

## MEMORANDUM

**TO:** Chairman Rodriguez and Planning Commission Members  
**FROM:** Susanna Finn, Community Development Planner  
**DATE:** February 21, 2020 for February 26, 2020 Meeting  
**RE:** Comprehensive Plan Amendment for the General Land Use Plan and Area Plan for Small Area 7

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### **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).

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 have been advertised for consideration by the Planning Commission. Two Planning Commissioners are not available in person for the meeting on the 26<sup>th</sup>. The meeting date was advertised and conveyed to the public, so the public hearing should be opened on the 26<sup>th</sup>. Consideration should be given to holding the public hearing open until March 25<sup>th</sup> so that all Commissioners will have the opportunity to participate in the discussion of this plan.

### **RECOMMENDATION**

Hold the public hearing this evening and keep it open until the March 25 meeting.

### **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. Since those meetings we've received additional written comment from Planning Commissioners. The Plan submitted for review contains some language colored green. The green text denotes the changes to the plan made to address issues raised during the worksessions and by written comment.

If the resolution is approved 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.

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.

Attachments:

Proposed Amendments  
Resolution



February 26, 2020  
Planning Commission  
Resolution No. 20-\_\_

**MOTION:**

**SECOND:**

**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:**

## CHAPTER 10: LAND USE PLAN GENERAL GUIDE

### OVERVIEW

#### LAND USE PLAN AND REVITALIZATION

This Comprehensive Plan designates 10 areas for small area plans, to more effectively evaluate specific conditions and to make clear recommendations for land use within the City of Fredericksburg. In this manner, the general land use principles described in this Plan can be translated into clear policies. Most of the City's small areas are designated as revitalization areas as defined in Virginia Code 15.2-2303.4, as having:

Significant structure age, which indicates that revitalization is necessary with structural improvement or replacement. A property may be well maintained in terms of cleanliness and security, however the physical elements of buildings (including, roofs, windows, doors, heating/ventilation/air conditioning facilities) have a functional life span and require periodic replacement.

A low percentage of vacant residential parcels, which shows that most residential development will be in the form of redevelopment/revitalization. However, vacant commercial areas are typically adjacent to existing commercial projects and have a low-intensity suburban character. This would also indicate the potential for revitalization.

Large surface parking areas on commercial land, which have revitalization opportunities for the evolution of a suburban pattern of development into a more urban, mixed-use pattern. Broad expanses of surface parking result in fragmented and inefficient development patterns that should be redeveloped so as to create complete communities that are walkable and robust.

In addition, these areas are served by mass transit, include mixed use development as an allowed land use, and are planned to allow for a commercial density of at least 3.0 Floor Area Ratio in a portion thereof.

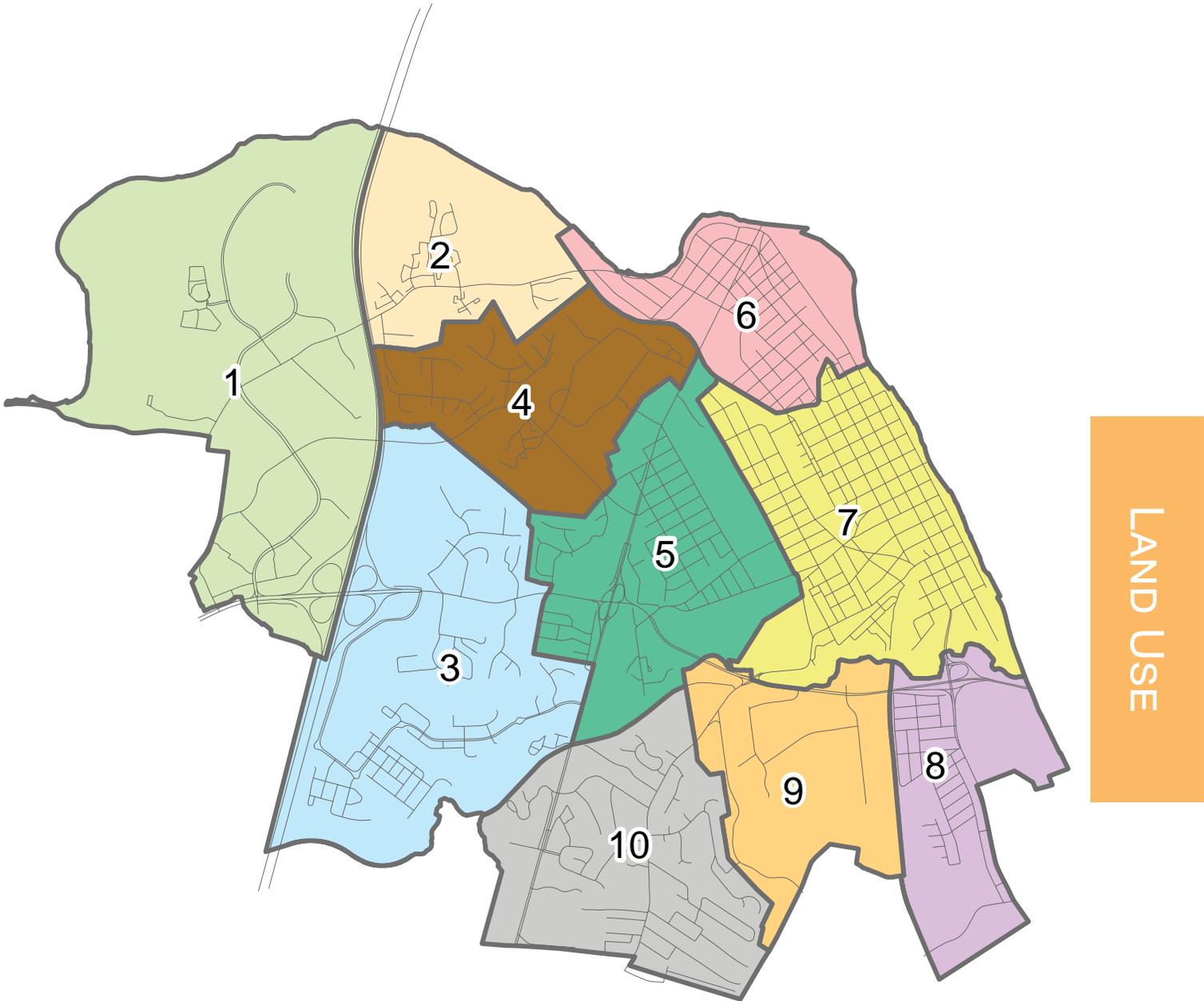
#### AREA PLANNING

Full-scale small area plans look in detail at the neighborhood specific issues regarding land use, access and mobility, environmental and open space resources, historic resources, and evaluates the appropriateness for revitalization. These small area plans create a thorough understanding of land use patterns, transportation, and community services. These plans help to understand community networks both within these neighborhoods and their connectivity to the City as a whole. As the small area plans are completed, the Comprehensive Plan will be updated to reflect this progress.

