:

(a) Roof signs are permitted in the Creative Maker District in accordance with the following:

(i) Roof signs are only permitted along Frontages B, C, and E

(ii) The roof sign shall be no taller than 25% of the height of the existing building or twenty feet, whichever is greater.

(iii) The roof sign shall count as "building signage" and, together with other building signs, shall not exceed the established square foot limits.

(b) Building signage painted onto the façade of the building may exceed the building-mounted signage square foot limits ascribed in § 72-59.6.A.1 in accordance with the following:

(i) The painted sign may sign may be 150 total square feet or the maximum amount of building-mounted signage permitted under § 72-59.6.A.1, whichever is greater.

(ii) Painted signage shall count towards the total permitted building-mounted signage. If additional building-mounted signage is proposed, then together, the signs shall not exceed the total amount of building-mounted square feet permitted under § 72-59.6.A.1.

(c) Electronic variable message signs are prohibited in the Creative Maker Districts.

(d) The Board of Zoning Appeals may hear and decide applications for a special exception from the regulations governing sign height and total permitted square feet within the Creative Maker District. The special exception shall be reviewed in accordance with the criteria set forth in § 72-22.8.

17. City code section 72-66 "Nonconforming Site Conditions," is amended as follows:

§ 72-66.1 "Additional requirements for changes to nonconforming uses, buildings, and structures." As part of any change in a nonconforming use, and as part of any alteration, addition or expansion of a nonconforming building or structure, a property owner shall be required to bring the following site

conditions into conformity with the requirements of this chapter: off-street parking, landscaping, perimeter buffer, screening, stormwater management, *public frontage elements, private frontage elements,* and signage.

A. Off-street parking, landscaping, perimeter buffers, signage and screening.

(1) Expansion of 50% or Less of Gross Square Footage Over Five Years Expansions in any continuous five-year period, which result in a 50% or less increase in the gross square footage of the existing structure (measured at the beginning of the five-year period), require that a corresponding percentage of the off-street parking, landscaping, perimeter buffer, screening, *public frontage elements, private frontage elements* and stormwater management standards of this chapter be installed or upgraded on the site, until the site achieves 100% compliance.

(For example, if the addition is 25% of the area of the existing structure and the site contains only 50% of the required landscaping, 25% of the required landscaping for the entire site must be provided, thereby bringing the landscaping on the site to 75% of the total required.)

Existing landscaping on the site shall be retained or replaced but shall not count toward the required percentage of new landscaping.

(2) Expansion of greater than 50% of gross square footage over five years. Expansions over any continuous five-year period, which result in a greater than 50% increase of the gross square footage of the existing structure (measured at the beginning of the five-year period), require the entire property to meet all of the off-street parking, landscaping, perimeter buffer, screening, *public frontage elements, private frontage elements* and signage standards of this chapter.

B. Physically constrained properties- comply to maximum extent practicable. Lands that are physically constrained (due to limited size, topography, or other environmental considerations) from complying with these provisions shall comply, to the maximum extent practicable, as determined by the Zoning Administrator.

18. City Code section 72-84, "Definitions," is amended to add the italicized language and delete the language shown in strikethrough, as follows:

BUILDING FRONT

That one face or wall of a building architecturally designed as the front of the building, which normally contains the main entrance for use by the general public. *Within Form Based Codes, the building front is the elevation parallel to the most prominent frontage.*

BUILD-TO ZONE

The area of the lot where the building front is required to be located. Build-to Zones consist of:

- *minimum and maximum setbacks;*
- *a required percentage of the primary façade that must be within those setbacks; and*
- *a percentage of the length of the Build-to Zone that must be occupied by building fronts. The percentage is measured parallel to the street.*

EXTERNAL PROPERTY LINE

A property line that abuts land outside the Development Site that is not included in a frontage. This term is used in the Form Based Code Appendix.

INTERNAL PROPERTY LINE

A property line that divides land within the Development Site that is not included within a frontage. This term is used in the Form Based Code Appendix.

TRANSPARENCY

The percentage of ~~windows and doors that cover~~ the façade of a building adjacent to a street or formal open space *that consists of windows and doors.* In order to be considered transparent, windows ~~and doors~~ must be clear and allow views inside the ground-story space to a depth of three feet *and doors must be operable.*"

SEC. III. Effective Date.

This ordinance is effective _____.

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, 2020at which a quorum was present and voted.

_____
Tonya B. Lacey, CMC
Clerk of Council