PLANNING COMMISSION
CITY OF FREDERICKSBURG, VIRGINIA AGENDA
June 24, 2020
7:30 P.M.
ELECTRONIC AND COUNCIL CHAMBERS, CITY HALL

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1. Call To Order

   This meeting is being held both in person in Council Chambers and electronically by "Go to Meeting" application, pursuant to City Council Ord. 20-05, An Ordinance to Address Continuity of City Government during the Pendency of a Pandemic Disaster.

   Members of the public have been invited to attend in person with social distancing practices and masks required or access this meeting by public access television Cox Channel 84, Verizon Channel 42, online at www.regionalwebtv.com/fredcc, or Facebook live at www.facebook.com/FXBGgov

   The members participating are [list members by name]

2. Pledge Of Allegiance

3. Determination Of A Quorum

4. Approval Of Agenda

5. Approval Of Minutes

   5.I. June 17, 2020 Minutes

   Documents:

   2020-06-17 DRAFT MINUTES.PDF

6. Declaration Of Conflict Of Interest

7. Public Hearing Items

   Citizens who wish to participate in the public hearing will be able to send their comments in writing by (1) dropping them in the Deposit Box at City Hall, (2) U.S. Mail at PO Box 7447, Fredericksburg, VA 22404, or (3) email to planning@fredericksburgva.gov. Comments must be received by 4:30 p.m. the day of the meeting. The plan is to read these comments out loud during the public comment portion of the Planning Commission meeting. The standard rules apply to public comments: the person must identify himself or herself by name and address, including zip code; limit his or her remarks to 5 minutes or less (read aloud); and address a topic of City business. Public comments submitted during the meeting, through the Facebook Live streaming video, will not be considered part of the official public comments of the meeting.

   7.I. Comprehensive Plan Amendment For Area 7 Downtown

   Documents:

AREA 7.PDF

7.II. Creative Maker District, UDOTA And Rezoning

Documents:

CREATIVE MAKER DISTRICT.PDF

8. Unfinished Business

8.I. SE2020-02 Terry Coley ADU

Documents:

ADU_SE_PC_6-24MEMO.PDF

8.II. Comprehensive Plan Area 5B

Documents:

CP AREA 5B.PDF

8.III. VAC 2020-01 Cowan Station Vacation

Documents:

RZ VAC COWAN STATION 2.PDF

9. General Public Comments

Citizens who wish to participate in the public hearing will be able to send their comments in writing by (1) dropping them in the Deposit Box at City Hall, (2) U.S. Mail at PO Box 7447, Fredericksburg, VA 22404, ir (3) email to planning@fredericksburgva.gov. Comments must be received by 4:30 p.m. the day of the meeting. The plan is to read these comments out loud during the public comment portion of the Planning Commission meeting. The standard rules apply to public comments: the person must identify himself or herself by name and address, including zip code; limit his or her remarks to 5 minutes or less (read aloud); and address a topic of City business. Public comments submitted during the meeting, through the Facebook Live streaming video, will not be considered part of the official public comments of the meeting.

10. Other Business

10.I. Planning Commissioner Comment

10.II. Planning Director Comment

11. Adjournment

CITY OF FREDERICKSBURG
PLANNING COMMISSION MINUTES
June 17, 2020
7:30 p.m.
ELECTRONIC MEETING / COUNCIL CHAMBERS, CITY HALL

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

https://amsva.wistia.com/medias/lhna8qc4wq

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

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

ALSO PRESENT
Bill Monteleone, GreenChip Applicant (electronic)
Maggie McDonald, GreenChip Attorney (electronic)
Charlie Payne, GreenChip Attorney (electronic)
Terry Coley, ADU Applicant (electronic)
Jeh Hicks, Jarrell Properties Representative (live)

CITY STAFF
Chuck Johnston, Director, (live)
Planning and Building Dept.
Mike Craig, Senior Planner (live)
James Newman, Zoning Administrator (live)
Marne Sherman, Development Administrator (electronic)
Erik Nelson, Transportation Administrator (live)
Cathy Eckles, Administrative Assistant (live)
Angela Freeman, City Economic Development (live)

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1. CALL TO ORDER
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Chairman Rodriguez called the meeting to order at 7:31 p.m. and explained electronic meeting procedures.

2. PLEDGE OF ALLEGIANCE

3. DETERMINATION OF A QUORUM
All members were present.

4. APPROVAL OF AGENDA
Mr. Gantt moved for approval of the agenda as submitted. Mr. Hornung seconded.
Motion passed 7-0

5. APPROVAL OF MINUTES
March 11, 2020
June 10, 2020
Mr. Hornung motioned to approve the minutes as submitted. Mr. Gantt seconded.
Motion passed 7-0

6. DECLARATION OF CONFLICT OF INTEREST
Mr. Gantt stated he had a conflict with 7A, Special Exception request regarding an Accessory Dwelling Unit at 1306 Graham Drive.

7. PUBLIC HEARING
A. Terry Coley requests a Special Exception from City Code §72-42.5, Table of Common Accessory Uses, for an 'Accessory Dwelling Unit' (ADU) at 1306 Graham Drive. SE2020-02

Mr. Newman reviewed the staff report with a power point presentation (Att. 1). Three public comments were received opposing the Special Exception. Mr. Newman reiterated that the public comment period would remain open until 4:30 June 24, 2020, with a vote scheduled for that date.

Mr. Hornung clarified that what defines an ADU is the addition of a cooking range. Mr. Newman agreed and noted that it is the addition of a 220W outlet (which supports ranges and larger refrigerators) that has been considered the indicator of a full kitchen.

Mr. Pates does not feel this Special Exception has any special circumstances that warrants going against or out of conformance with an ordinance. He does not feel this is special enough to go against the ordinances and a Special Exception should only be granted in rare circumstances. Mr. Pates further stated that too many Special Exceptions are being recommended for approval by staff and questioned why staff felt this should be recommended for approval. Mr. Newman stated that while there was nothing special about the property per se, the use is unusual and therefore valid for a Special Exception. Mr. Durham stated that he feels the staff report provides an extensive and valid analysis as to why the Special Exception should be recommended for approval.

Chairman Rodriguez discussed two previous situations, where accessory dwelling units (ADU) were approved, where staff used a case by case interpretation. Discussion ensued regarding the circumstances surrounding those two matters and the differences between those exceptions and the current proposal. Further discussion ensued regarding the current definition of family, and conformance with the Comprehensive Plan where the neighborhood quality is enhanced and affected by providing additional living space.

Applicant, Terry Coley, was available by telephone and stated that she had previously had renters but her decision to remodel her basement and apply for the Special Exception was based on her mother moving into the home and having her own independent living space. She wants to be in compliance and permitted to allow her mother to reside with her but independently. Ms. Coley stated her concern with the opposing views possibly being based on race. Chairman Rodriguez noted that the Commissioners do not discriminate and are not provided any demographic information.

Chairman Rodriguez opened the public hearing and Mr. Newman read in the three public comment letters received from the following, all opposing the Special Exception request:

Joanne M. James, First Service Residential, Managing Agent for Village of Idlewild HOA, (Att. 2);
Theron P. Keller, 1108 Winchester Street (Att. 3); and
Teri Hedrick, 1201 Ashford Circle (Att. 4).

In addition, the following members of the public spoke:

Laura Reed, 1307 Graham Drive, spoke in opposition of the request and stated that she feels the addition of an oven to the basement apartment just makes it a more attractive rental. Ms. Reed stated the notification letters were not received within the 14 days required. Additionally, the public notice was posted in the right-of-way and was blocked from view by parked cars.

Debra Jean Zbrzeznj, 1403 Graham Drive, spoke in opposition of the request and also was unhappy with the public notice posting being barely visible. Ms. Zbrzeznj is also concerned with the excessive amount of cars around the property due to the rentals happening and she had been informed by HOA when she was buying that this wouldn't happen.

Bryan Stelmok, 1117 Wright Court, spoke in opposition of the request and doesn't feel this is right for the neighborhood. The neighborhood is scaled and set for amenities for 750 units; by adding renters to the units it could potentially double the amount of people using the amenities. Mr. Stelmok believes that the definition of family is inadequate to prevent this unit from becoming a standalone unit and the HOA restrictions are set in place for a reason. He believes the City should not be overriding and granting a Special Exception to the restrictions. Mr. Stelmok further discussed fire and safety due to the addition of a second kitchen and whether the ingress/egress issue has been met. Mr. Stelmok believes that further restrictions should be added if this matter is recommended for approval in that the owner must live in the property and that inspections should be conducted by the City.

Chairman Rodriguez closed the public hearing.

Mr. Durham questioned the legal differences between leasing and subleasing. Mr. Newman stated that in terms of land use regulations, none. Mr. Newman also said that the City regulations and Home Owners Association rules operate independently. Mr. Craig confirmed that the ownership of the property is not considered by the City in their determination of land use regulations.

Mr. Pates agreed with Mr. Newman that the covenants of an HOA are totally separate from any zoning regulations. He asked about the differentiation between an ADU and a duplex. Mr. Craig stated that a duplex is two separate families where an ADU only allows one family as is defined in the Code. Recommending approval of this exception request will not change intensity of the use of this property. Mr. Craig noted that an ADU is a secondary use of the property, not equal size to the primary use of the property.

Mr. Hornung asked if building officials have looked into fire separation issues with the ADU. Mr. Newman said there are building code requirements and that the home will be inspected prior to final approval.

Mr. O'Toole still disagrees with the need for a Special Exception as to why the mother needs a separate area to cook. Ms. Coley stated that the basement is all one level, her mother wants to live independently and be able to live and cook on her own, while still being close enough to be helped if necessary. Ms. Coley stated it would be different if she lived in a rambler style home, but the request for the Special Exception allows her mother to have that type of living.

Chairman Rodriguez asked about the notification issue mentioned and if that affects the Commissioners from taking action during the meeting. Mr. Newman stated that this matter is recommended to be left open and voted on at the Commissioner's June 24, 2020 meeting. Mr. Newman noted that he will move the public notice hearing sign to a more prominent location.

Mr. Hornung asked if the HOA was notified by the adjoining property owner's letters. Mr. Newman stated the HOA were not sent a certified notice. Ms. Coley stated that she notified the HOA of her Special Exception request by email back in April, but she did not notify them specifically about this public hearing.

There being no further discussion, Chairman Rodriguez held this matter open until the June 24, 2020 meeting.

B. JFH - Fredericksburg II, LLC requests amendments to the Comprehensive Plan for sub-planning area 5B and the Future Land Use Map to permit a commercial office park on the eastern side of the intersection of U.S. Route 1 and Spotsylvania Avenue between Rappahannock Avenue to the east, U.S. Route 1 to the west, and the Brent Street right-of-way to the south. CPA2020-02

C. JFH – Fredericksburg II, LLC requests:

a. A rezoning from Residential Mobile Home (R-MH), Residential 4 (R-4), and Commercial/ Transitional-Office to Commercial Highway (C-H) with proffered conditions for 50 Geographic Parcel Identification Numbers (GPINs) generally located on the eastern side of the intersection of U.S. Route 1 and Spotsylvania Avenue between Rappahannock Avenue to the east, U.S. Route 1 to the west, and the Brent Street right-of-way to the south. RZ2020-03

b. A determination that the vacation of a portion of the Spotsylvania Avenue and Dandridge Street rights-of-way and the rededication of new public right-of-way for a realigned Spotsylvania Avenue is in conformance with the Comprehensive Plan. VAC2020-01

Mr. Craig reviewed the staff report for Items 7B and 7C with a power point presentation (Att. 5) and noted that separate votes will be considered for both items at the June 24, 2020 meeting.

Mr. Durham noted that the City should consider zoning that would permit University housing type developments along Route 1 due to University students occupying neighboring areas. Mr. Durham further stated that the GDP is referred to as the governing document, but feels the GDP doesn't indicate how the applicant will maintain portions of the property not covered by elements of the development, specifically the portion not to be built out, the realignment of Spotsylvania Avenue, the RPA, and within the power line easement. Mr. Durham expressed concerns about the impacts of the Brent Street trail on existing tree canopy. Mr. Craig stated staff would look into the impact of the Brent Street trail and will have applicant respond to Mr. Durham's concerns about the GDP.

Mr. Pates stated his concerns about the tree canopy and believes the City should give serious consideration to a tree canopy ordinance as complete decimation of tree canopy is harmful to the City's environment and wildlife.

The Applicant, JFH Fredericksburg II, LLC, represented by its Director of Community Relations, Jeh Hicks, was present and spoke about the history of the project. The Applicant noted that the amenities and particulars of this project are governed by Dominion Power in this area, but the Applicant is willing to work with the City on the unmentioned areas in the GDP. The Applicant is mindful of the concerns about the tree canopy and of the 1.09 acres of woods in the RPA, 1.0 acres of it will not be disturbed. The Applicant noted that other areas will have replacement trees added along the trails, islands, and street borders.

Mr. Durham stated that the GDP should be in agreement with the Applicant's plan as discussed. Mr. Pates asked if it was possible to add in details on the GDP or proffers to ensure maximum tree canopy coverage Applicant is able to do. Mr. Craig recommended that the Applicant add indications to the GDP showing

the addition of tree canopy to the project, specifically where street trees, perimeter landscaping strips, the buffer area, and foundation plantings will be added. Applicant agreed to this addition to the GDP.

Chairman Rodriguez opened the public hearing and Mr. Craig read in the seven public comments received from the following:

Meredith Beckett, President, College Heights Civic Association (Att. 6);
Daniel Finn, 1514 Stafford Avenue (Att. 7);
Matt Haney, 1425 Brent Street (Att. 8);
Thomas Fines, 1300 Rappahannock Avenue (Att. 9);
E-mail Exchange (Atts. 10, 11 and 12)

- Timothy Duffy, 1217 Brent Street;
- Meredith Beckett, 1401 Brent Street; and
- Susan Nelson-Sargeant, 812 Daniel Street.

In addition, the following members of the public spoke:

Dennis Lister, 1108 Rappahannock Avenue, spoke in favor of the project but expressed concerns about the Brent Street trail and proposed an alternate direction for the trail.

Meredith Beckett, 1401 Brent Street, spoke in favor of the project but against the proposed trails. She would like to keep the tree canopy but eliminate the Brent Street trail connection. If the Brent Street trail is not eliminated she proposed that it be diverted through the Dominion Power easement

Katherine Piper, 1018 Rappahannock Avenue, expressed concerns about the Brent Street trail.

Chairman Rodriguez noted that public comments will be received until June 24, 2020.

Mr. Hicks commented regarding the questions on the trails and stated the trails are not required but added to enhance. He agrees that the Payne Street connection is a better alternative and will consider the proposed alternatives. He noted that the proposed renaming of Spotsylvania Avenue for a long-time College Heights resident is a unique issue. He observed that there is a Spotsylvania Avenue in Spotsylvania County Lee's Hill area, so the Applicant can definitely consider renaming.

Chairman Rodriguez asked if the trails are a specific requirement of this project. Mr. Craig stated no and that staff would consider these comments and get back to the Commissioners about the trails.

Regarding the proposed right of way vacation, Mr. Hornung asked if the Commissioners can make recommendations to Council regarding payment for the abandonment of right of way as he believes it is punitive in this instance given the extent of street improvements the applicant is proposing to make. Mr. Craig noted that this could be added in as a bullet once the Commissioners make a determination if the street vacation is in conformance with the Comprehensive Plan.

Mr. Durham noted the right-of-ways are unused and unimproved by the City and vacation of them makes sense.

Mr. Pates asked why staff wants two connections to the trails. Mr. Craig said that staff will consider and evaluate this issue with an additional analysis at the next meeting.

8. OLD BUSINESS

A. **GreenChip Inc.** requests a Special Use Permit to operate a recycling center within an existing building at 10 Harkness Boulevard/GPIN 7778-78-5342, which is in the General Industrial (I2) Zoning District. SUP2020-03

B. **GreenChip Inc.** requests four Special Exceptions to permit development of a recycling center within an existing building at 10 Harkness Boulevard/GPIN 7778-78-5342, which is in the General Industrial (I2) Zoning District.

The applicant seeks exceptions to the following Code Sections:

- 72-41.4.E.1, requiring a recycling center to be on a parcel with an area of at least 5 acres.
  - The subject parcel contains 3.85 acres.
- 72-41.4.E.2, requiring a recycling center to be at least 250 feet from any residential zoning district.
  - The proposed recycling center is 30 feet from the closest residential zoning district.
- 72-41.4.E.3, requiring no part of a recycling center other than a free standing office be located within 50 feet of a lot line.
  - The proposed recycling center is 30 feet from a lot line.
- 72-41.4.E.9, requiring a recycling center within 500 feet of a property in a residential zoning district not be in operation between the hours of 7PM-7AM.
  - The proposed operating hours of the recycling center would be continuous with truck delivery limited to 7AM-7PM.

SE2020-01

Mr. Newman reviewed the staff report with one update regarding lead soldering and employee protection protocols.

Mr. Pates asked about the National Park Service comment and the City's response, specifically regarding the buffer. This was discussed on page 3 of the June 10, 2020 minutes. Discussion ensued regarding Cedar Lane, the appropriate land use category, and that all deliveries will only use the Battlefield Industrial Park roads. Mr. Durham noted it is important for the community to understand that in his opinion the term recycling center doesn't describe this project.

Mr. Hornung motioned to recommend approval of SUP2020-03 as submitted. Mr. Slominski seconded.
Motion passed 7-0.

Mr. Hornung motioned to recommend approval of SE2020-01 as submitted. Mr. Gantt seconded.
Motion passed 7-0.

C. **The City of Fredericksburg** proposes amendments to the Unified Development Ordinance, §72-59 Signage, to allow for:

- additional building signage for multi-story buildings of three or more stories in the Commercial (C) and Planned Development (PD) Districts,
- increase the proportion of signage permitted per building side in the C, Industrial, and PD Districts,
- differentiate building signage standards for non-residential and mixed-use buildings vs. residential buildings in the C and PD Districts, and
- update the freestanding sign standards in all PD Districts.

UDOTA 2020-05

Ms. Sherman noted that no further public comments have been received and no changes have been made to the draft ordinance.

Mr. Hornung asked if pole-mounted signs were still permitted in the draft and questioned why the City was reverting back to allow pole-mounted signs. Ms. Sherman noted that it was originally drafted to remove the monument sign standard in the PD-C to provide more flexibility, but the Commissioners can remove that recommendation. Mr. Hornung noted that he is opposed to this type of signage and sees no need for it in the PD-C, but questioned the other Commissioners. Mr. Pates and Mr. Slominski said they are also not in favor of pole signage and believe there should be less signage in the City. Discussion ensued

regarding possibly withdrawing the pole-mounted sign recommendation or doing further research on it. Mr. Gantt is concerned if the ordinance is too prescriptive and limits some businesses.

Mr. Durham asked if the ordinance could move forward with deleting amendment language regarding pole-mounted signage, and if any sign applications were currently being held pending the approval of this ordinance. Ms. Sherman noted that three sign applications by Wegmans and Walmart are currently pending. Mr. Pates asked if the Commissioners could amend the ordinance to deal with total signage only. He also asked current pole signs that have been abandoned and what could be done about it. Ms. Sherman stated that those are structures that are approved and building permits issued and when a business leaves they are required to remove their sign, but it does not state that the pole has to be removed. Mr. Johnston asked Mr. Pates for clarification as to what would he would like left in the ordinance. Mr. Pates stated he did not have the ordinance, but thought there were several issues covered in the proposed sign ordinance. Mr. Johnston clarified that Mr. Pates wants to just move forward with sign area standard changes, but not with the three story building signage change. Mr. Pates was unsure on that provision. Mr. Durham noted that the last item in the list of changes was to "Update the freestanding sign standards in all Planned Development Districts" and feels that is the issue Mr. Pates is questioning. Mr. Durham noted that Mr. Hornung's desire to make a motion to not allow pole signs could address Mr. Pates' concern.

Ms. Sherman clarified that currently monument signs are specific to individual parcels and their freestanding signs. In the PDC district there are allowances for larger signs, but do not have to be monument style. Ms. Sherman also addressed Mr. Pates' questioning changing the existing regulations, there was one change to reduce the height of PD-C development project signs from 175 ft. maximum to 150 ft.

Mr. Hornung motioned to recommend approval of the draft ordinance, eliminating the inclusion of pole-mounted signs in the individual tenant mounted signage provisions. Mr. Durham seconded.
Motion passed 7-0

D. **The City of Fredericksburg** proposes amendments to Chapter 3 of the Comprehensive Plan, to support the submittal of five transportation funding requests to VDOT. Tables 3-2 and 3-3 will be updated and consolidated into a single table of City Street Projects. The five projects include:

- construction of Gateway Blvd.,
- intersection improvements at U.S. Route 1/Augustine Ave.
- intersection improvements at U.S. Route 1/State Route 3 and Spotsylvania Avenue,
- a bicycle-pedestrian route on the west side of U.S. Route 1 from Idlewild Boulevard to the VCR Trail, and
- an interjurisdictional project for sidewalks and transit improvements on Lafayette Boulevard.

CPA 2020-01

Mr. Nelson stated he had received no public comments and had no further changes.

Mr. Durham motioned to recommend approval as submitted. Mr. Hornung seconded.
Motion passed 7-0

9. GENERAL PUBLIC COMMENT
None.

10. OTHER BUSINESS
A. Planning Commissioner Comments
None.

B. Planning Director Comments

Mr. Johnston reminded the Commissioners there will be another in-person and electronic Planning Commission meeting next week, June 24, 2020, where the C0mmisioners will vote on the public hearing items heard tonight. In addition, on July 8, 2020, there will be another in-person and electronic Planning Commission meeting with business items, no public hearings.

Mr. Durham asked about when the height restrictions would be taken back up. Mr. Johnston noted that possibly with no August agenda, staff will be able to address this topic.

8. ADJOURNMENT

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

Next meeting is June 24, 2020.

_____

Rene Rodriguez, Chairman

DRAFT

MEMORANDUM

TO: Chairman Rodriguez and Planning Commission Members
FROM: Susanna Finn, Community Development Planner
DATE: June 24, 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 and the Planning Commission had significant dialogue on different elements of the plan. On May 13th, a work session was held with the Planning Commission to discuss changes made to the amendments in response to the feedback received. 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 of February from both residents and Planning Commissioners and comments received from Commissioners on the 13th of May. :

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 supported the renovation of the train station including restroom facilities. To address these concerns 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 consolidated within 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.

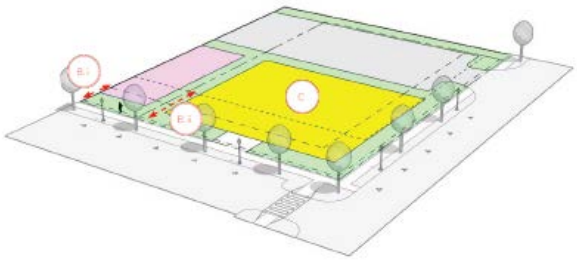
William Street Area and future Form Based Code District:
At this meeting, questions were also asked about the William Street walkable urban place and the engagement level from the tenants and property owners there. Since this meeting staff went to each business in the Area to discuss the plan. Some operators 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.

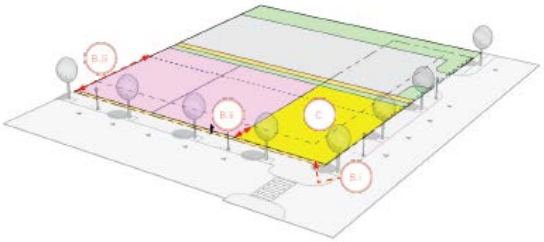
During the planning process, Mr. Rob Thomas wrote and called to staff to discuss issues about encroachments on the public alley between Brompton Street and William Street. Overtime, buildings were built in the alley in a way that limits its usefulness. He also has concerns about the impact to the neighborhood 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:

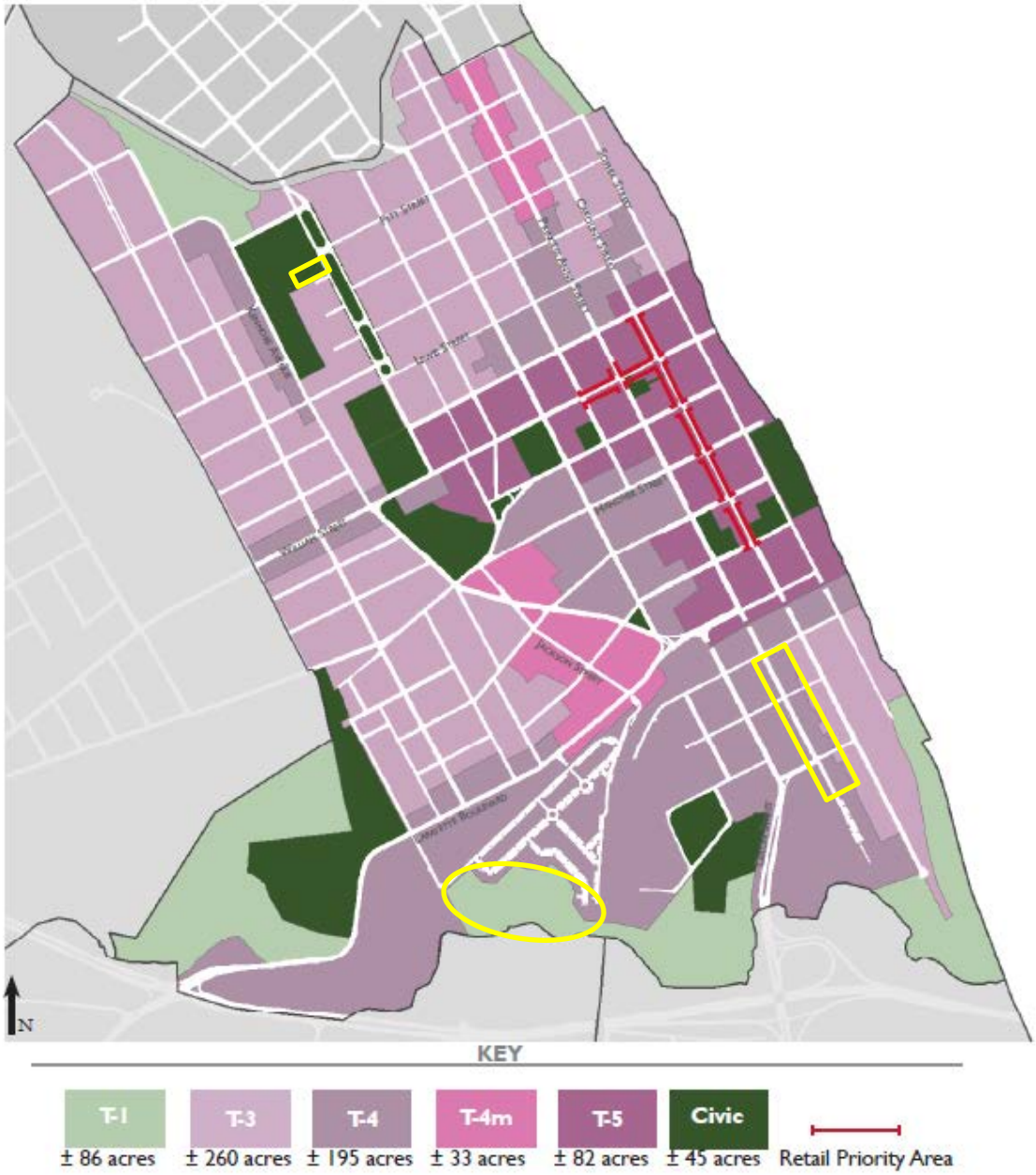
Building Type 4 Facade Activation:

Transect Designation Modifications:
At the work session on the 13th, the Planning commission discussed the Mary Washington Caretaker's Lodge to identify the most appropriate transect designation given its residential form but community role. The entirety of the Lodge parcel is designated as Civic throughout the amendment to reflect Commissioners' comment.

At this session, the staff recommended the City-owned open space adjacent to Hazel Run south of Cobblestone be designated as T-1 instead of T-4. The Commission agreed that a designation tying it to the upland open space network was more appropriate than a designation in connection with the Cobblestone development. This change is reflected in the mapping throughout the amendments.

Also at this session, staff recommended adjusting the boundary of T-3 and T-4 in the southern section of Area 7 to better reflect the neighborhood pattern of development in terms of lot size, structure type, and setbacks. T-4 now includes both sides of Princess Anne Street south of the train station.

These changes are highlighted below:



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 was again advertised for the June 24th meeting with instructions for submitting public comment advising the public that the Commission is anticipated to vote on the matter at the July 8 meeting.

Attachments:
Proposed Amendments
Resolution

PART III: LAND USE

Fredericksburg's land use plan translates adopted policies into the community's desired development pattern. It establishes the City's vision and expectations for how land will be used. Every parcel of land within the City carries a land use designation. This Plan defines the full set of land use categories and then maps them.

This Part III outlines the overall land use plan and identifies specific planning areas:

- Chapter 10: Land Use Plan
- Chapter 11: Planning Areas

Background

Fredericksburg's Land Use Plan reflects both existing land use patterns as well as the goals for future land use. It is the foundation for decision making when land is zoned for specific uses.

Historic and Existing Land Use Patterns

Fredericksburg's current land use patterns are a direct result of its changing transportation links. The older parts of the City, including the historic central business district, are oriented to the Rappahannock River and the railway. Later development became concentrated along major roadways. Construction of Interstate-95 linked the City firmly with the Northern Virginia- Washington D.C. area.

The City's annexation pattern illustrates Fredericksburg's response to the changing transportation routes, upon which any community depends. The original 1728 town expanded twice before the Civil War with a clear focus on the Rappahannock River. The post-war industries still relied on the river and the railway as connections to the larger economy, but new roads, beginning in the early twentieth century, began to alter the economic focus. U.S Route 1 initially passed through town, but newer highways deliberately bypassed urban areas. This new concept allowed through-traffic to flow better, but also drew commercial activity and housing construction away from the urban core. Annexations in 1951 and again in 1955 were efforts to gain control of intersections where economic development could become part of the City's tax base. The last annexation occurred in 1984, when the City gained approximately 4.4 square miles from Spotsylvania County, including three full quadrants of the interchange at Interstate- 95 and State Route 3 and a portion of the fourth quadrant.

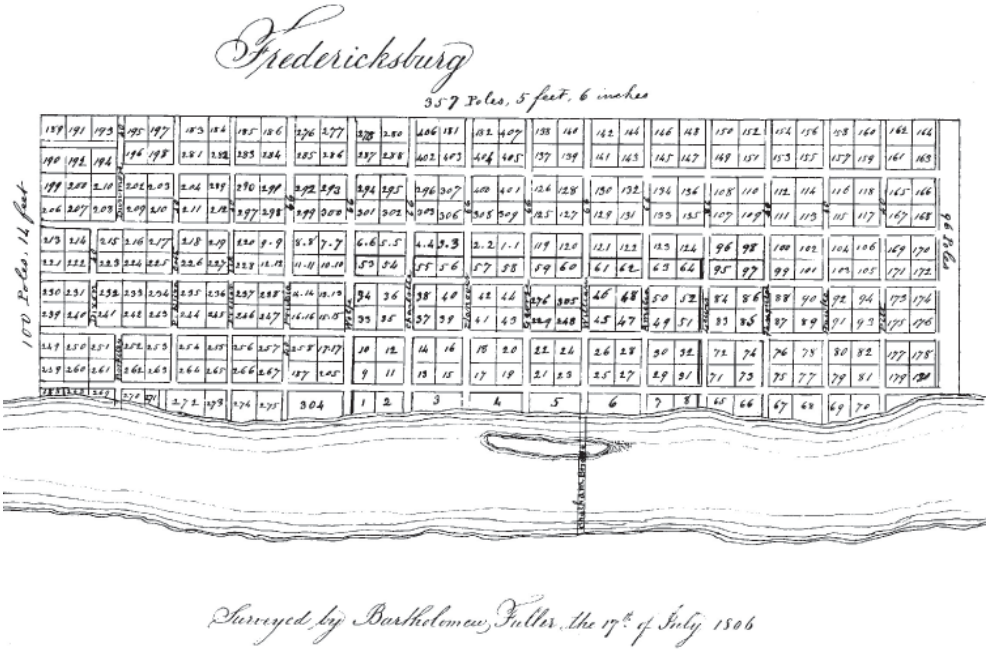


FIGURE 44 **Downtown Fredericksburg's traditional street grid**

LAND USE

Land Use Categories and Classifications

This Comprehensive Plan calls out seven general land use categories, such as residential, commercial, and so on. Within these general categories are 17 land use classifications, such as low-density residential, commercial-downtown, and so on. These categories and classifications are summarized below

Residential

Low-Density Residential – Residential development at four units per acre is generally a conventional subdivision. Some parts of the City are zoned for two units per acre, but these districts are typically rezoned to a higher density so they can be developed in a manner more appropriate to an urban location. Where the land has historic resources and/or attractive natural features, the City encourages innovative layouts and clustering, to retain attractive open space and to protect sensitive lands.

Medium-Density Residential – New development that should be made consistent with existing neighborhood patterns may need to have greater densities than a conventional subdivision. Many infill and transition areas are more suitable to having eight units per acre, with the flexibility to be able to include a planned mix of single family-detached as well as single family– attached units.

High-Density Residential – Apartment development needs a density of 12 units per acre or more. Denser residential districts exist in several locations within the City, but no additional land is anticipated to be zoned for development that exceeds 12 units per acre. There is also a residential district for mobile homes, but there is only one such district in the City and no new mobile home districts will be allowed.

Planned Development-Residential – By definition, mixed-use development consists of activities that can function independently, but which benefit from proximity to one another. This flexible land use category is characterized by a combination of medium or high density residential development with a supporting commercial element. This approach can also be used where compatible design elements are desired, where open space preservation is feasible, and other related concepts are appropriate. Of particular interest if being able to plan the layout and construction so as to protect and incorporate watercourses and associated stream valleys, forest cover, scenic vistas, as well as preservation of historic resources.

Residential-Mobile Home – Mobile homes are no longer allowed in Fredericksburg, but a mobile home park still exists in the northeast quadrant of State Route 3 and the U.S. Route 1 Bypass. This quiet, well-kept neighborhood cannot be expanded.

Commercial

Commercial-General – The City has two general commercial categories. The category for shopping centers encourages development of grocery stores, personal service establishments, and similar operations that serve the local community. A category for commercial activity along highways is generally characterized by retail and wholesale activities, services, offices, and restaurants. The City discourages further strip retail development, however, and seeks to replace these two commercial categories with a more suitable planned development-mixed use category.

Commercial-Downtown – Downtown Fredericksburg has historically been a relatively dense urban setting that encouraged a variety of interrelated uses. This designation promotes continued harmonious development and redevelopment, with an emphasis on maintaining pedestrian circulation, the integrity of the street grid, and continuity with the historic character of the community.

Commercial-Transitional/Office – The areas between residential and commercial districts are transitional spaces. This Commercial-Transitional/Office category provides for limited retail uses and small scale offices, with appropriate landscaping and screening, to provide a transition between quiet residential areas and more intense commercial districts.

Planned Development-Commercial – This category is reserved for large scale development near major transportation routes. Planned Development-Commercial encourages a wide range of commercial retail and service uses oriented to serve a regional market. The City also encourages employment centers that combine office and professional business development within a landscaped, high quality setting.

Planned Development-Mixed Use – The Planned Development-Mixed Use category encourages office, retail, and residential uses, designed in a unified and cohesive manner. The intent is to promote development that has a pedestrian-scale, urban forms and amenities, and pedestrian links within the development as well to the larger community. Many areas of the City suitable for redevelopment would benefit from the substantial flexibility from conventional use districts, with their dimensional requirements. As noted above, the City seeks to replace the Commercial-Shopping Center and Commercial-Highway districts with this Planned Development–Mixed Use category that is more suitable to an urban environment. Specific regulations for such mixed use areas would establish a variety of levels of intensity, to reflect specific neighborhood characteristics and circumstances.

Industrial

Industrial-Light Intensity – This category is designed to encourage research and development type uses in well-landscaped industrial park settings, with surfaced driveways and walks that are compatible with all types of adjacent uses. With this light intensity industrial category, the City seeks a broad range of clean industries operating under high performance standards.

Industrial-General – The general industrial category allows for manufacturing, wholesale and limited ancillary retail uses, warehousing, offices, and distribution facilities. These districts are located where they can be served by adequate transportation access.

Institutional

This land use category includes public and semi-public uses such as City-owned facilities, schools, and churches, as well as larger institutions such as the University of Mary Washington and federally administered battlefields. The City should establish a zoning district for these institutional uses, which account for a substantial portion of the jurisdiction's land mass.

Planned Development-Medical Center

A medical center campus includes closely related medical offices, diagnostic laboratories, pharmaceutical centers, special patient care units, and associated housing units. The medical campus thus provides a convenient and efficient health care and delivery system for the City and the region.

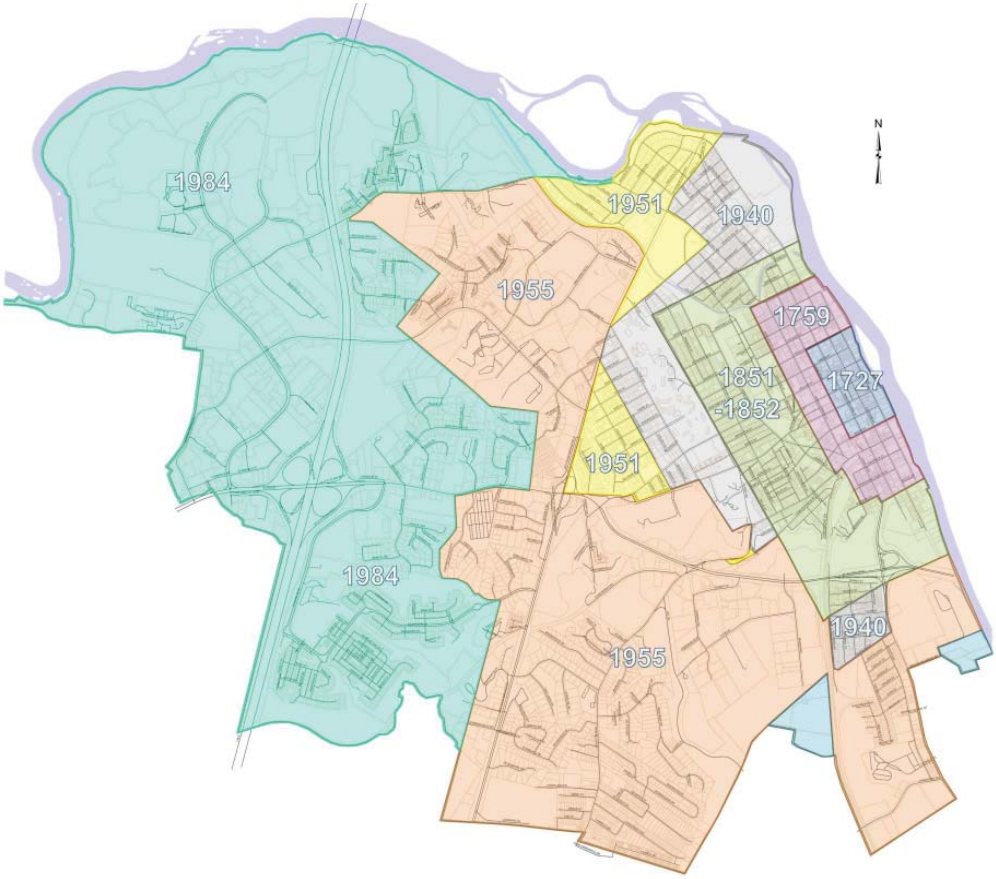
Parkland

This category includes open space that is used or intended to be as recreational areas. Existing and proposed City parks are included in this category, as are the holdings of the National Park Service.

Preservation

Land expected to remain essentially undeveloped has been designated under this general category, which acknowledges existing constraints and limitations of floodplains and certain Chesapeake Bay resource protection areas. Limited development may occur in certain areas, but with severe restrictions.

MAP 12 **Fredericksburg's Annexations**



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)

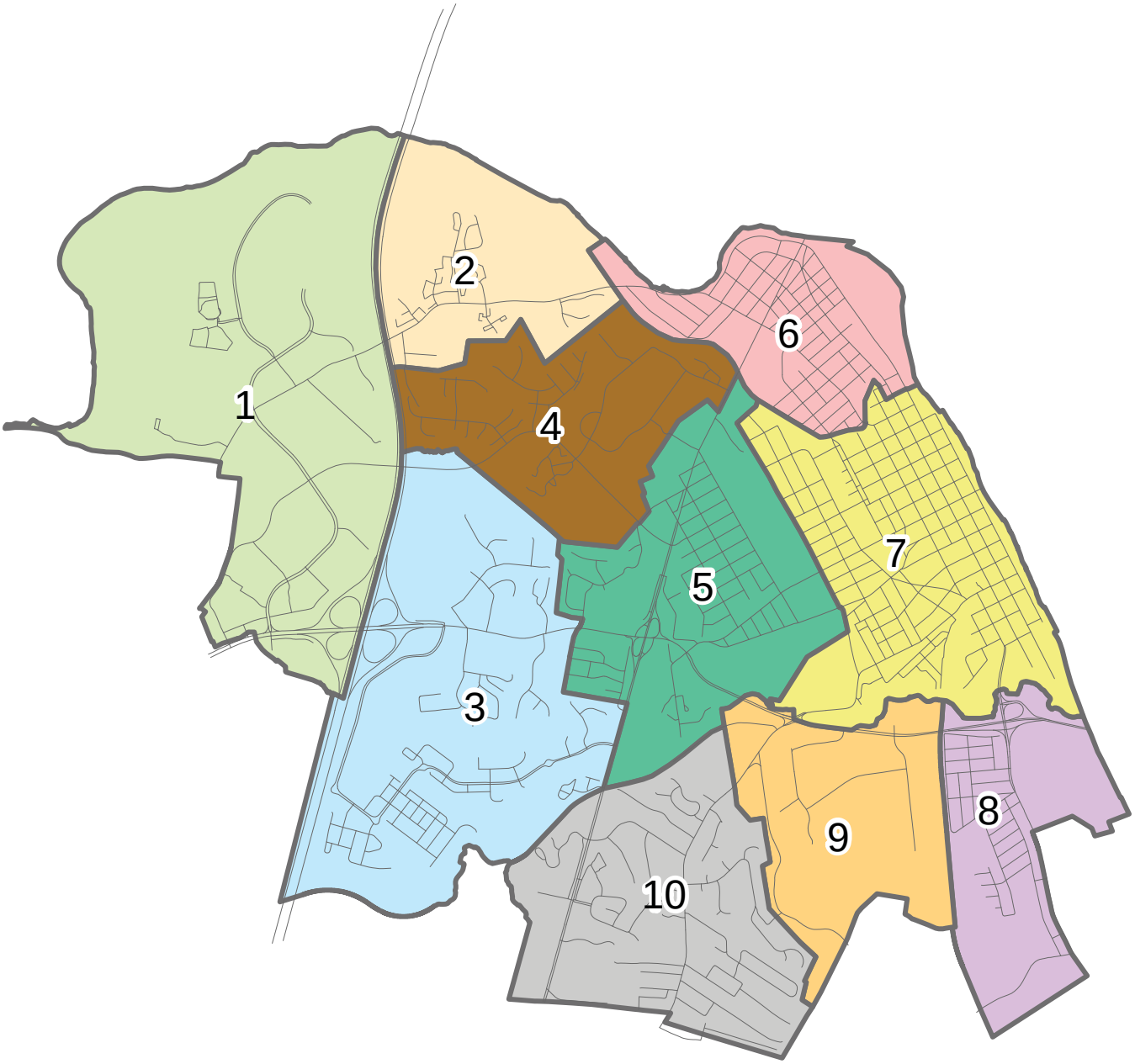
2021 Area 5 - University/Route 1(central),

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.