The schedule for this planning process is as follows with adoption of completed plans to follow:

2017	Area 3 - Route 3 (adopted 10.24.2017) and Area 6 - Princess Anne Street/Route 1 (north)
2018	Area 7 - Downtown
2019	Area 1 - Celebrate Virginia/Central Park, Area 2 - Fall Hill Avenue, and
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 2018, two neighborhoods have undergone intensive small area planning efforts. As planning continues, the remainder of the City will be added to the General Land Use Map with transect designations.

### DESCRIPTIVE AND PRESCRIPTIVE

The use of a Transect based land use designation is both descriptive of current development patterns and prescriptive of desired future development. Where appropriate, the Transect designation is protective of established neighborhoods with rules regarding form that preserve the character. This prevents change in development by describing and aligning with existing patterns. The Transect tool is also used to prescribe areas for desired future development and redevelopment. Transects are established to be permissive and incentivizing to this type of endeavor. Today, property within Fredericksburg is largely built, with a few notable exceptions. While describing these locally-specific Transects, the parameters are also predictive; they prescribe the size, type and character of future infill and redevelopment efforts that will occur through the process of revitalization within these areas.

### HOW TO APPLY THE TRANSECTS

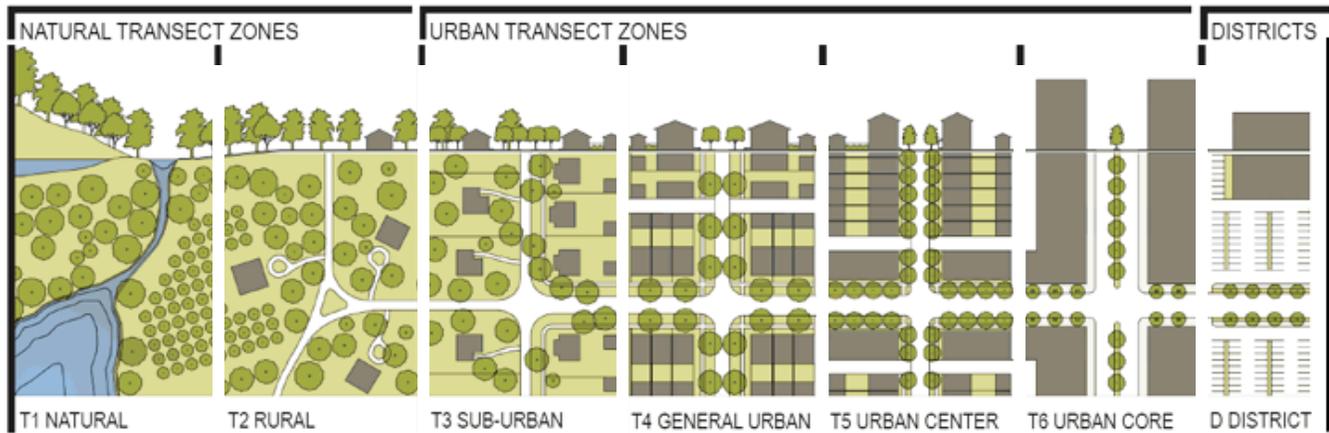
The Transect Map is a depiction of the City divided into zones identified by their character, scale, and land use. Consulting this map is the “first step” in evaluating the appropriateness of future projects. These transect designations will specifically bolster supplementary toolkits and regulations as it suits specific neighborhood revitalization opportunities. The small area plans also highlight key details of the transects form based design as it affects specific neighborhoods.

Over the next few years, the following chapter will be amended to include an in depth analysis for each of the 10 small areas within the City recognizing the opportunities for each and identifying existing historic resources, open space and environmental resources, and addressing issues relating to access and mobility.

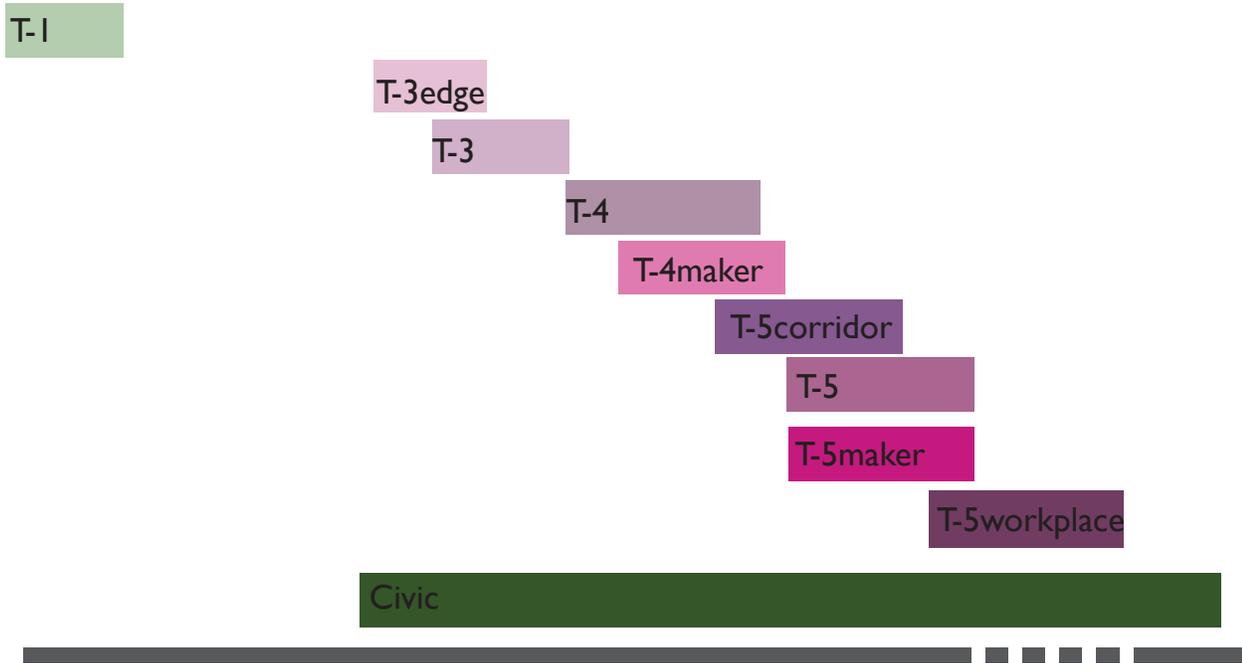
# TRANSECT ZONES

## THE TRANSECT:

RURAL |||||TRANSECT |||||URBAN



**CALIBRATED TRANSECT ZONES IN FREDERICKSBURG TO DATE**



LAND USE

# GENERAL LAND USE MAP KEY

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## 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

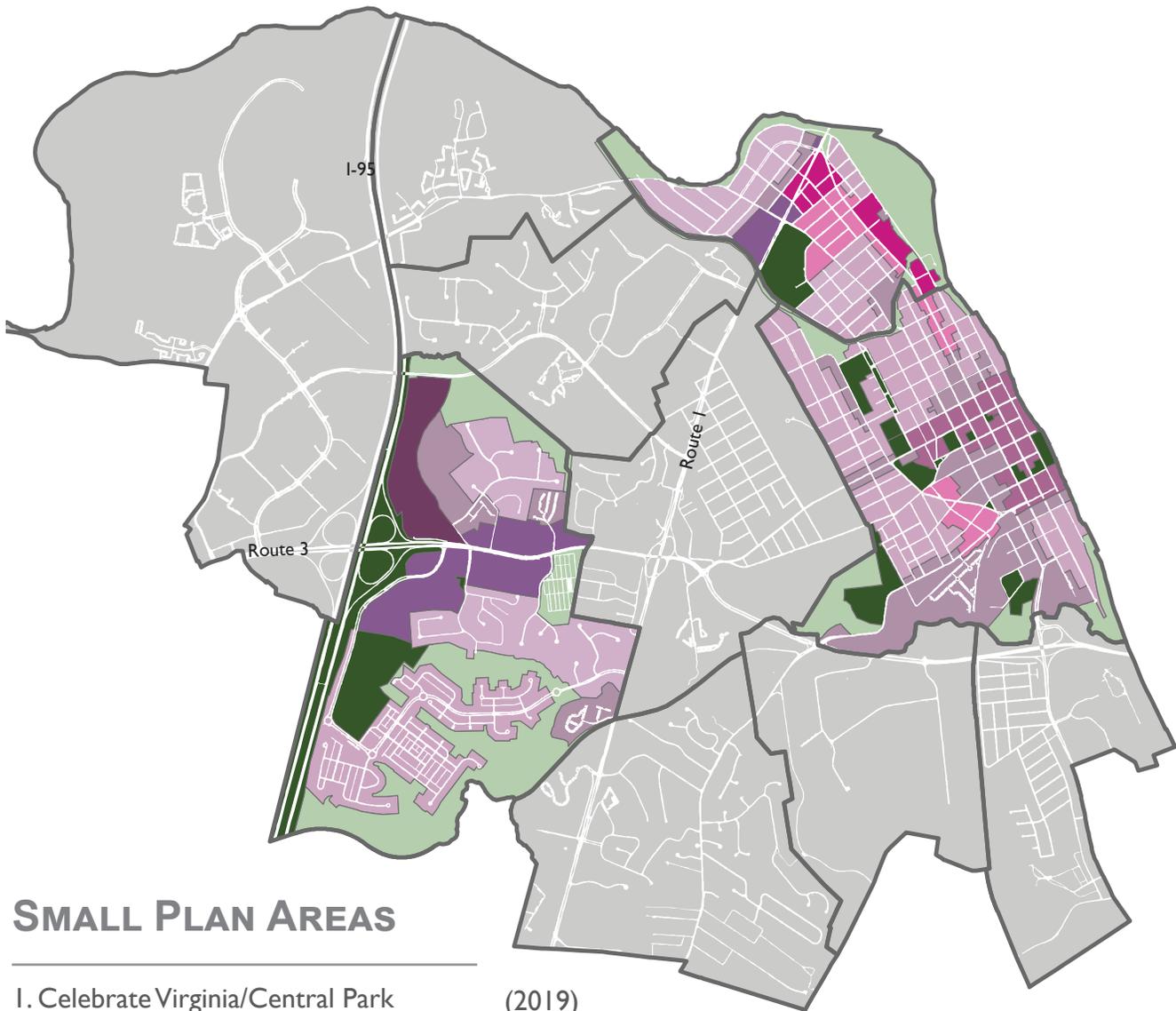
T-5 - Urban Core

T-5c - Area Core

T-5w - Area Core Workplace

Civic

PART III



## SMALL PLAN AREAS

- |   |        |
|---|--------|
| 1. Celebrate Virginia/Central Park      | (2019) |
| 2. Fall Hill                            | (2019) |
| 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. Development should control the intensity of uses in this transect.

**T-5c** Core-Corridor Zone consists of higher density mixed uses to accommodate retail, offices, attached and multifamily housing, as well as typically auto-oriented commercial uses. Access and visibility are paramount to tenant success, but careful consideration must also be paid to the pedestrian environment. Blocks reflect an urban character with regular street trees and plazas.

**T-5W** Core-Workplace Zone consists of a higher density office environment, with retail and/or service and a residential mix of uses. Access and visibility are paramount to tenant success, but careful consideration must also be paid to the pedestrian environment.



**SINGLE-FAMILY  
DETACHED  
DWELLING**

Stand alone structures containing one housing unit with front, side, and rear yards, generally fronting on a street.



**SEMI-  
DETACHED  
DWELLING**

Takes the form of a single family detached dwelling with front, rear, and side yards, generally fronting on a street or open space, 2-4 unit buildings, typified as in-law suites, duplexes, triplexes, and quadplexes and may have associated out-buildings with accessory dwelling units.



**SINGLE-FAMILY  
ATTACHED**

Townhomes and in line structures, each unit with its own entrance fronting on streets and open space generally with only front and rear yards with side yards on end units. and may have variation in design and form.



**APARTMENT  
BUILDING**

5 or more units in a single structure. Generally common entrance for all units. Usually fronts on a street or open space.



**MIXED-USE  
BUILDING**

Typically offers some type of retail, office, or civic frontage with office, hotel, or residences above. Mixed use buildings have minimal side yards and higher requirements for forming a street wall.



**COMMERCIAL  
BUILDING**

Office, retail, or production functions.

LAND USE

## THE TRANSECTS

### T-1 PRESERVED OPEN SPACE TRANSECT ZONE

This T-1 Zone consists of open space and is focused on the protection of currently preserved or planned open space. Large scale changes of use are not intended or encouraged. Improvements are focused on enhancing the public access, enjoyment and utilization of these naturalistic spaces or to offer public services. This transect is often expressed through a public recreational open space and environmental (PROSE) zoning district.

*CHARACTER* Natural environment, naturalistic plantings

*BUILDING TYPE* Limited out-buildings permitted.

*FRONTAGE* Varies.