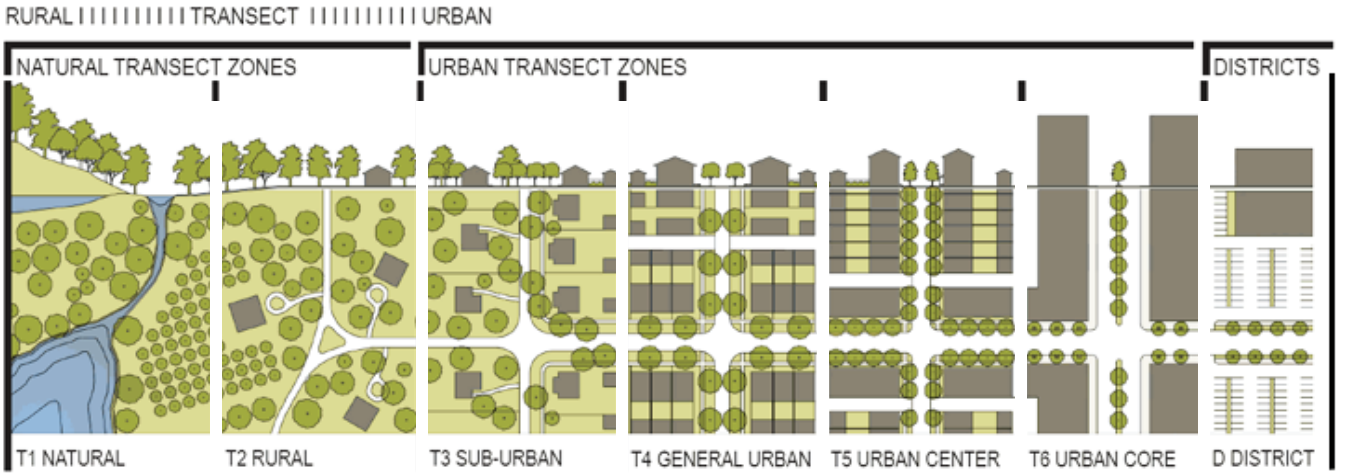
How to Apply the Transects

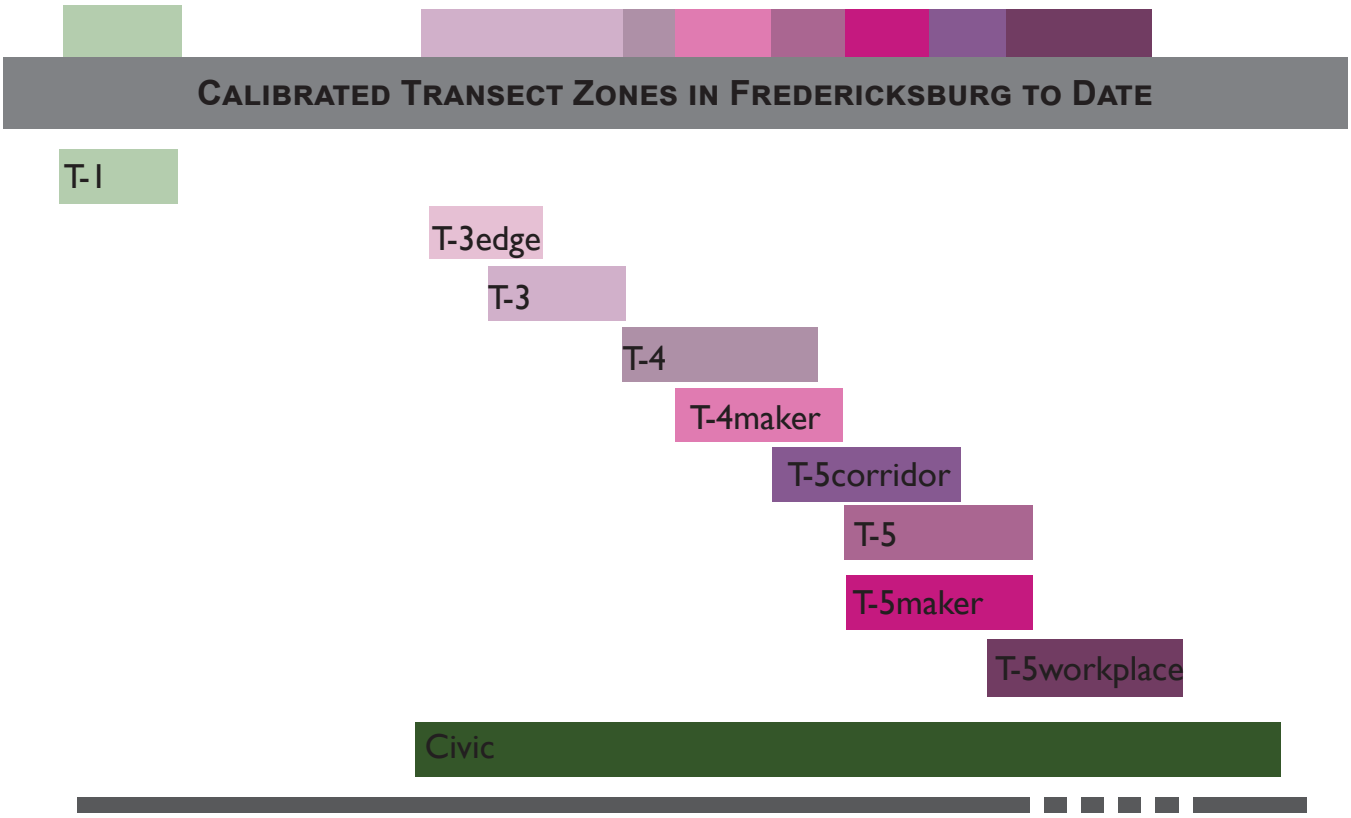
The Transect Map is a depiction of the City divided into zones identified by their character, scale, and land use. Consulting this map is the "first stop" in evaluating the appropriateness of future projects. These transect designations will specifically bolster supplementary toolkits and regulations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

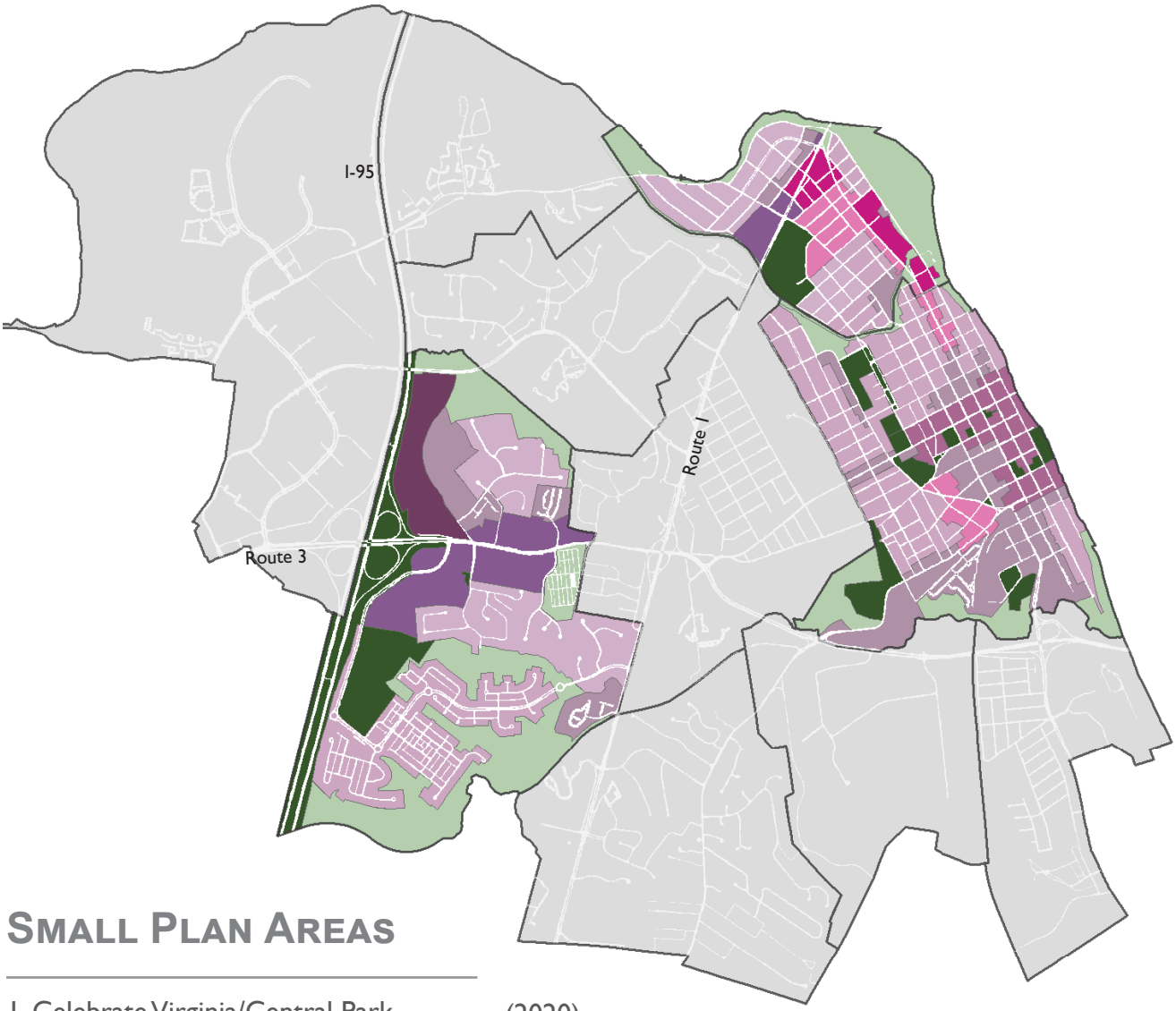
T-5m - Maker

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.

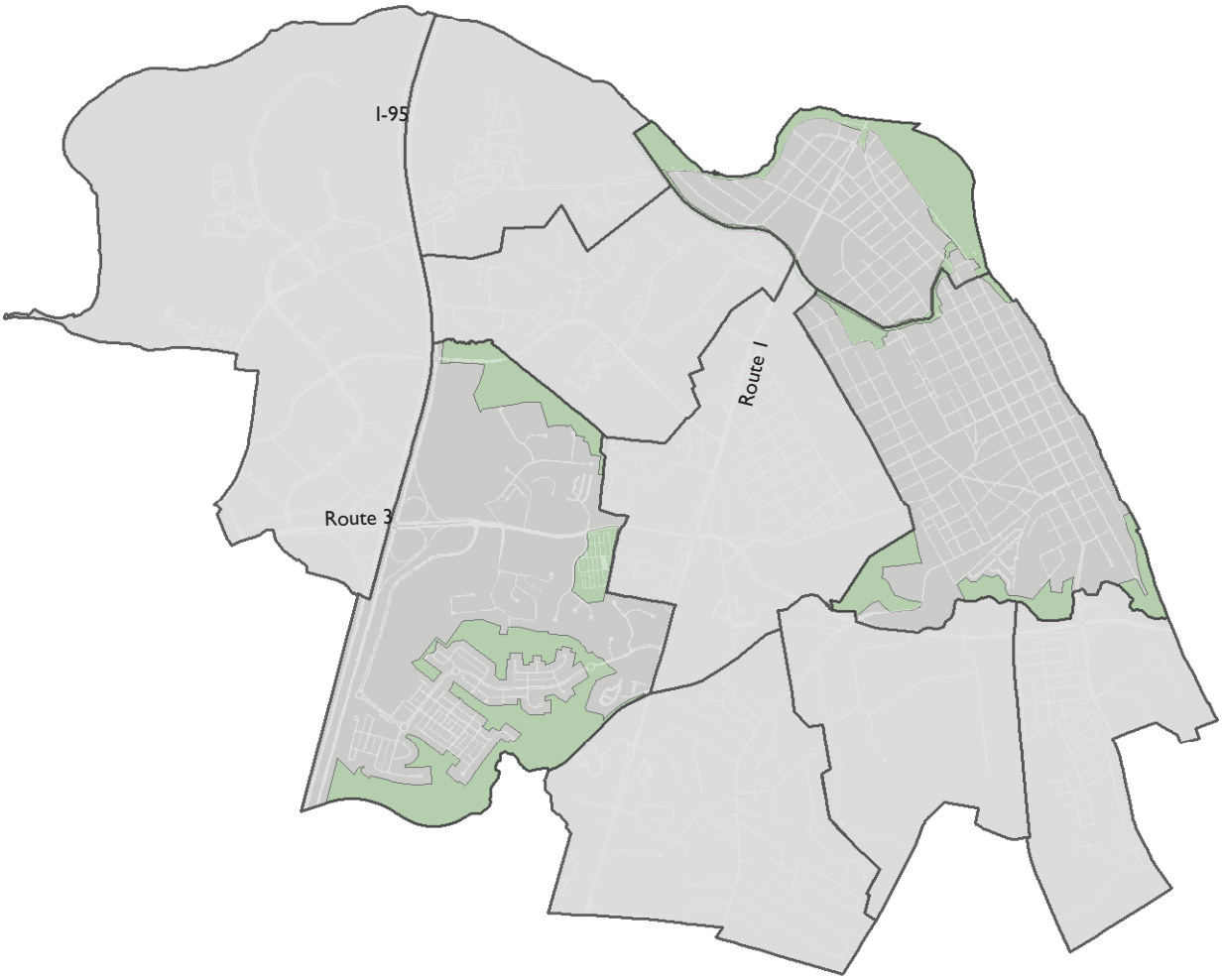
COMMERCIAL ACTIVITY None.

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.

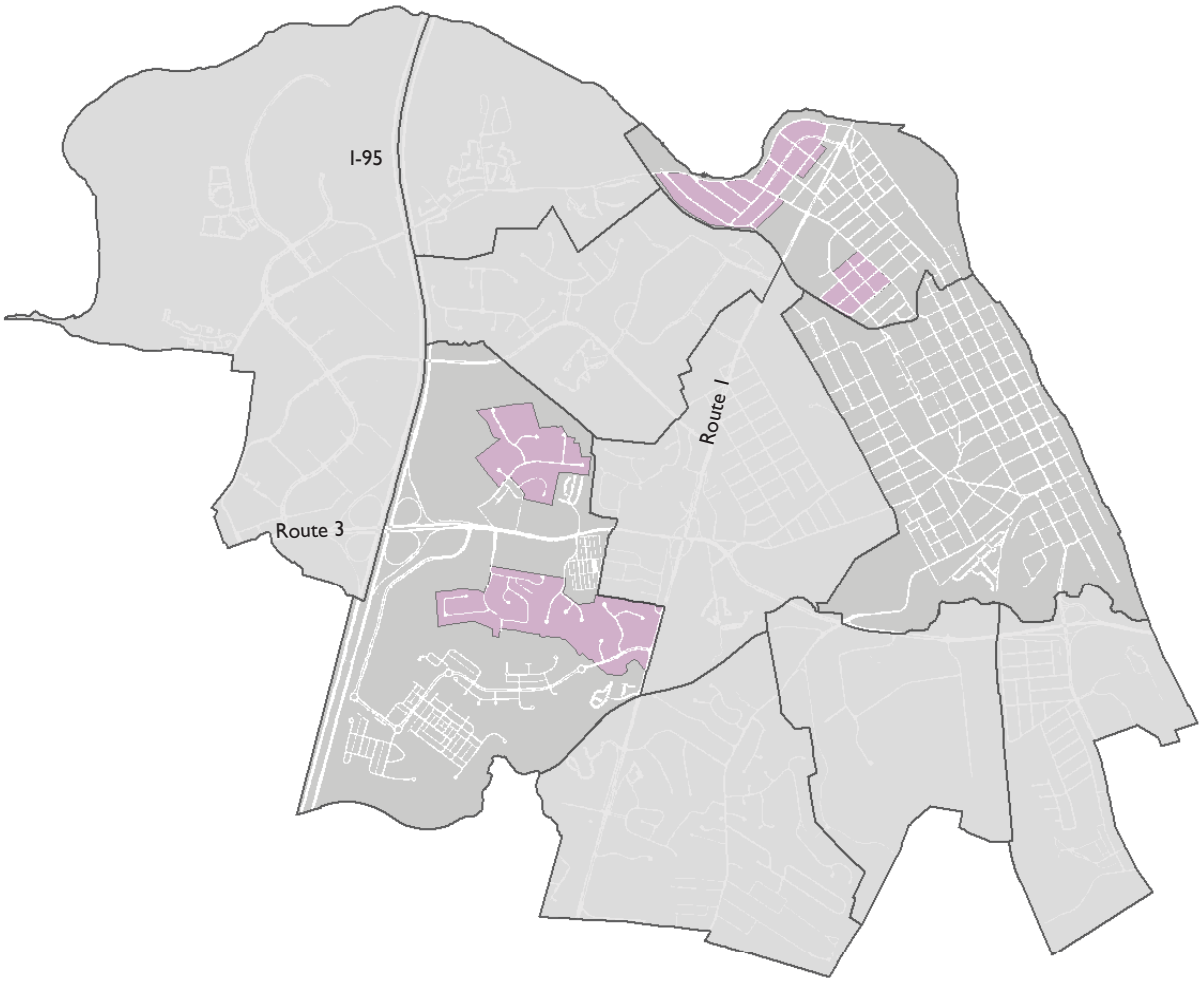
COMMERCIAL ACTIVITY None.

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.

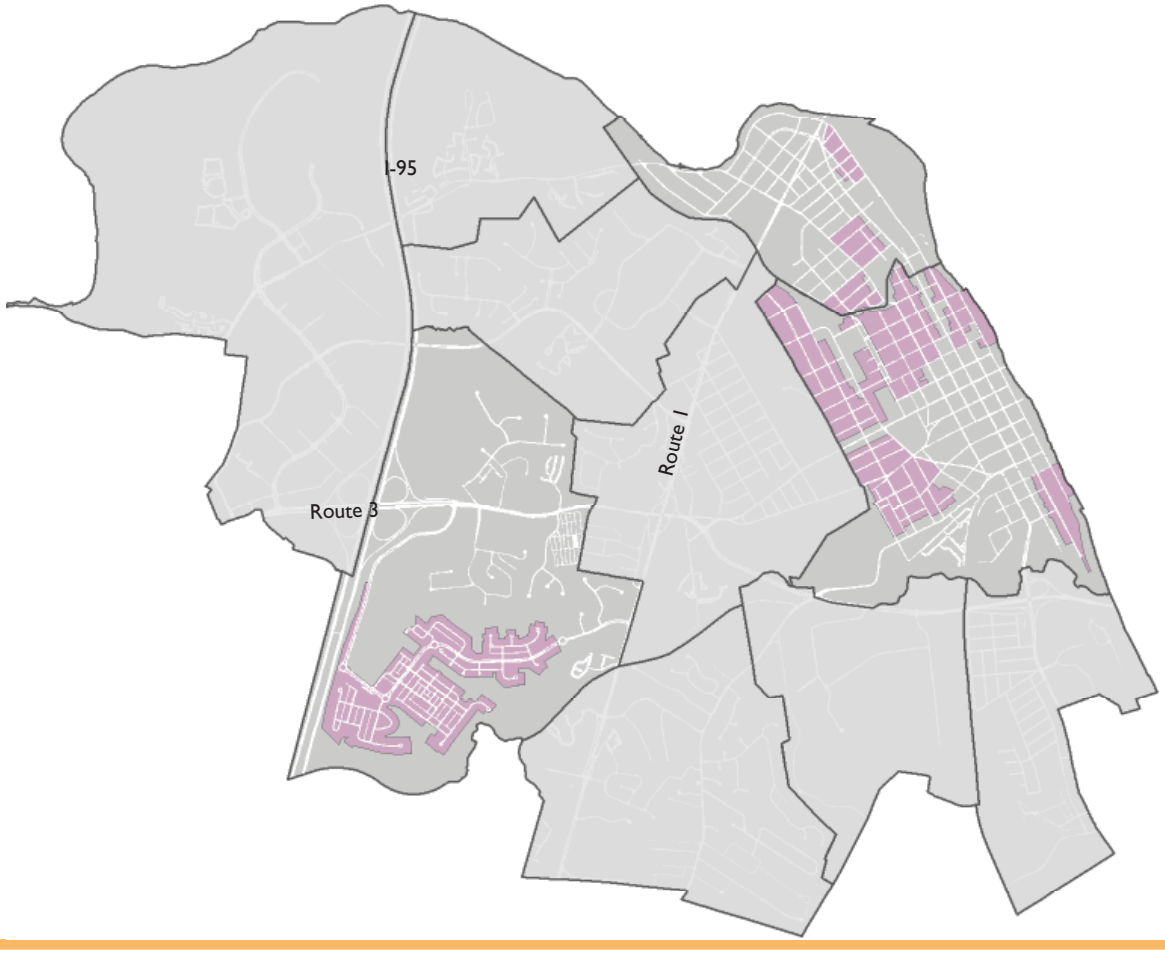
PEDESTRIAN ACTIVITY Moderate.

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.

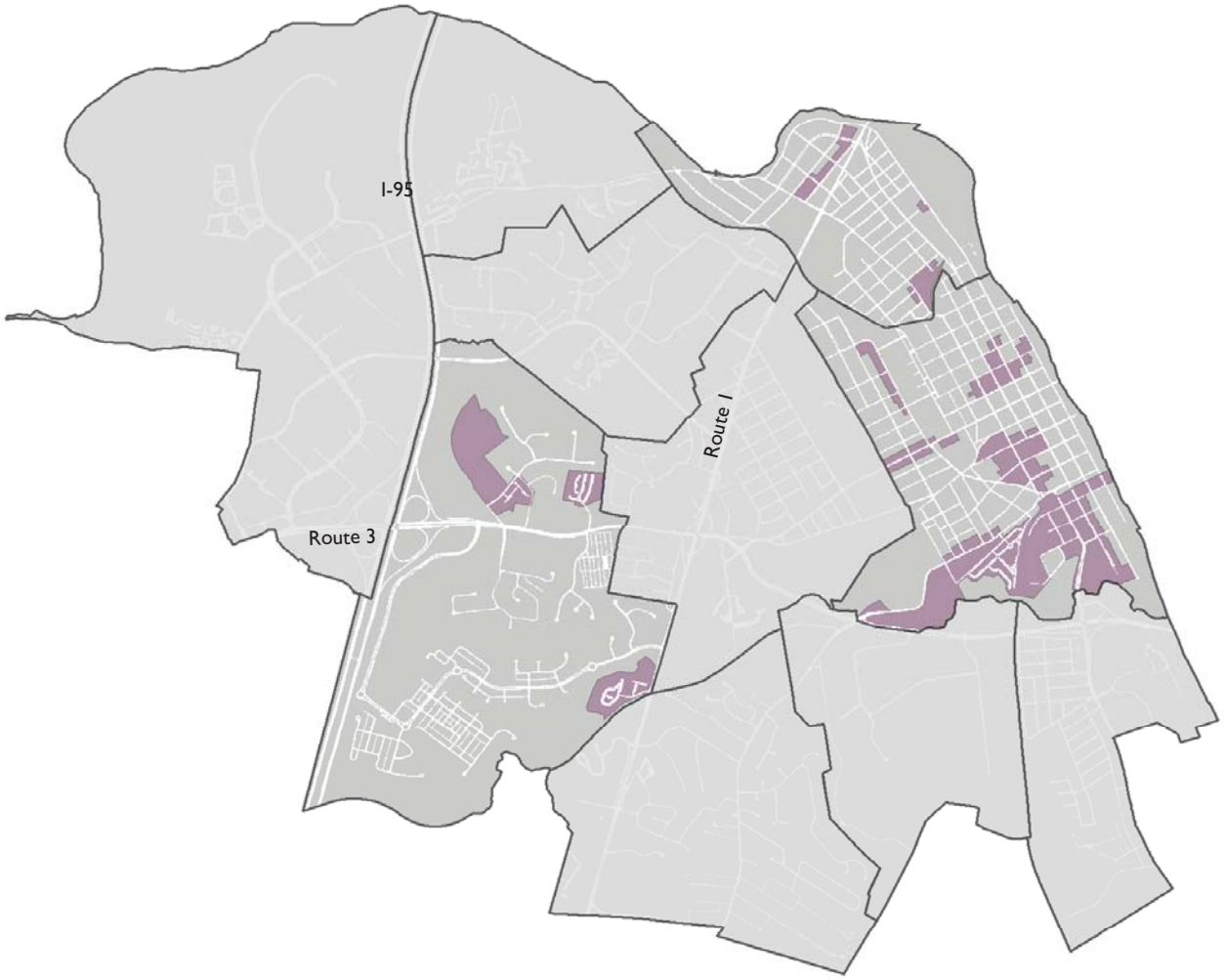
FRONTAGE No setbacks required - buildings should shape public realm.

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.

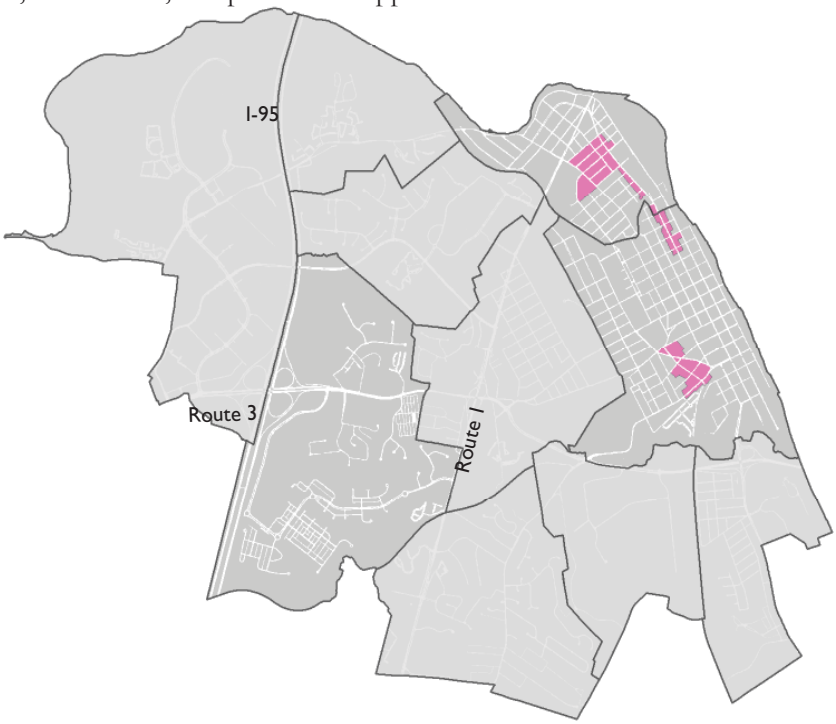
COMMERCIAL ACTIVITY High - Production and Sales

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.

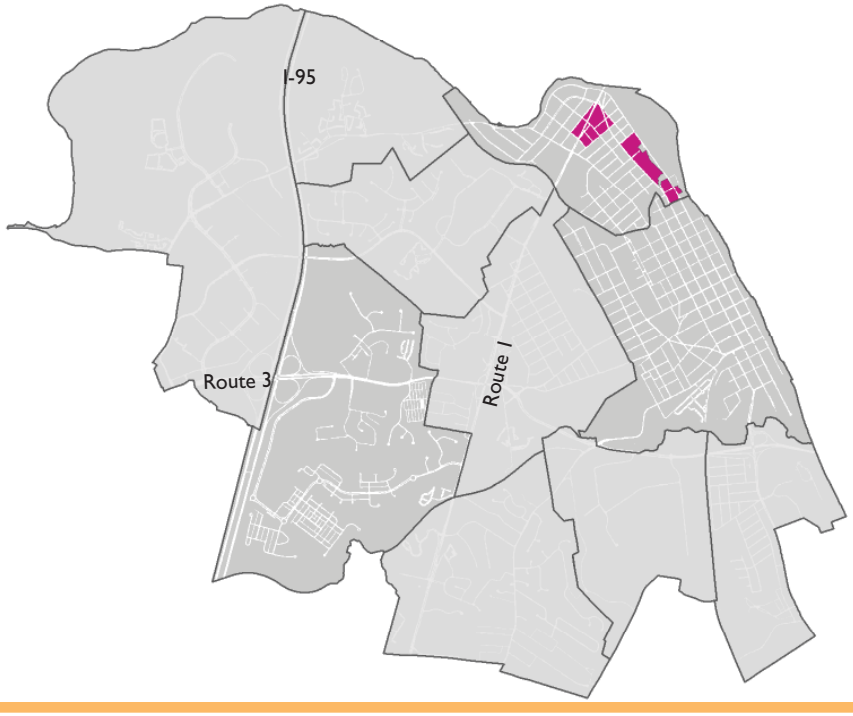
COMMERCIAL ACTIVITY High - Production and Sales.

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.

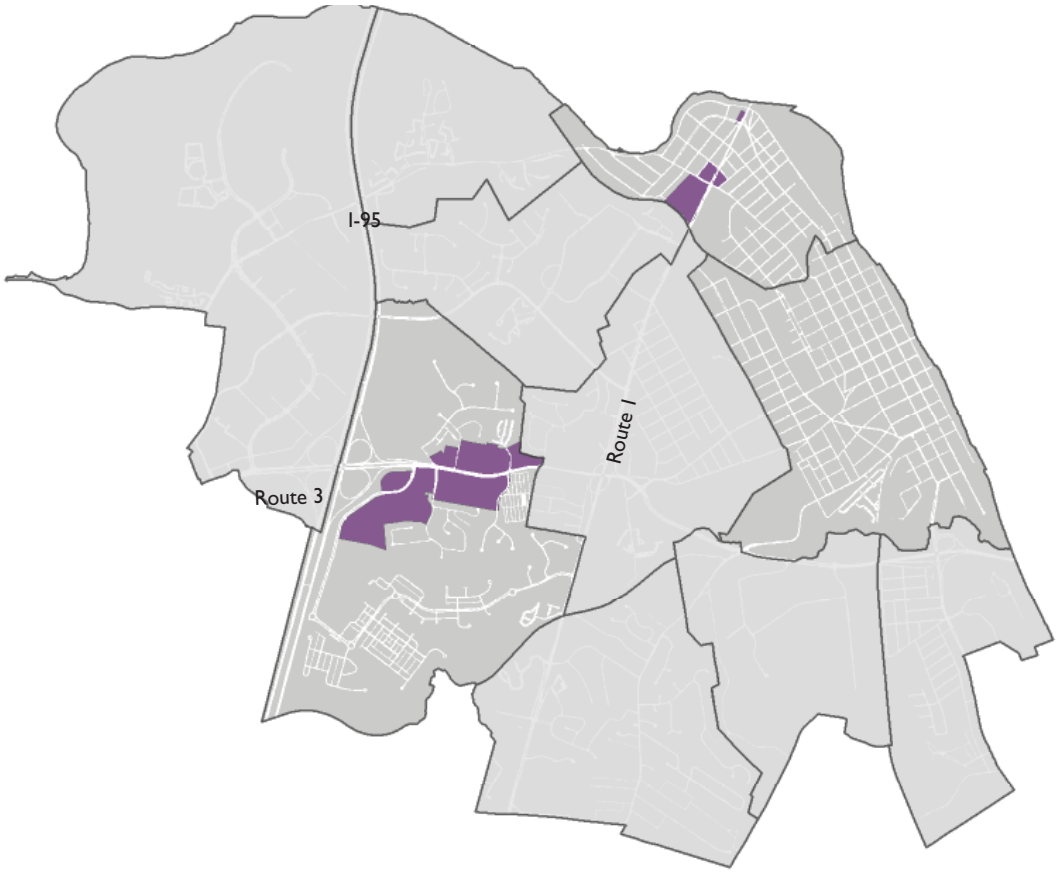
FRONTAGE Varies.

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

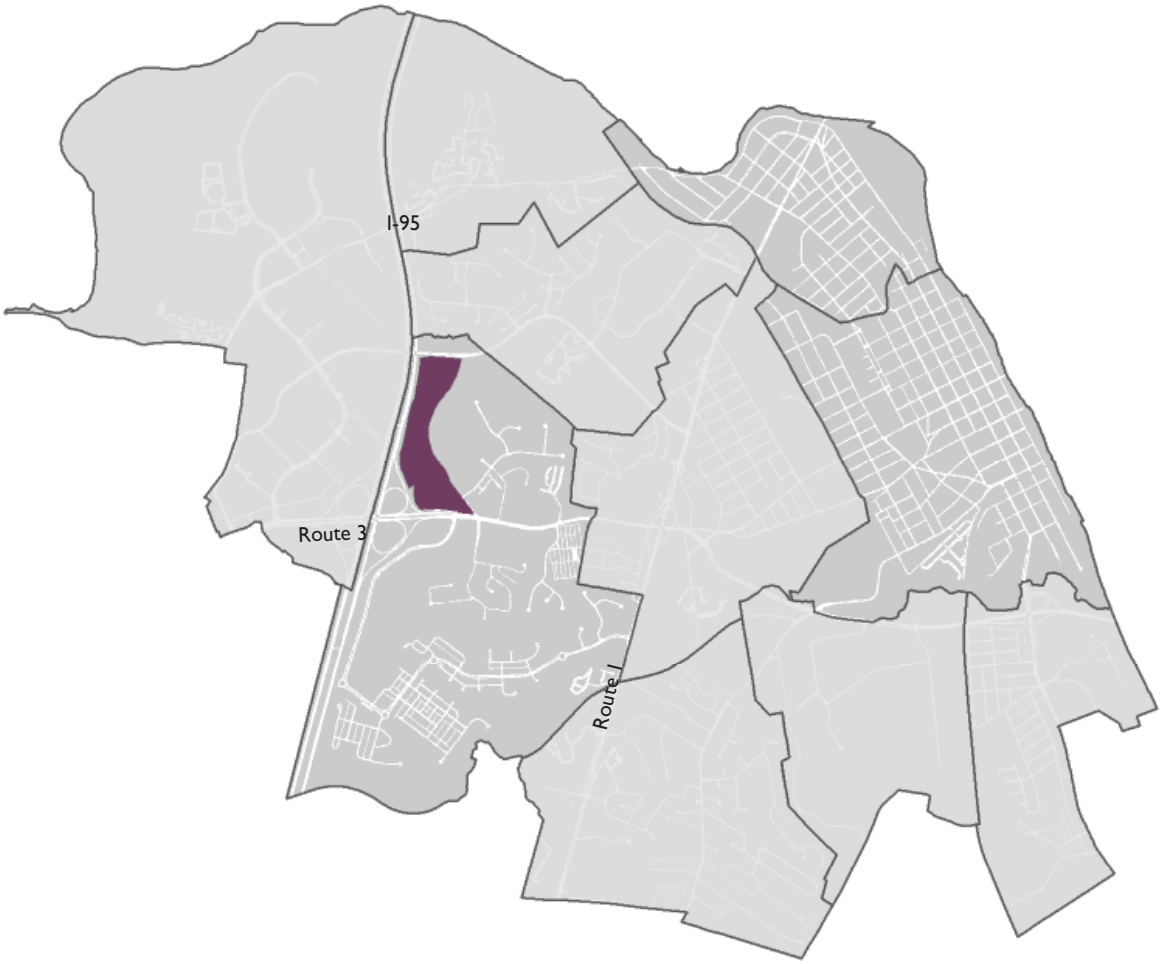
FRONTAGE Varies.

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.

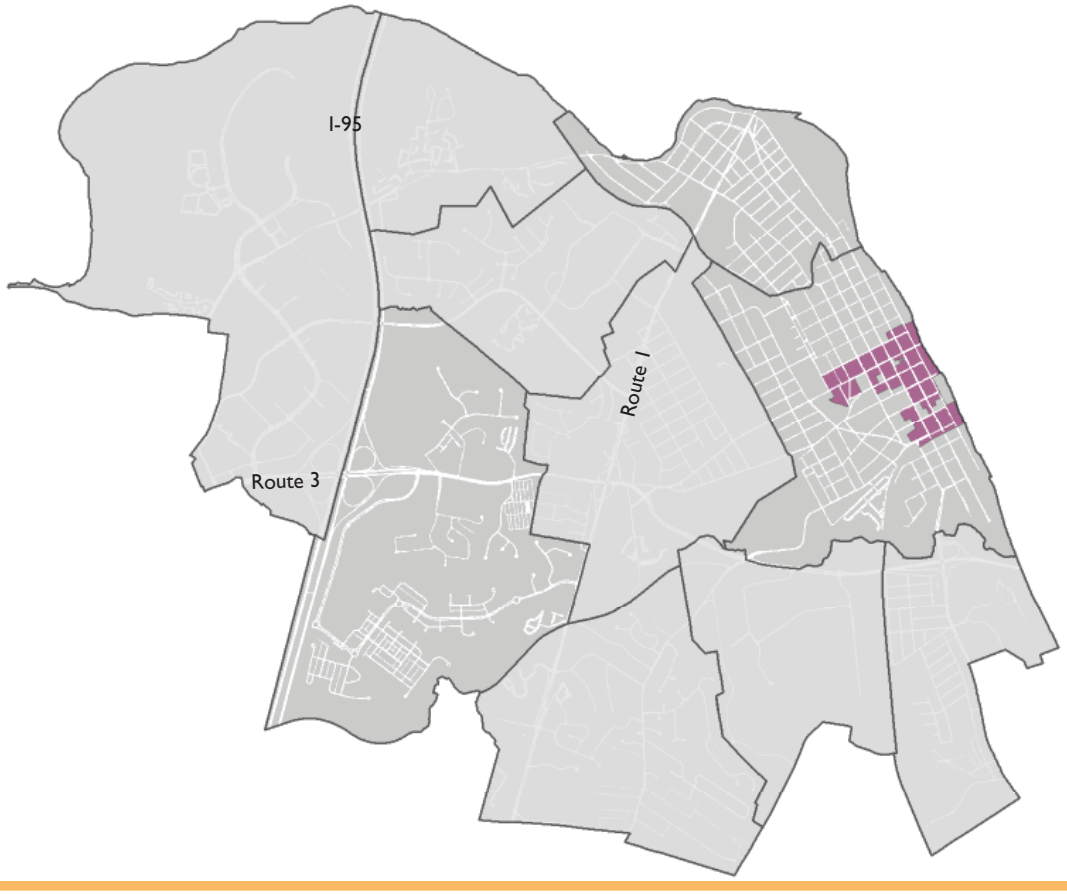
PEDESTRIAN ACTIVITY High.

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)

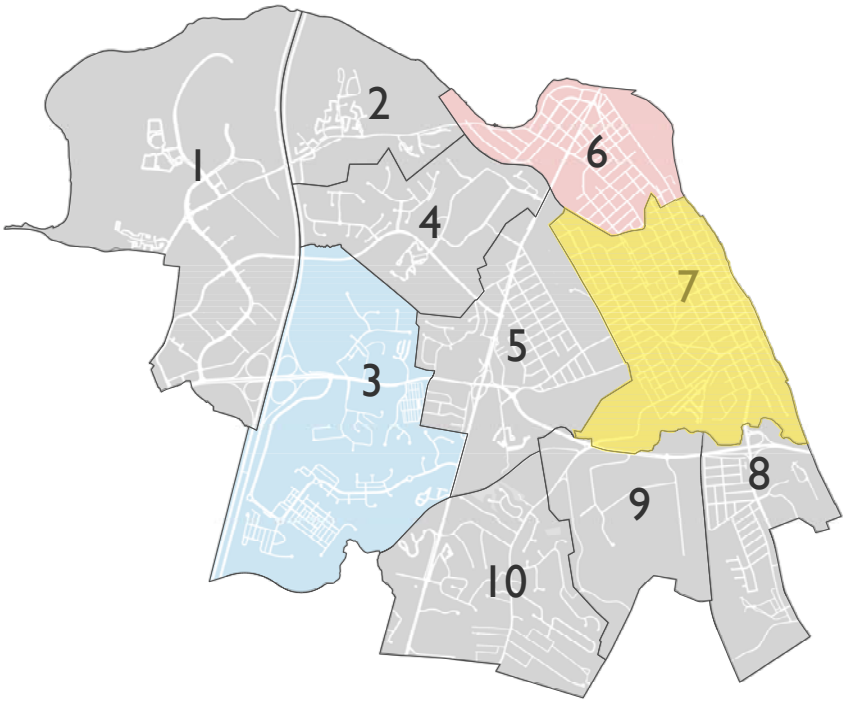
6. Princess Anne Street/Route 1 (north) (2017)

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.