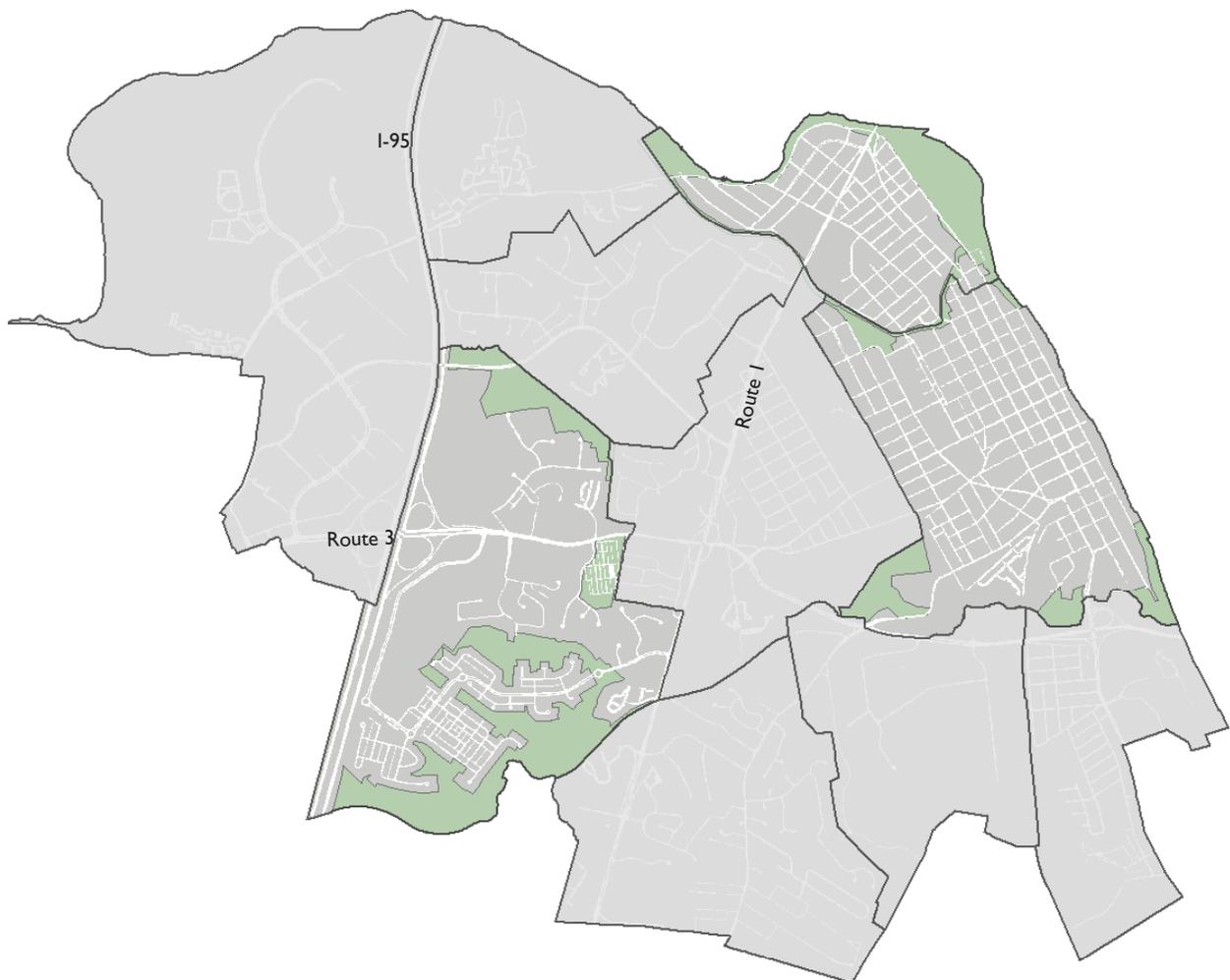
*COMMERCIAL ACTIVITY* None.

*PEDESTRIAN ACTIVITY* Moderate.

*BUILDING HEIGHT* 1-3

*PUBLIC SPACE* Parks, greenways, historic cemeteries.

*USE* Active and Passive Recreation Only.



### T-3E SUB-URBAN EDGE TRANSECT ZONE

This T-3e Zone consists of single family homes. The T-3e Zone designation is focused on the protection of current neighborhood stability. Large scale changes are not intended or encouraged. Limited future infill and reconstruction is allowed, but only in like kind. Improvements are focused on enhancing connectivity to other zones and in ensuring appropriate - and compatible in scale - transitions to more intense zones. This transect is characterized as 2-4 units per acre with up to .3 commercial Floor Area Ratio. This transect is typically expressed through the R-2 and R-4 zoning districts.

*CHARACTER* Subdivisions; sub-urban residential communities.

*BUILDING TYPE* Single Family detached buildings with limited out-buildings permitted.

*FRONTAGE* Varies; typically generous setbacks and front yards.

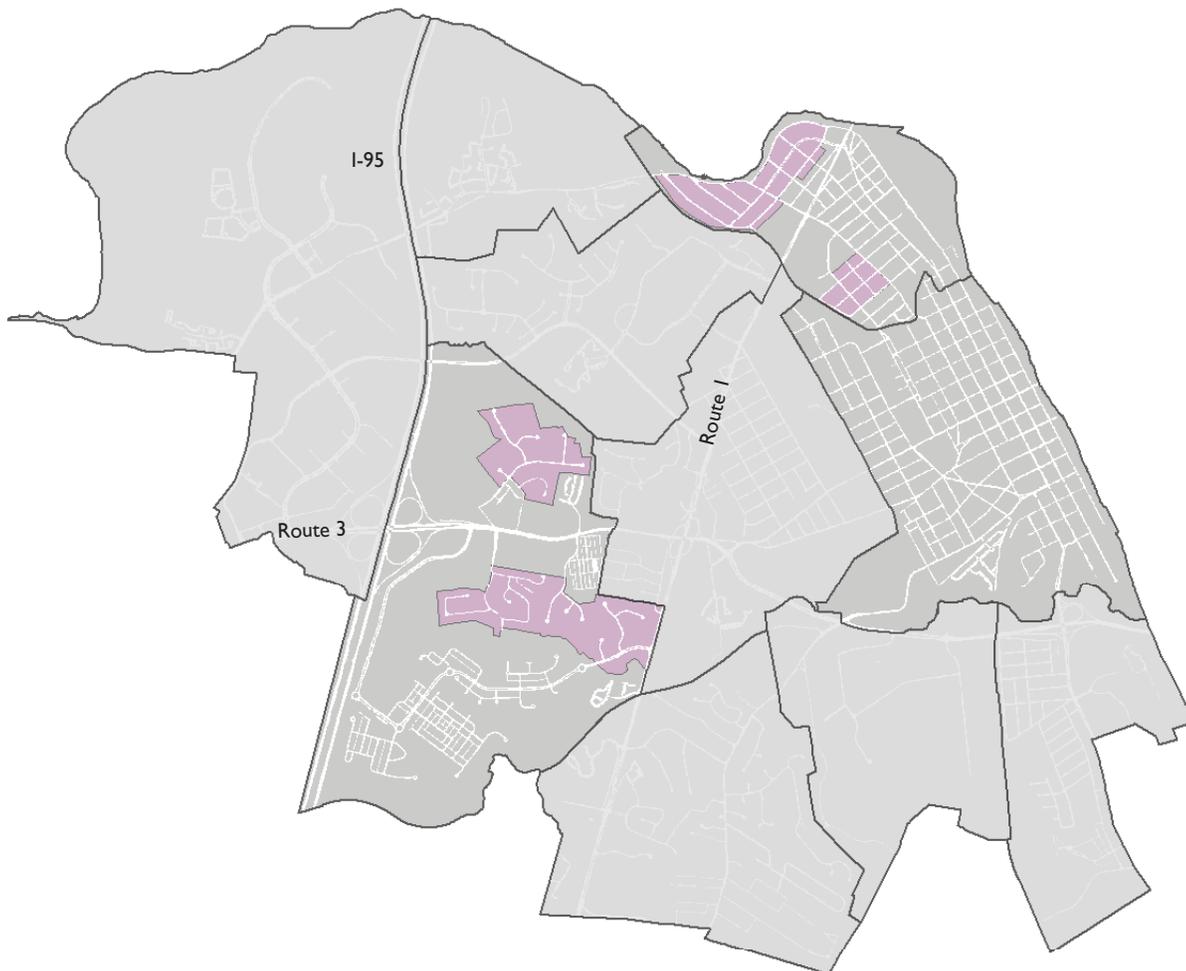
*COMMERCIAL ACTIVITY* None.