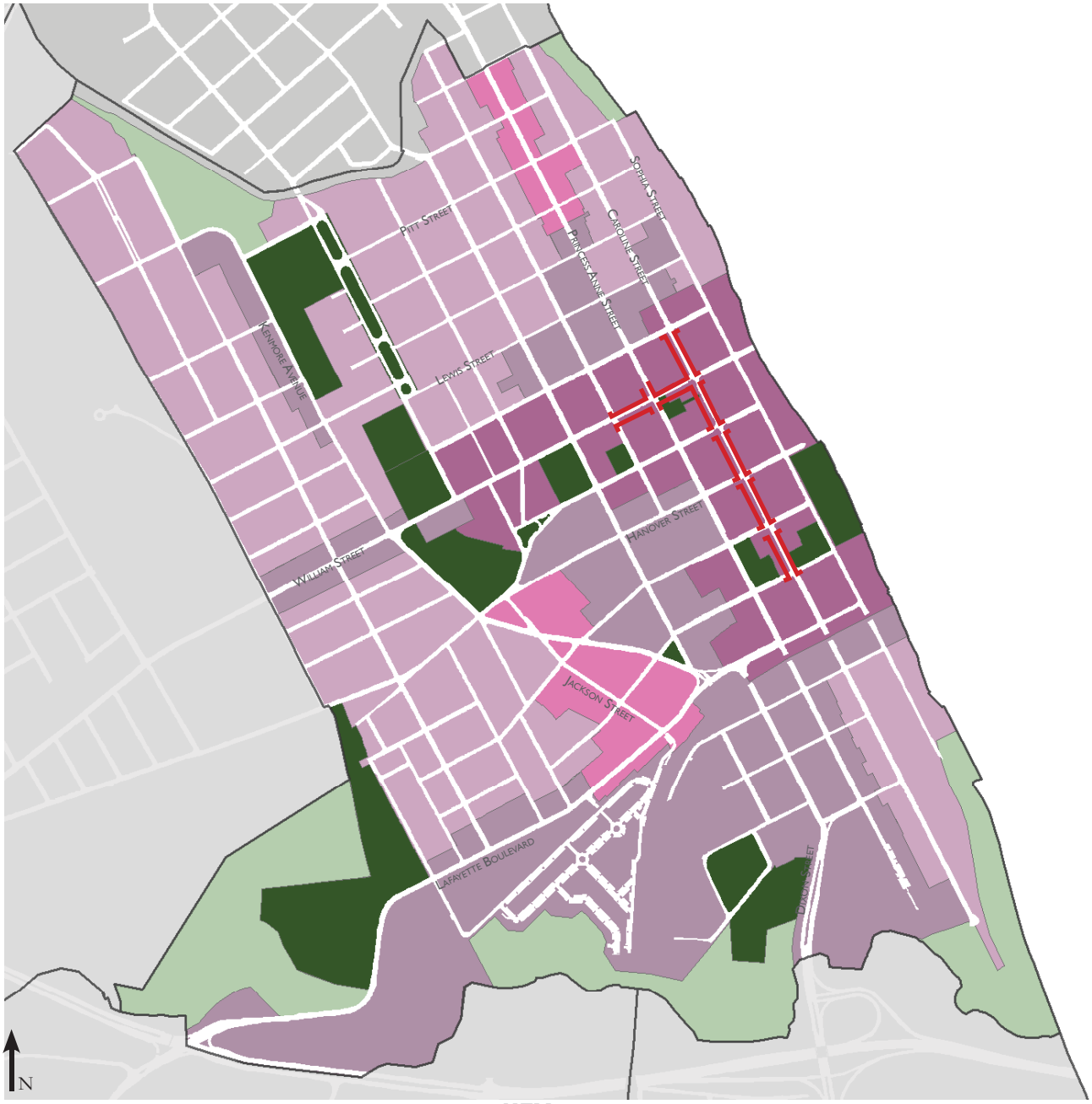
Market Analysis

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
± 86 acres	± 260 acres	± 195 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
T5
Fredericksburg National Cemetery
Walker Grant Center
WASHINGTON AVENUE
WILLIAM STREET
GEORGE STREET
JACKSON STREET
DIXON STREET
CAROLINE STREET

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.

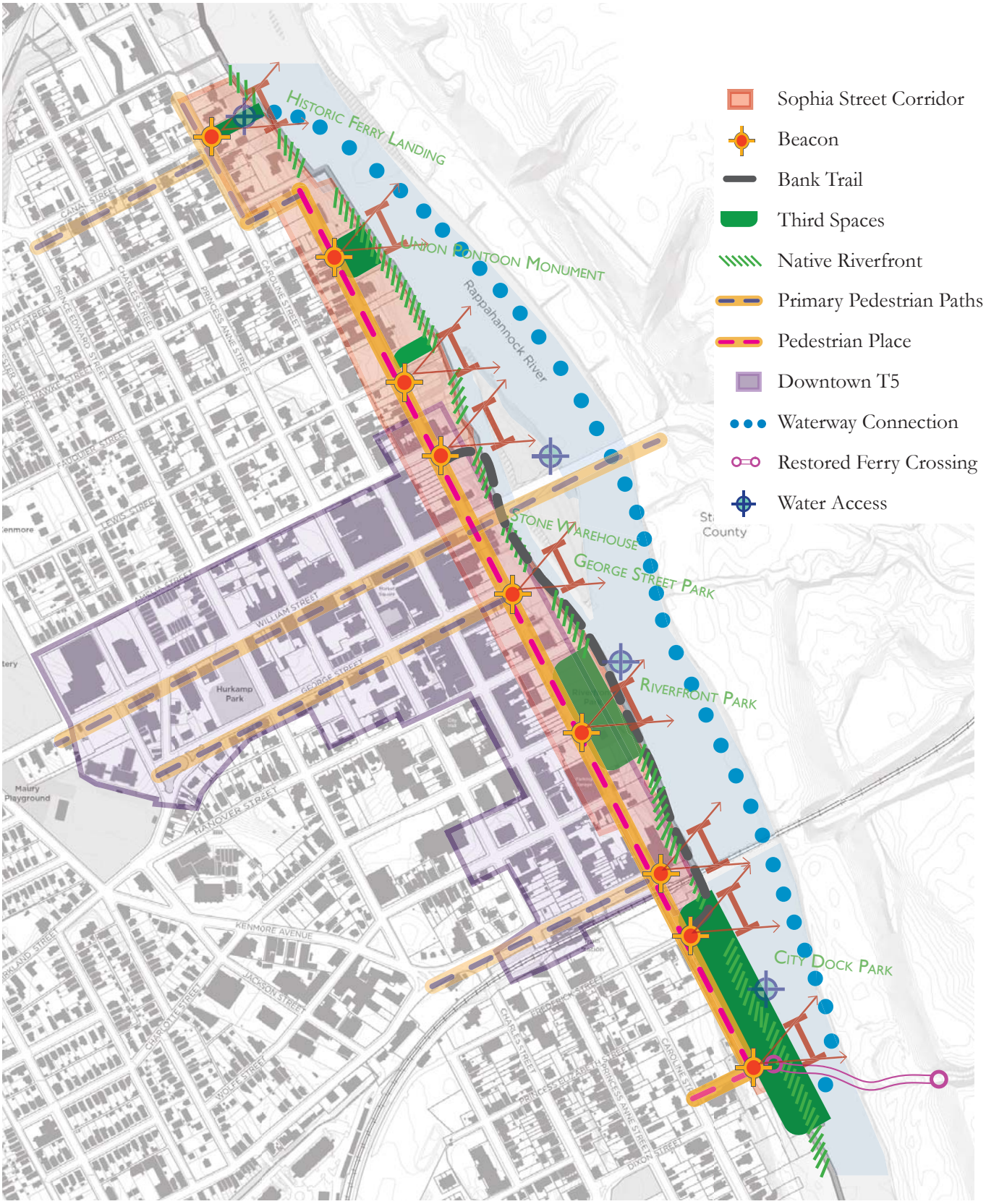
Light beacons placed along the waterside of Sophia cap key perpendicular streets and create a large-scale sculptural lighting feature along the waterfront that invites the community to engage with the waterfront. These beacons should be visible both along and across the river. The beacons should be coordinated 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 .

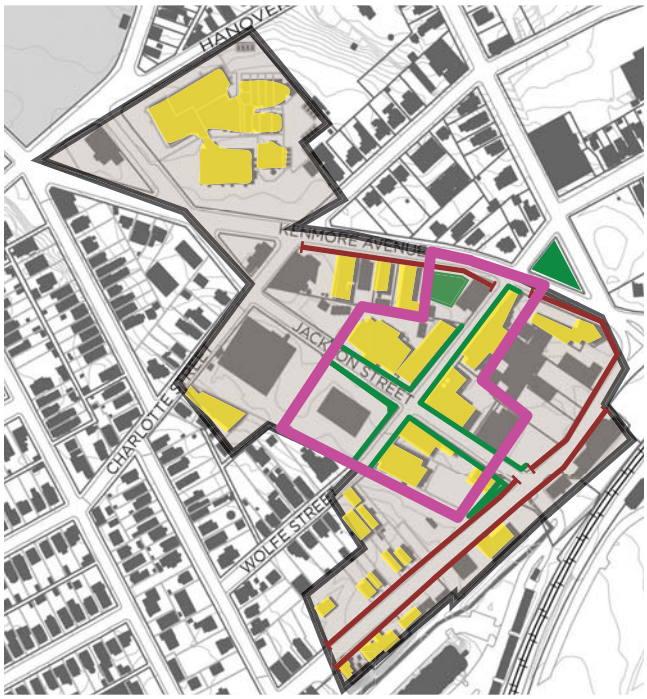

Historic Ferry Landing
Union Pontoon Monument
Rappahannock River
Stone Warehouse
George Street Park
Riverfront Park
City Dock Park
Sophia Street Corridor
Beacon
Bank Trail
Third Spaces
Native Riverfront
Primary Pedestrian Paths
Pedestrian Place
Downtown T5
Waterway Connection
Restored Ferry Crossing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

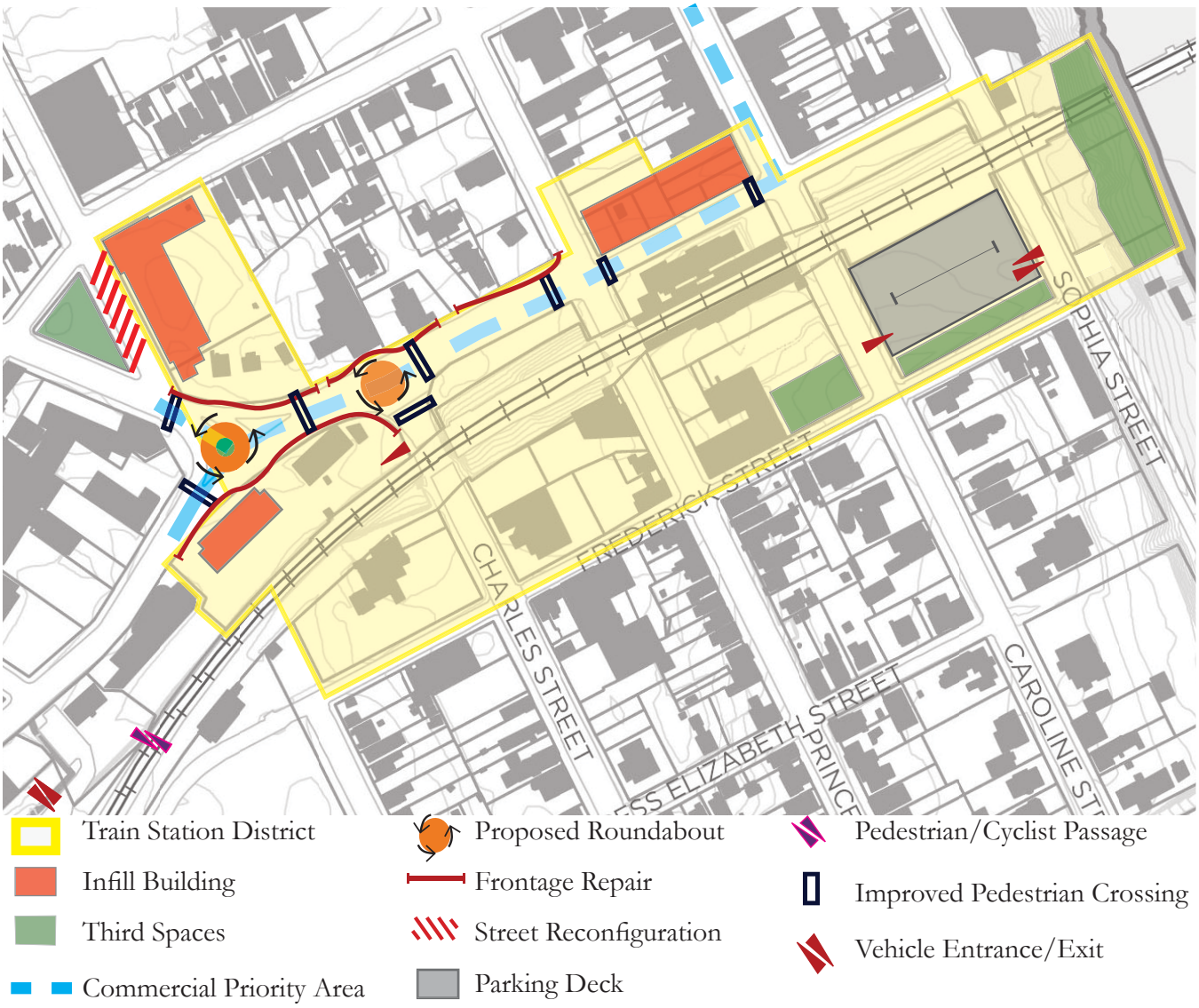
Historic Resources

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.

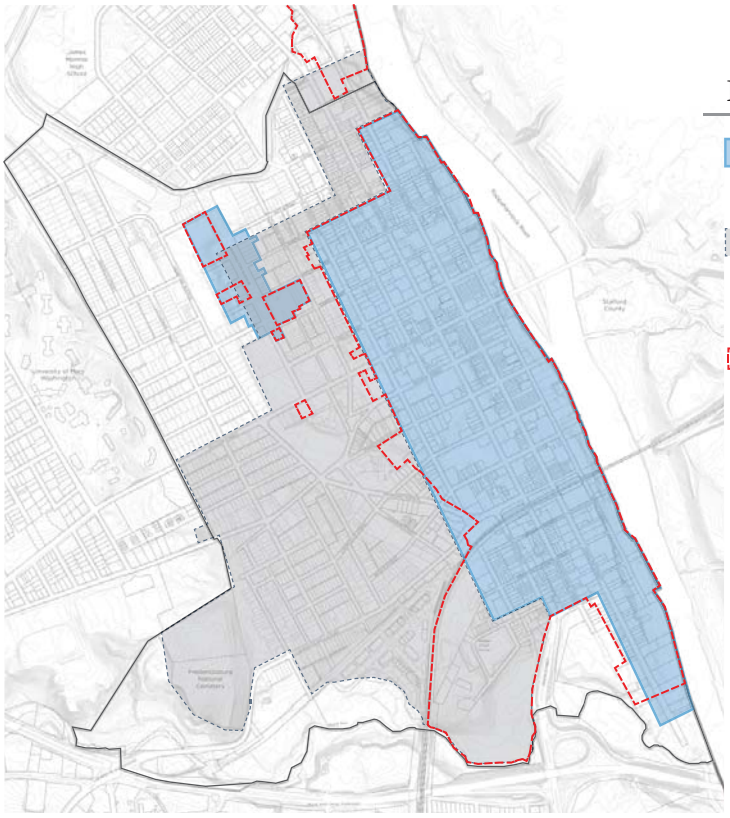
Local Old and Historic Fredericksburg District: The local OHFD encompasses the historic downtown core and several other notable sites. These include the Fredericksburg Gun Factory site, Original Walker-Grant School, Stearns House, and the commercial core and surrounding neighborhood. The western boundary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

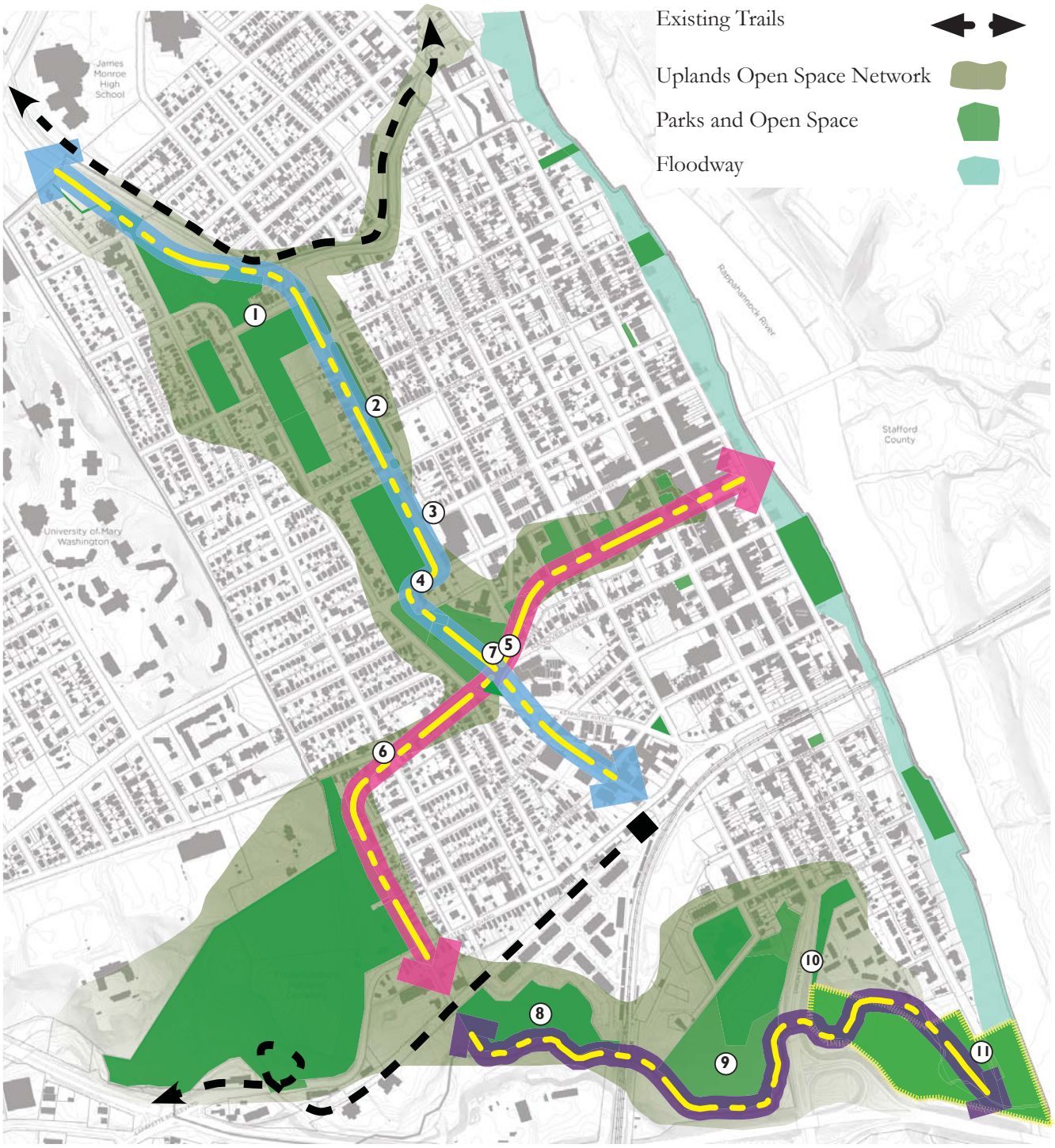


Historic Districts

- 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.

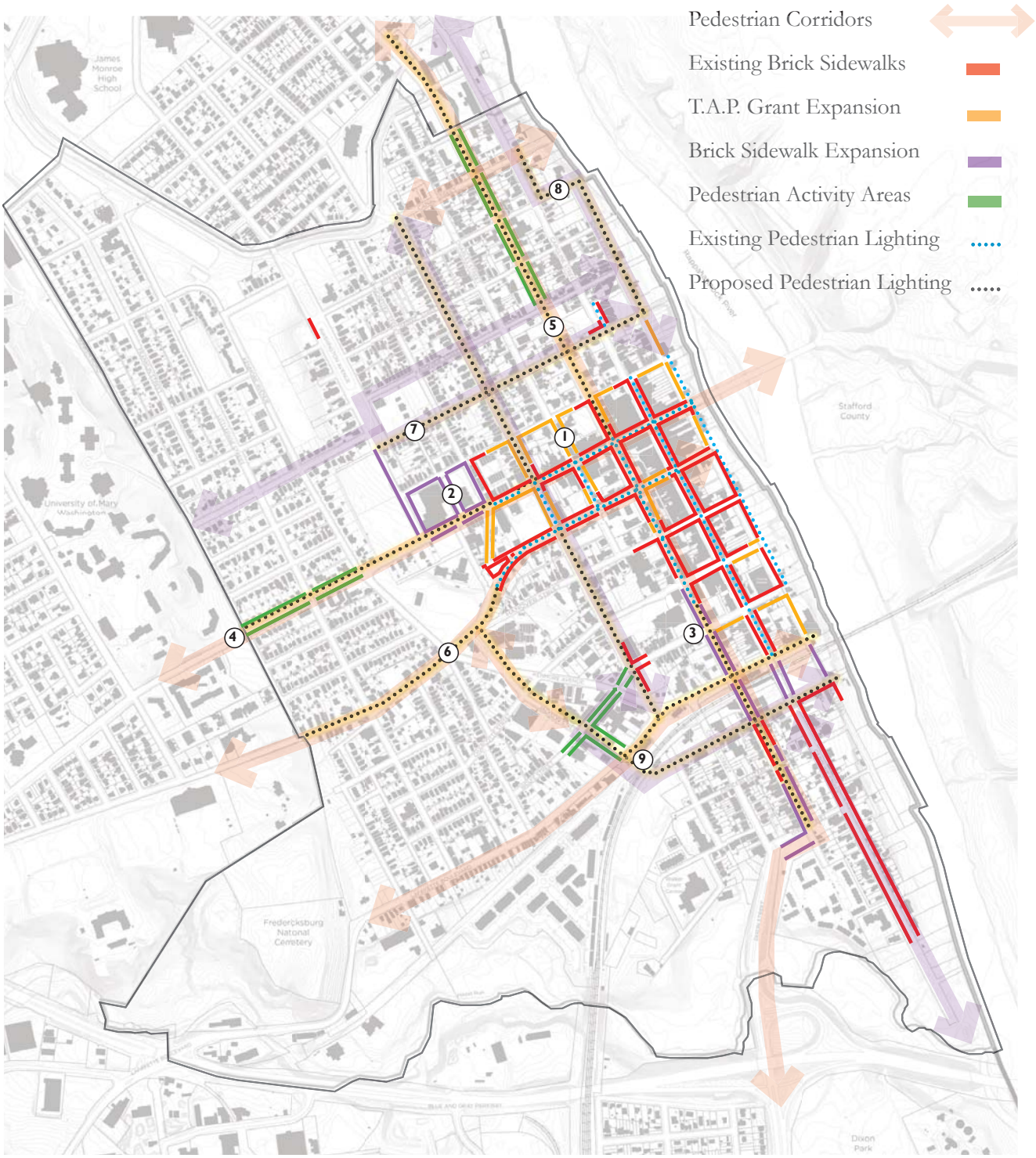
Expanding the Uplands Open Space Network: A new Hazel Run Trail should connect the southern end of Caroline Street into the Virginia Central Railway Trail and into the Fredericksburg National Cemetery through Willis Street. Environmental constraints and water quality standards may require this trail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



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:

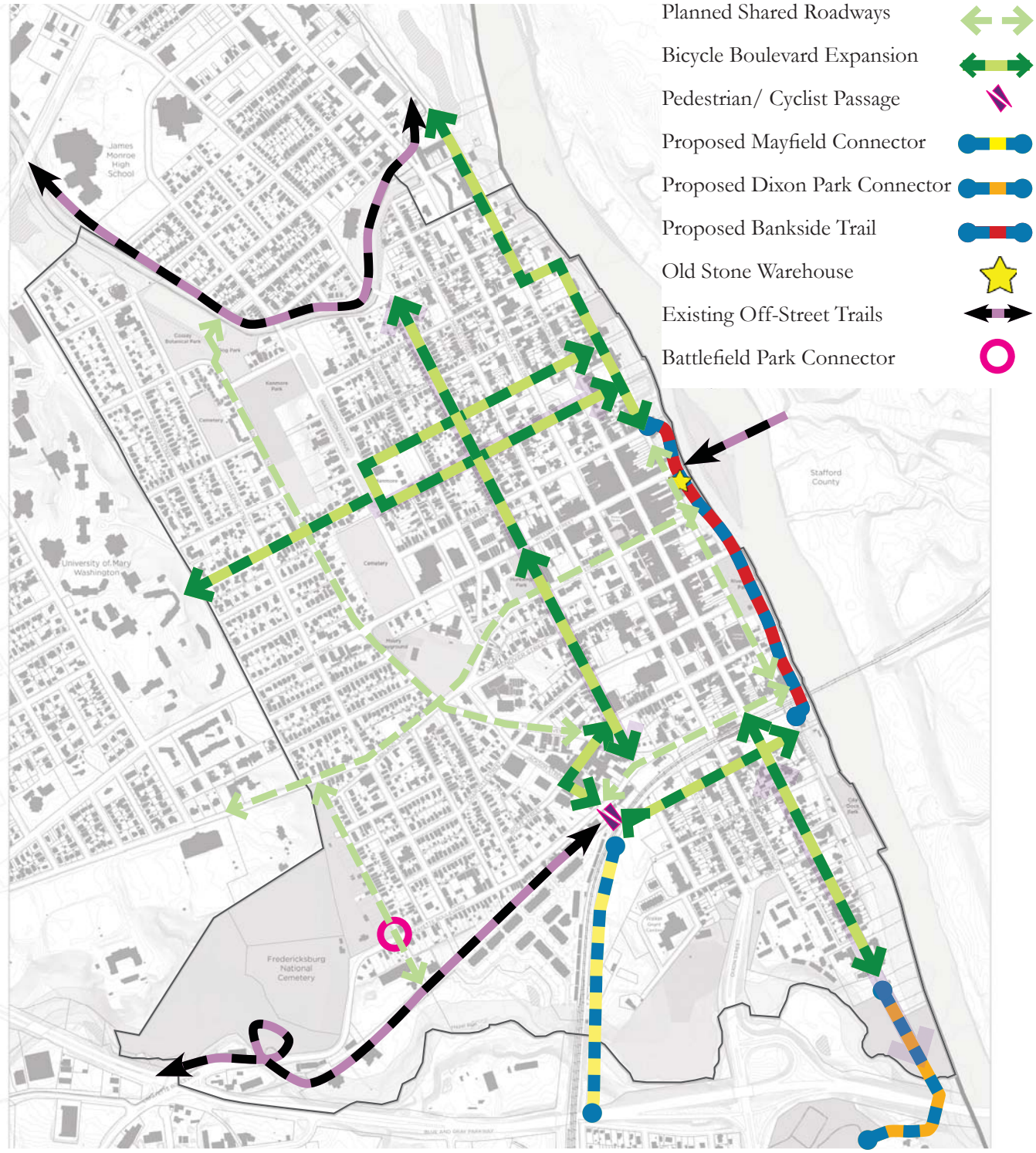
4. William Street is the primary east/west pedestrian connection between the University of Mary Washington and the Downtown. The road experiences heavy walking traffic. Pedestrian lighting should continue west of Prince Edward, on to the planning area boundary.
5. Princess Anne Street is the primary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

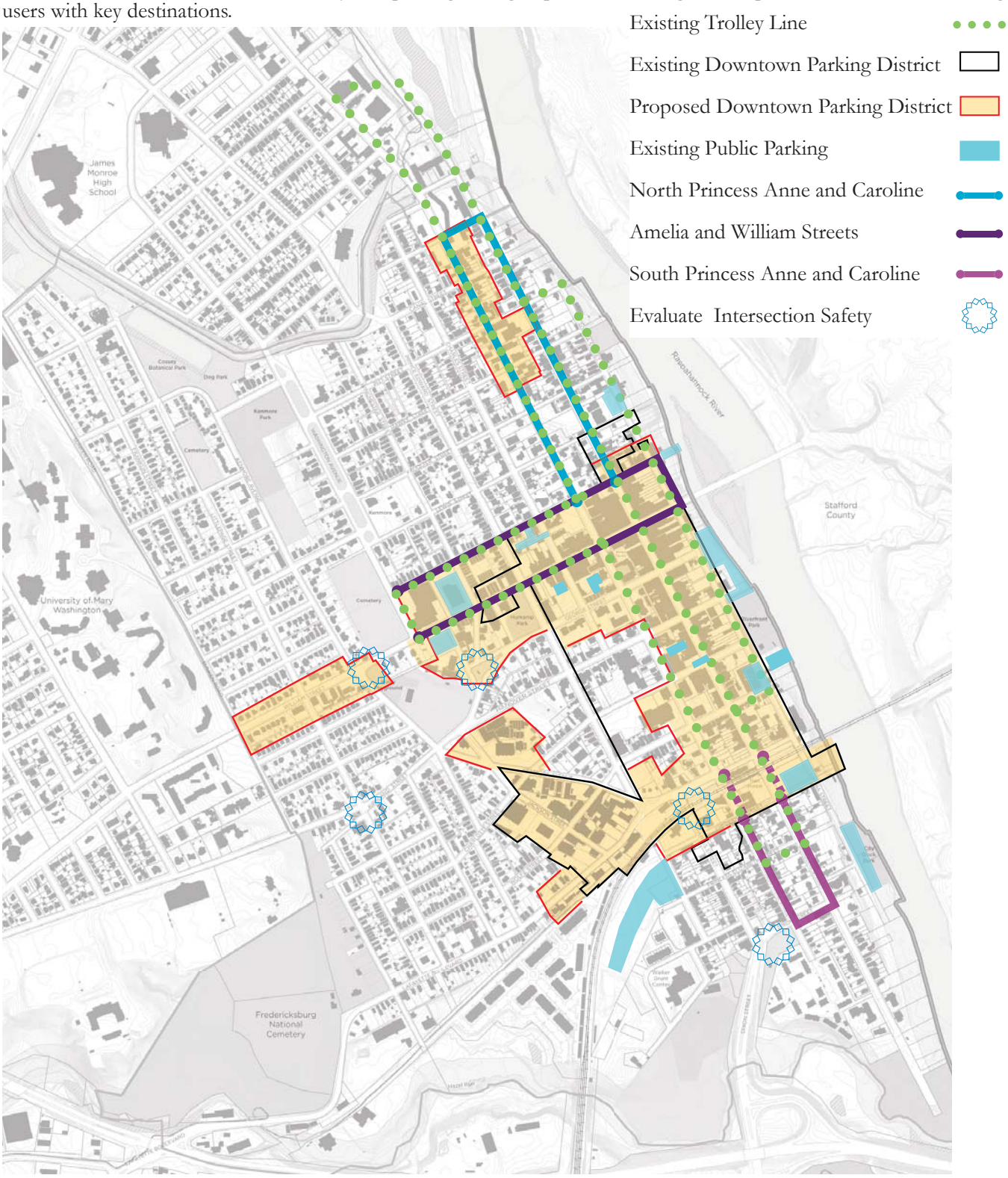
The Battlefield Park Connector consists of intersection improvements at Willis Street and Lafayette Boulevard needed to link the VCR Trail to the Battlefield.

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.

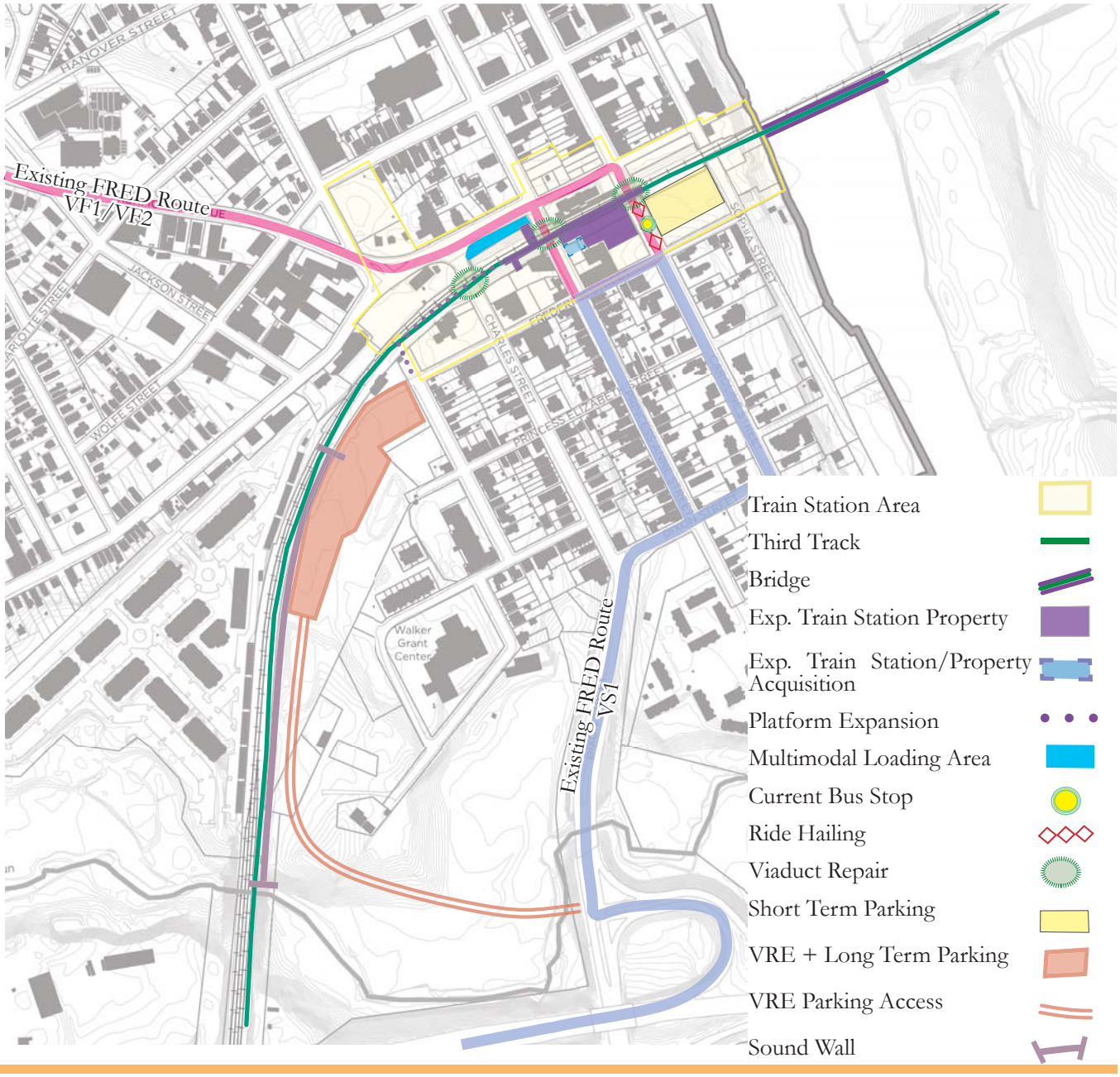
Make outdoor seating areas that provide meaningful urban plazas that enhance the walkable environment from parking requirements.

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

MOTION:

SECOND:

June 24, 2020
Planning Commission
Resolution No. 20-__

RE: **Recommending an Amendment to the 2015 Comprehensive Plan to Amend Chapter 10, "Land Use," and Chapter 11, "Planning Areas," to Adopt a New Small Area Plan for Planning Area 7**

ACTION: **APPROVED: Ayes: 0; Nays: 0**

The purpose of this resolution is to recommend amendments to the 2015 Comprehensive Plan to amend Chapter 11, "Planning Areas," to adopt a new small area plan for Planning Area 7, and to amend Chapter 10, "Land Use," to adopt a new T-5 Transect, which will be featured in Planning Area 7, and make related amendments to the future land use map and general land use plan. The City Council hired StreetSense, a planning advisor, to study Planning Area 7, to conduct community meetings, and to present its findings and recommendations to the Fredericksburg Planning Commission and City Council. Streetsense completed this work, and the Planning Commission, City Council, and City staff have studied their report. The proposed amendments to the 2015 Comprehensive Plans are an outgrowth of the StreetSense report.

City Code §72-22.2 and Code of Virginia §15.2-2229 require amendments to a comprehensive plan to be recommended, approved, and adopted, respectively, as required by §15.2-2204. The governing body may prepare an amendment and refer it to the planning commission for public hearing within 60 days or such longer time frame as may be specified. In acting on any amendments to the plan, the governing body shall act within 90 days of the local planning commission's recommending resolution.

The City Council resolved to initiate amendments to Chapters 10 and 11 of the 2015 Comprehensive Plan to adopt a new small area plan for Planning Area 7, by Resolution 20-02 on January 28, 2020. The proposed amendments are described in an exhibit entitled "Comprehensive Plan Amendments, Part II, Chapter 10 and Chapter 11, Planning Area 7," dated February 26, 2020. The amendments were referred to the Fredericksburg Planning Commission for public hearing and recommendation within 90 days.

The Planning Commission hereby recommends that City Council approve the proposed amendments.

Votes:
Ayes:
Nays:
Absent from Vote:
Absent from Meeting:

MEMORANDUM

TO: Chairman Rodriguez and Planning Commissioners
FROM: Mike Craig, Senior Planner
DATE: June 18, 2020 (for the June 24th Planning Commission meeting)
RE: The Creation of the Creative Maker zoning district

ISSUE

Should the Planning Commission recommend approval of the proposed Creative Maker Zoning District and an amendment to the zoning map to apply the zoning district to 182 properties?

RECOMMENDATION

Reengage the public hearing from March 11 to gather comments on the proposed zoning map amendment and vacation of right-of-way. Hold the public hearing open until the July 8th meeting with a recommendation made at that meeting.

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: 1) Smart Growth and residential density, 2) citizen participation in the development process, 3) the form based code and use / transitional zones, 4) the provision of open space, and 5) encouraging adaptive reuse of structures.

The Planning Commission held a worksession on this item on May 13. Revised concepts based on dialogue from the March 11th meeting were introduced. A conceptual project was walked through the form based code to identify how the form based code would function once adopted. Discussion included enhancing the description of Activity Nodes and other specific tools identified in adopted Small Area Plans (see page 3 of the revised form based code appendix), open-space requirements, Optional Forms of Development, and residential density.

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.

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.

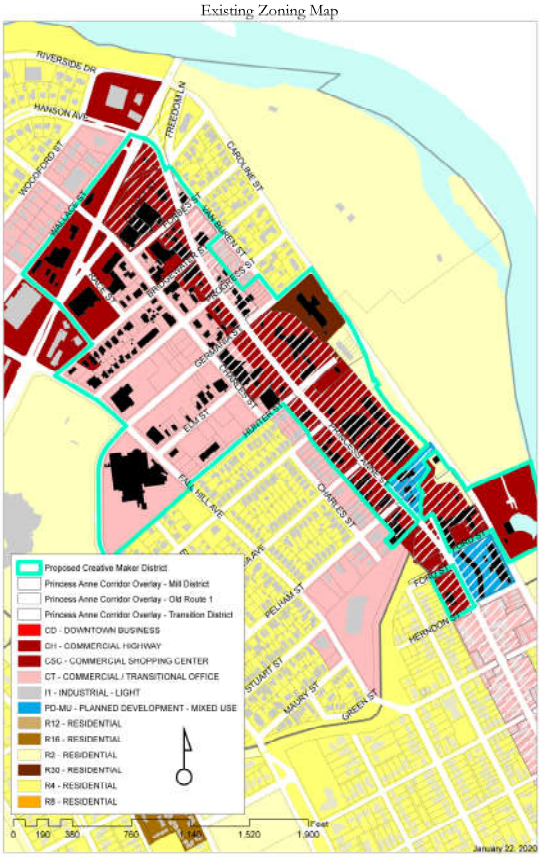
1. *By-right residential use*

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**

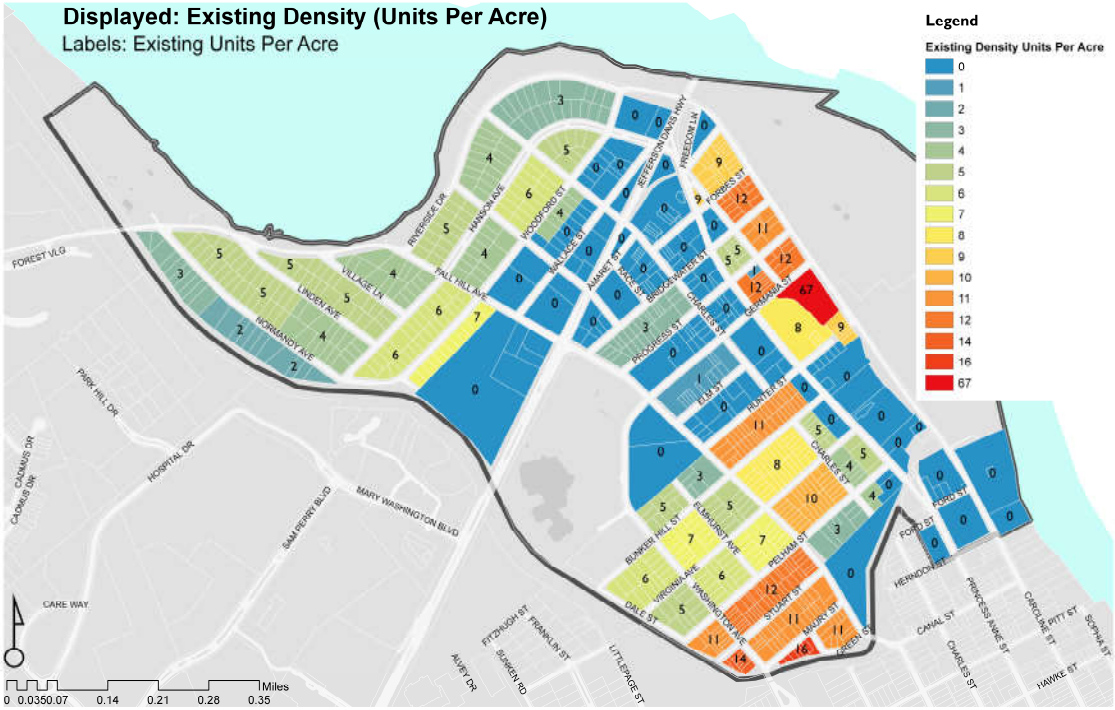
*See transect map in § 3-2 (page 12) of the form based code.

Existing Zoning Map



[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/

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



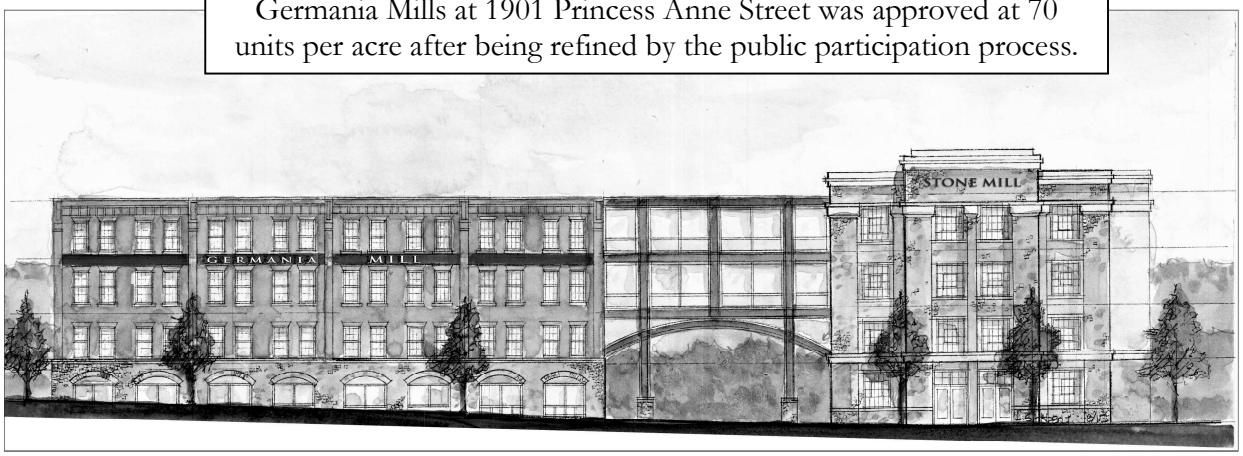
2. *Permitting Smart Growth and citizen participation in the development process:*

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.