*PEDESTRIAN ACTIVITY* Low to moderate.

*BUILDING HEIGHT* 1 -2.5 story maximum.

*PUBLIC SPACE* Schoolyards, Parks and Greenways.

*USE* Residential Only.



### T-3 SUB-URBAN TRANSECT ZONE

This T-3 Zone currently consists of a mix of single family homes and townhouses, with a scattering of cluster homes compatible in scale to single family homes, and very limited ground floor commercial use. Infill and redevelopment opportunities are limited to the intended mix of types listed below. Improvements are focused on enhancing connectivity to other zones and in ensuring appropriate transitions to more intense zones. This transect is characterized as with up to 4-8 units per acre and up to .5 commercial Floor Area Ratio. This transect is often expressed through the R-4, R-8, and PD-R zoning districts.

*CHARACTER* Mixed house types in sub-urban neighborhoods with an emphasis on single family homes.

*BUILDING TYPE* Single-family detached, semi-detached, and attached homes and live/work units may also be appropriate if consistent with neighborhood patterns.

*FRONTAGE* Typically modest setbacks – often including front yards and occupied by porches.

*COMMERCIAL ACTIVITY* Minimal.

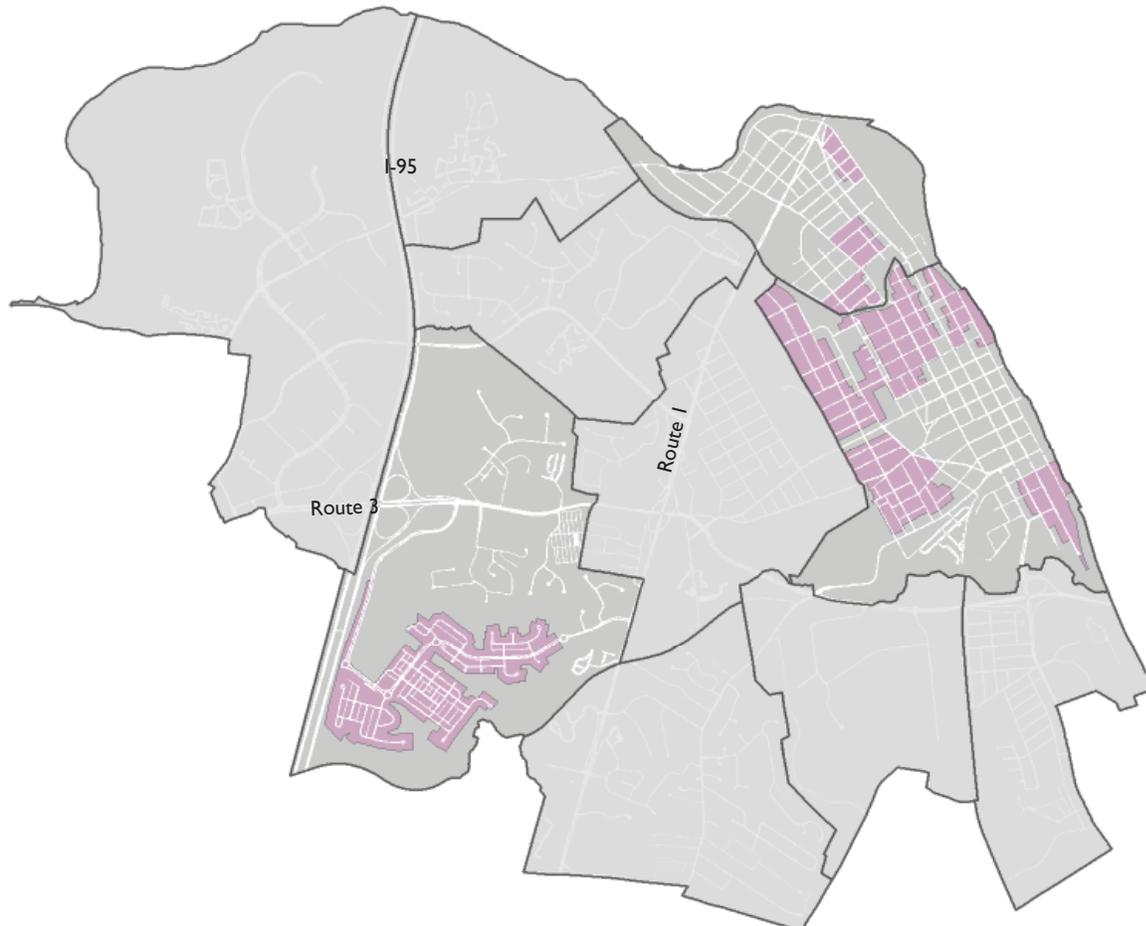
*PEDESTRIAN ACTIVITY* Moderate.

*BUILDING HEIGHT* 1-3 story maximum.

*PUBLIC SPACE* Schoolyards, Parks, Greens, Squares, Trails and Playgrounds

*USE* Predominantly Residential.

\*Home occupation office, live/work retail where approved by underlying zone.



#### **T-4 GENERAL-URBAN TRANSECT ZONE**

T-4 zones exist with a horizontal mix of uses ranging from commercial property types, to attached and multi-family residential buildings. Mixed use developments are also appropriate in this zone. Improvements are focused on encouraging development, infill, and redevelopment in a sustainable, integrated, and walkable pattern. This transect is characterized as up to 8-16 units per acre with a commercial Floor Area Ratio of up to .5 to 1.0. This transect is often expressed through the R-8, R-12, PD-R, CT, CH, and PD-MU zoning districts.

*CHARACTER* Generous mix of uses at the ground level, mostly residential above and adjacent in an urban form.

*BUILDING TYPE* Commercial buildings, attached and multifamily residential buildings, and multi-story mixed-use buildings permitted.

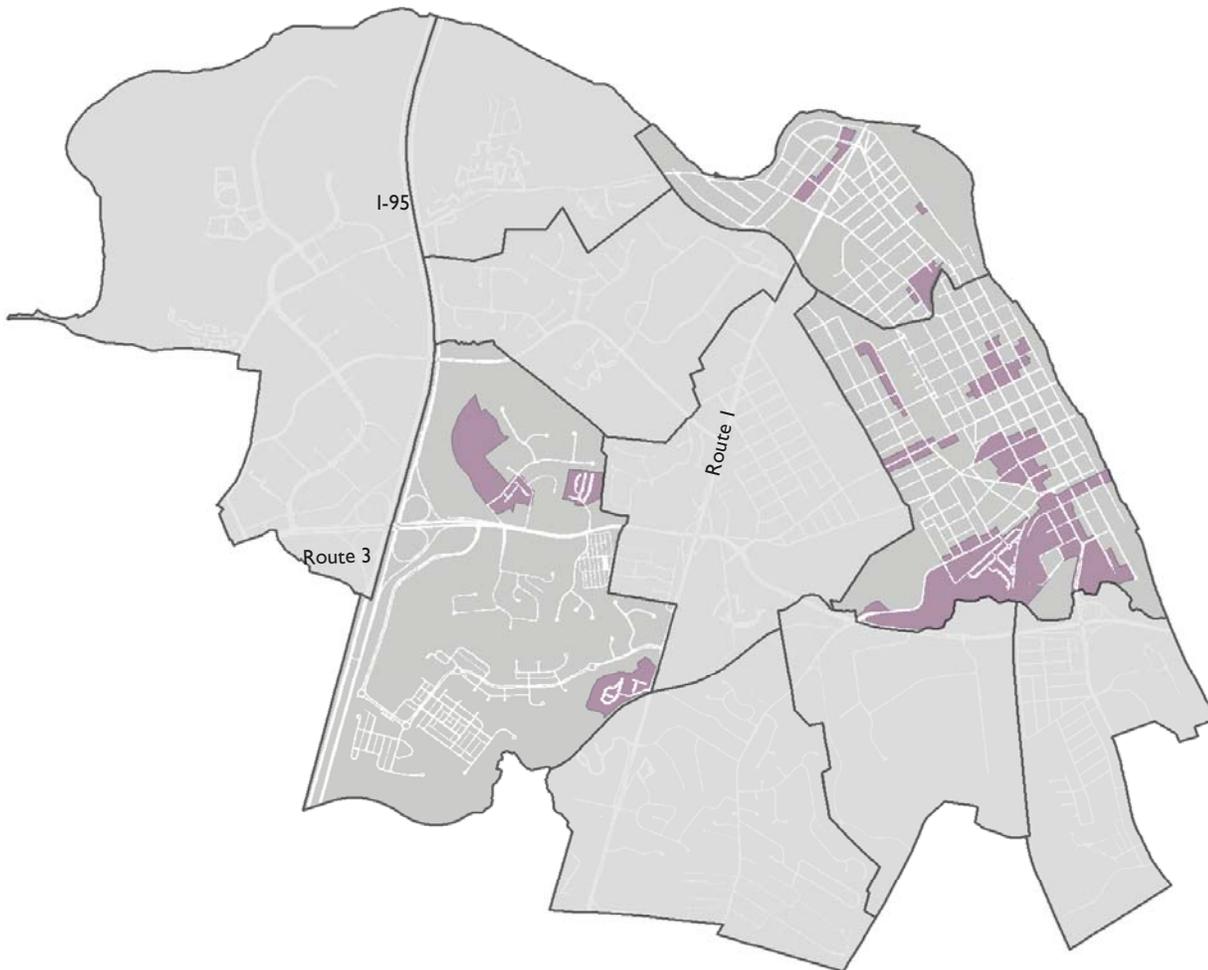
*FRONTAGE* No setbacks required - buildings should shape public realm.

*COMMERCIAL ACTIVITY* Medium to High.

*PEDESTRIAN ACTIVITY* Medium to High

*BUILDING HEIGHT* 1-3 stories with 4 stories appropriate under special review; taller buildings transitioning to lower buildings at borders of the T-3e zone. Buildings immediately adjacent to T-3e zones should be of a compatible height to existing neighborhood structures.

*PUBLIC SPACE* Streets, Squares, Greens, and Plazas.



### T-4M GENERAL-URBAN MAKER TRANSECT ZONE

T-4 maker zones are designed to foster the new creative and urban production economy by providing opportunities for individuals to grow both workplace and homestead designed around existing neighborhood heritage. These areas are encouraged to grow through infill and redevelopment in a sustainable, integrated, and walkable pattern. These areas contain a healthy mix of uses including residential forms of all scales as well as commercial and production buildings. These buildings, and the infrastructure necessary to support their redevelopment, are an integral part of the character of the neighborhood. Incentives for preserving the existing building stock and for creating affordable and workforce housing are encouraged. This may be achieved through a transfer of development rights program to be explored further within the small area plans. These areas are defined by corridors to facilitate industrial activity, nodes designed around pedestrian comfort, and third spaces to foster public activity. This transect is characterized as up to 8-16 units per acre with higher densities possible under special review and with a commercial Floor Area Ratio of 1.0 to 1.5. This transect is often expressed through the Creator Maker zoning district.

**CHARACTER** Development of varying forms to support creative uses, vibrant walkable nodes for pedestrian activity, and third spaces for public activity. Development is designed around existing historic fabric to set the form and supports the infrastructure and architecture necessary to facilitate maker uses .

**BUILDING TYPE** Residential buildings of varying forms as well as multi-story mixed-use and commercial buildings permitted along with production facilities with infrastructure to support maker uses. Reuse of existing building stock is encouraged at all opportunities.

**FRONTAGE** Buildings are encouraged to shape the public realm within designated nodes but may vary along corridors with specific building placement respecting sight lines to contributing buildings.

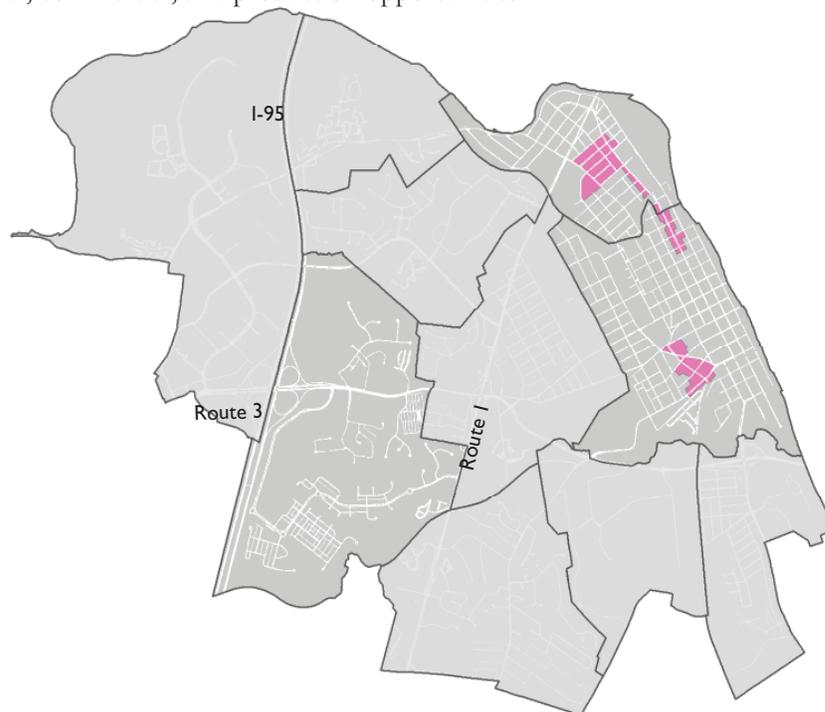
**COMMERCIAL ACTIVITY** High - Production and Sales

**PEDESTRIAN ACTIVITY** High

**BUILDING HEIGHT** 1-3 stories with 4 stories appropriate under special review; with appropriate transitions where areas meet single family detached neighborhoods.