MAP 24 AREA 6 NODES, CORRIDORS, AND THIRD SPACES

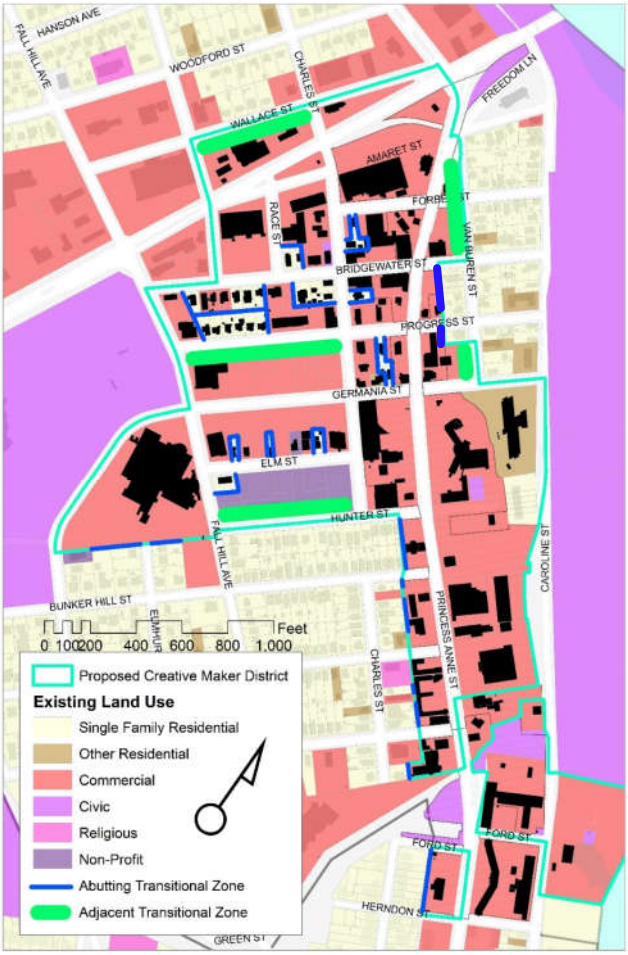
Additionally, special use permits are reviewed in accordance with § 72-22.6.D(2). This section states that a proposed project are to mitigate potential adverse impacts caused by traffic, noise, light, discouragement of economic development, community facilities, affordable housing, school facilities, 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:

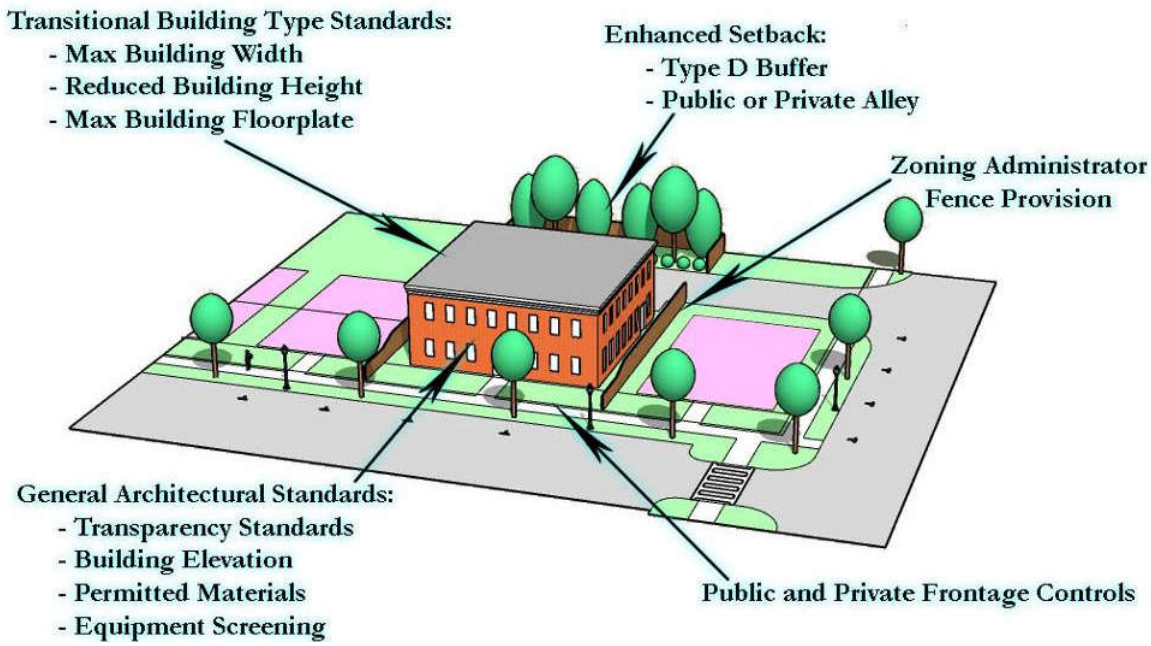
Currently, the urban core proposed to become the Creative Maker District contains predominantly non-residential use. There are some pockets of single family home use and the district is adjacent to neighborhoods with a predominant amount of single family uses. The Creative Maker District utilizes a Form 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 are to be 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.

The Creative Maker District text amendment and rezoning implement a significant portion of the Area 6 Small Area Plan. Implementing the Creative Maker District will permit the next economic evolution of the core commercial areas within Area 6.

In accordance with the established e-meeting policies, the Planning Commission should hold the public hearing open until the July 8th meeting. At that meeting, the Planning Commission should:

- Recommend approval to the City Council of the Unified Development Ordinance that creates the Creative Maker District and consolidates form-based regulations in a new Appendix 72-A.
- Recommend approval to the City Council of the rezoning of approximately 78 acres of land located in Planning Area 6, designated as transect T-4M or T-5M, to the Creative Maker District (CM) as recommended in the Small Area Plan for Area 6; and adopting transect maps and frontage maps for the district.

ATTACHMENTS

1. Draft Ordinance Establishing the Creative Maker Zoning District
2. Form Based Code Appendix dated June 18, 2020
3. Draft Ordinance Rezoning 182 parcels to the Creative Maker Zoning District

MOTION: **draft 2020 01 21**

Regular Meeting

SECOND: **Ordinance No. 20 -**

__

RE: **Rezoning approximately 78 acres of land located in Planning Area 6, designated as transect T-4M or T-5M, to the Creative Maker District (CM) as recommended in the Small Area Plan for Area 6; and adopting transect maps and frontage maps for the district.**

ACTION: **APPROVED; Ayes:0; Nays: 0**

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

IT IS HEREBY ORDAINED by the Fredericksburg City Council that the official zoning map of the City, established pursuant to City Code §72-30, is amended as follows:

I. Background Information

City Council amended Chapter 11, "Future Land Use," of the 2015 Comprehensive Plan to adopt a new small area plan for Planning Area 6 by adoption of Resolution 19-11 at its meeting on February 12, 2019.The new small area plan designates approximately 78 acres of Planning Area 6 as either T-4M (General Urban Maker)or T-5M (Area Core Maker). The small area plan then recommends that the City establish a new "Creative Maker District" to apply to these two transects. By adoption of Ordinance 20-__, City Council established the new Creative Maker District, and the Council now proposes to designate the 78 acres of land in Planning Area 6 designated as either T-4M (General Urban Maker) or T-5M (Area Core Maker), as recommended.

This zoning map amendment was initiated by City Council by adoption of Resolution 20-__ on [date]. The Planning Commission held its public hearing on this amendment on [date], after which it voted to recommend the amendment. City Council held its public hearing 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 this rezoning.

II. Official Zoning Map Amendment

A. The official zoning map, prepared in accordance with City Code §72-30, is hereby amended by rezoning the following described land from Commercial Highway to Creative Maker District (CM) zoning:

GPIN	Existing Zoning	Acreage
7779-98-4180	CH	0.45
7779-98-4125	CH	0.16
7779-98-3252	CH	0.12
7779-98-2371	CH	0.57
7779-98-1480	CH	0.23
7779-98-0581	CH	0.38
7779-88-9692	CH	0.45
7779-88-8830	CH	0.51
7779-89-7284	CH	2.80
7779-89-9137	CH	0.07
7779-89-9115	CH	0.07
7779-88-6986	CH	0.20
7779-89-5070	CH	0.456
7779-89-4164	CH	1.44
7779-89-2453	CH	0.07
7779-89-2497	CH	0.17
7779-89-3359	CH	0.17
7779-89-3325	CH	0.07
7779-89-1617	CH	0.39
7779-89-2600	CH	0.17
7779-89-1567	CH	0.10
7779-79-4184	CH	0.09
7779-79-4142	CH	0.11
7779-79-4476	CH	1.46
7779-89-0855	CH	0.21
7779-79-9993	CH	0.35
7779-79-9787	CH	0.27
7779-79-9619	CH	0.13
7779-79-8894	CH	0.28
7779-79-6640	CH	0.12
7779-79-6605	CH	0.20

7779-79-6841	CH	0.03
7779-79-6739	CH	0.02
7779-79-6728	CH	0.03
7779-79-6716	CH	0.02
7779-79-5795	CH	0.02
7779-79-5745	CH	0.52
7779-79-5900	CH	0.11
7870-70-5210	CH	0.57
7779-79-3978	CH	0.47
7779-79-2871	CH	0.84
7779-79-1731	CH	0.27
7779-79-2625	CH	0.27
7789-08-2108	CH	3.93
7779-98-7056	CH	0.21
7789-08-0009	CH	0.02
7779-98-8076	CH	0.13
7779-98-8024	CH	0.13
7779-98-2663	CH	0.14
7779-99-0190	CH	0.10
7779-98-0802	CH	0.14
7779-88-8994	CH	0.12
7779-99-0057	CH	0.09
7779-99-0014	CH	0.09
7779-89-9070	CH	0.09
7779-88-9947	CH	0.09
7779-89-9014	CH	0.44
7779-98-7433	CH	0.05
7779-98-6571	CH	0.17
7779-98-6117	CH	0.04
7779-97-7696	CH	0.79

B. The official zoning map, prepared in accordance with City Code §72-30, is hereby amended by rezoning the following described land from Commercial Highway and Residential 2 to Creative Maker District (CM) zoning:

GPIN	Existing Zoning	Acreage
7779-98-6352	CH/R2	0.77
7779-98-8220	CH/R2	1.47
7779-98-4519	CH/R2	2.36
7779-98-2737	CH/R2	1.59
7779-98-1946	CH/R2	1.77
7779-98-7406	CH/R2	0.14

C. The official zoning map, prepared in accordance with City Code §72-30, is hereby amended by rezoning the following described land from Commercial Shopping Center to Creative Maker District (CM) zoning:

GPIN	Existing Zoning	Acreage
7870-70-9013	CSC	0.03
7870-70-9129	CSC	0.08
7870-70-8059	CSC	0.16
7870-70-8026	CSC	0.08
7870-70-8014	CSC	0.09
7870-70-7100	CSC	2.32
7779-79-7946	CSC	0.08
7779-79-7925	CSC	0.05
7779-79-7913	CSC	0.05
7779-79-6991	CSC	0.09
7870-70-8400	CSC	0.48

D. The official zoning map, prepared in accordance with City Code §72-30, is hereby amended by rezoning the following described land from Commercial Transitional Office to Creative Maker District (CM) zoning:

GPIN	Existing Zoning	Acreage
7779-78-7426	CT	6.00
7779-89-2062	CT	0.51
7779-78-9885	CT	1.73
7779-89-1072	CT	0.06
7779-89-1051	CT	0.06
7779-88-2933	CT	0.12
7779-88-1990	CT	0.12
7779-88-1857	CT	0.12
7779-88-0870	CT	0.06
7779-88-0715	CT	0.06
7779-78-9793	CT	0.06
7779-78-9772	CT	0.06
7779-78-9750	CT	0.08
7779-88-4832	CT	0.51
7779-88-1424	CT	0.07
7779-88-1407	CT	0.12
7779-88-0550	CT	0.12
7779-88-0514	CT	0.19
7779-88-3729	CT	0.97
7779-88-3669	CT	0.24

7779-88-2693	CT	0.09
7779-88-2629	CT	0.18
7779-88-1631	CT	0.59
7779-88-2525	CT	0.35
7779-88-6809	CT	0.33
7779-89-2390	CT	0.09
7779-89-1387	CT	0.25
7779-89-2246	CT	0.08
7779-89-4514	CT	0.37
7779-89-4692	CT	0.06
7779-89-5600	CT	0.06
7779-89-5528	CT	0.06
7779-89-5554	CT	0.06
7779-89-5572	CT	0.06
7779-89-4496	CT	0.16
7779-89-2331	CT	0.124
7779-89-2359	CT	0.10
7779-89-2748	CT	0.19
7779-89-3710	CT	0.13
7779-89-0489	CT	0.24
7779-89-2687	CT	0.09
7779-89-1535	CT	0.12
7779-89-0526	CT	0.14
7779-79-9690	CT	0.13
7779-79-9349	CT	0.25
7779-79-4090	CT	0.23
7779-79-4033	CT	0.12
7779-79-8495	CT	0.12
7779-79-3096	CT	0.14
7779-79-8469	CT	0.13
7779-79-3058	CT	0.08
7779-79-8412	CT	0.18
7779-79-8330	CT	0.48
7779-79-7379	CT	0.06
7779-79-7357	CT	0.06
7779-79-7325	CT	0.12
7779-79-7302	CT	0.06
7779-79-6279	CT	0.12
7779-79-7232	CT	0.12
7779-79-6236	CT	0.12
7779-79-6199	CT	0.12
7779-79-5293	CT	0.12
7779-79-6156	CT	0.12
7779-79-5250	CT	0.12
7779-79-6112	CT	0.12
7779-79-5127	CT	0.12

7779-79-5089	CT	0.12
7779-79-5036	CT	0.11
7779-89-1137	CT	0.13
7779-89-1201	CT	0.12
7779-89-0265	CT	0.12
7779-89-0248	CT	0.13
7779-89-0203	CT	0.06
7779-79-9281	CT	0.06
7779-89-0164	CT	0.13
7779-79-9158	CT	0.12
7779-89-0121	CT	0.12
7779-79-9066	CT	0.60
7779-78-7954	CT	1.59
7779-89-1995	CT	0.35
7779-79-8783	CT	0.12
7870-80-1035	CT	0.24
7779-89-5546	CT	0.06
7779-79-8716	CT	0.07
7779-79-8738	CT	0.06
7779-79-8840	CT	0.05
7870-80-0176	CT	0.05
7870-80-0159	CT	0.03
7870-80-0232	CT	0.03
7779-79-7626	CT	0.12
7779-79-7609	CT	0.06
7779-79-6772	CT	0.13
7779-79-7504	CT	0.06
7779-79-6583	CT	0.06
7779-79-6561	CT	0.07
7779-79-8602	CT	0.09
7779-79-7548	CT	0.22

E. The official zoning map, prepared in accordance with City Code §72-30, is hereby amended by rezoning the following described land from Residential 2 to Creative Maker District (CM) zoning:

GPIN	Existing Zoning	Acreage
7779-99-0268	R2	0.25
7779-99-1205	R2	0.07
7779-99-1213	R2	0.07
7779-99-1231	R2	0.07
7779-99-1250	R2	0.07
7779-99-1167	R2	0.14

F. The official zoning map, prepared in accordance with City Code §72-30, is hereby amended by rezoning the following described land from Residential 30 to Creative Maker District (CM) zoning:

GPIN	Existing Zoning	Acreage
7779-89-9415	R30	2.01

G. The official zoning map is hereby amended to remove the land zoned Creative Maker District (CM) from the Princess Anne Street Corridor Overlay Subdistrict.

H. The official zoning map, prepared in accordance with City Code §72-30, is hereby amended by the adoption of the "T-4M and T-5M Transect Map," dated August 20, 2019; and the "T-4M and T-5M Frontage Map," dated December 17, 2019, which shall be used in the administration of the Creative Maker District.

III. Effective Date

This ordinance is effective immediately.

Votes:
Ayes:
Nays:
Absent from Vote:
Absent from Meeting:

Approved as to form:

_____

Kathleen Dooley, City Attorney

****

Clerk's Certificate

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

_____

Tonya B. Lacey, CMC
Clerk of Council

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

UNIFIED DEVELOPMENT ORDINANCE
APPENDIX 1

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

June 18, 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.

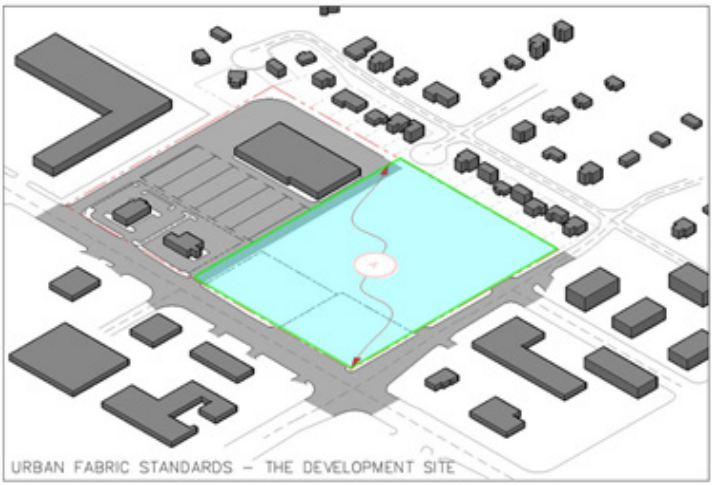
Transect designations are the organizing principle for the City's form-based regulations. The "transect" is a graphic representation of the prescribed character, intensity and physical forms allowed in a specific area. Transects represent the spectrum of intensity and complexity of form and use. Form-based 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.

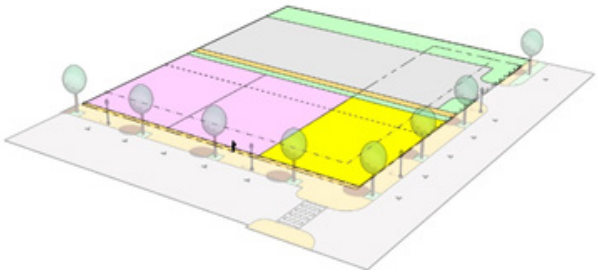
2. For any development subject to form-based zoning regulations, the landowner or applicant will find the following sequence of steps useful:

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:





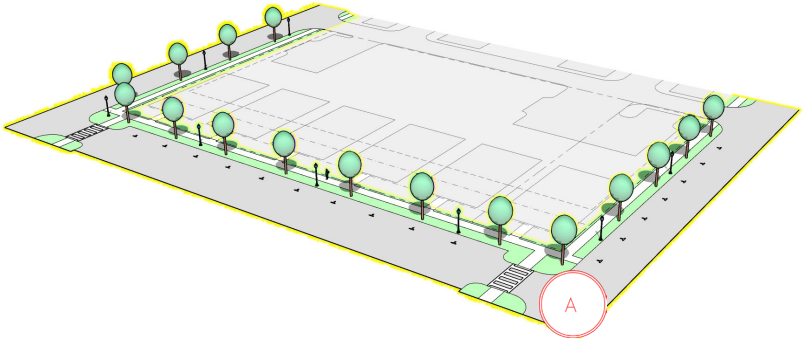
FRONTAGE STANDARDS AND FRONTAGE MAP

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:

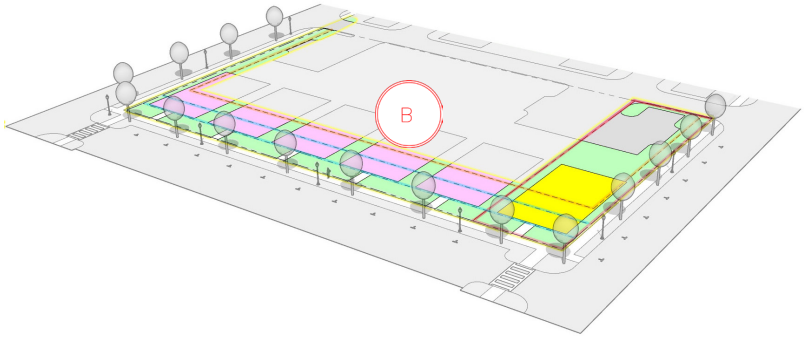
A

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").



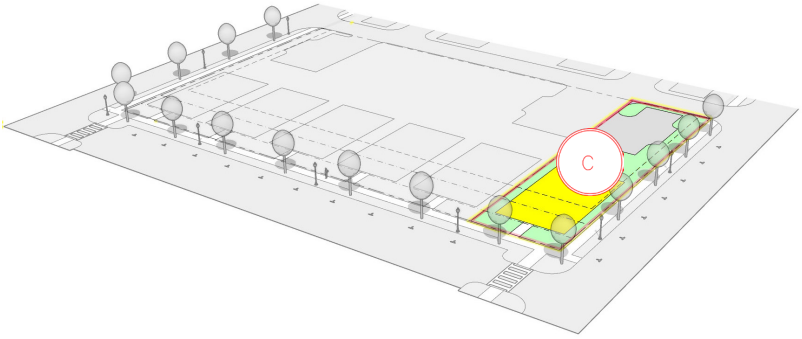
B

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.



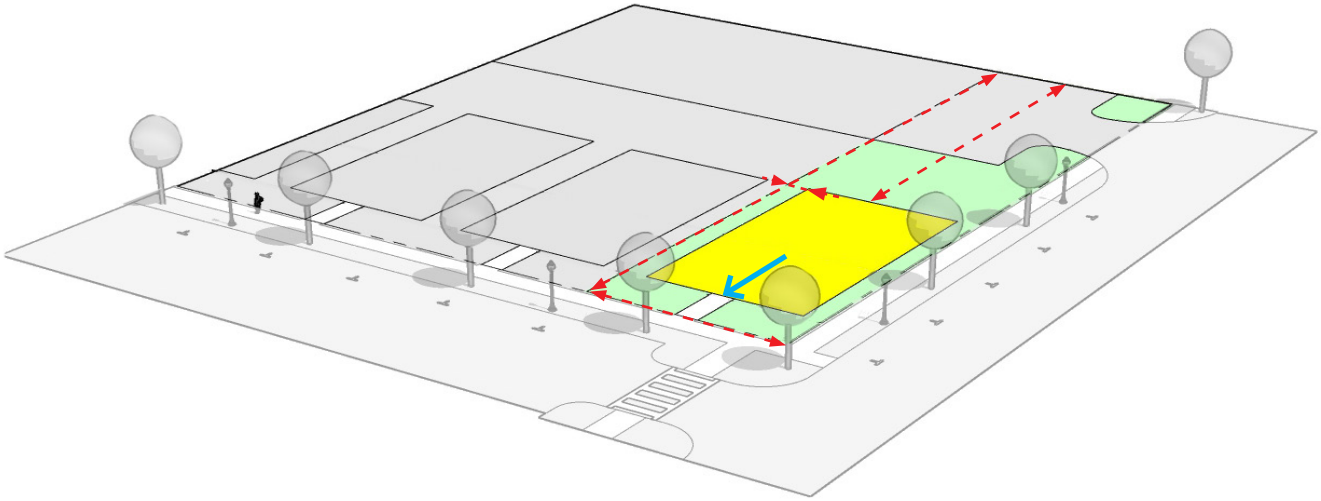
3. Frontage components work in conjunction with the City's Small Area Plans. Specifically, the Small Area Plans identify areas where higher pedestrian activity will occur when use is increased. Activity Nodes, improved pedestrian crossings, frontage repair and other tools are defined features identified in the Plans. When frontage elements reference these tools or areas they refer to the locations illustrated in the maps within the Small Area Plans.

BUILDING PLACEMENT AND TYPE STANDARDS

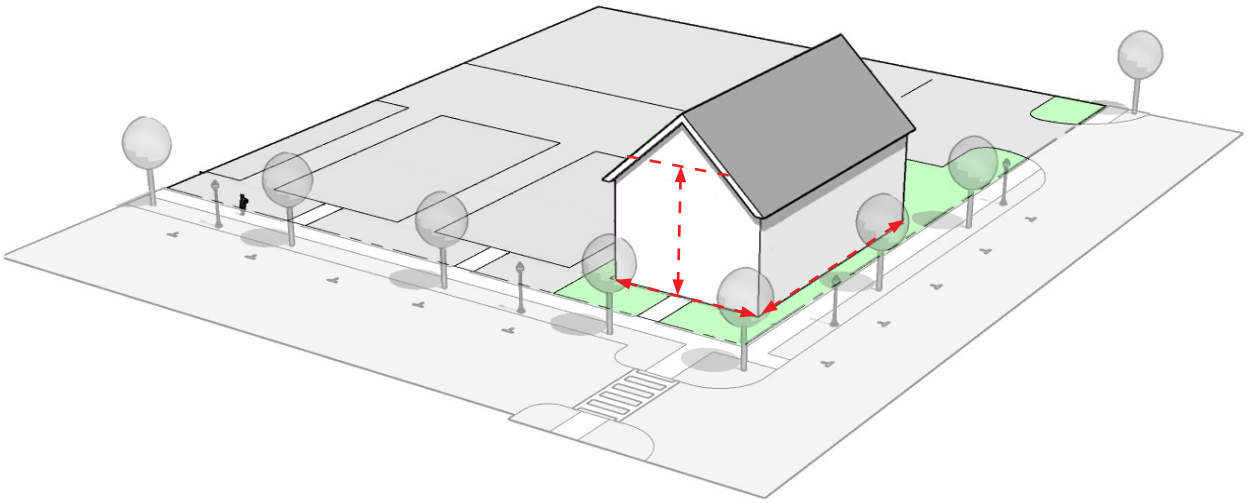
1. Building Types are assigned by Frontage Type. The only Building Type permitted within a lot is that permitted within its assigned Frontage. Additionally, Building Type 4 is the only Building Type permitted within any Transitional Zone required by the Urban Fabric Standards

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.

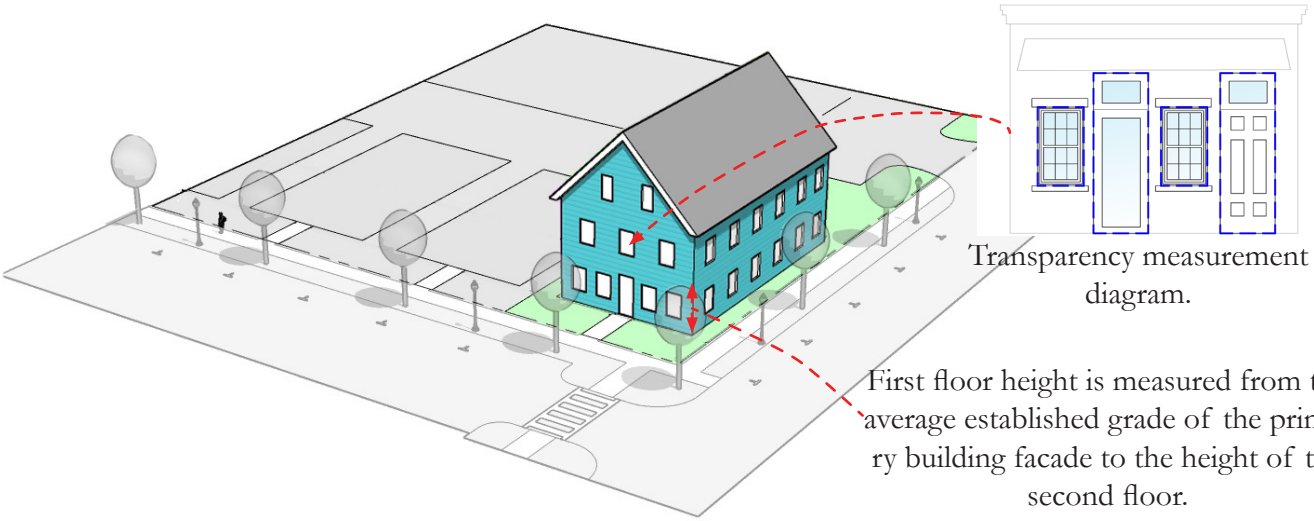


b. Building Mass and Scale standards regulate the shape of the building. Mass and Scale Standards set the maximum height, floorplate, and width of the building. Any building width criteria shall measure each single-family attached building individually.



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:

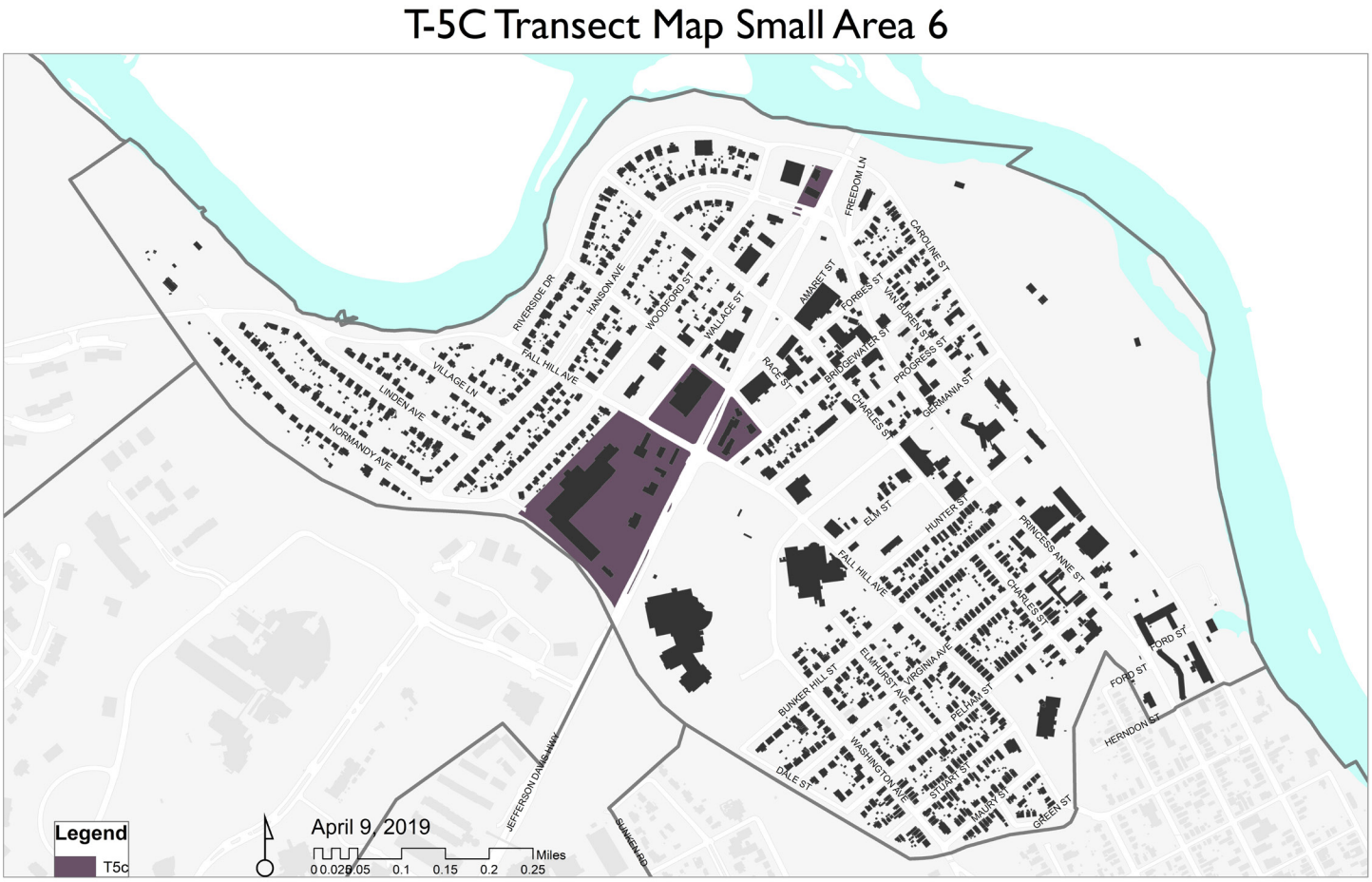


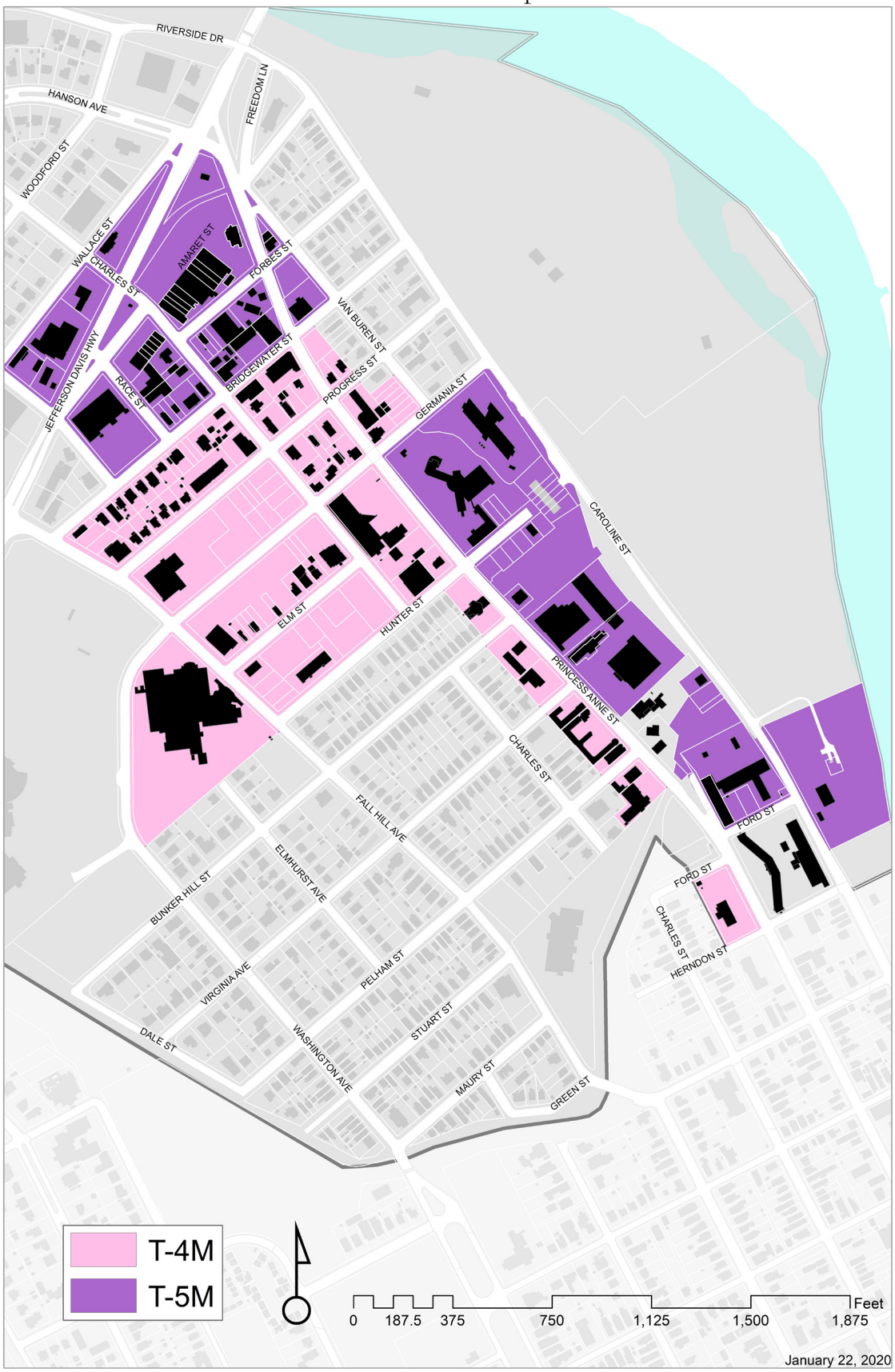
Figure 2:

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

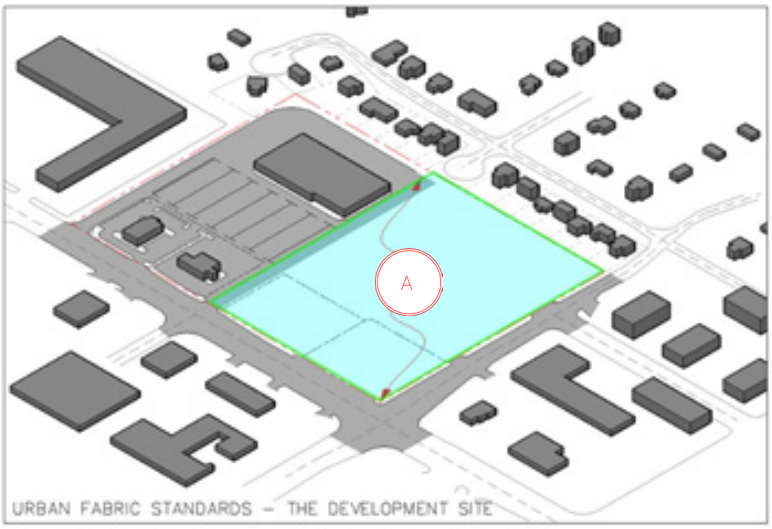
Urban Fabric standards approach bigger picture site considerations. They balance the preservation of character buildings, the stabilization of existing walkable urban nodes, and the need for meaningful open spaces with the need for automobile circulation, car storage, and access along important economic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

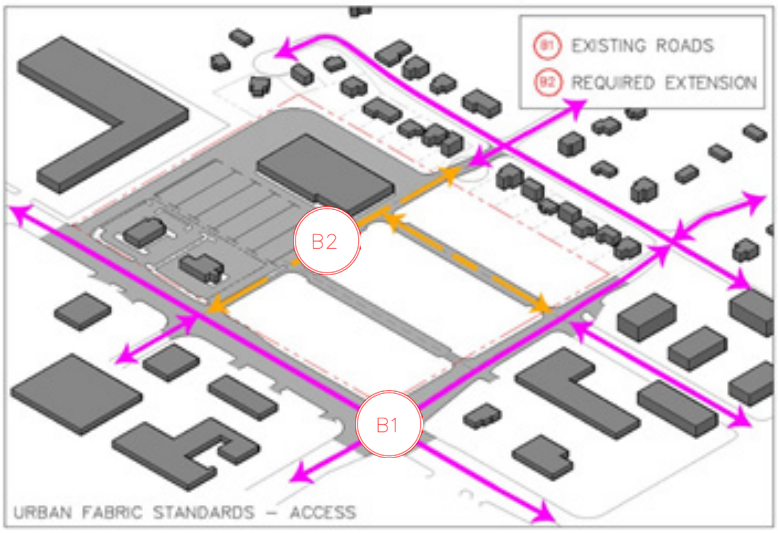
A. Site Plan required; Applicable law.

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).

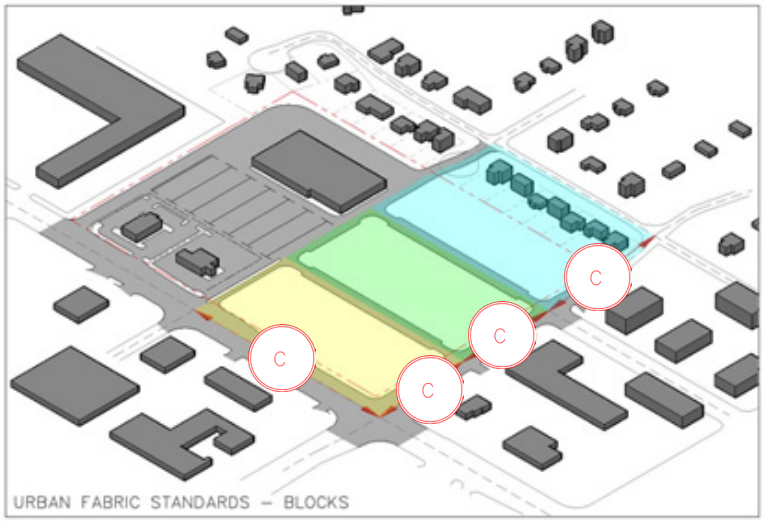
ii. All land, buildings, site elements, and other features of the development site (i.e., land or buildings used for density or use-mix calculations) shall be brought into conformance with the standards in this code as well as all other applicable standards in the Unified Development Ordinance.



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:

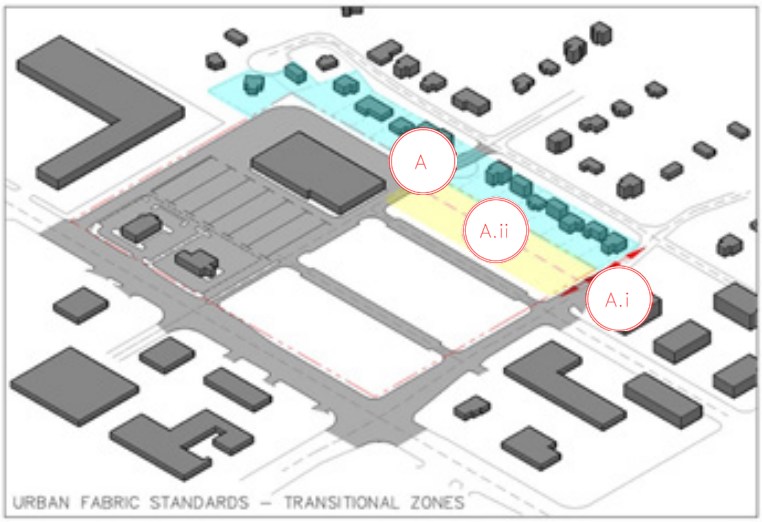
a. A dedication of a public or private alley meeting the standards in § 72-52.3; or

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.

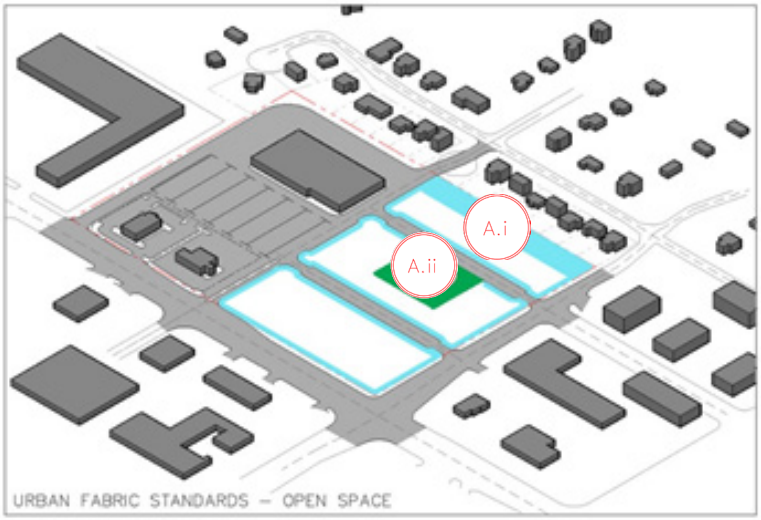
C. Adjacent Transitional Zone. A transitional zone shall be established where a development site is across the street from a block face where 75% of the primary structures are single family homes. Within this transitional zone, front setbacks shall be established by § 72-84.B(2) Averaging Setbacks.