**PUBLIC SPACE** Squares, greens, parks, and playgrounds.

**USE** Mixed residential, commercial, and production opportunities.



### T-5M AREA CORE MAKER TRANSECT ZONE

T-5 maker zones are designed to foster the new creative and urban production economy by providing opportunities for individuals to grow both workplace and homestead designed around existing neighborhood heritage. These areas are encouraged to grow through infill and redevelopment in a sustainable, integrated, and walkable pattern. These areas contain a healthy mix of uses including residential forms of all scales as well as commercial and production buildings. These buildings, and the infrastructure necessary to support their redevelopment, are an integral part of the character of the neighborhood. Incentives for preserving the existing building stock and for creating affordable and workforce housing are encouraged. This may be achieved through a transfer of development rights program to be explored further within the small area plans. These areas are defined by corridors to facilitate industrial activity, nodes designed around pedestrian comfort, and third spaces to foster public activity. This transect is characterized as up to 12-24 units per acre with higher densities possible under special review and with a commercial Floor Area Ratio of 1.0 to 3.0. This transect is often expressed through a Maker zoning district.

**CHARACTER** Development of varying forms to support creative uses, vibrant walkable nodes for pedestrian activity, and third spaces for public activity. Development is designed around existing historic fabric to set the form and supports the infrastructure and architecture necessary to facilitate maker uses.

**BUILDING TYPE** Residential buildings of varying forms as well as multi-story mixed-use and commercial buildings permitted along with production facilities with infrastructure to support maker uses. Reuse of existing building stock is encouraged at all opportunities.

**FRONTAGE** Buildings are encouraged to shape the public realm within designated nodes but may vary along corridors with specific building placement respecting sight lines to contributing buildings.

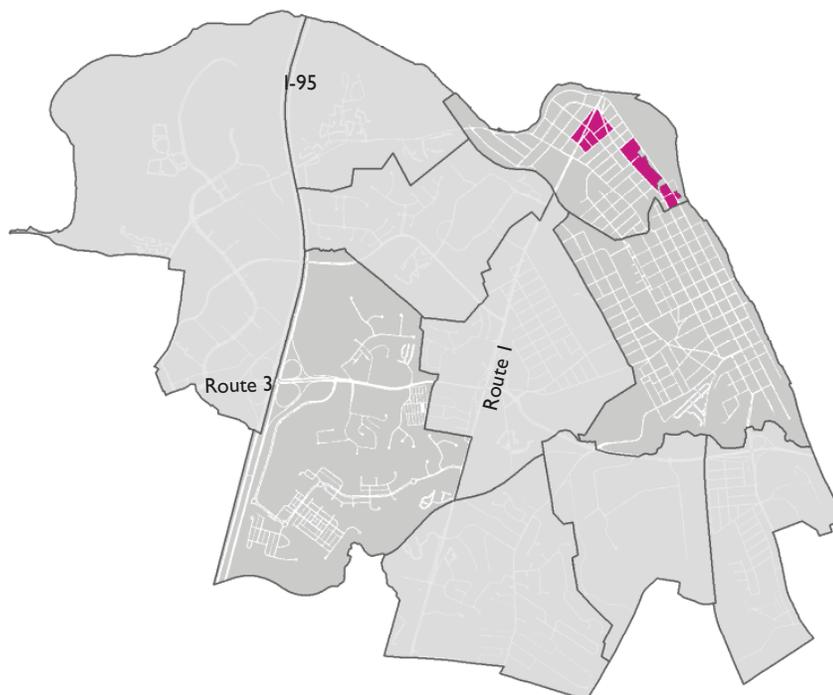
**COMMERCIAL ACTIVITY** High - Production and Sales.

**PEDESTRIAN ACTIVITY** High

**BUILDING HEIGHT** 1-4 stories with 5 possible under special review; with appropriate transitions where areas meet single family detached neighborhoods.

**PUBLIC SPACE** Courtyards, Plazas, Roof Gardens, and Squares

**USE** Mixed residential, commercial, and production opportunities.



### T-5c AREA-CORE CORRIDOR TRANSECT ZONE

This T-5c Zone currently includes typically auto-oriented commercial uses but is appropriate for redevelopment due to its major corridor access and the availability of mass transit. Redevelopment will create a sustainable and urban development pattern that may include upgraded commercial uses, higher density multi-family development and single family attached homes to buffer adjoining single-family neighborhoods, as appropriate. This evolution must include improvements to access and mobility, especially at corridors, appropriate transitions, and improvements to the entry sequences along arterials. Here, access and visibility are paramount to tenant success, but careful consideration must also be paid to the pedestrian environment. Properties in this zone are likely to remain in their current state in the near term with interim improvements encouraged. This transect is characterized as up to 12 -20 units per acre with a commercial Floor Area Ratio of up to 1.0 to 3.0 as appropriate with adjoining land uses and within a redevelopment scenario. This transect is often expressed through the R-12, PD-R, PD-MU, and CH zoning districts.

**CHARACTER** Vibrant, walkable and concentrated retail and commercial ground plane with potential for housing above creating a healthy mix of uses in an integrated urban form.