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

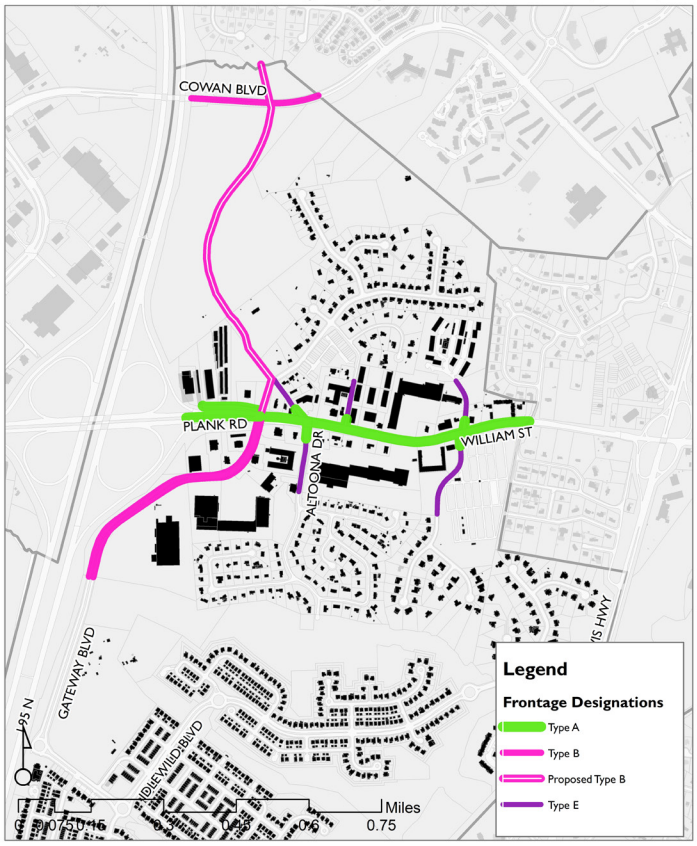


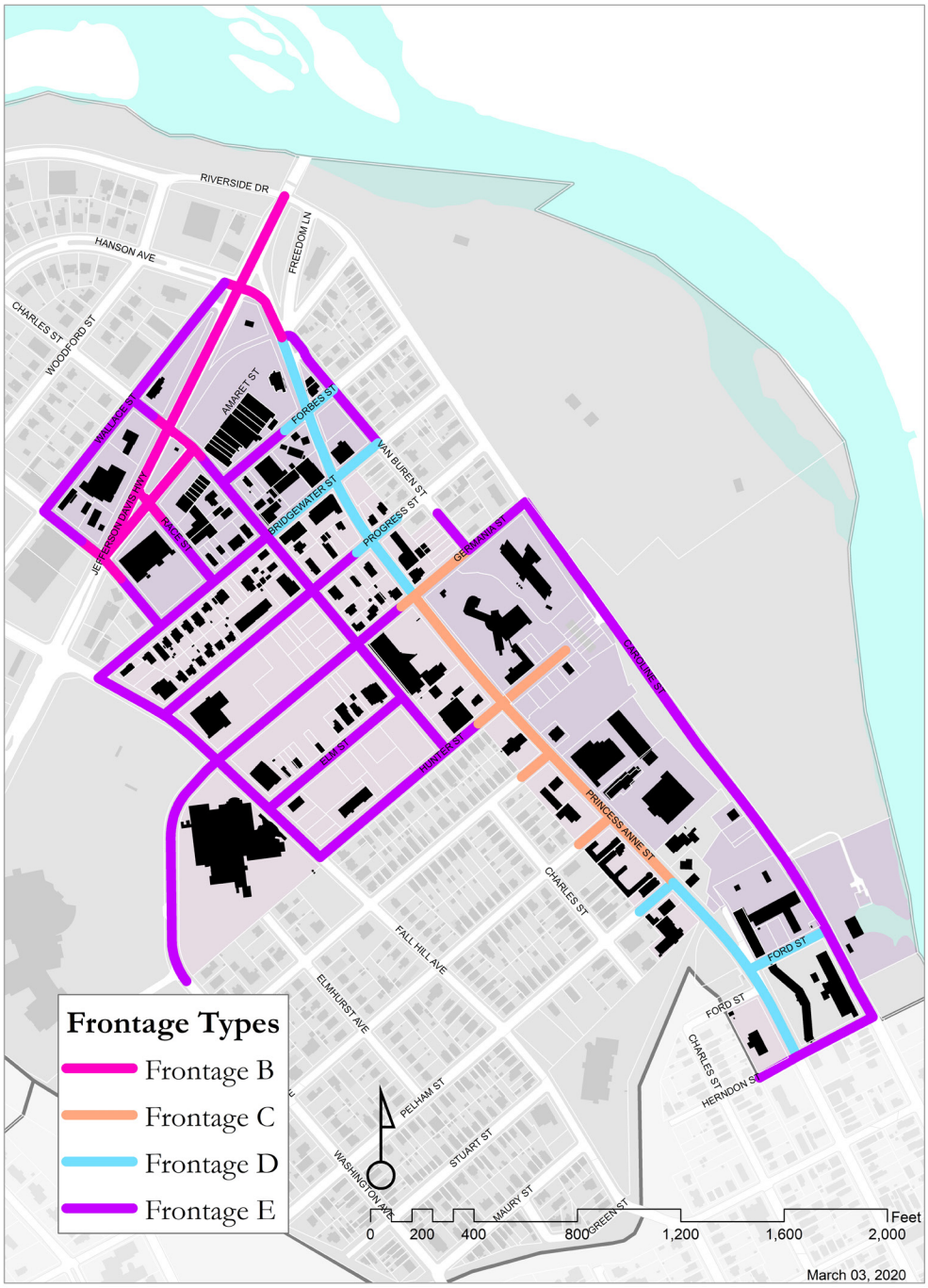
Figure 5:

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:

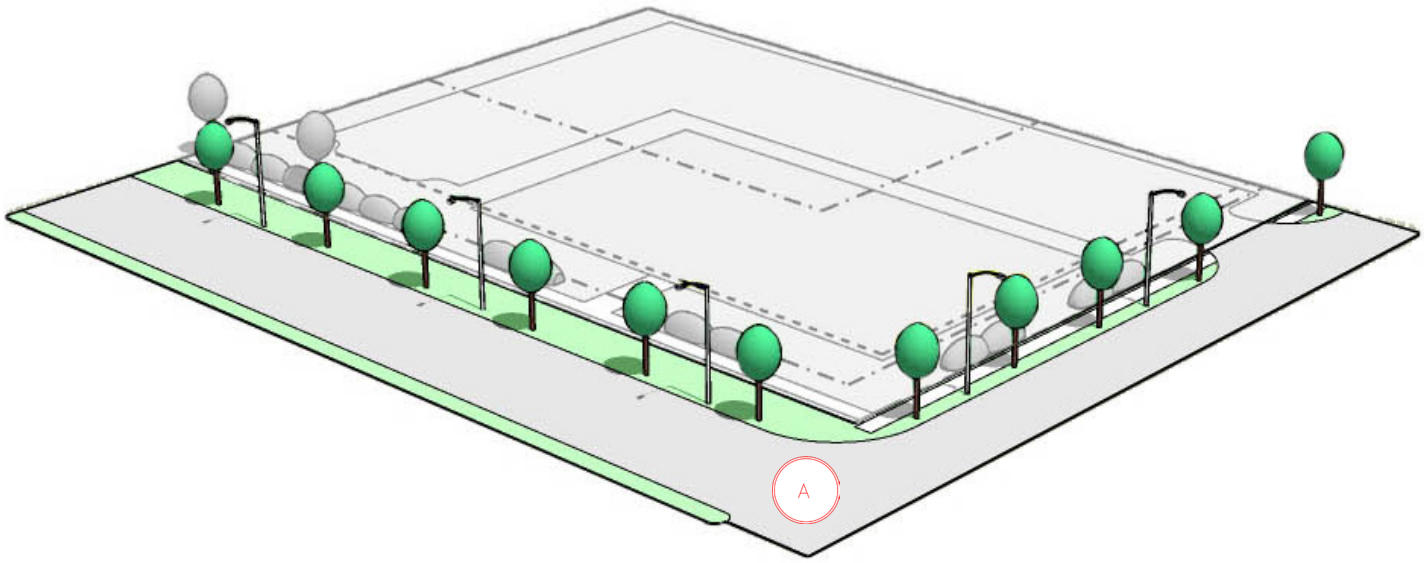
i. Frontage Type D - The Zoning Administrator shall designate the new street Frontage Type D where the proposed uses along the street include retail use and the street is a natural extension of an existing Frontage D.

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

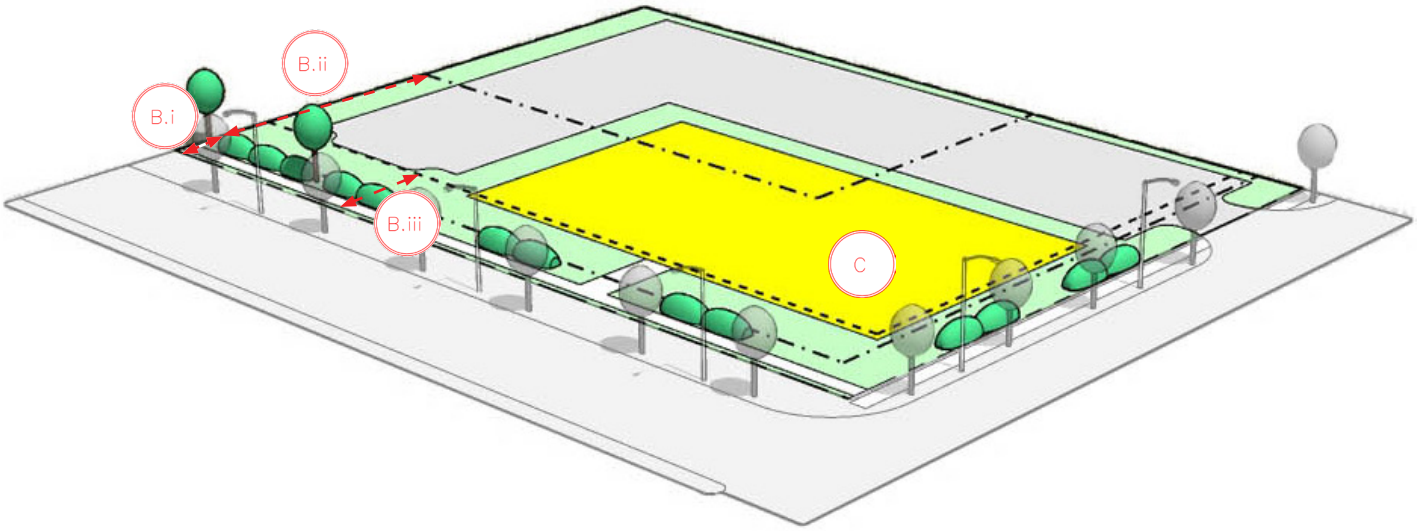
5-2. FRONTAGE A

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.

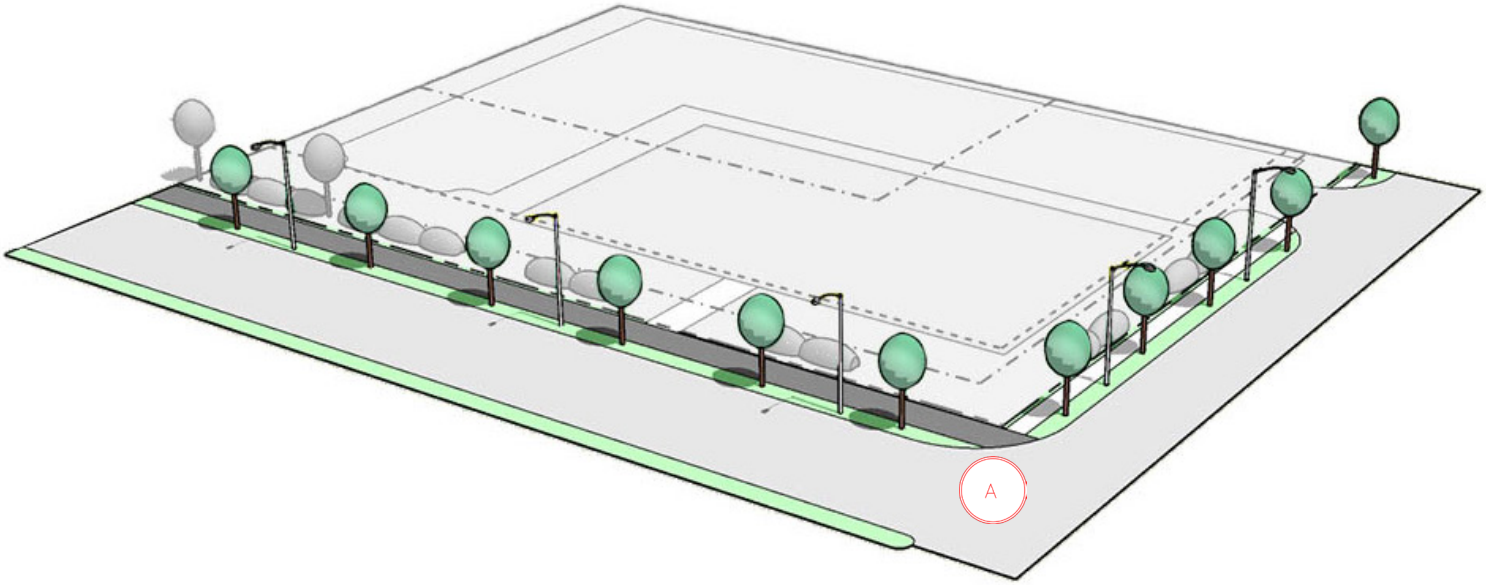
C. Building Type Permitted:

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.

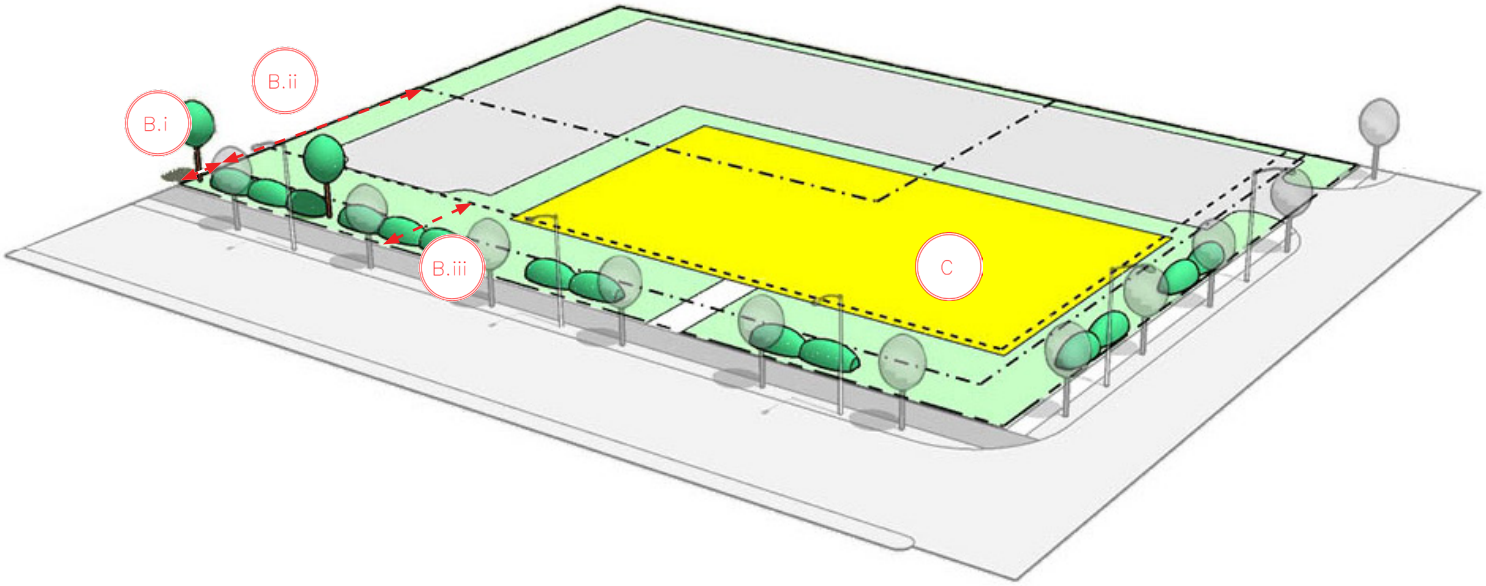
5-3. FRONTAGE B

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.

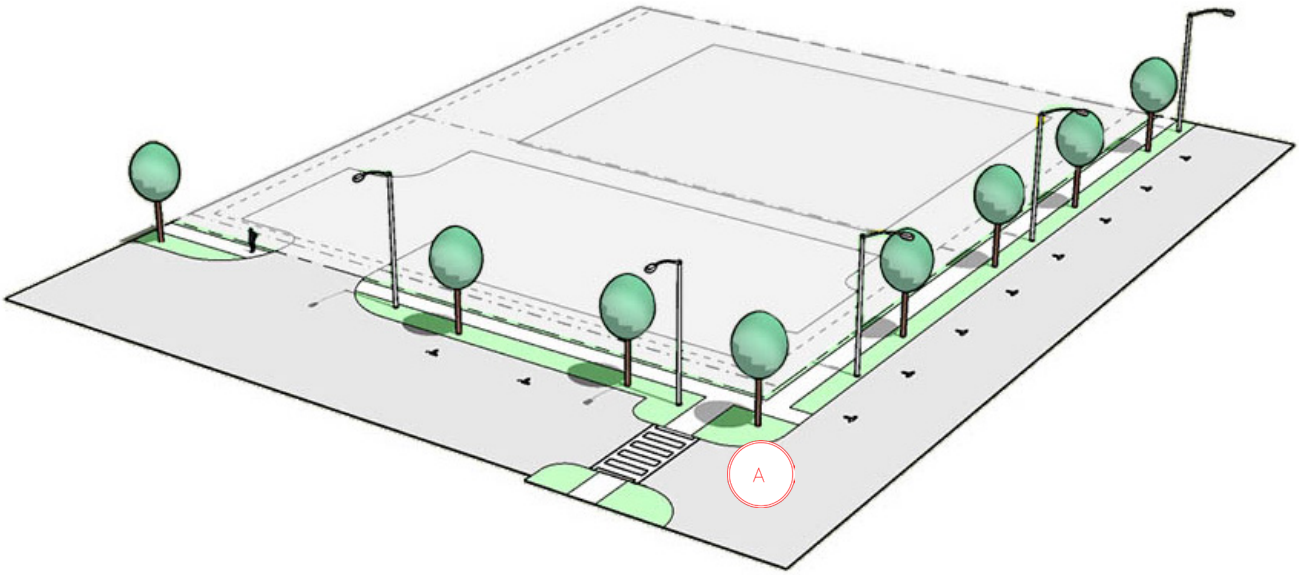
C. Building Type Permitted:

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.

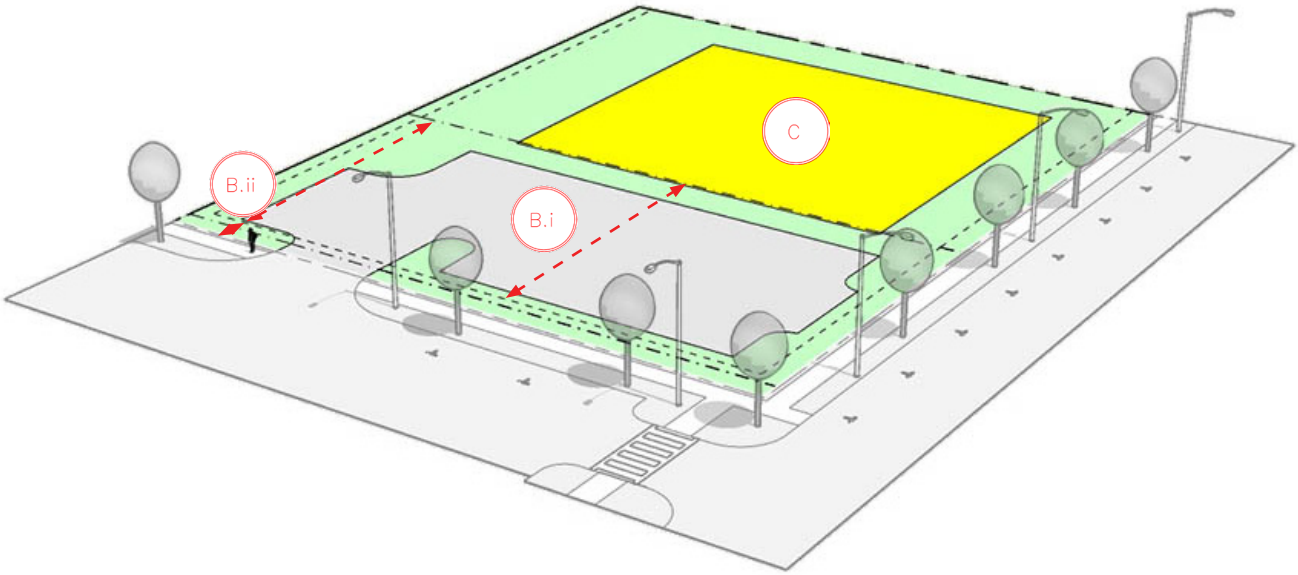
5.4 FRONTAGE C

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.

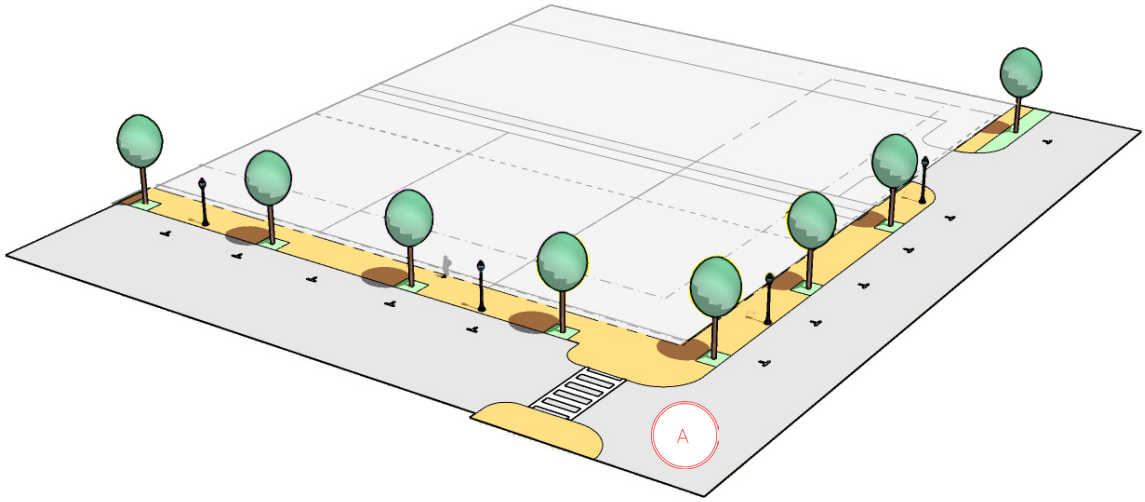
C. Building Type Permitted:

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.

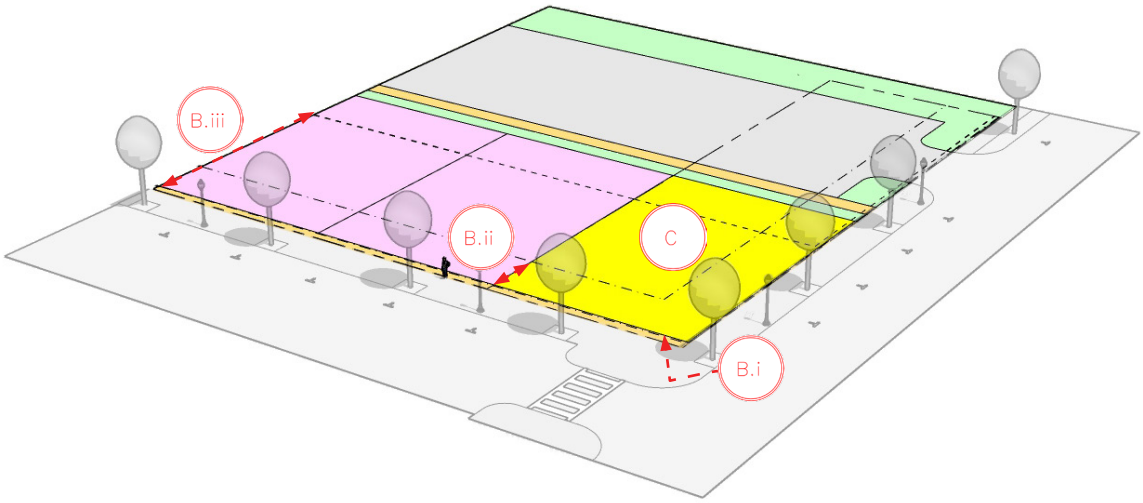
5-5. FRONTAGE D

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:

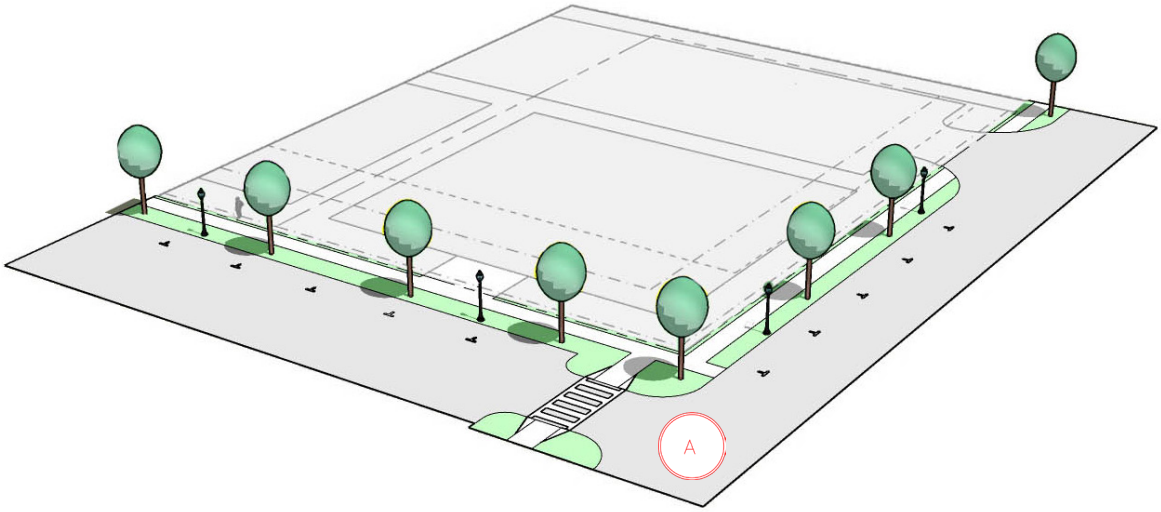
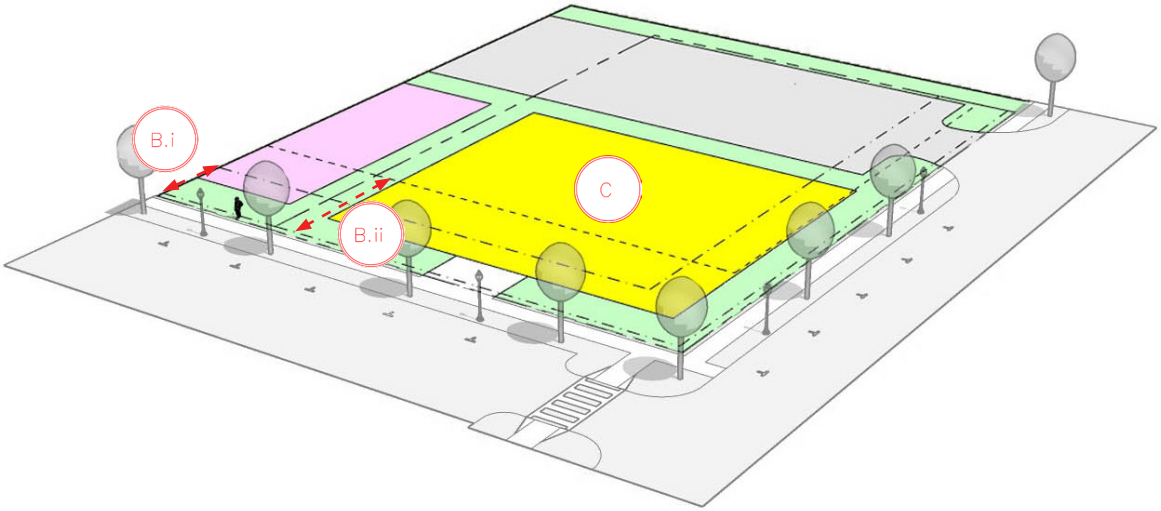


Figure E Private Component and Building Type Permitted:



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:

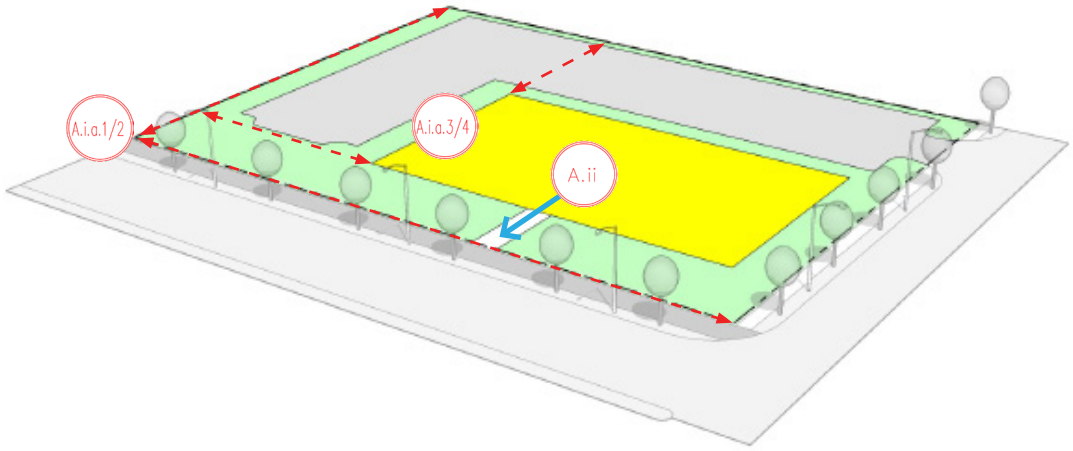
B.i	i. Building Placement / Build-to Zone:	a. The Build-to Zone is a minimum of 2 and a maximum of 25 feet from adjacent right-of-way or street easement line.
		b. 75% of the primary façade of any building along a secondary frontage shall be within the Build-to Zone. The building may not project closer 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:

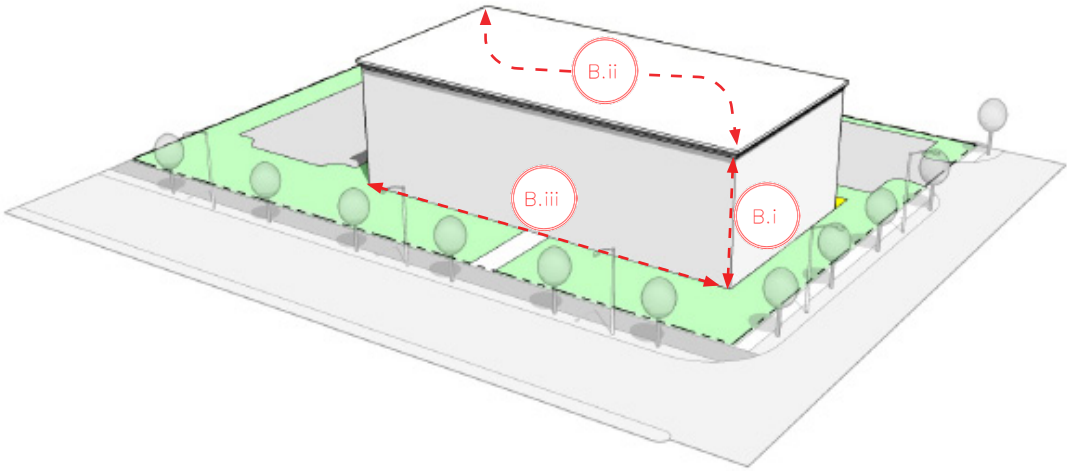
C	i. Building Type Permitted:	a. Building Type 1 permitted in the T-5C Transect.
		b. Building Type 2 permitted in the T-4M and T-5M Transect.
		c. Building Type 4 required within Transitional Zones.
		d. Character Building Type permitted where designated on the Frontage Map.

6-1. BUILDING TYPE 1

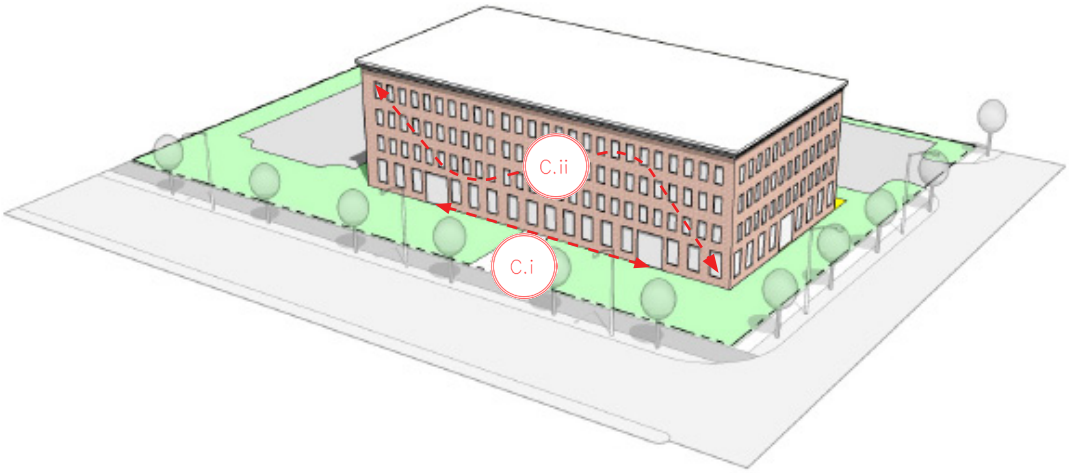
Building Type 1 Building Placement and Orientation:



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:

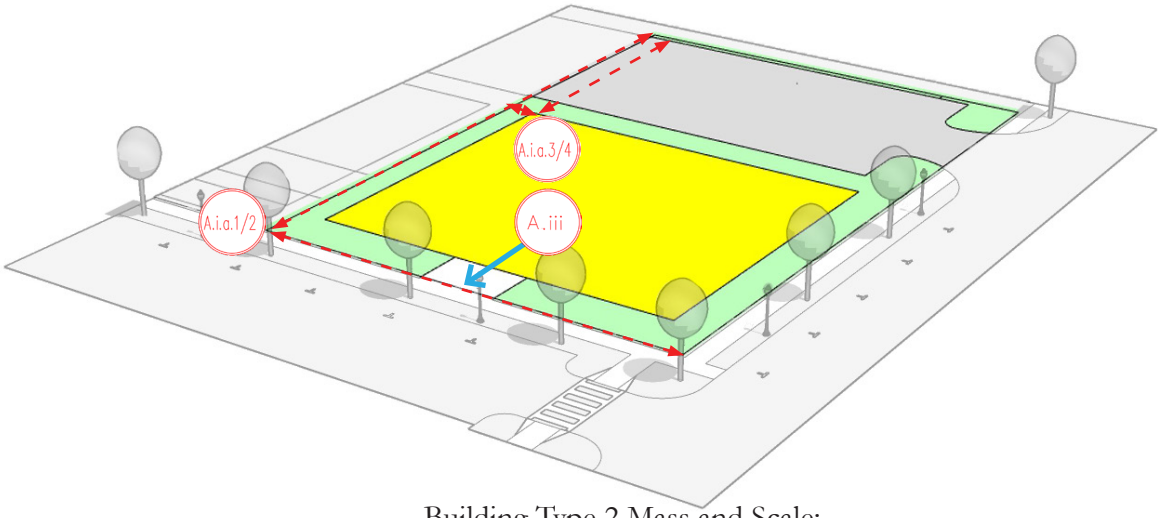
B.i i. Maximum Building Height:	By-right up to 50 feet and 4 stories; by Special Use Permit up to 65 feet and 5 stories.
B.ii ii. Maximum Building Floorplate:	N/A
B.iii iii. Maximum Building Width:	Maximum building width 150 feet.

C. Facade Activation:

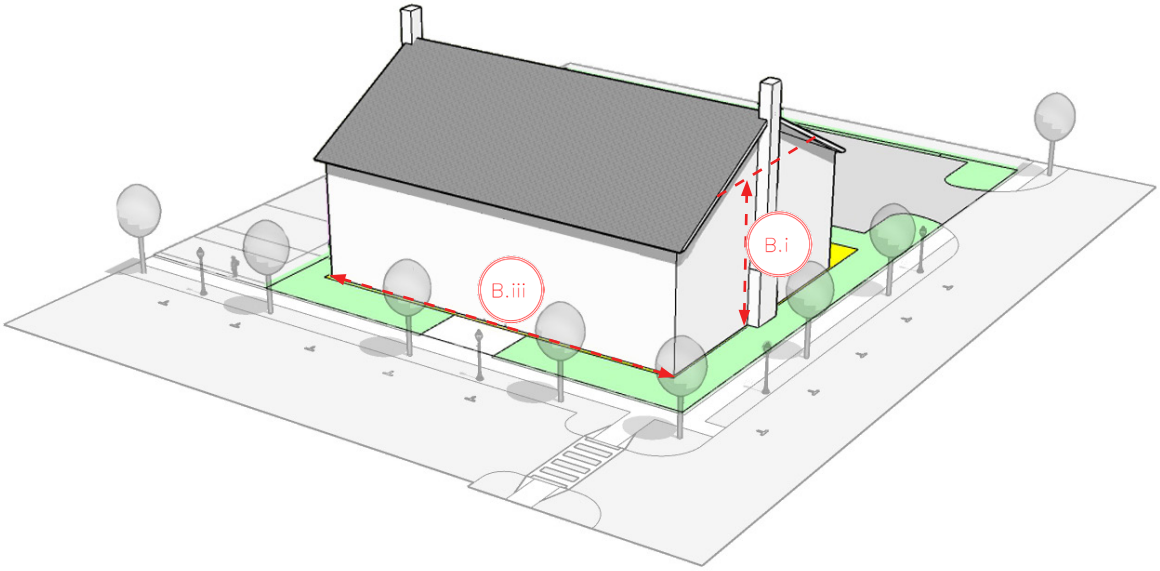
C.i i. Entrance location / frequency:	a. At least one functional, pedestrian-accessible entrance shall be located on the building front and any adjacent Formal Open Space.
	b. A functional, pedestrian accessible entrance shall be located, at a minimum, every 70 linear feet along the building front.
	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

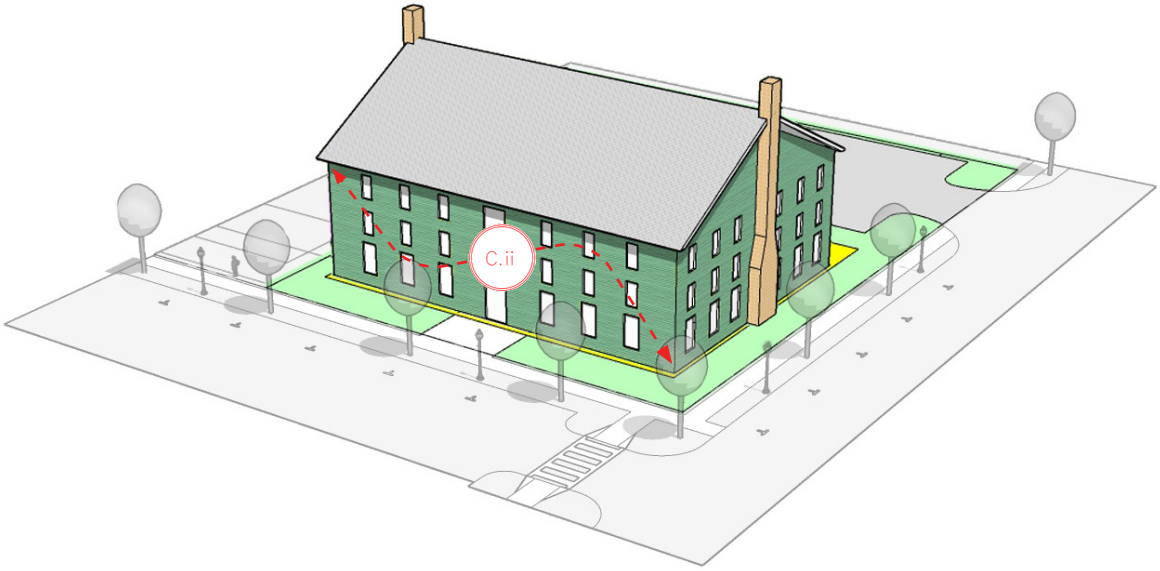
Building Type 2 Building Placement and Orientation:



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:	
	1. Min. Lot Size:	None
	2. Min. Lot Width:	None
	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:	
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:

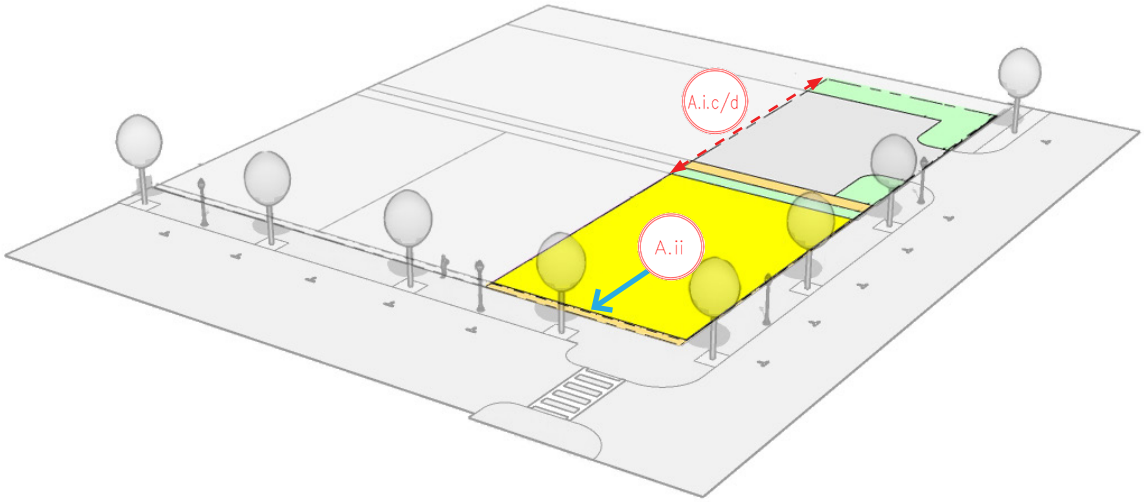
i. Maximum Building Height:	By-right up to 40 feet and 3 stories; by Special Use Permit up to 50 feet and 4 stories.
ii. Maximum Building Floorplate:	25,000 square feet
iii. Maximum Building Width:	Maximum building width 100 feet.

C. Facade Activation:

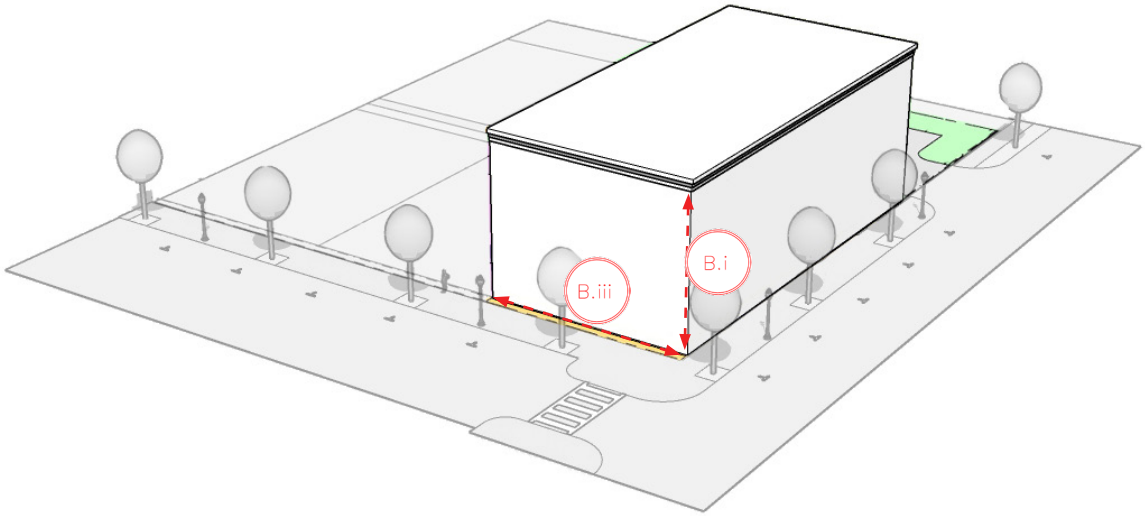
i. Entrance location / frequency:	a. At least one functional, pedestrian-accessible entrance shall be located, at a minimum, on the building front and any adjacent Formal Open Space.
	b. A functional, pedestrian accessible entrance shall be located, at a minimum, every 50 linear feet along the building front.
	c. A functional, pedestrian-accessible entrance shall be provided for every 50 linear feet of the building front.
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:

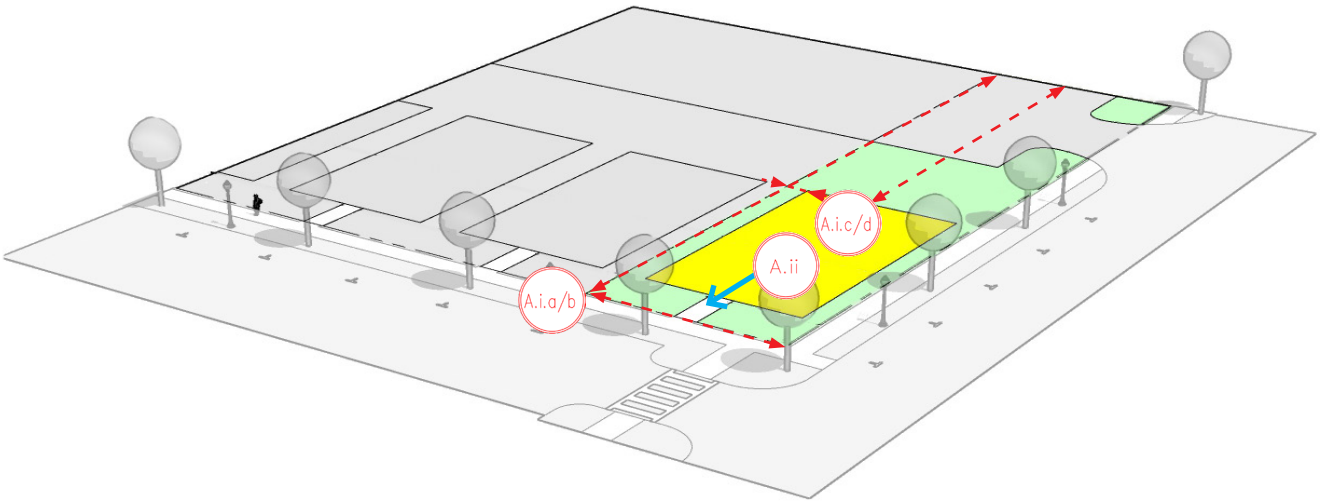
B.i i. Maximum Building Height:	a. Within the T-5C Transect, by-right up to 50 feet and 4 stories; by Special Use Permit up to 65 feet and 5 stories.
	b. Within the T-5M and T-4M Transect, by-right up to 40 feet and 3 stories; by Special Use Permit up to 50 feet and 4 stories.
ii. Maximum Building Floorplate: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

C. Facade Activation:

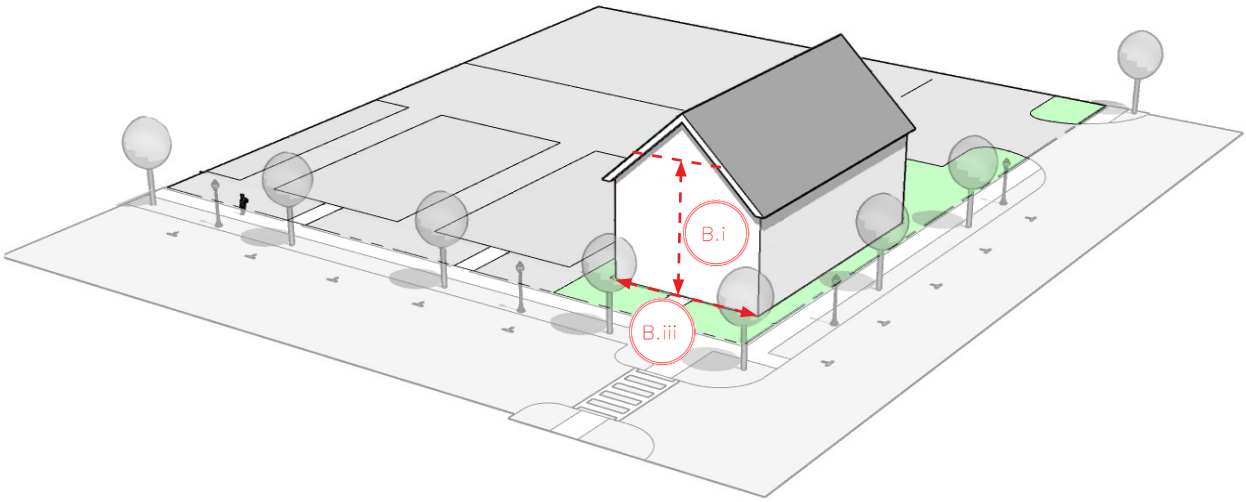
i. Entrance location / frequency:	a. At least one functional, pedestrian-accessible entrance shall be located, at a minimum, on the building front and any adjacent Formal Open Space.
	b. A functional, pedestrian accessible entrance shall be located, at a minimum, every 50 linear feet along the building 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

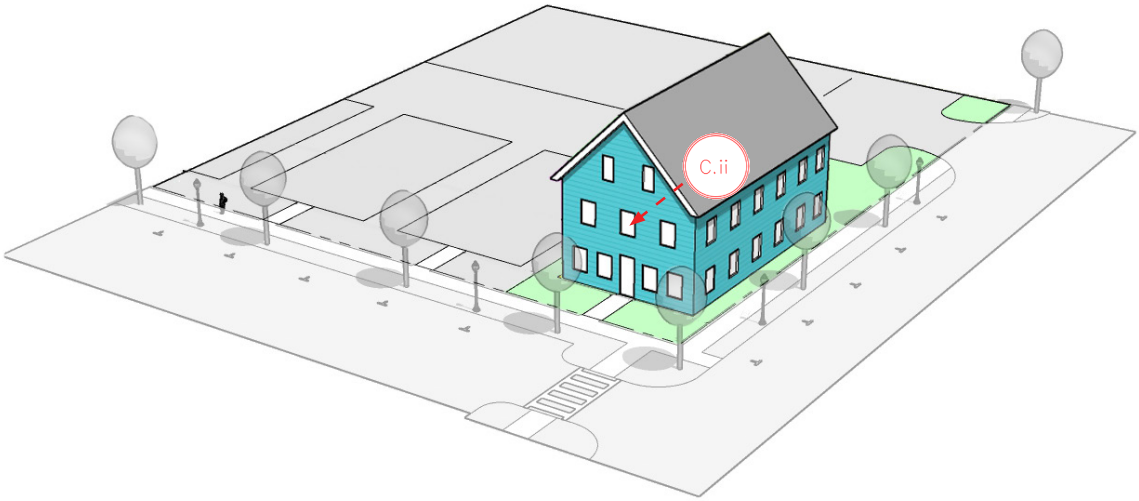
Building Type 4 Building Placement and Orientation:



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.

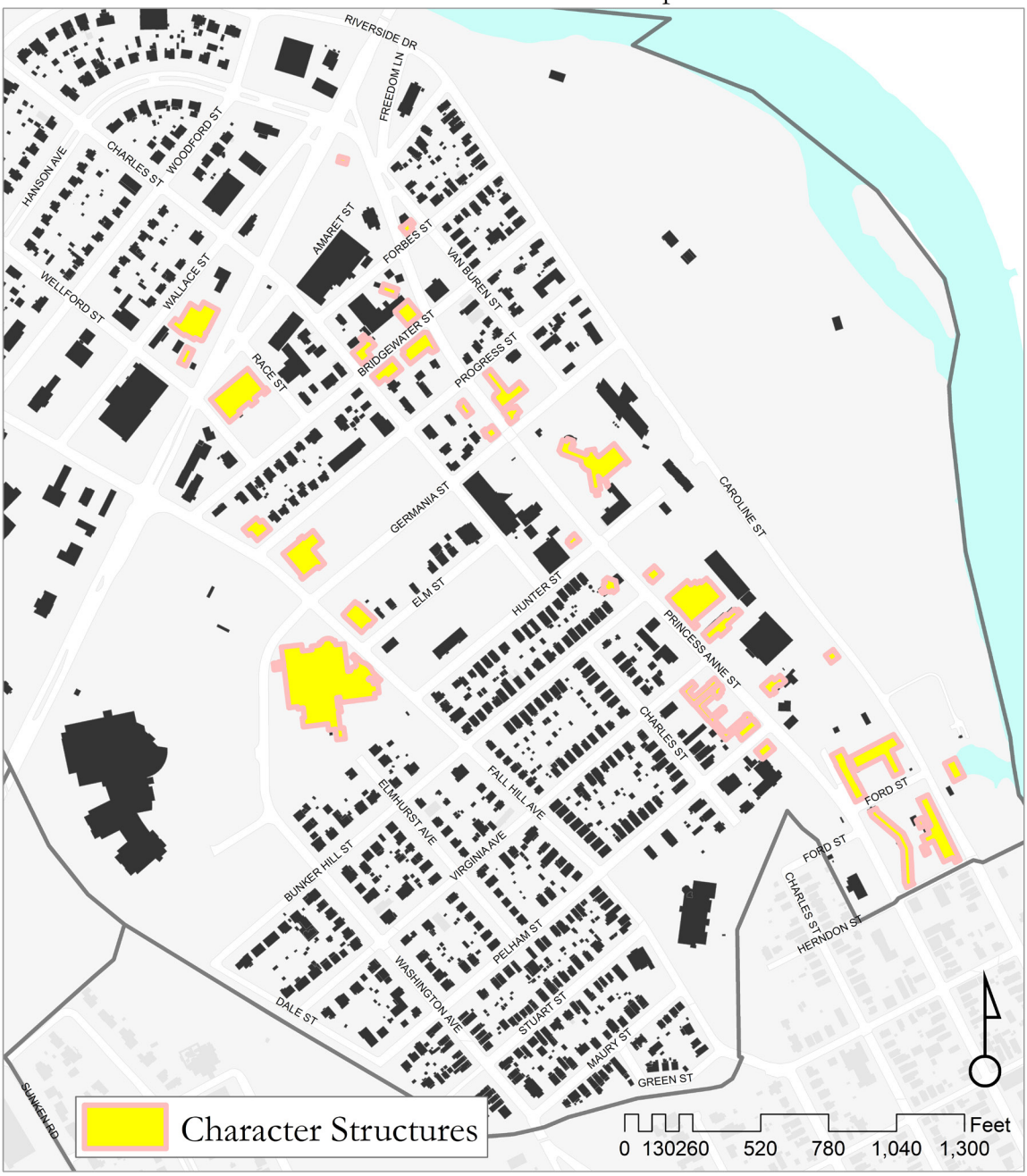
A. The following buildings from the late 19th and early 20th century possess unique architectural character and are set forth as "character structures" for the Creative Maker District:

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

MEMORANDUM

TO: Chairman Rodriguez and Planning Commissioners
FROM: James Newman, Zoning Administrator
DATE: June 22, 2020 for the June 24th Planning Commission public hearing
RE: **Terry Coley SE2020-02** requests a special exception to have an accessory dwelling unit at 1306 Graham Drive/GPIN 7768-97-1948. This property is located approximately 220 feet south-east of the intersection of Graham Road and Patrick Street, within the Idlewild neighborhood. The property is zoned Planned Development – Residential (PDR).

ISSUE

Proposed special exception request is for an accessory dwelling unit.

RECOMMENDATION

Recommend to the City Council approval of the Special Exception subject to the following conditions:

1. Together, the occupancy of the principal dwelling unit and the accessory dwelling unit shall not exceed the definition of a 'family', as defined in City Code.
2. The Accessory Dwelling Unit shall be located entirely within the existing square footage of the house.

Note: The current definition of a Family, as defined in City Code §72-84 is: *One person or two or more persons related by blood, adoption or marriage, living and cooking together as a single*

housekeeping unit, with no more than two boarders; or a group of not more than three unrelated persons living together as a single housekeeping unit.

PROPOSED SPECIAL EXCEPTION REQUEST

The applicant seeks exceptions to the following Code Section:

a. 72-42.5, to permit an accessory dwelling unit within a PD-R Zoning District.

PLANNING COMMISSION MEETING – JUNE 17, 2020

The Planning Commission held a public hearing for this item at its June 17, 2020 meeting. At the meeting, Commissioners Pates and O'Toole expressed reservations about the project, believing there was nothing special, extraordinary, or unusual about the request; staff maintains that the application is special in that this is the first request in at least six years for an ADU. Commissioners asked:

1. How the use would differ from a duplex (instead of two families in one building, this application would only permit one family);
2. How the use would enhance the character of the community (it would allow a resident to bring an additional family member to her home, strengthening ties to the neighborhood);
3. If the addition of an ADU would pose a danger from a fire/safety aspect (the Building Official stated that the Building Code ADU is not viewed as a more intense use than the existing single family use, no extra fire rating is required, and the structure has been inspected and meets building code requirements).

Three emails with public comment were received by the Planning Department on Jun 17th, and are attached to this staff report. Three persons spoke during the public comment portion of the hearing. All comments received and given at the public hearing are in opposition to the proposed special exception. The main concern was that having another kitchen would be more attractive to people looking to use the property as a rental. Other concerns were about the impact of additional vehicles, as well as building/fire safety.

GENERAL BACKGROUND

The applicant, Ms. Coley, wishes to have an accessory dwelling unit (ADU) within the same structure as the primary dwelling unit. The purpose of the ADU is to provide living quarters for her mother. The State's residential building code defines a dwelling unit as:

"*A single unit providing complete, independent living facilities for one or more persons, including permanent provisions for living, sleeping, eating, cooking and sanitation."*

City Code §72-82.4 defines a **Dwelling** as

> *A building or portion thereof, but not a mobile home, designed or used for residential occupancy. The term shall not be construed to mean a motel, rooming house, hospital, or other accommodation used for transient occupancy.*

The same Code Section defines an **Accessory Dwelling Unit** as

> *A secondary dwelling unit established in conjunction with and clearly subordinate to a principal dwelling unit, whether part of the same structure as the principal dwelling unit, or as a detached structure on the same lot.*

City Code §72-42.5 '*Table of Common Accessory Uses'* identifies several accessory uses and the various districts wherein they are permitted. *Accessory Dwelling Unit* does not appear on the list of common accessory uses. That same code section states *"The Zoning Administrator shall evaluate potential accessory uses that are not identified in Table 72-42.5, Table of Common Accessory Uses, on a case-by-case basis, as an Interpretation".* In the past year there have been several requests for Accessory Dwelling Units. So far in 2020 alone there have been 4 requests for accessory dwelling units. Using this code section to approve them would no longer be a case-by-case review but rather a frequent review. This issue of a recurring request for a use not listed in the Ordinance is best addressed by City Council through a text amendment. In the interim, Special Exceptions are the process to use. A draft text amendment is included.

The structure is a single-family detached house. It is 3,229 sq. ft. in area, with a finished basement area of 1,170 sq. ft. The proposed ADU would occupy the basement. The creation of a bedroom for her mother, a separate living room, a separate bathroom, and an additional dining space are all permitted. The applicant, by requesting an accessory dwelling unit, is affectively asking for approval to add a second kitchen. Currently, citizens who wish to add an accessory dwelling unit may add additional living, dining, eating, and sanitation rooms to their house. The addition of a second kitchen (specifically a 120 or 220 volt outlet for a full cooking range unit) combined with those other elements, is what constitutes an additional dwelling unit.

Two conditions are recommended: first, that the combined occupancy of the dwelling unit and accessory dwelling unit meets the definition of a 'family'. Using this definition prevents overcrowding by limiting occupancy. The current definition is: *One person or two or more persons related by blood, adoption or marriage, living and cooking together as a single housekeeping unit, with no more than two boarders; or a group of not more than three unrelated persons living together as a single housekeeping unit.*

The second condition would limit the accessory dwelling unit to the existing square footage of the house. Any additions onto the house would not be permitted for use of the ADU.

SPECIAL EXCEPTION ANALYSIS

Unified Development Ordinance (UDO) §72-22.7 contains review criteria that the Planning Commission and City Council shall use when evaluating an application for a Special Exception. These criteria are:

1. *Consistency with the Unified Development Ordinance*

The purpose of the Planned Development Residential (PD-R) Zoning District is:

"to encourage innovative and creative design, to facilitate use of the most advantageous construction techniques, and to protect watercourses, stream valleys, forest cover in watersheds, and areas with scenic vistas. The district is designed to permit a greater degree of flexibility in terms of layout, design and construction of planned development than is found in conventional zoning classifications. It will permit planned mixed use communities comprising residential, commercial, office and service uses…"

The applicant seeks to convert a portion of an existing structure into an accessory dwelling unit for her mother. This additional unit will provide flexibility in residential housing choice.

2. *Conformance with the Comprehensive Plan*

The property lies within Land Use Planning Area 3: Plank Road/Route 3. The Future Land Use map identifies this area as Transect-3 (Sub-Urban). This category states: "*The Idlewild neighborhood is designated as a T-3. It contains a mix of house types and scales including both attached and detached single-family housing. The neighborhood has a strong inclusion of public shared open space and values their connection to the designated trails as part of the T-1 space surrounding the neighborhood*."

The requested special exceptions and associated development are in accordance with goals of the Comprehensive Plan:

Environmental Protection Goals – pg. 1-8

Goal 6. Livability

"Strengthen existing policies and develop new ones to actively promote a sustainable future by promoting clustered and compact development, which would be balanced by additional open space, and redevelopment of land and repurposing of structures".

Residential Neighborhoods – pg. 1-10

Goal 2. Neighborhood Quality

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

Goal 5. Enhanced Connections

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

Goal 7. Affordable Housing

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

Goal 8. Variety of Housing

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

3. ***Whether there has been a sufficient period of time for investigation and community planning with respect to the application.***

The Technical Review Committee has completed its review and had no comment. If approved, work would be required to be performed in accordance with all Building Code requirements.

4. ***Whether the special exception is consistent with the principles of good zoning practice, including the purposes of the district in which the special exception would be located, existing and planned uses of surrounding land, and the characteristics of the property involved.***

Section 72-12 of the UDO states that "*The City Council has adopted this chapter to promote the health, safety, convenience, and general welfare of the public, to plan for the future development of the community, and to accomplish the objectives of the Code of Virginia and the City of Fredericksburg*

Comprehensive Plan". As stated in that Code Section, zoning is intended to be a tool that provides for, amongst other things:

A. …Adequate light, air, convenience of access, and safety from fire, flood, impounding structural failure, crime, and other dangers;
C. To facilitate the creation of a convenient, attractive, and harmonious community;
G. To encourage economic development that provides desirable employment, including high wage jobs, and enlarge the tax base;
J. To implement the Fredericksburg Comprehensive Plan and any special area plan adopted by the City;

The property is not located within a floodplain or floodway. The development will occur within the existing structure and not add to the footprint of the structure. It will permit a family to live together and support each other, and meets stated goals of the Comprehensive plan.

5. ***Whether the proposed use or aspect of the development requiring the special exception is special, extraordinary or unusual.***

There is nothing special, extraordinary, or unusual about the property. However, she is the first applicant in at least six years to have applied for such a permit. Numerous citizens have contacted the Planning Department to inquire about having an accessory dwelling units, but Ms. Coley is the first to apply for one.

6. ***Whether the proposed exception potentially results in any adverse impacts on the surrounding neighborhood, or the community in general; and if so, whether there are any reasonable conditions of approval that would satisfactorily mitigate such impacts.***

The proposed condition would limit occupancy to what is currently permissible: one family. Any impacts would be in line with those of a family. The applicant's mother does not have a car, so there would be no initial impact for traffic. Even if the applicant were to move and a new owner to take occupancy, the limit of the accessory dwelling unit to a 'family' would ensure no impacts beyond what is typical of a family.

CONCLUSION

This is a proposal for a special exception to permit an accessory dwelling unit within an existing single-family detached house. The use is compatible with the surrounding neighborhood and meets the goals of the Comprehensive Plan. The issue is fairly debatable; approval is recommended.

ATTACHMENTS

1. Resolution (not included with this work session memo)
2. Application
3. Public Comments
4. Draft text amendment

MEMORANDUM

TO: Chairman Rodriguez and Planning Commissioners
FROM: Mike Craig, Senior Planner
DATE: June 22, 2020 (for the June 17 Planning Commission meeting)
SUBJECT: JFH Fredericksburg II, LLC's request for an amendment to the 2015 Comprehensive Plan and Future Land Use Map for Area 5B.

ISSUE

Should the Planning Commission recommend approval of amendments to the 2015 Comprehensive Plan to sub-planning area 5B and the Future Land Use Map?

RECOMMENDATION

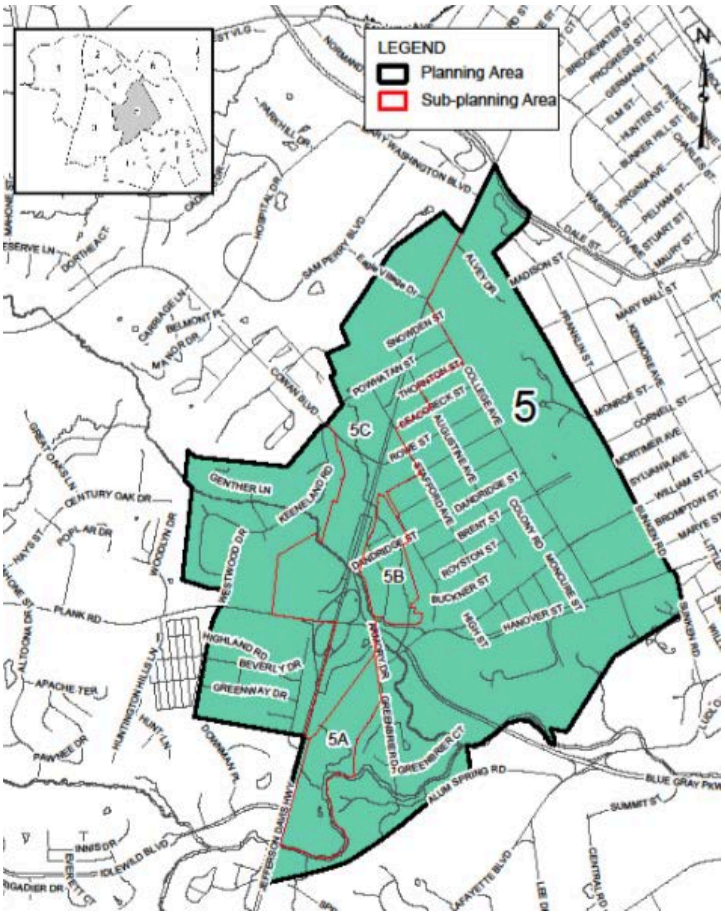
Recommend approval of the Comprehensive Plan amendment to the 2015 Comprehensive Plan and Future Land Use Map for Area 5B.

JUNE 17th PUBLIC HEARING

The Planning Commission held a public hearing on this item on June 17th. Comments received during the public hearing primarily focused on the aspects of the rezoning. One public comment received since the public hearing stated that Area 5B should include affordable housing potentially mixed with commercial development. The comment is attached to this memo.

BACKGROUND

JFH Fredericksburg II, LLC requested consideration of a Comprehensive Plan amendment to sub-planning area 5B. The change would enable consideration of a rezoning and vacation of right-of-way request to redevelop a portion of the area between US Route 1, Spotsylvania Avenue, Rappahannock Avenue, and Brent Street for commercial and office use.



Area 5 is centered on the intersection of Route 3 and Route 1 and includes the College Heights and Greenbrier neighborhoods as well as the University of Mary Washington. Sub-Planning Area 5B is located at the northeast quadrant of the intersection of Route 3 and Route 1. This land was originally platted by the Fredericksburg Development Company and annexed into the City in 1951.

The existing land use pattern has remained much unchanged since the annexation. The former Fredericksburg Mobile Home Park makes up the northern end of 5B and is between U.S. Route 1

and Dandridge Street with frontage on Spotsylvania. The Payne Street right-of-way was vacated for use by the mobile home park in 1964. The mobile home park has been closed and vacant since March of 2018.

The southern end of area 5B includes a cluster of semi-industrial, commercial, and office uses. They are oriented to Olde William Street, which was a primary east-west highway prior to the construction of the Blue and Gray Parkway.

Area 5B is functionally separated from the College Heights neighborhood by the 175-foot-wide VEPCO Dominion Power Transmission Line. Though the rights-of-way of Brent and Buckner Streets are platted through this area, they are currently unimproved. Dandridge Street is a public street, which served the mobile home park and adjacent lots, but does not connect to Rappahannock Avenue. A large portion of the area is currently undeveloped with rolling topography. A stream runs through the area between Spotsylvania and Rappahannock Avenues. The southern portion of the stream is perennial, which requires a 100 foot wide Resource Protection Area buffer.

ANALYSIS

The area was originally designed as a continuation of the College Heights neighborhood with small lots on gridded streets. However, the transmission line easement, the stream, and proximity to Route 1 make expansion of the existing neighborhood pattern challenging. 5B is physically separated from the College Heights neighborhood limiting the potential for full connectivity, however limited pedestrian links are feasible.

Currently, the Future Land Use Map designates this area as 'Medium Density Residential'. The City's Comprehensive Plan states that this area: *has the potential to be redeveloped at a higher intensity. Potential uses include student housing as well as a mix of commercial and residential uses, as has occurred at Eagle Village. The basis of this level of development would be to provide much needed student housing and allow the College Heights neighborhood to recover from excessive numbers of rental uses. …. Redevelopment plans would need to be designed to become a positive contribution to the neighborhood and help reestablish itself as an owner-occupied community.* The president of Mary Washington University was asked about its interest in this property as a new location for student housing. He said the University plans on utilizing its existing owned land (on William Street and in Eagle Village) to provide additional housing when necessary in the next 5 – 10 years. In addition, he indicated that the University is not planning to expand enrollment and is focusing housing plans on improving existing facilities.

Amendments to the Comprehensive Plan and Future Land Use Map are necessary to change the designations from low density residential use to more appropriate designations that would allow for the property owner's desired redevelopment strategy.

The 'General Commercial' designation is appropriate on the northern end of 5B where the area has frontage, access, and visibility to Route 1. 5B is uniquely positioned near major roadways, regional transit, and two major institutional anchors: Mary Washington Hospital and the University of Mary Washington. The location, coupled with its accessibility from U.S. Route 1, could provide space for some level of economic development in the form of commercial and office activity.

Any increase in the intensity of use in this area necessitates two site specific considerations. First, the transportation infrastructure in the area is substandard. Spotsylvania Avenue does not conform to contemporary street standards. The street needs to be realigned to meet modern horizontal alignment standards and the roadbed needs to be rebuilt. Also, the intersection with US Route 1 needs to be redesigned as traffic currently stacks in a 25-foot long stub that is perpendicular to the rest of the

roadway. The intersection is located between the US Route 1 and Route 3 interchange and Cowan Boulevard's intersection with US Route 1. The major design objective for improvement to Spotsylvania Avenue is that it does not impede automobile traffic flow in this sensitive area. Also, Area 5B is one of the few areas left in the City east of US Route 1 that is disconnected from the City's pedestrian network. The area of the mobile home park has no pedestrian infrastructure at all.

Reconstructing Spotsylvania Avenue and expanding pedestrian infrastructure into this area require a substantial investment. The investment in this area is unlikely to come from the City. Permitting viable commercial development on the property would generate sufficient land use to justify a private sector investment in Area 5B's infrastructure.

Secondly, any increase in proposed land use should interface appropriately with the adjacent neighborhood. While automobile connections may be inappropriate, pedestrian connections would provide a link and destination between neighborhoods and local goods and services. Buffering should also be used to mitigate impacts to the neighborhood from commercial use and environmentally sensitive areas that currently screen the neighborhood from proposed development should be preserved. High impact auto-centric uses should be limited or considered only under special review.

The remainder of the area should be designated Commercial - Transitional / Office. The area has more environmental features than the northern portion of 5B and does not have direct access to major roadways. It is thus better suited as a transitional area.

CONCLUSION

Area 5B is currently described as appropriate for use as student housing. However, it is not in the University's plan for student housing. The transportation infrastructure currently serving the site is not suitable for increased levels of use. Commercial investment is one way to enhance the public infrastructure in the area without requiring a major capital investment by the City. The area is suitable for expanding the commercial use due to its proximity to three of the City's major roadway and the City's two major institutions. Permitting commercial use in this area will also expand the City's tax base.

In accordance with the established e-meeting policies, the Planning Commission should hold the public hearing open to receive additional public comment. Once the public hearing has concluded, the Planning Commission should recommend to the City Council that the Comprehensive Plan be amended to reflect this change in land use vision.

ATTACHMENTS

1. Public comment.

Land Use Potential

This planning area has been extensively developed and is beginning to see extensive redevelopment. The College Heights and College Terrace neighborhoods are attractive and accessible, due to their traditional street grid. College Terrace is not going to change much, except for a limited amount of infill development and additions to homes. College Terrace will also be considerably enhanced by a systematic reclamation of the existing alleys, which will relieve on-street parking and keep service functions at the rear of properties. College Heights, on the other hand, is more subject to the influences of the University of Mary Washington and of the U.S. Route 1 Bypass. As redevelopment occurs in the College Heights area, the highly functional street grid will need to be respected and kept intact.

TABLE 11-24 **Land Use Potential in Planning Area 5**

SUB PLANNING AREA	SIZE	CURRENT ZONING	RECOMMENDED USE
5A	34.7 acres	R-2 Residential	Low Density Residential
5B	30 acres	Commercial Transitional, R-4 Residential, and Mobile Home	Commercial-General; Commercial-Transitional/Office
5C	1.3 miles of the U.S. Route 1 Bypass Corridor	Planned Development-Medical Campus, Commercial-Highway, Commercial-Shopping Center, Commercial-Transitional/Office, R- 12 Residential	Commercial-General; Commercial-Transitional/Office; Institutional

Sub Planning Area 5A

This 34.7-acre tract is controlled by the University of Mary Washington and has frontage on the U.S. Route 1 Bypass as well as Greenbrier Drive. Potential uses include student housing, but there could also be a potential mix of commercial and residential uses, as has occurred at Eagle Village. This level of development could provide much needed student housing and allow the College Heights neighborhood to recover from excessive numbers of rental units and reestablish itself as an owner-occupied community.

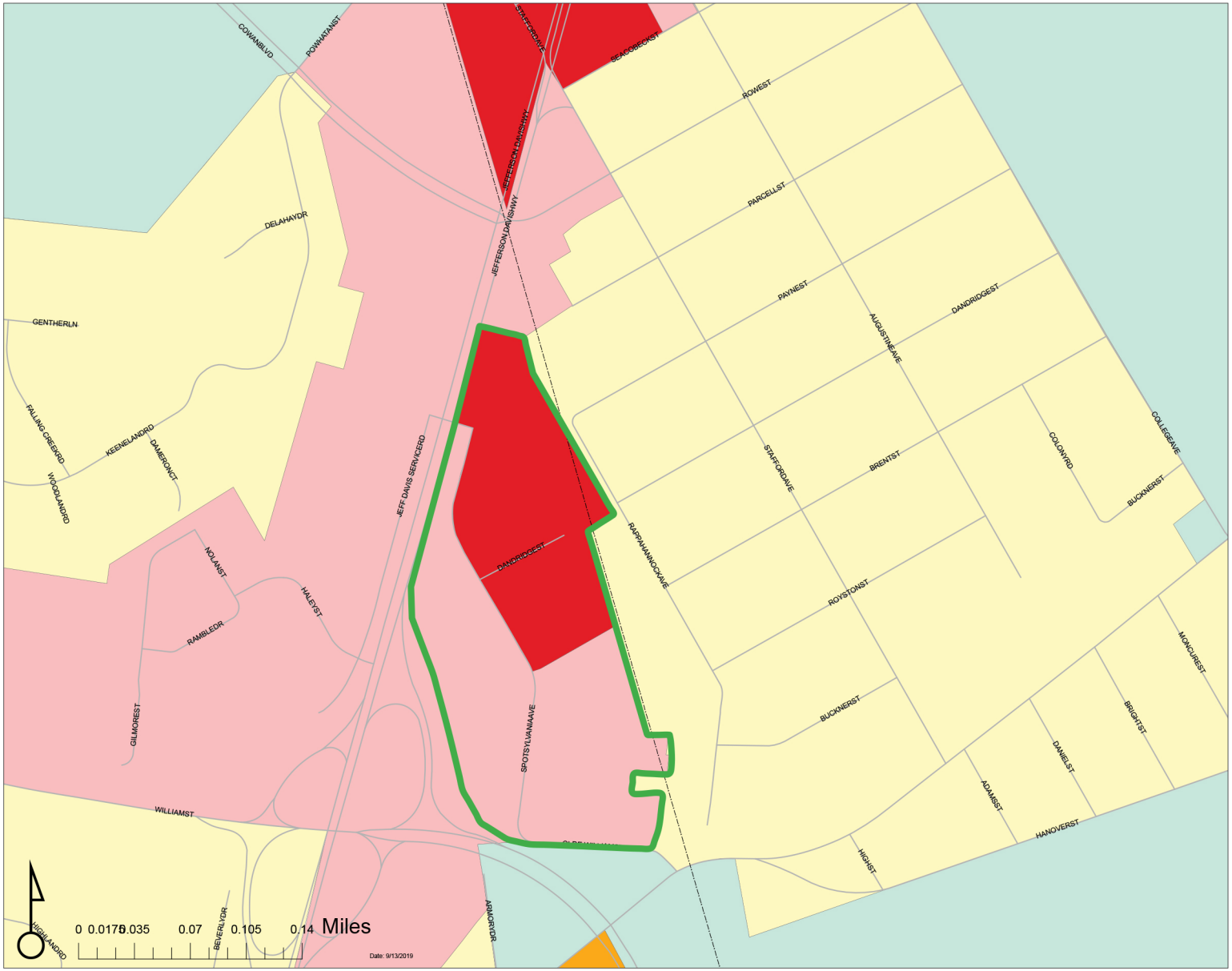
Sub Planning Area 5B

The northeast quadrant of the intersection of State Route 3 and U.S. Route 1 exists currently as a remnant of the original Fredericksburg Development Company's platting with an assemblage of uses. Natural features and the Dominion Transmission Line functionally separate this area from the College Heights Neighborhood. The original configuration of streets and small lots is no longer practical particularly given the proximity to U.S. Route 1 and disconnection from College Heights. The existing layout, including vestiges of undeveloped rights-of-way, could be reassembled to support future evolution of the site. This area is uniquely positioned near major roadways, regional transit, and two major institutional anchors and could provide space for commercial and office activity. Serving as a walkable center, future development should link neighborhoods and local goods and services. A cohesive redevelopment could provide new uses where appropriate buffering ensures minimal effect to the adjoining neighborhood. To ensure this sensitivity, automobile centered uses and activities should only be considered under special review.

Sub Planning Area 5C (U.S. Route 1 Bypass Corridor)

The U.S. Route 1 Bypass/Jefferson Davis Highway became functional when a new Falmouth Bridge was completed in the 1940s, providing a way for travelers to avoid driving through downtown Fredericksburg when they did not intend to stop there. Commercial development followed the new traffic pattern and over the years a great variety of uses have gravitated to that roadway. A more cohesive commercial corridor could provide appropriate transitional land uses between the commercial activity along the highway and the nearby residential neighborhoods.

FUTURE LAND USE - PROPOSED



Legend

LAND USE DESIGNATION

TRANSECTS
- Civic
- T1
- T3E
- T3
- T4
- T4M
- T5M
- T5C
- T5W

RESIDENTIAL
- Low Density
- Medium Density
- High Density
- Planned Development/Mixed Use

COMMERCIAL
- Transitional/Office
- Downtown
- General Commercial
- Planned Development/Commercial

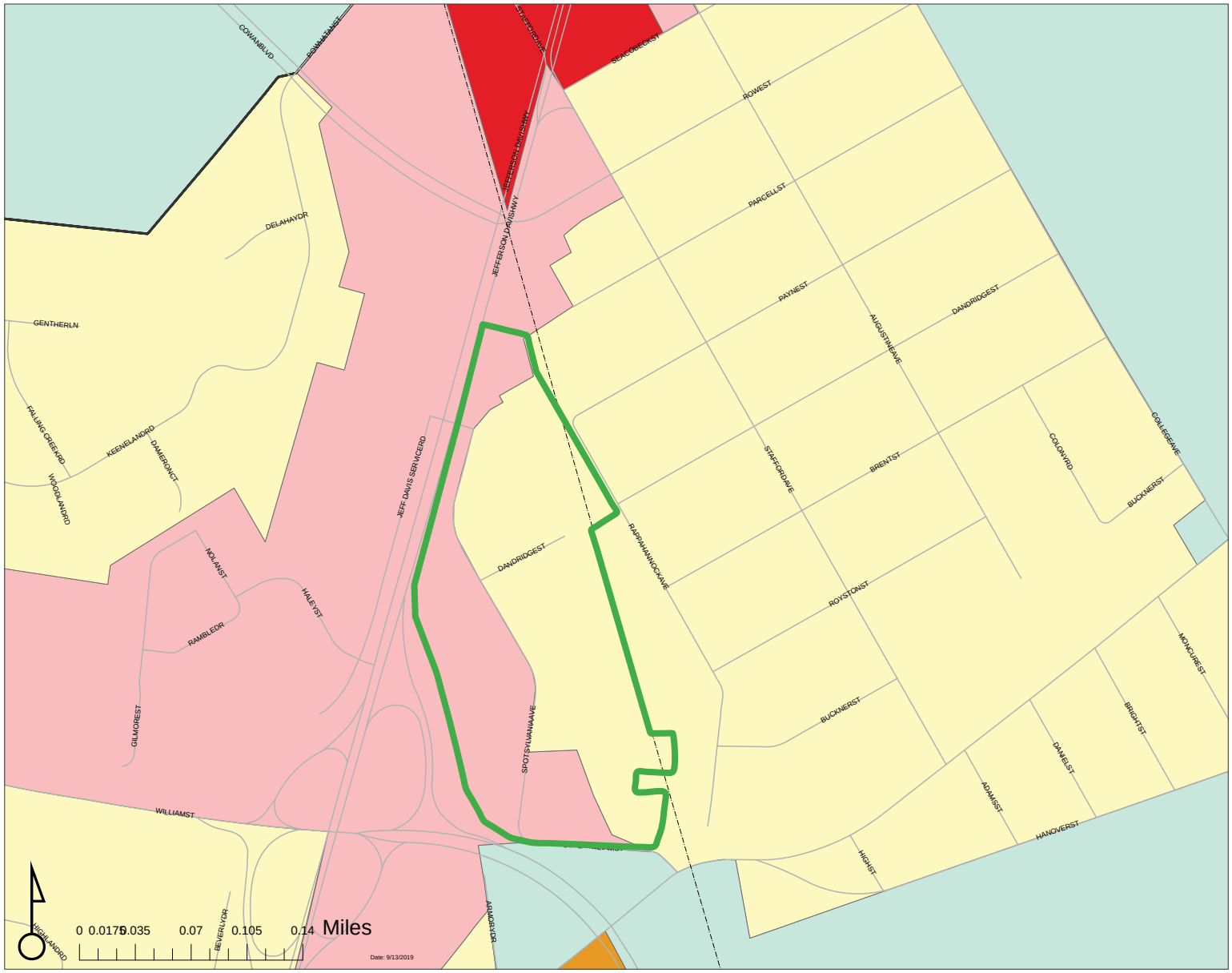
INDUSTRIAL
- General Industrial
- Light/ Research & Development

OTHER
- Institutional
- Parkland
- Preservation

CENTERLINES
- Existing
- Planned

- Area Plan Boundaries
- Power Lines

FUTURE LAND USE



Legend

LAND USE DESIGNATION

TRANSECTS
- Civic
- T1
- T3E
- T3
- T4
- T4M
- T5M
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- T5W

RESIDENTIAL
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- Medium Density
- High Density
- Planned Development/Mixed Use

COMMERCIAL
- Transitional/Office
- Downtown
- General Commercial
- Planned Development/Commercial

INDUSTRIAL
- General Industrial
- Light/ Research & Development

OTHER
- Institutional
- Parkland
- Preservation

CENTERLINES
- Existing
- Planned

- Area Plan Boundaries
- Power Lines
- Proposed Interstate Interchange

Michael J. Craig

From: MEGHANN COTTER <meghanncotter@me.com>
Sent: Thursday, June 18, 2020 10:28 AM
To: Planning; Michael J. Craig
Subject: [EXTERNAL] Comments on Cowan Station

I'd like to offer some comments to the planning commission on the proposed Cowan Station Development. My family and I live at 1222 Brent St. Often, my boys like to ride their bikes over to Freddy's or the Elementary School playground. This means we have to either go up to the bus station or down William St. and up past where the old trailer park was. It makes for a much longer trek than necessary and more than once I've had to call my husband to come get us because the kids couldn't make it back home. I hope that the new development will consider some connectivity to the neighborhood either by sidewalk or cut through street in order to offer greater connectivity and symmetry with the neighborhood.

I will also add that it seems a shame that tract is being gentrified rather than revitalized as an safe, affordable housing opportunity in the city. Although the living conditions of the trailer park were unacceptable, the people who lived there had the closest thing to affordable housing that they will ever have in this region and had important community bonds that are irreplaceable. At the back of a residential neighborhood and on a quiet street, my desire would be that development be a continuation of housing, perhaps even mixed residential/commercial and that those housing opportunities reimagine what housing could be for some of the poorest members of our community who also depend on relationships and community to obtain a higher standard of living.

Thanks for your consideration.

Meghann Cotter
1222 Brent St.
Fredericksburg, VA 22401

MEMORANDUM

TO: Chairman Rodriguez and Planning Commissioners
FROM: Mike Craig, Senior Planner
DATE: June 22, 2020 for the June 24 meeting
SUBJECT: Jarrell, Inc. proposes the rezoning of 9.37 acres from Commercial/Transitional- Office (CT), Residential Mobile-Home (R-MH), and Residential 4 (R-4) to Commercial Highway with proffered conditions and proposes the vacation and rededication of City right-of-way to realign Spotsylvania Avenue.

ISSUE

Should the Planning Commission determine that the proposed right-of-way vacation and rededication are in conformance with the Comprehensive Plan (in accordance with Virginia Code §15.2-2232) and recommend approval of the proposed rezoning?

RECOMMENDATION

Determine that the vacation of portions of Spotsylvania Avenue and Daindridge Street right-of-ways are in conformance with the Comprehensive Plan in accordance with Virginia Code § 15.2-2232.

Recommend approval of the proposed zoning map amendment of 50 GPINs from Residential Mobile Home, Residential 4, and Commercial / Transitional Office to Commercial Highway in accordance with the General Development and Proffer Statement.

JUNE 17th PUBLIC HEARING

The Planning Commission held a public hearing on these items on June 17th. Seven written comments were submitted and three people spoke during the hearing. The College Heights Civic Association posed several questions about parking for the development, motor vehicle access to the development, the location of trails, and buffering. Other written comments included support for the development and proposed trail network, a request to consider adding curbing, sidewalks, and lighting around the proposed trail entrances, and opposition to the Brent Street trail connection by an adjacent property owner. Public comment during the meeting focused on finding a low impact solution for the proposed Brent Street trail.

Planning Commission discussion included the desire for a clearer diagram showing the required landscaping on-site and the impacts to the existing tree canopy on-site. After discussion, the Applicant stated that they would create a revised landscaping diagram and City staff stated they would provide more analysis on the impacts of a proposed Brent Street Trail.

PROPOSED BRENT STREET TRAIL

The City's Comprehensive Plan and Unified Development Ordinance (UDO) require new developments to be integrated into the City's multi-modal transportation network. Goal 2 of the Comprehensive Plan's Transportation Chapter is Alternative Modes of Travel, which states "encourage the use of alternative modes of travel (transit, rail, and trails), to enhance mobility and accessibility and to minimize automobile congestion. Goal 4 is Walkability, which states continue to expand the conditions that make Fredericksburg a pedestrian-friendly City, acknowledging that sidewalks and trails

are critical infrastructure and not merely amenities. Neighborhoods should be interconnected and outlying areas connected to the City center through safe pedestrian / bicycle pathway networks. Transportation policies include 7 "continue to develop a coordinated system of safe and interconnected bicycle / pedestrian trails throughout the community" and 11 "ensure new development improves connectivity for all modes of travel." UDO § 72-52.6 Pedestrian and bicycle trails require that commercial development connect to existing sidewalks on either side of a development.

The Applicant proposes a 10 foot wide asphalt trail that will connect the southern end of the project into the existing pedestrian network. Proffer 5 requires that the trail be constructed prior to the occupancy of "Building G," which is the building closest to the Brent Street right-of-way.

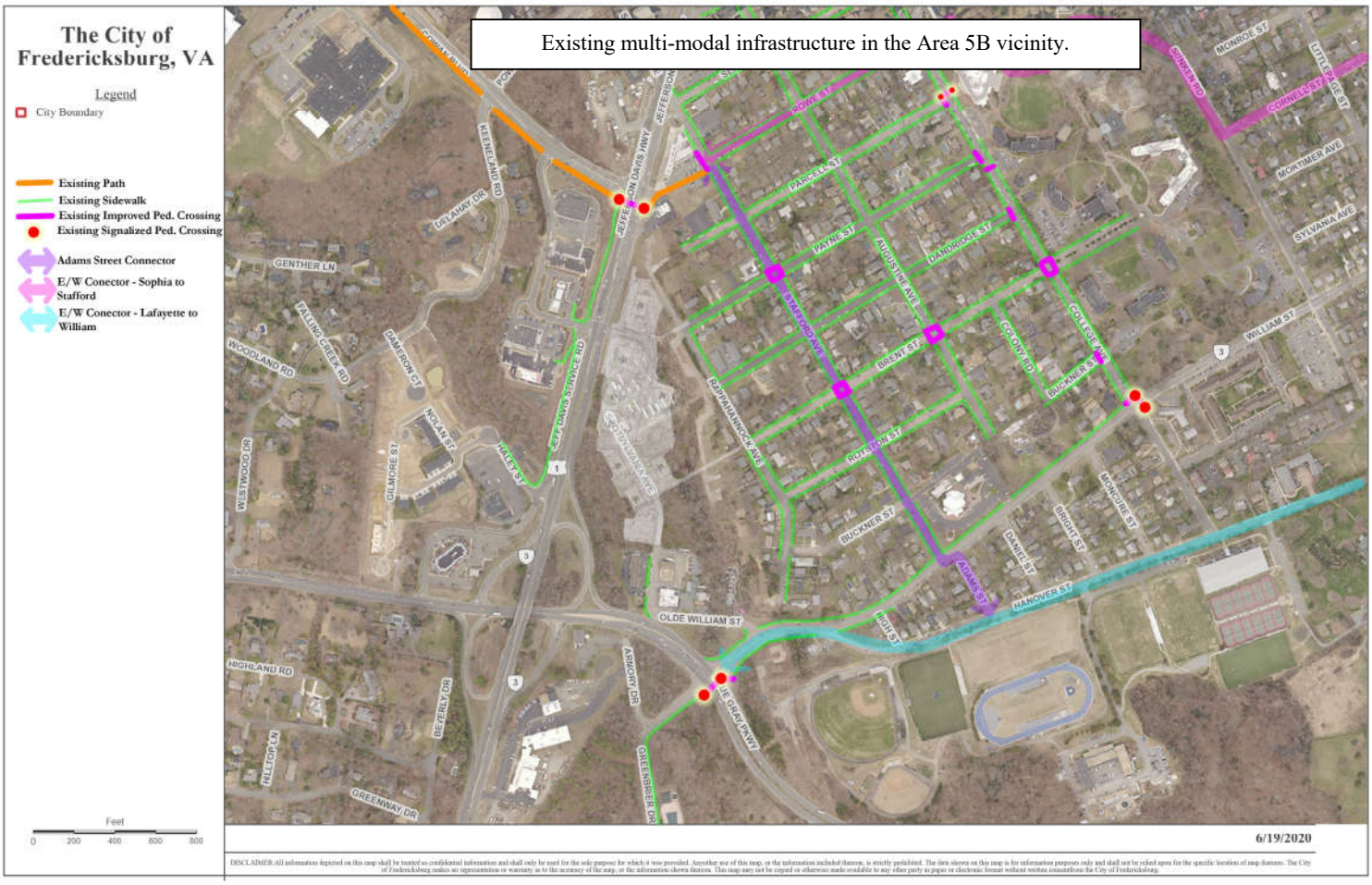
The trail is proposed within the existing Brent Street public right-of-way. Brent Street is a 60 foot wide public right-of-way. It is unimproved west of Rappahannock Avenue. West of Rappahannock, the first 261 linear feet of the right-of-way is grass. 180 linear feet of that is under the Dominion Power easement and power lines. The next 200 linear feet of the right of way is wooded. 110 linear feet of that is within a Resource Protection Area. Trails and other public infrastructure may encroach through a Resource Protection Area. In total, a 10 foot wide section of the trail could disturb approximately a 2,400 square foot wooded area when constructed.

The Brent Street right-of-way runs between two single family homes, 1300 and 1212 Rappahannock Avenue. Both homes have constructed asphalt driveways within the public right-of-way and use it for private car storage. If centered in the public right-of-way, the trail connection would be offset 25 feet from either homes property line and between 35 and 40 feet from either home. There is sufficient room within the 60 foot wide public right-of-way to accommodate private car storage for the two homes and a 10 foot wide asphalt trail.

The proposed trail would be located approximately 25 feet from adjacent single family home property lines. The trail should be configured to accommodate the continued use of the public right-of-way for private car storage for the adjacent homeowners. There is some existing landscaping separating the private property from the public right-of-way. From a design perspective, impacts from trail users would be similar to those from the sidewalk in front of the house. Any concerns related to privacy or noise from pedestrians or bicyclists using the proposed connection could be mitigated by adding landscaping or fencing along the side of the house adjacent to the trail.

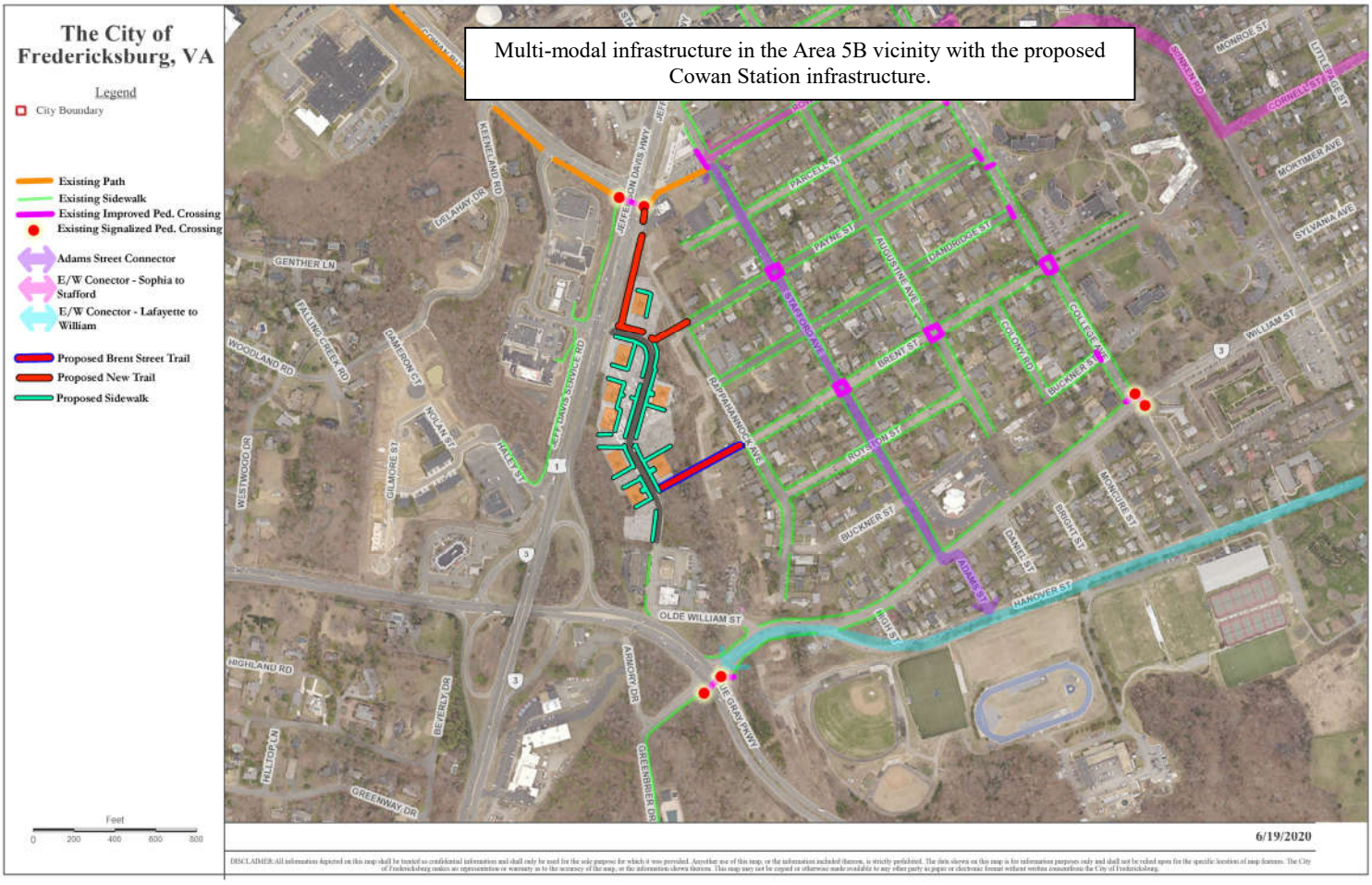
A view of the Brent Street right-of-way from Rappahannock Avenue.
The right-of-way limits are generally outlined in red.

Area 5B has little existing pedestrian / bicycle infrastructure. On the east side of the Dominion Power Easement, the College Heights multi-modal transportation network is fairly well developed. Gaps exist along Rappahannock Avenue and where the power line cuts through. Brent Street is a primary east / west pedestrian route connecting the University of Mary Washington (UMW) with the neighborhood. Brent Street has pedestrian improvements (high visibility crosswalks) at its intersections with Stafford Avenue (which is a collector street), Augustine Avenue, and across College Avenue at the main entrance to the UMW. Payne Street is also an important pedestrian route and has high visibility crosswalks at its intersection with Stafford Avenue.



Existing multi-modal infrastructure in the Area 5B vicinity.

Cowan Station's four proposed trails and planned sidewalk network would fully integrate the project (and Area 5B) into the City's multi-modal transportation system. The City's adopted Pathways Plan evaluates multi-modal connectivity by utilizing "Walking and Biking Scores" (page 7 of the Pathways Plan). The Walk Score is "an index of a location's efficiency for convenient travel options." The City's current walk score is 45 out of 100. However, the Downtown is at 90 due to the comprehensive connectivity of its pedestrian network. The Pathways Plan sets the first objective to achieve a Pedestrian-Friendly Environment as providing "non-motorized access and coordinated transportation links to and between neighborhoods, commercial areas, schools, recreational opportunities, and work places" (page 10).



Brent Street is the southernmost right-of-way connecting Area 5B with the College Heights neighborhood. Neither Royston nor Buckner Streets extend further than Rappahannock Avenue. Pedestrian links on the northern and southern end of the area are the most efficient way to integrate Area 5B into the larger Pathways network and the City's existing sidewalk network. The Brent Street connection enhances the walk and bikability of the southernmost four buildings in the proposed Cowan Station commercial park.

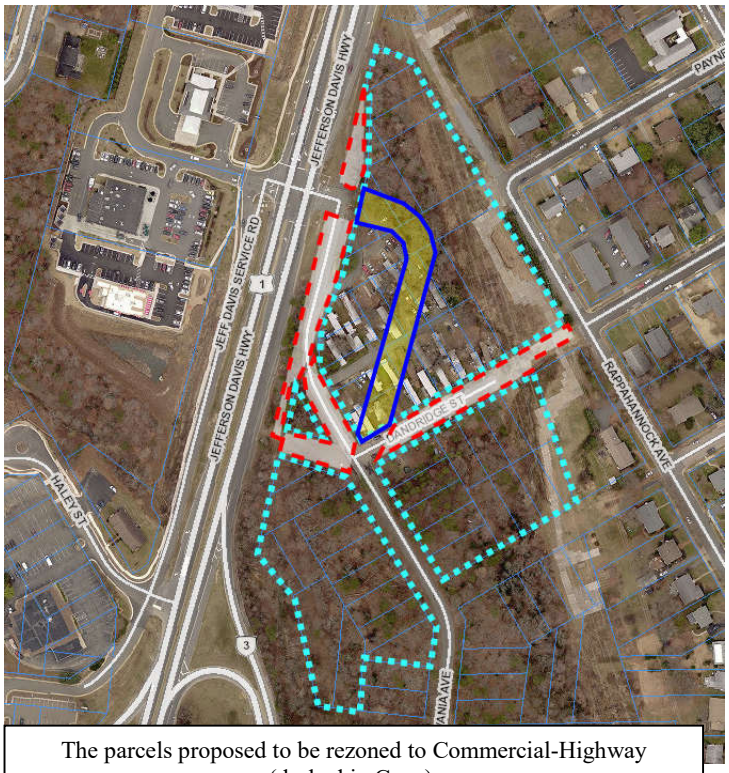
The comprehensive nature of the proposed trails and sidewalks enhances the viability of the overall pedestrian system. Providing these connections integrates the proposed commercial office park with the neighborhood, UMW, the Cowan Boulevard Trail, and transit the center. The Brent Street Trail and the proposed sidewalks along Spotsylvania Avenue also create potential network connections to

the south. The project will tie into the small section of sidewalk existing in Area 5B where Spotsylvania Avenue and Old William Street intersect. With the Brent Street connection, a potential extension of the network to the Route 3 / William Street intersection is foreseeable in the future, which would enhance walk and bikability between the neighborhood and the College Heights Pool and Alum Springs Park. These links will only occur if the City accepts the private investment in connecting the pedestrian infrastructure now. Without this investment, it is less likely that the City could undertake the amount of improvement necessary to complete these links due to competing capital needs.

Incorporating new development into the existing multi-modal system in a comprehensive and efficient way is the key to ensuring that our City continues to move towards a more sustainable transportation environment.

This must be balanced against any potential impact these links will have on adjacent property owners. There has been mixed public comments regarding the proposed Brent Street trail (see attached public comment). The representatives of the College Heights Civic Association would like to eliminate the Brent Street trail to minimize the impact on adjacent residences and preserve existing tree canopy. The Applicant will accommodate them if that is the public will. However, two comments from the neighborhood were supportive of the pedestrian connections provided by the application. Based on the analysis contained here, the system wide benefits of the Brent Street connection are substantial and in accordance with City policies and vision. The potential impact on existing tree canopy is minimal and any impact to the two adjacent property owners could be mitigated with fencing or additional plantings. Balancing these two aspects, the Brent Street trail should remain a part of the proposed project.

EXISTING USE AND CHARACTER OF THE PROPERTY

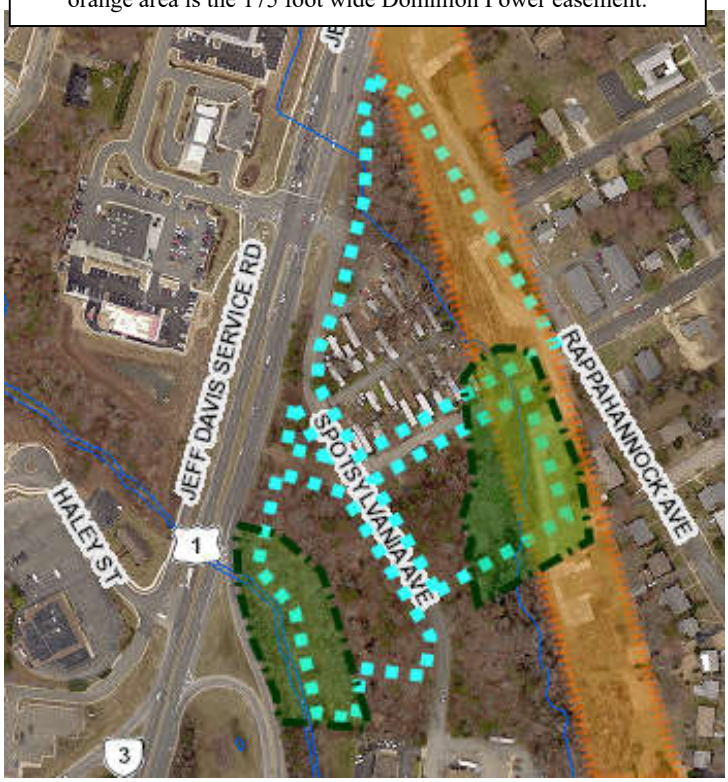


The parcels proposed to be rezoned to Commercial-Highway (dashed in Cyan),
The right-of-way proposed to be vacated (dashed in Red and hatched White), and
The right-of-way proposed to be dedicated (outlined in blue and hatched Yellow).

The proposed Cowan Station rezoning consists of 50 parcels located between the Rappahannock Avenue right-of-way, US Route 1, Spotsylvania Avenue and the Brent Street right-of-way. This area was annexed by the City in 1951. The northern portion of the property was used as a mobile home park between the 1960's and 2018. The southwestern parcels are vacant and wooded.

The parcels were platted as part of the Fredericksburg Development Companies platting of the western portions of the City in the late 19th and early 20th century. At that time, the lots were divided as a continuation of the College Heights residential neighborhood and street grid. However, barriers to the continuation of that pattern are present. They include natural features such as streams as well as the major electrical transmission line bordering the eastern portion of the property and US Route 1 forming the western portion of the property.

The existing features of the property. The streams are shown in blue and the green outlined areas are perennial portions of those streams and their corresponding Resource Protection Areas. The orange area is the 175 foot wide Dominion Power easement.



These barriers prevented the natural continuation of the neighborhood and street grid. In recognition, in the 1960's the City Council vacated the Payne Street extension for use in the mobile home park that occupied a portion of the site for the next fifty years. Vacant mobile homes and accessory structures remain abandoned on that portion of the property.

The site is accessed from US Route 1 by Spotsylvania Avenue. Spotsylvania Avenue is a two lane road with graded shoulder and ditch sections on both sides. The road does not meet modern road design guidelines. The intersection with US Route 1 is particularly problematic. It is a signalized intersection, but the stacking for the light is perpendicular to the main travel direction of the roadway.

Two streams exist on the site. Smith Run, located to the west of the project, is a perennial stream (meaning permanent or very frequently recurring) and a tributary to Hazel Run. Under the City and Statewide Chesapeake Bay Protection Act, perennial streams are protected features that require a 100 foot "Resource Protection Area" on both sides of the feature. The stream to the east consists of the drainage from the Cowan Crossings commercial development across the street, which flows in a 36 inch culvert under US Route 1. The stream becomes perennial on-site.

The vacant areas of the site are generally flat with some sloping towards the streams. These portions of the property are wooded and contain some mature canopy trees.

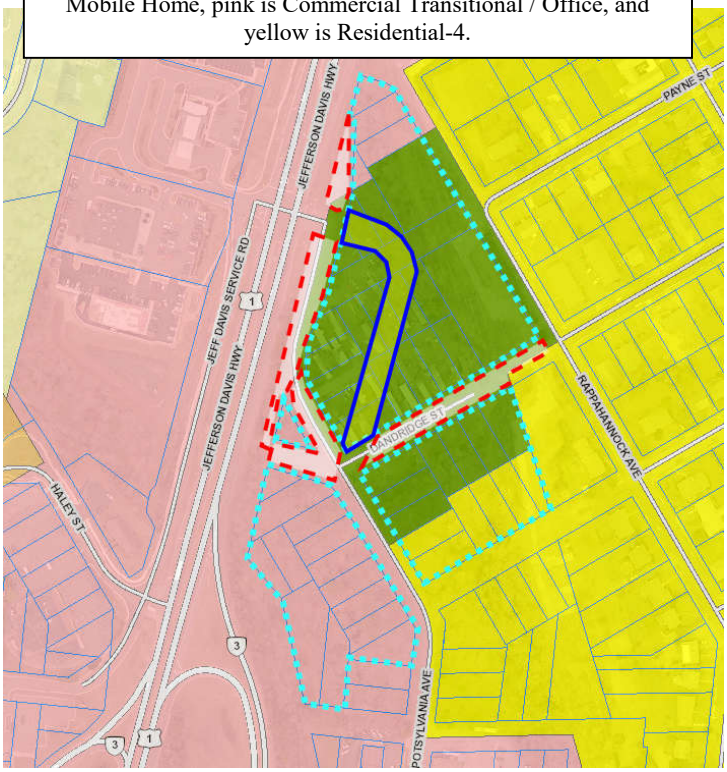
The zoning on the site varies. A 5 acre portion of the property used as the mobile home park is zoned R-MH. The areas to the southwest adjacent to the US Route 1 and Route 3 interchange are zoned CT. The southeastern portions of the proposed project are zoned R-4. The neighborhood adjacent to the property to the east is zoned R-4.

PROPOSED USE AND CHARACTER

The Jarrell Companies propose to rezone the property to Commercial-Highway with proffered conditions to build a commercial / office park. The development will include eight 1 story, 6,500 square foot buildings, totaling 52,000 square feet of commercial / office space.

The Commercial-Highway Zoning District permits a range of residential and non-residential uses. The Applicant has submitted a proffer statement that precludes certain uses on the site. Proffer 1 states that the project will be built in accordance with the General Development Plan (GDP), which shows a commercial / office park and would preclude residential development. In addition, Proffer 2 prohibits adult establishments, convenience stores (with gasoline sales), gasoline sales, tattoo / piercing establishments, automotive sales and rental (both small and large), automotive service, automobile towing and impoundment, and fast food restaurants. Proffer 3 states that no drive-throughs will be permitted on the site without obtaining an additional special use permit.

The existing zoning of the property. Green is Residential-Mobile Home, pink is Commercial Transitional / Office, and yellow is Residential-4.



Both the GDP and Proffer 4 prohibit motor vehicle access form Cowan Station to the College Heights residential neighborhood. Pedestrian connections are provided with a trail connection proposed along both the old Payne Street right-of-way and within the City owned Brent Street right-of-way. The trail and sidewalk network proposed within the development is also proposed to be extended as a 10 foot wide shared use trail up US Route 1 to the Cowan Boulevard Trail.

The project is separated from College Heights by the 180 foot wide Dominion Power easement. The applicant proposes a mixture of fencing, enhanced plantings (stated in the proffer statement to be evergreen), and existing vegetation to provide the required Type D "Opaque" Perimeter landscape buffer between the site and the neighborhood. The Type D landscape buffer functions as an opaque screen from the ground to a height of at least six feet. This type of buffer prevents visual contact between uses and creates a strong impression of total separation. It requires either 10 aggregate caliper inches (ACI) of canopy trees + 13.5 ACI of understory trees + 23 shrubs per 100 linear feet in a 25 foot wide buffer or A six-foot-tall opaque fence + 8 ACI of canopy trees + 15 ACI of understory trees + 23 shrubs per 100 linear feet in a 15 foot wide buffer.

The Proffer statement also considers the visibility of the development from the adjacent neighborhood as well as from US Route 1. Proffer 7 states that all service utilities shall be screened from visibility from US Route 1. It also states that the buildings will be constructed of brick, stone, wood, stucco, cementitious siding or similar materials.

The applicant has proposed a Comprehensive Plan amendment to accompany this request to change the vision for this area from higher intensity mixed use and student housing to a commercial / office park. More information on that request is contained in the accompanying staff report on that item.

ZONING REVIEW CRITERIA AND POTENTIAL ADVERSE IMPACTS

The effect of the rezoning would be to permit a total of 52,000 square feet of non-residential use on the 9.37 acre site. The impacts of these changes are evaluated using the criteria specified by the Code of Virginia and the City's Unified Development Ordinance.

1. *The Purpose of zoning ordinances.*

In considering a zoning map amendment the Planning Commission and City Council should consider Virginia Code § 15.2-2284, which states:

> "Zoning ordinances and districts shall be drawn and applied with reasonable consideration for the existing use and character of property, the comprehensive plan, the suitability of property for various uses, the trends of growth or change, the current and future requirements of the community as to land for various purposes as determined by population and economic studies and other studies, the transportation requirements of the community, the requirements for airports, housing, schools, parks, playgrounds, recreation areas and other public services, the conservation of natural resources, the preservation of flood plains, the protection of life and property from

> impounding structure failures, the preservation of agricultural and forestal land, the conservation of properties and their values and the encouragement of the most appropriate use of land throughout the locality."

The requested zoning map amendment changes the permitted use of the property from Mobile Home and Transitional Office use to a broader set of commercial uses. The intensity of the uses is controlled by the proposed General Development Plan, which requires the site to be configured as 8 single story 6,500 square foot buildings and by the proffer statement, which prohibits high-intensity uses. The application includes the reconstruction of Spotsylvania Avenue and the implementation of a substantial pedestrian network linking the site into the City's existing multi-modal network. The application also includes buffering and architectural controls to ensure that the development of the site results in a harmonious cohesive development.

2. *The Comprehensive Plan.*

The applicant has requested an amendment to the Comprehensive Plan's Future Land Use Map (FLUM) and to sub-panning area 5B to change the vision for this area from a residential to a commercial focus. An analysis of the suitability of that change is included in the staff report on the proposed amendment. The analysis concludes that changing the vision of this site from residential to commercial is appropriate.

The "opportunities" listed under Land Use Planning Area 5 (pg. 11(5)1) include:

- Promote mixed-use development along the US Route 1 Bypass and William Street corridors.
- Protect established residential neighborhoods from existing and proposed commercial development, through transitional uses and design standards that minimize adverse impacts.
- Engage in an aggressive landscaping program along the US Route 1 Bypass, planting trees where they will not interfere with lines of sight and installing lower level vegetation where visibility is critical to safety and commercial activity.

The proposed zoning is to Commercial-Highway with proffered conditions. Together, the zoning district and conditions permit a range of uses that will enhance the City's tax base while prohibiting potential incompatible uses and high intensity automotive uses. The proffer statement includes the screening of utilities and service functions from US Route 1 and building material standards that make for an attractive view shed from US Route 1. The GDP and Proffer Statement prohibit automotive connections to the adjacent neighborhoods, but provide substantial pedestrian linkages to both the neighborhood and also to the Cowan Boulevard Trail to the north.

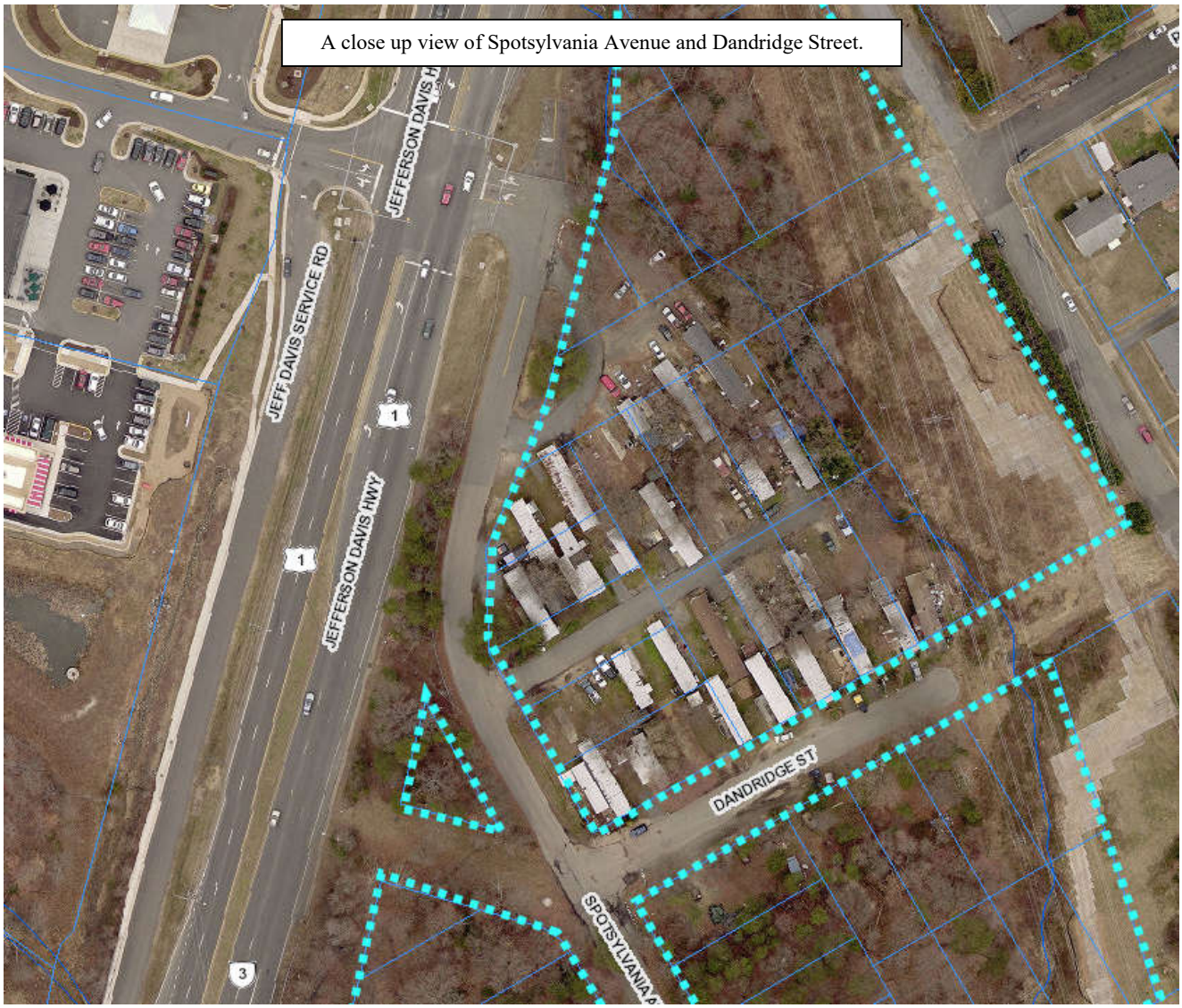
Chapter 5: Environmental Protection envisions protection of streams and waterways, woodlands and tree preservation and enhancement of the urban tree canopy (pages5-7 through 5-8). The proposed project will require impact to the easternmost intermittent stream on the property. The portion of the stream impacted consists of the Cowan Crossings and drainage discharging onto the site from a 36 inch wide culvert underneath US Route 1. The impact is necessary to re-align Spotsylvania Avenue and the applicant proposes to install a 36 inch culvert underneath the proposed roadway to adequately convey the water through the site.

RE-ALIGNMENT OF SPOTSYLVANIA AVENUE AND RIGHT-OF-WAY VACATIONS

The Applicant proposes the vacation of a portion of the existing Spotsylvania Avenue right-of-way and the Dandridge Street right-of-way within the project limits. The total amount of right-of-way to be vacated is 1.52 acres. The Applicant proposes to realign the Spotsylvania Avenue right-of-way and reconstruct the road through the site. New public right-of-way containing the newly built road will then be dedicated to the City. The Dandridge Street right-of-way is proposed to be incorporated into the proposed project. The amount of right-of-way proposed to be dedicated is 0.67 acres.

In accordance with Code of Virginia § 15.2-2232, the Planning Commission must make a determination that the change in general character and location of the City owned right-of-way is in accordance with the City's Comprehensive Plan. Chapter 3: Transportation focuses on the different transportation systems serving the City. The vision established in the Chapter is the continued development of a multi-modal transportation system comprised of complete streets (with sidewalks, planting strips, and street trees) (page 3-5), pathways (page 3-2), and transit systems (page 3-10).

As currently built, Spotsylvania Avenue lacks sidewalks and has problematic geometry. The Dandridge Street right-of-way contains some asphalt that served as an access to some of the trailers on the site. Both roadways are in poor condition. As discussed above, the intersection with US Route 1 is substandard and problematic.



A close up view of Spotsylvania Avenue and Dandridge Street.

Vacating existing right-of-way and reconfiguring Spotsylvania Avenue provides a safer geometric design for automobile traffic utilizing the Spotsylvania Avenue and US Route 1 intersection. The rebuilt road is proposed to be a complete street with sidewalks, planting strips, street trees, and parallel

on-street parking. The reconstruction of Spotsylvania Avenue is in conformance with the Comprehensive Plan.

Chapter 7: Residential Neighborhoods focuses on neighborhood design, creating pedestrian connections and linkages, and interconnected streets (page 7-2 through 7-3). Automotive connections between the proposed project and College Heights were the subject of much discussion at neighborhood meetings regarding this project. Providing automobile connections between the site and College Heights could potentially result in adverse impacts from increased automotive traffic between US Route 1 and points east on neighborhood streets. However, a major component of the proposed application is to construct trail connections in the vicinity of Payne Street and Brent Street to provide pedestrian linkages from the neighborhood and also to provide a trail link from the Cowan Boulevard Trail down US Route 1 to the development.

The Dandridge Street right-of-way was platted at a time when the property was envisioned to be an extension of College Heights. The modern conditions on the property rendered that plan moot. The site is located at the intersection of the City's two primary arterial roadway, US Route 1 and State Route 3. Further, comment from the adjacent neighborhood indicates that continuing automotive connections into this area is undesirable. Linking the urban fabric through trails instead, via replacing the platted Dandridge Street automotive scaled right-of-way with trail connections under public easement where Payne Street once extended and along the Brent Street right-of-way is in conformance with the Comprehensive Plan and is a more suitable means of integrating the local transportation network.

The property itself is in close proximity to the Cowan Trail, Mary Washington Hospital, and the University of Mary Washington. As currently configured, the only connection between these properties is by automobile through the substandard Spotsylvania Avenue intersection. The vacation of right-of-way on the property enables the reconfiguration of Spotsylvania Avenue and development of a pedestrian system connecting the property to both the adjacent neighborhood and the Cowan Boulevard Trail. The proposed infrastructure creates new connections between the property, Mary Washington Hospital, and the University of Mary Washington. A goal of Chapter 6: Business Opportunities is to create Complementary and Connected Business Districts and the proposed transportation infrastructure associated with this project achieves that goal.

The applicant proposes to vacate 1.52 acres of City right-of-way and rededicate 0.67 acres of new right-of-way to the City. The applicant would thus receive 0.85 acres of surplus right-of-way from the City. The applicant should reimburse the City for the fair market value of this property as a condition of any approval transferring the right-of-way, though during the worksession on May 27 several Planning Commissioners stated that the value added to the City through the realignment and rededication of Spotsylvania Avenue outweighed the benefit of charging the applicant for the surplus right-of-way. The Planning Commission may include a recommendation regarding the payment for surplus right-of-way in their determination of whether this proposal is in conformance with the Comprehensive Plan.

City Councilor Tim Duffy submitted written comment that Spotsylvania Avenue should be renamed after Clyde Matthews due to his long time service of the community. Spotsylvania Avenue is the name of another street in Spotsylvania County. The renaming of the street is appropriate and the best time to complete the renaming would be as this new development is brought on-line and the road is realigned and reopened. The name change would affect two existing buildings currently addressed on Spotsylvania Avenue to the south of the site. Renaming streets is an administrative process and does not require direct action from the Planning Commission. However, a condition of the vacation of the

right-of-way could be that the applicant work with the City staff to rename the street as their project moves forward.

PUBLIC COMMENT

Since the public hearing, the Planning Department has received one public comment from the president of the College Heights Civic Association and another public comment from a resident of the neighborhood. The written comment is attached to this memo and will be read into the record during the public hearing.

CONCLUSION AND RECOMMENDATION

The proposed project will enhance the City's tax base and provides a substantial investment in the realignment of Spotsylvania Avenue and in the creation of strong pedestrian links in an area of the City deficient in pedestrian infrastructure. The proposed vacation and rededication of right-of-way within this project is in conformance with the Comprehensive Plan.

The Proffer statement contains certain prohibitions that ensure the development will be transitional, it provides for screening, building material standards, and buffering and also excludes high impact uses. The proposed rezoning conforms to the City's Comprehensive Plan and is a suitable revision to the zoning map.

In accordance with the established e-meeting policies, the Planning Commission should hold the public hearing open to receive additional public comment. Once the public hearing has concluded, the Planning Commission should:

- Determine that the vacation of portions of Spotsylvania Avenue and Daindridge Street right-of-ways are in conformance with the Comprehensive Plan in accordance with Virginia Code § 15.2-2232.

- Recommend approval of the proposed zoning map amendment of 50 GPINs from Residential Mobile Home, Residential 4, and Commercial / Transitional Office to Commercial Highway in accordance with the General Development and Proffer Statement.

ATTACHMENTS

1. Revised GDP
2. Additional public comment

GENERAL DEVELOPMENT PLAN
COWAN STATION

CITY OF FREDERICKSBURG, VIRGINIA

SHEET INDEX

SHEET	TITLE
SHEET 1	COVER SHEET
SHEET 2	EXISTING CONDITIONS
SHEET 3	REZONING EXHIBIT
SHEET 4	GENERAL DEVELOPMENT PLAN
SHEET 4A	GENERAL DEVELOPMENT PLAN TRAIL CONNECTIVITY PLAN
SHEET 5	UTILITY PLAN
SHEET 6	LANDSCAPE PLAN

LEGEND

EXISTING		PROPOSED
8"W	WATER	8"W
8"S	SEWER	8"S
	STORM	
	STORM STRUCTURE	
Ⓢ	SANITARY MANHOLE	Ⓢ
⊗	VALVE	⊗
	FIRE HYDRANT	
	CLEAN OUT	CO
	WATER METER	
	PROPERTY LINE/ RIGHT OF WAY	
120	CONTOUR LINE	
	PAVEMENT HATCH	
	CONCRETE HATCH	
TC	TRAFFIC CONTROL BOX	
	SIGNAL POLE	

VICINITY MAP
SCALE 1"=2000'

0 2000 4000

SCALE IN FEET

SITE INFORMATION:

PARCEL GPIN:	7779-42-8953, 7779-42-8984, 7779-42-9737, 7779-42-9783, 7779-42-9946, 7779-42-9972, 7779-43-8079, 7779-43-9005, 7779-43-9040, 7779-43-9109, 7779-43-9388, 7779-43-9395, 7779-52-0758, 7779-52-0795, 7779-52-0808, 7779-52-0833, 7779-52-2908, 7779-52-2944, 7779-53-0256, 7779-53-0272, 7779-53-0320, 7779-53-0441, 7779-53-0525, 7779-53-0594, 7779-53-0641, 7779-53-0684, 7779-53-0752, 7779-53-0878, 7779-53-0893, 7779-53-1056, 7779-53-1083, 7779-53-1121, 7779-53-1310, 7779-53-1353, 7779-53-1435, 7779-53-1487, 7779-53-1536, 7779-53-1669, 7779-53-1718, 7779-53-2082, 7779-53-2113, 7779-53-2155, 7779-53-2305, 7779-53-2347, 7779-53-2487, 7779-53-3025, 7779-53-3057, 7779-53-3108, 7779-53-3159, 7779-53-3190
CURRENT ZONING:	C-T, RM-H, & R-4
PROPOSED ZONING:	C-H
PRESENT USE:	MOBILE HOME PARK & UNDEVELOPED
PROPOSED USE:	COMMERCIAL & OFFICE DEVELOPMENT
TRASH COLLECTION:	PRIVATE TRASH COLLECTION
WATER:	PUBLIC CONNECTION
SEWER:	PUBLIC CONNECTION
ROADS:	PUBLIC & PRIVATE
OPEN SPACE REQUIRED:	15%
ALLOWABLE FLOOR AREA RATIO:	0.70
ALLOWABLE BUILDING HEIGHT:	40 FT
MINIMUM YARD REQUIREMENTS:	FRONT = 25 FEET SIDE = 15 FEET REAR = 20 FEET
MINIMUM DISTRICT SETBACK:	40 FEET

	COMMERCIAL / OFFICE
PARCEL AREA (NOT INCLUDING PROPOSED RIGHT OF WAY):	9.37 AC
OPEN SPACE:	62.5 % (5.86 AC)
BUILDING AREA:	52,000 SF
FLOOR AREA RATIO:	0.127
BUILDING HEIGHT:	20' (APPROXIMATE)
PARKING REQUIRED:	1 SP/300 SF = 173 SPACES
PARKING PROVIDED:	249 TOTAL (226 OFF STREET & 23 ON STREET)
LOADING REQUIRED:	3 - 15'X25' SPACE
LOADING PROVIDED:	3 - 15'X25' SPACE

PROPERTY OWNER	DEVELOPER	ENGINEER
JFH-FREDERICKSBURG II, LLC 1005 SOPHIA ST FREDERICKSBURG, VA 22401	JARRELL PROPERTIES, INC. 1005 SOPHIA ST FREDERICKSBURG, VA 22401	FAIRBANKS & FRANKLIN 1005 MAHONE STREET FREDERICKSBURG, VIRGINIA 22401
KEENE DELAHAY EMBREY DUFFEE C/O COURT APPOINTED CUSTODIAN MR. JAMES B. FRANKLIN 308 LEE DRIVE FREDERICKSBURG, VIRGINIA 22401		

PROJECT NARRATIVE:
THIS PROJECT ENTAILS THE DEVELOPMENT OF A COMMERCIAL/OFFICE CENTER ON THE EAST SIDE OF ROUTE 1 ON LAND THAT IS OCCUPIED BY A MOBILE HOME PARK. THE LAND WITHIN THE DEVELOPMENT WILL BE REZONED TO COMMERCIAL HIGHWAY (C-H).

NOTES:
1. CBPA IS AN OVERLAY DISTRICT FOR THE CITY OF FREDERICKSBURG AND THE PARCEL DESCRIBED WITHIN THIS PLAN LIES WITHIN THE RMA FEATURES AND DOES CONTAIN RPA FEATURES WITHIN THE CHESAPEAKE BAY PRESERVATION AREA OVERLAY DISTRICT. THERE ARE PROPOSED IMPACTS TO WATERS OF THE U.S. THAT WILL REQUIRE AN ENVIRONMENTAL PERMIT.
2. THERE ARE NO KNOWN HISTORIC BUILDINGS OR ARCHEOLOGICAL FEATURES ON SITE.
3. THERE ARE NO KNOWN PLACES OF BURIAL ON SITE.
4. THIS PROPERTY LIES WITHIN FLOOD ZONE "X" (AREAS DETERMINED TO BE OUTSIDE THE 0.2% ANNUAL CHANCE FLOODPLAIN) AS SHOWN ON F.I.R.M. COMMUNITY PANEL NO. 510065 0036C DATED SEPTEMBER 19, 2007.
5. EXISTING TOPOGRAPHIC INFORMATION IS A COMPILATION OF AERIAL MAPPING PROVIDED BY McKENZIE SNYDER JUNE 2017
6. BOUNDARY INFORMATION TAKEN FROM BOUNDARY SURVEY PREPARED BY FAIRBANKS & FRANKLIN TITLED "PERIMETER BOUNDARY SURVEY ON VARIOUS PARCELS STANDING IN THE NAMES OF COWAN EAST, LLC" DATED 02–08–17.
7. WATERS OF THE US (WOUS) AND WETLANDS WERE FIELD DELINEATED BY EEE CONSULTING, INC. MARCH 2017.
8. THE USE AND DEVELOPMENT OF THIS PROPERTY, AND ALL IMPROVEMENTS THEREON, ARE SUBJECT TO THE FINAL GENERAL DEVELOPMENT PLAN AS WELL AS TO THE GENERALLY APPLICABLE REGULATIONS SET FORTH IN UDO SECTION 72–33.
9. THIS DEVELOPMENT SHALL BE MEET ALL APPLICABLE LANDSCAPING AND LIGHTING REQUIREMENTS.
10. PEDESTRIAN ACCESS:
    10.1. SIDEWALKS WITHIN PARKING AREAS AND ALONG STREETS SHALL BE 5' WIDE CONCRETE.
    10.2. THE TRAILS SHALL BE 10' WIDE ASPHALT.
11. TRAILS SHOWN ON THIS PLAN SHALL BE CONSTRUCTED BY THE DEVELOPER OF THIS PROJECT AT THE TIME THE INFRASTRUCTURE (ROADS, WATER, SANITARY SEWER, AND STORM) IS CONSTRUCTED.
12. REFER TO TRAFFIC STUDY FOR TRIP GENERATION VOLUMES.

Fairbanks & Franklin
Civil Engineering
Land Planning
1005 Mahone Street
Fredericksburg, VA 22401
(540) 899-3700

436-1005 GENERAL DEVELOPMENT PLAN COWAN STATION 04-17-20

COVER SHEET

GENERAL DEVELOPMENT PLAN
COWAN STATION
CITY OF FREDERICKSBURG, VIRGINIA

COMMONWEALTH OF VIRGINIA
JUSTIN R. FRANKLIN
Lic. No.035250
06-18-20
PROFESSIONAL ENGINEER

DATE :	08-12-19
DESIGNED:	JRF
DRAWN :	JRF,JAC
CHECKED :	JDF

REVISIONS:	02-07-20
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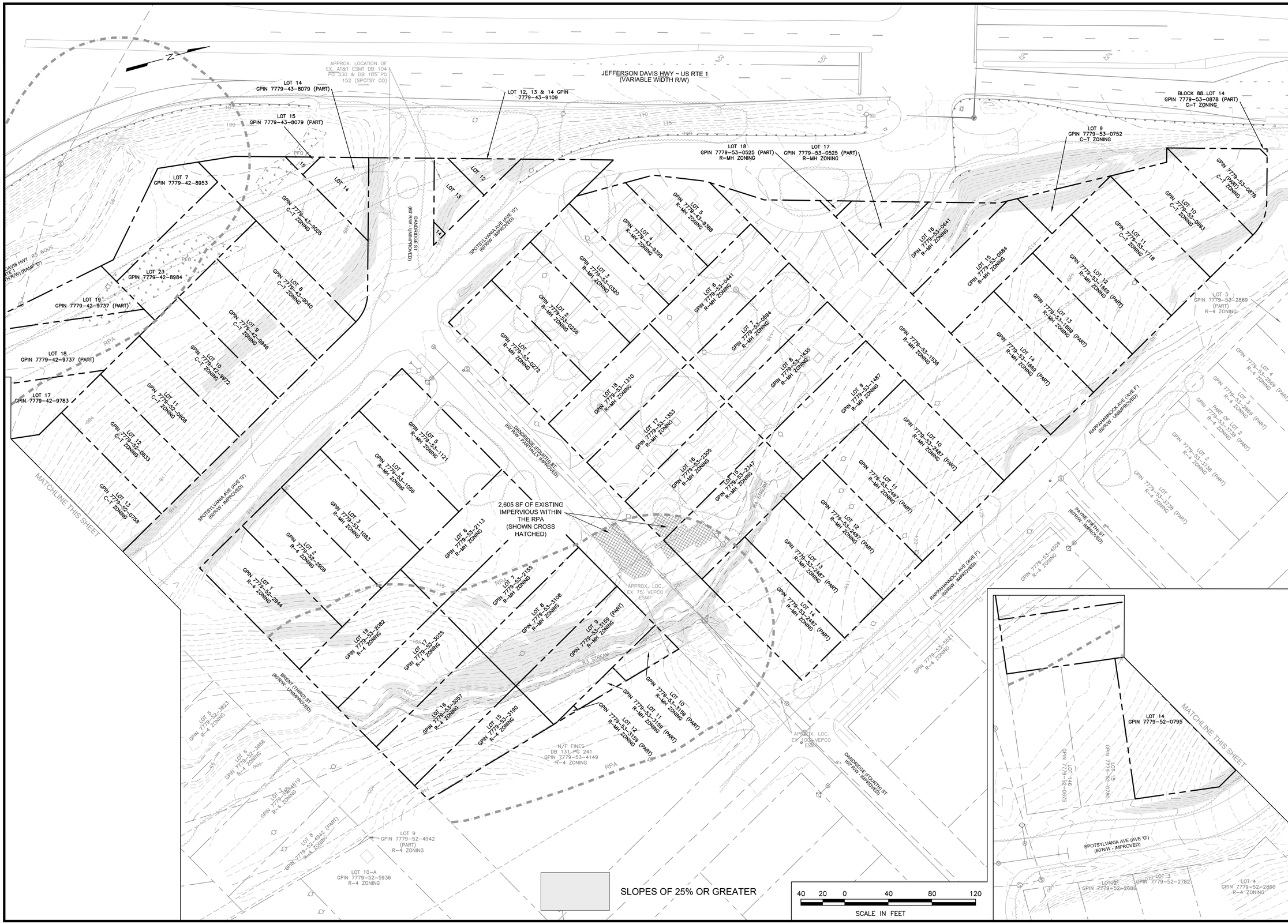
SHEET 1 OF 6



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EXISTING CONDITIONS

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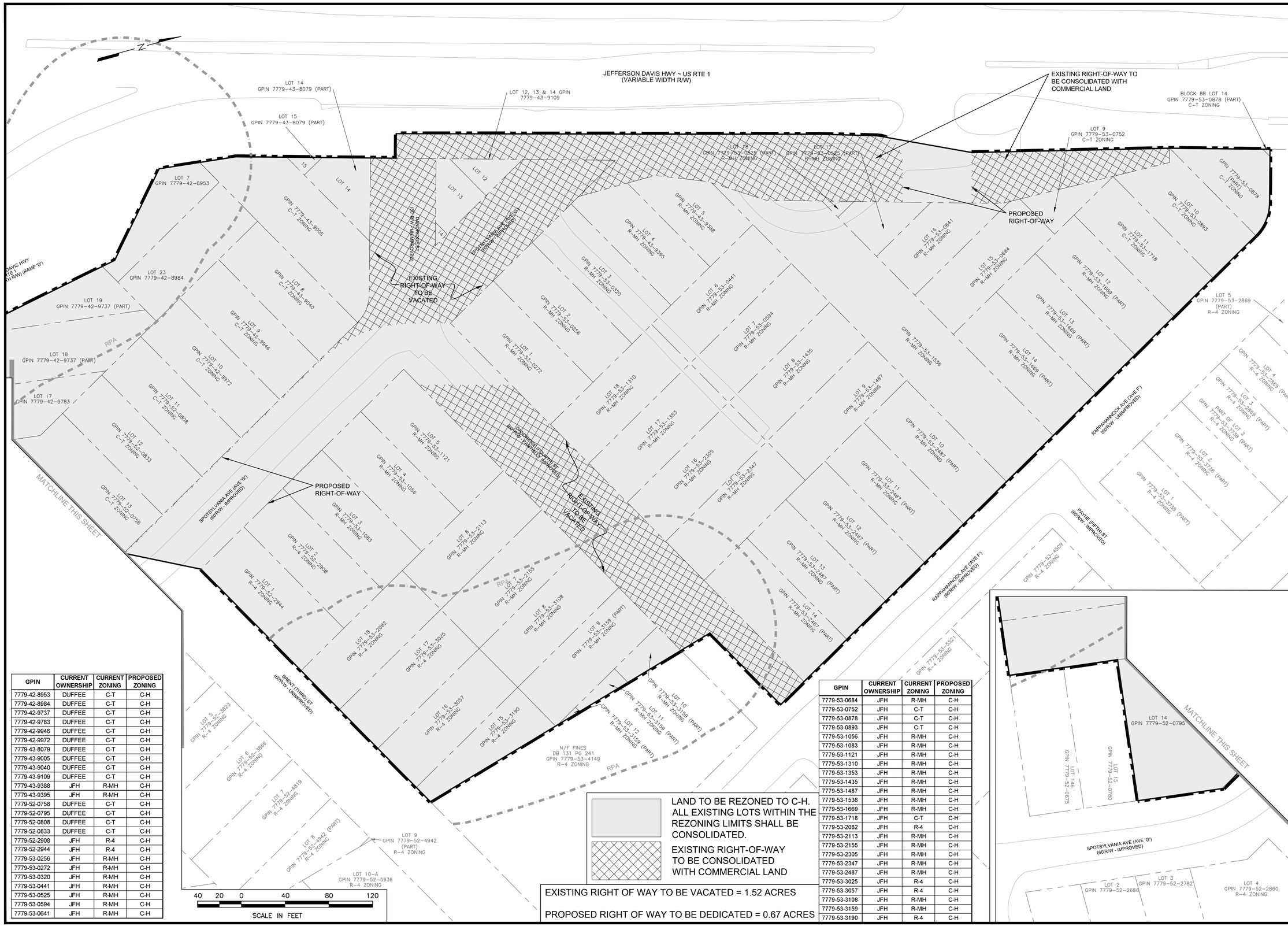
SHEET **2** OF **6**



GPIN	CURRENT OWNERSHIP	CURRENT ZONING	PROPOSED ZONING
7779-42-8953	DUFFEE	C-T	C-H
7779-42-8984	DUFFEE	C-T	C-H
7779-42-9737	DUFFEE	C-T	C-H
7779-42-9783	DUFFEE	C-T	C-H
7779-42-9946	DUFFEE	C-T	C-H
7779-42-9972	DUFFEE	C-T	C-H
7779-43-8079	DUFFEE	C-T	C-H
7779-43-9005	DUFFEE	C-T	C-H
7779-43-9040	DUFFEE	C-T	C-H
7779-43-9109	DUFFEE	C-T	C-H
7779-43-9388	JFH	R-MH	C-H
7779-43-9395	JFH	R-MH	C-H
7779-52-0758	DUFFEE	C-T	C-H
7779-52-0795	DUFFEE	C-T	C-H
7779-52-0808	DUFFEE	C-T	C-H
7779-52-0833	DUFFEE	C-T	C-H
7779-52-2908	JFH	R-4	C-H
7779-52-2944	JFH	R-4	C-H
7779-53-0256	JFH	R-MH	C-H
7779-53-0272	JFH	R-MH	C-H
7779-53-0320	JFH	R-MH	C-H
7779-53-0441	JFH	R-MH	C-H
7779-53-0525	JFH	R-MH	C-H
7779-53-0594	JFH	R-MH	C-H
7779-53-0641	JFH	R-MH	C-H

GPIN	CURRENT OWNERSHIP	CURRENT ZONING	PROPOSED ZONING
7779-53-0684	JFH	R-MH	C-H
7779-53-0752	JFH	C-T	C-H
7779-53-0878	JFH	C-T	C-H
7779-53-0893	JFH	C-T	C-H
7779-53-1056	JFH	R-MH	C-H
7779-53-1083	JFH	R-MH	C-H
7779-53-1121	JFH	R-MH	C-H
7779-53-1310	JFH	R-MH	C-H
7779-53-1353	JFH	R-MH	C-H
7779-53-1435	JFH	R-MH	C-H
7779-53-1487	JFH	R-MH	C-H
7779-53-1536	JFH	R-MH	C-H
7779-53-1669	JFH	R-MH	C-H
7779-53-1718	JFH	C-T	C-H
7779-53-2082	JFH	R-4	C-H
7779-53-2113	JFH	R-MH	C-H
7779-53-2155	JFH	R-MH	C-H
7779-53-2305	JFH	R-MH	C-H
7779-53-2347	JFH	R-MH	C-H
7779-53-2487	JFH	R-MH	C-H
7779-53-3025	JFH	R-4	C-H
7779-53-3057	JFH	R-4	C-H
7779-53-3108	JFH	R-MH	C-H
7779-53-3159	JFH	R-MH	C-H
7779-53-3190	JFH	R-4	C-H

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REZONING EXHIBIT

GENERAL DEVELOPMENT PLAN
COWAN STATION
CITY OF FREDERICKSBURG, VIRGINIA

COMMONWEALTH OF VIRGINIA
JUSTIN R. FRANKLIN
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SHEET
3 OF 6

TOTAL COMMERCIAL/OFFICE 52,000 SF
TOTAL PARKING 249 SPACES (4.8 SPACES/1000 SF)
226 OFF-STREET PARKING SPACES
23 ON-STREET PARKING SPACES

JEFFERSON DAVIS HWY ~ US RTE 1
(VARIABLE WIDTH R/W)

APPROX. LOCATION OF EX. AT&T ESMT DB 104 PG 330 & DB 105 PG 152 (SPOTSY CO)

EXISTING TRAFFIC SIGNAL

TURNING MOVEMENTS MODELED USING AUTOTURN

PROJECTION OF LANE LINE FOR FUTURE THIRD THROUGH-LANE

PROPOSED DEVELOPMENT SIGN

FUTURE RIGHT TURN LANE

1 10' WIDE TRAIL TO COWAN

2 10' WIDE TRAIL

3 10' WIDE TRAIL CENTERED IN 20' PUBLIC ACCESS EASEMENT BETWEEN SPOTSYLVANIA AVENUE AND RAPPAHANNOCK AVENUE RIGHTS OF WAY

4 10' WIDE TRAIL

25' FRONT SETBACK

A COMMERCIAL/ OFFICE 1 STORY 6,500 SF

B COMMERCIAL/ OFFICE 1 STORY 6,500 SF

C COMMERCIAL/ OFFICE 1 STORY 6,500 SF

D COMMERCIAL/ OFFICE 1 STORY 6,500 SF

E COMMERCIAL/ OFFICE 1 STORY 6,500 SF

F COMMERCIAL/ OFFICE 1 STORY 6,500 SF

G COMMERCIAL/ OFFICE 1 STORY 6,500 SF

H COMMERCIAL/ OFFICE 1 STORY 6,500 SF

BIKE RACK

R=100' V=20 MPH

187' STORAGE

100' TAPER

15' WIDE LANDSCAPE BUFFER B

15' WIDE LANDSCAPE BUFFER D WITH FENCE (TYP.)

35' WIDE LANDSCAPE BUFFER D (TYP.)

PROPOSED DEVELOPMENT SIGN

24' (TYP.)

RPA

R3 WOUS

R3 STREAM

PFO

MATCHLINE THIS SHEET

SPOTSYLVANIA AVE (AVE 'G') (60'R/W - IMPROVED)

RAPPAHANNOCK AVE (AVE 'F') (60'R/W - UNIMPROVED)

PAYNE (FIFTH) ST (60'R/W - IMPROVED)

BRENT (THIRD) ST (60'R/W - UNIMPROVED)

DANDRIDGE (FOURTH) ST (60'R/W - IMPROVED)

EXISTING LANDSCAPING

LANDSCAPING WITHIN OVERHEAD POWER EASEMENT SHALL BE LIMITED TO SHRUBS AND UNDERSTORY EVERGREEN TREES SUBJECT TO APPROVAL BY DOMINION ENERGY. THE MAJORITY OF THE REQUIRED TREES WITHIN THE BUFFERS SHALL BE EVERGREEN TREES AT LEAST 6' IN HEIGHT AT THE TIME OF PLANTING.

EXISTING VEGETATION MAY SATISFY THE BUFFER REQUIREMENTS AND SHALL BE DETERMINED AT THE TIME OF THE DETAILED SITE PLAN.

THE REQUIRED LANDSCAPE BUFFER MAY BE ESTABLISHED WITHIN THE RAPPAHANNOCK AVENUE RIGHT OF WAY.

10' WIDE TRAIL SHALL BE CONSTRUCTED IN A MANNER TO CLEAR SPAN THE STREAM. THERE SHALL BE NO WATERS OF THE US IMPACTS DUE TO THE TRAIL.

APPROX. LOC. EX 75' VEPCO ESMT

APPROX. LOC. EX 100' VEPCO ESMT

N/F FINES DB 131 PG 241 GPIN 7779-53-4149 R-4 ZONING

LOT 5 GPIN 7779-53-2869 (PART) R-4 ZONING

LOT 4 GPIN 7779-53-2869 (PART) R-4 ZONING

LOT 3 GPIN 7779-53-2869 (PART) R-4 ZONING

PART OF LOT 2 GPIN 7779-53-3738 (PART) R-4 ZONING

LOT 2 GPIN 7779-53-3738 (PART) R-4 ZONING

LOT 1 GPIN 7779-53-3738 (PART) R-4 ZONING

GPIN 7779-53-4509 R-4 ZONING

GPIN 7779-53-5521 R-4 ZONING

LOT 5 GPIN 7779-52-3823 R-4 ZONING

LOT 6 GPIN 7779-52-3866 R-4 ZONING

LOT 7 GPIN 7779-52-4819 R-4 ZONING

LOT 8 GPIN 7779-52-4942 (PART) R-4 ZONING

LOT 9 GPIN 7779-52-4942 (PART) R-4 ZONING

LOT 10-A GPIN 7779-52-5936 R-4 ZONING

40 20 0 40 80 120
SCALE IN FEET

TYPICAL SECTION
SPOTSYLVANIA AVENUE

RIGHT-OF-WAY

EXISTING GROUND — 1.0' MIN. — 3:1 CUT — 3:1 FILL — 5.0' SIDEWALK — **5' — 2' — *12' LANE(S) — *12' LANE(S) — 2' — **5' — *** 5.0' SIDEWALK OR 10' TRAIL — 1.0' MIN. — 3:1 CUT — 3:1 FILL — EXISTING GROUND

2% 2%

* REFER TO PLAN FOR NUMBER OF LANES AND ADJACENT PARALLEL PARKING LOCATION
** REQUIRED STREET LIGHTING AND STREET TREES SHALL BE INSTALLED WITHIN 5' BUFFER
*** REFER TO PLAN FOR LOCATION OF SIDEWALKS OR TRAIL
ROAD PAVEMENT SECTION AND TRAIL SECTION SHALL BE DESIGNED ON THE SITE PLAN

15' SIDE SETBACK

40' DISTRICT SETBACK

15' WIDE LANDSCAPE BUFFER B

LOT 146 GPIN 7779-52-0675

LOT 15 GPIN 7779-52-0750

LOT 2 GPIN 7779-52-2686

LOT 3 GPIN 7779-52-2782

LOT 4 GPIN 7779-52-2860 R-4 ZONING

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GENERAL DEVELOPMENT PLAN

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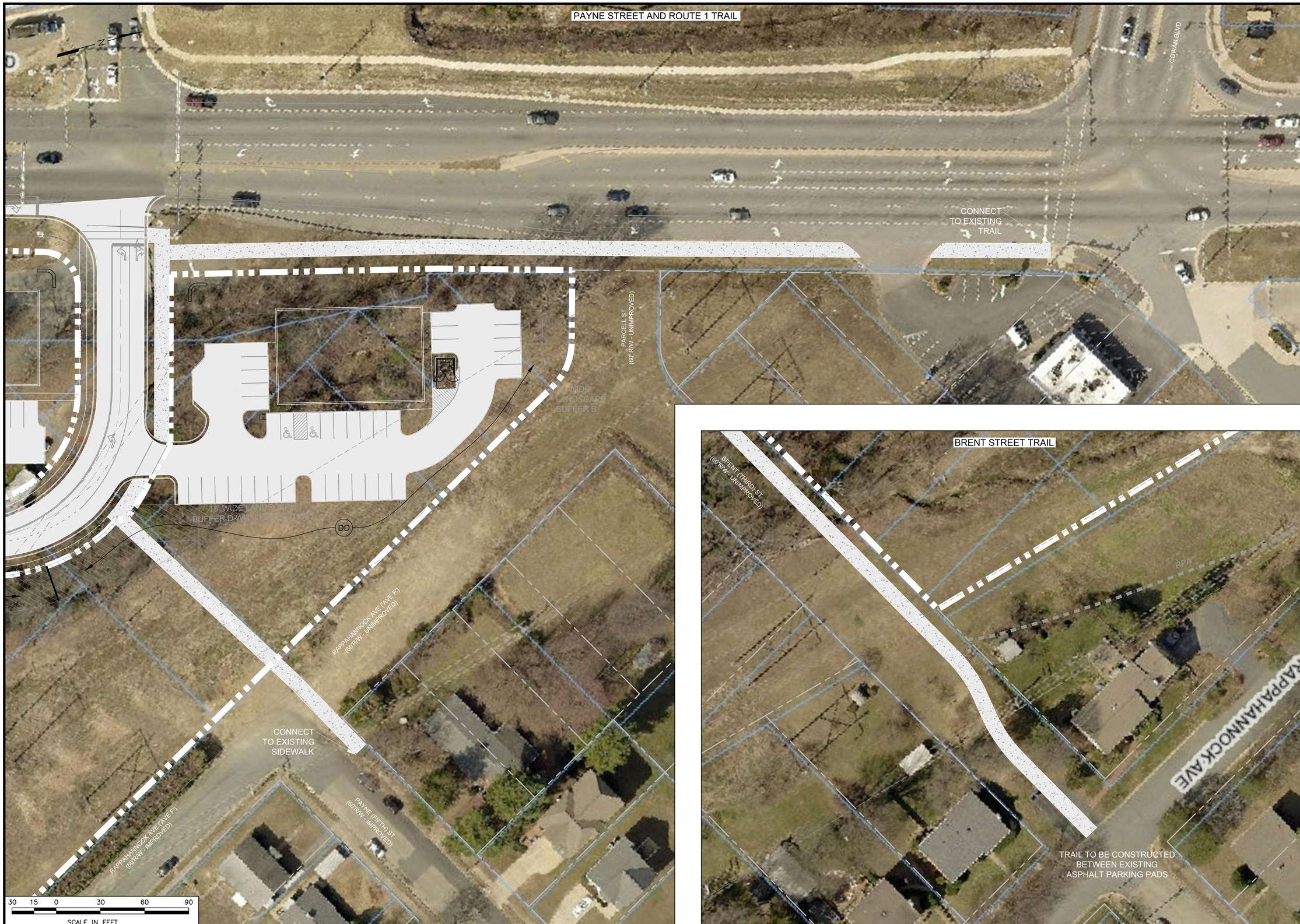

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GENERAL DEVELOPMENT PLAN
TRAIL CONNECTIVITY PLAN

GENERAL DEVELOPMENT PLAN
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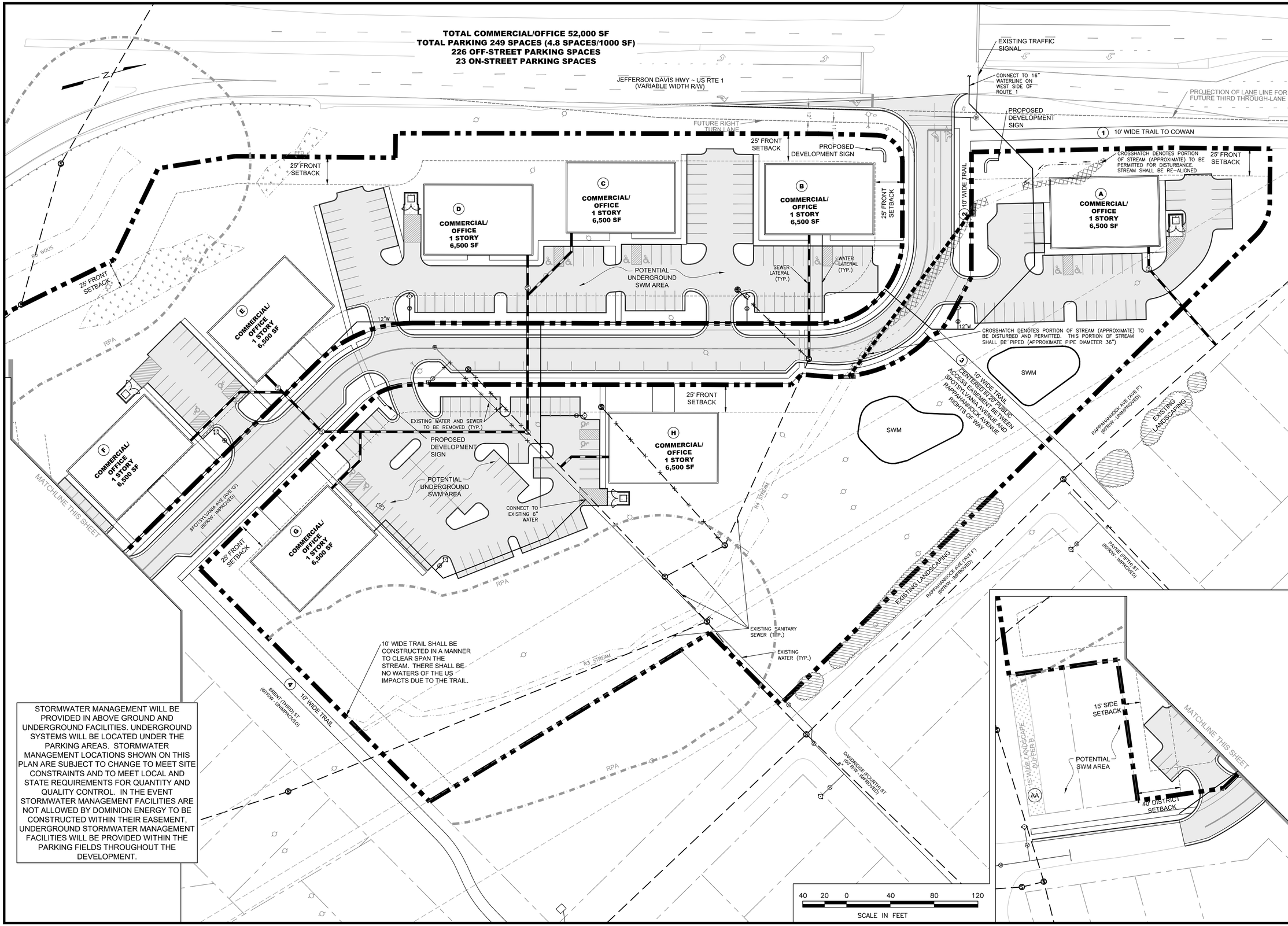
SHEET **4A** OF **6**



STORMWATER MANAGEMENT WILL BE PROVIDED IN ABOVE GROUND AND UNDERGROUND FACILITIES. UNDERGROUND SYSTEMS WILL BE LOCATED UNDER THE PARKING AREAS. STORMWATER MANAGEMENT LOCATIONS SHOWN ON THIS PLAN ARE SUBJECT TO CHANGE TO MEET SITE CONSTRAINTS AND TO MEET LOCAL AND STATE REQUIREMENTS FOR QUANTITY AND QUALITY CONTROL. IN THE EVENT STORMWATER MANAGEMENT FACILITIES ARE NOT ALLOWED BY DOMINION ENERGY TO BE CONSTRUCTED WITHIN THEIR EASEMENT, UNDERGROUND STORMWATER MANAGEMENT FACILITIES WILL BE PROVIDED WITHIN THE PARKING FIELDS THROUGHOUT THE DEVELOPMENT.

Fairbanks & Franklin
Civil Engineering
Land Planning
1005 Mahone Street
Fredericksburg, VA 22401
(540) 899-3700

UTILITY PLAN

GENERAL DEVELOPMENT PLAN
COWAN STATION
CITY OF FREDERICKSBURG, VIRGINIA

COMMONWEALTH OF VIRGINIA
JUSTIN R. FRANKLIN
Lic. No. 035250
06-18-20
PROFESSIONAL ENGINEER

DATE :	08-12-19
DESIGNED:	JRF
DRAWN :	JRF,JAC
CHECKED :	JDF

REVISIONS:	02-07-20
08-21-19	04-17-20
09-16-19	06-18-20
10-25-19	
11-13-19	

DOCUMENT NO.
436-1005

SHEET 5 OF 6

TOTAL COMMERCIAL/OFFICE 52,000 SF
TOTAL PARKING 249 SPACES (4.8 SPACES/1000 SF)
226 OFF-STREET PARKING SPACES
23 ON-STREET PARKING SPACES

APPROX. LOCATION OF EX. AT&T ESMT DB 104 PG 330 & DB 105 PG 152 (SPOTSY CO)

JEFFERSON DAVIS HWY ~ US RTE 1 (VARIABLE WIDTH R/W)

EXISTING TRAFFIC SIGNAL

PROJECTION OF LANE LINE FOR FUTURE THIRD THROUGH-LANE

PROPOSED DEVELOPMENT SIGN

FUTURE RIGHT TURN LANE

1 10' WIDE TRAIL TO COWAN

2 10' WIDE TRAIL

PROPOSED DEVELOPMENT SIGN

A COMMERCIAL/ OFFICE 1 STORY 6,500 SF

B COMMERCIAL/ OFFICE 1 STORY 6,500 SF

C COMMERCIAL/ OFFICE 1 STORY 6,500 SF

D COMMERCIAL/ OFFICE 1 STORY 6,500 SF

E COMMERCIAL/ OFFICE 1 STORY 6,500 SF

F COMMERCIAL/ OFFICE 1 STORY 6,500 SF

G COMMERCIAL/ OFFICE 1 STORY 6,500 SF

H COMMERCIAL/ OFFICE 1 STORY 6,500 SF

15' WIDE LANDSCAPE BUFFER B

LOT 5 GPIN 7779-53-2869 (PART) R-4 ZONING

3 10' WIDE TRAIL CENTERED IN 20' PUBLIC ACCESS EASEMENT BETWEEN SPOTSYLVANIA AVENUE AND RAPPAHANNOCK AVENUE RIGHT OF WAY

GREEN SHADING IS REPRESENTATIVE OF VARIOUS LANDSCAPING REQUIREMENTS OF CITY CODE

LANDSCAPING WITHIN OVERHEAD POWER EASEMENT SHALL BE LIMITED TO SHRUBS AND UNDERSTORY EVERGREEN TREES SUBJECT TO APPROVAL BY DOMINION ENERGY. THE MAJORITY OF THE REQUIRED TREES WITHIN THE BUFFERS SHALL BE EVERGREEN TREES AT LEAST 6' IN HEIGHT AT THE TIME OF PLANTING.

EXISTING VEGETATION MAY SATISFY THE BUFFER REQUIREMENTS AND SHALL BE DETERMINED AT THE TIME OF THE DETAILED SITE PLAN.

THE REQUIRED LANDSCAPE BUFFER MAY BE ESTABLISHED WITHIN THE RAPPAHANNOCK AVENUE RIGHT OF WAY.

RAPPAHANNOCK AVE (AVE F) (60'R/W - UNIMPROVED)

EXISTING LANDSCAPING

GPIN 7779-53-2869 (PART) R-4 ZONING

LOT 4

LOT 3

PART OF LOT 2 GPIN 7779-53-3738 (PART) R-4 ZONING

LOT 2 GPIN 7779-53-2738 (PART) R-4 ZONING

LOT 1 GPIN 7779-53-2738 (PART) R-4 ZONING

PAYNE (FIFTH) ST (60'R/W - IMPROVED)

GPIN 7779-53-4509 R-4 ZONING

GPIN 7779-53-5521 R-4 ZONING

R3 WOUS

RPA

MATCHLINE THIS SHEET

SPOTSYLVANIA AVE (AVE G) (60'R/W - IMPROVED)

APPROX. LOC. EX 75' VEPCO ESMT

10' WIDE TRAIL SHALL BE CONSTRUCTED IN A MANNER TO CLEAR SPAN THE STREAM. THERE SHALL BE NO WATERS OF THE US IMPACTS DUE TO THE TRAIL.

R3 STREAM

4 10' WIDE TRAIL

BRENT (THIRD) ST (60'R/W - UNIMPROVED)

LOT 5 GPIN 7779-52-3823 R-4 ZONING

LOT 6 GPIN 7779-52-3866 R-4 ZONING

LOT 7 GPIN 7779-52-4819 R-4 ZONING

LOT 8 GPIN 7779-52-4942 (PART) R-4 ZONING

LOT 9 GPIN 7779-52-4942 (PART) R-4 ZONING

LOT 10-A GPIN 7779-52-5936 R-4 ZONING

N/F FINES DB 131 PG 241 GPIN 7779-53-4149 R-4 ZONING

RPA

APPROX. LOC. EX 100' VEPCO ESMT

DANDRIDGE (FOURTH) ST (60'R/W - IMPROVED)

40 20 0 40 80 120

SCALE IN FEET

TYPICAL SECTION

SPOTSYLVANIA AVENUE

RIGHT-OF-WAY

1.0' MIN. | 5.0' SIDEWALK | **5' | 2' | *12' LANE(S) | *12' LANE(S) | 2' | **5' | *** 5.0' SIDEWALK OR 10' TRAIL | 1.0' MIN.

EXISTING GROUND — 3:1 CUT — 3:1 FILL — EXISTING GROUND — 2% — 2% — 3:1 CUT — 3:1 FILL — EXISTING GROUND

* REFER TO PLAN FOR NUMBER OF LANES AND ADJACENT PARALLEL PARKING LOCATION
** REQUIRED STREET LIGHTING AND STREET TREES SHALL BE INSTALLED WITHIN 5' BUFFER
*** REFER TO PLAN FOR LOCATION OF SIDEWALKS OR TRAIL
ROAD PAVEMENT SECTION AND TRAIL SECTION SHALL BE DESIGNED ON THE SITE PLAN

15' WIDE LANDSCAPE BUFFER B

LOT 14B GPIN 7779-52-0675

LOT 15 GPIN 7779-52-0750

MATCHLINE THIS SHEET

LOT 2 GPIN 7779-52-2686

LOT 3 GPIN 7779-52-2782

LOT 4 GPIN 7779-52-2860 R-4 ZONING

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LANDSCAPE PLAN

GENERAL DEVELOPMENT PLAN
COWAN STATION
CITY OF FREDERICKSBURG, VIRGINIA

COMMONWEALTH OF VIRGINIA
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11-13-19	

DOCUMENT NO.
436-1005

SHEET 6 OF 6

MOTION:

SECOND:

[date]
Regular Meeting
Ordinance No. 20-__

RE: **Rezoning approximately 9.37 acres of land along U.S. Route 1 from Commercial-Transitional, Residential-Mobile Home, and R-4 Residential to Commercial-Highway Conditional.**

ACTION: **APPROVED: Ayes: 0; Nays: 0**

FIRST READ:_____ SECOND READ:_____

Sec. I Introduction.
This is a request to rezone approximately 9.37 acres of land, located at the corner of U.S. Route 1 and Spotsylvania Avenue, from Commercial-Transitional (C-T), Residential-Mobile Home (R-MH) and R-4 Residential to Commercial-Highway (C-H) Conditional. The purpose of this zoning map amendment is to facilitate the redevelopment of a former mobile-home park into a professional office park.

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

Sec. II. Zoning Map Amendment.
The Official Zoning Map of the City of Fredericksburg, prepared in accordance with City Code §72-30, is hereby amended by rezoning the he property shown on the General Development Plan entitled "Cowan Station," by Fairbanks & Franklin, dated 0?-12-19, revised 02-07-20, sheet 2 of 5, "Existing Conditions," from Commercial-Transitional (C-T), Residential-Mobile Home (R-MH) and R-4 Residential to Commercial-Highway (C-H) Conditional.

Sec. III. Proffered conditions.
This is a conditional rezoning. The voluntary proffers dated _____, are accepted and shall govern the use and development of this land.

Sec. IV. Effective date.
This ordinance becomes effective immediately. The applicant shall record a certified copy of this ordinance with a notice of conditional zoning, in a form approved by the City Attorney, in the land records of the Fredericksburg Circuit Court Clerk, with the owner as the "grantor" and the City as the "grantee."

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 _____, 2020 at which a quorum was present and voted.

_____
Tonya B. Lacey, CMC
Clerk of Council

MOTION:

SECOND:

June 17, 2020
Planning Commission
Resolution No. 20-__

RE: APPROVAL OF THE PROPOSED VACATION OF PORTIONS OF THE SPOTSYLVANIA AVENUE AND DANDRIDGE STREET RIGHTS OF WAY AS SUBSTANTIALLY IN ACCORD WITH THE 2015 COMPREHENSIVE PLAN

ACTION: APPROVED; Ayes: 0; Nays: 0

The City has received an application from JFH-Fredericksburg II, LLC to vacate 1.52 acres of built and unbuilt right of way, constituting portions of Spotsylvania Avenue and Dandridge Street, for the development of the Cowan Station commercial/office park. The purpose of the request is to convert the right of way to buildable land, as shown on the exhibit entitled "Rezoning Exhibit," by Fairbanks & Franklin, dated August 12, 2019 and last revised on April 17, 2020, sheet 3 of 5 of the General Development Plan for Cowan Station. The applicant proposes to dedicate 0.67 acres of new right of way for the reconfiguration of Spotsylvania Avenue through the Cowan Station development to connect with U.S. Route 1 as shown on the Rezoning Exhibit.

Under Code of Virginia §15.2-2232(C) and City Code §72-22.2, an application for the vacation of a public street right of way shall be submitted to the Planning Commission for review for substantial conformance with the Comprehensive Plan.

The proposed vacation of portions of the Spotsylvania Avenue and Dandridge Street rights of way, paired with a dedication of new right of way to reconfigure Spotsylvania Avenue, is consistent with Chapter 3 (Transportation) and Chapter 7 (Residential Neighborhoods) of the 2015 Comprehensive Plan, as stated more fully in the staff report.

The Fredericksburg Planning Commission therefore resolves that the proposed vacation of portions of the Spotsylvania Avenue and Dandridge Street rights of way is substantially in accord with the 2015 Comprehensive Plan.

Votes:
Ayes:
Nays:
Absent from Vote:
Absent from Meeting:

Michael J. Craig

From: Meredith Beckett <mbeckett492@gmail.com>
Sent: Thursday, June 18, 2020 10:48 AM
To: Michael J. Craig; James D. Newman
Subject: Cowan Station follow up

Good morning Mike and James,

I think the public hearing last night went well and our hope is that among the city, Jarrell Properties and CHCA, we can come to a compromise to make all concerned parties happy. I believe the only issue we have is the placement of the trails and, as was stated last night, if the Brent St trail can be eliminated, thus preserving a tree canopy and green space and not directly impacting the adjacent residences, the Payne St. trail would be acceptable.

Please keep CHCA in the loop as you further the discussions with Mr. Hicks. After the meeting last night, he spoke to our group outside and seemed amenable to this approach.

Thanks for your work on the project and have a nice day.

Best,

Meredith