**BUILDING TYPE** Mixed, single-use and multi-use buildings; commercial, retail and residential.

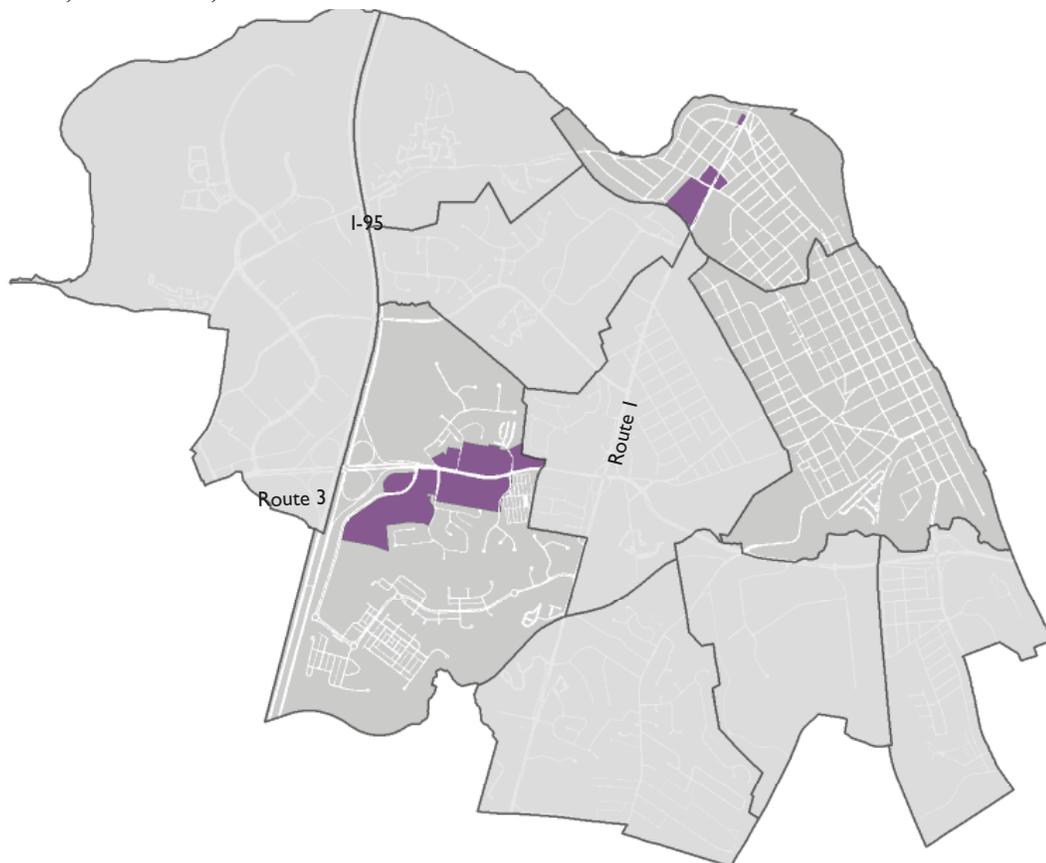
**FRONTAGE** Varies.

**COMMERCIAL ACTIVITY** High.

**BUILDING HEIGHT** 2-5 stories; with taller buildings transitioning to lower buildings at borders of the T-3e zone. Buildings immediately adjacent to T-3e zones should be of a compatible height to existing neighborhood structures.

**PUBLIC SPACE** Streets, courtyards, plazas, and roof gardens.

**USE** Mixed-use, commercial, and residential



**T-5w AREA-CORE WORKPLACE TRANSECT ZONE**

T-5w transect areas are large parcels suitable for primarily commercial workplace uses with large scale development with a mix of uses, and focused, high density commercial activity. This transect is characterized as a commercial Floor Area Ratio of up to 1.0 to 3.0 and up to 12-30 units per acre. This transect is often expressed through the PD-C, PD-MC, and CH zoning districts.

**CHARACTER** Predominately commercial with some mixed use and residential opportunities. Strong expectation for cohesive character.

**BUILDING TYPE** Commercial, retail and residential with Mixed, single-use and multi-use buildings

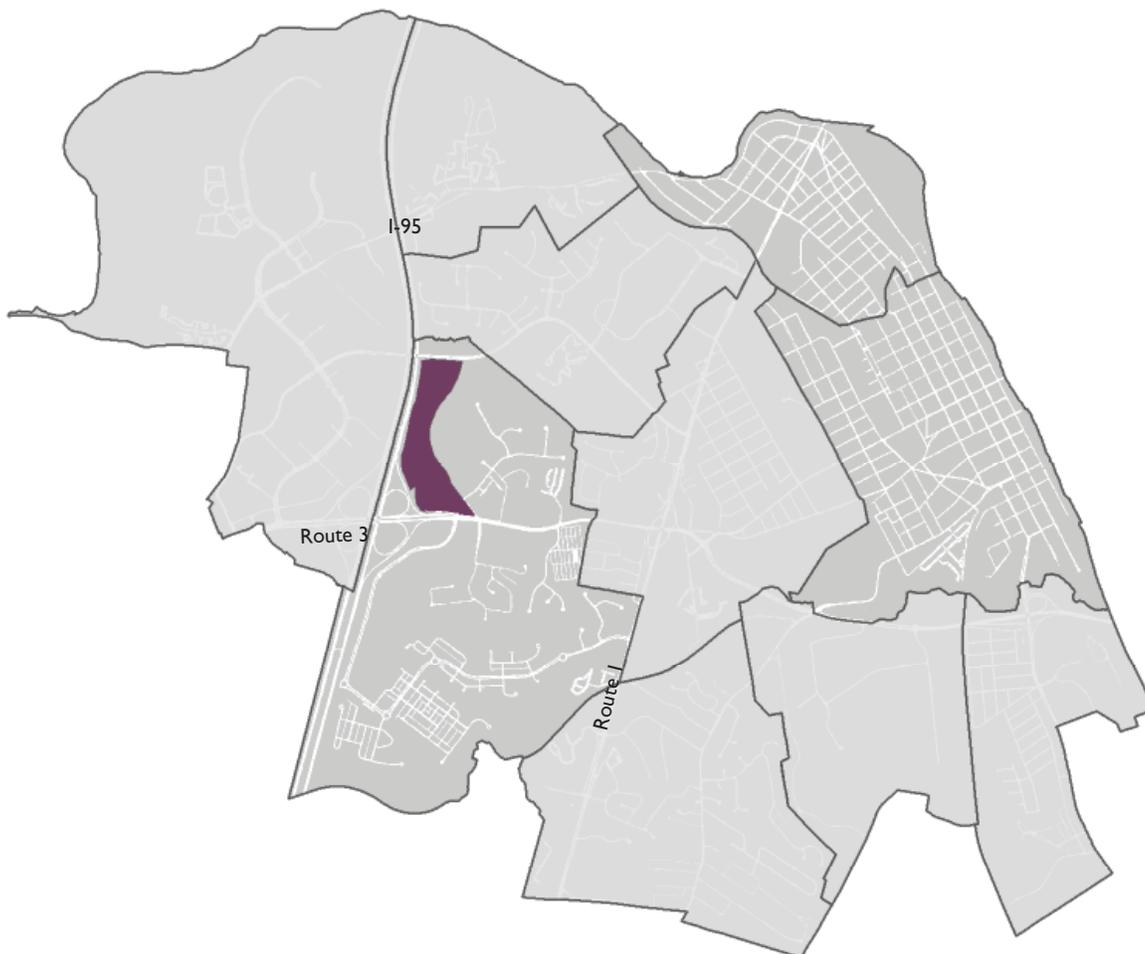
**FRONTAGE** Varies.

**COMMERCIAL ACTIVITY** Workplace, with additional service and retail for direct support of tenant.

**BUILDING HEIGHT** 4-8 stories.

**PUBLIC SPACE** Parks, plazas, courtyards, and roof gardens.

**USE** Predominately commercial workplace with up to 10% of total gross square footage for residential permitted. The correct metric will be determined at time of General Development Plan.



### T-5 URBAN TRANSECT ZONE

The T-5 transect identifies Fredericksburg's downtown commercial core. The core contains a healthy mix of horizontal and vertically mixed-use buildings 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 more appropriate 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 commercial concentrated retail and commercial ground plane. Housing and variety will further enhance viability and commercial activity.

**BUILDING TYPE** Re-used buildings; Mixed single-use and multi-use buildings; commercial, retail, and residential.

**FRONTAGE** *Setbacks are minimal, defined by the blockface, and enhanced by landscaping where appropriate.*

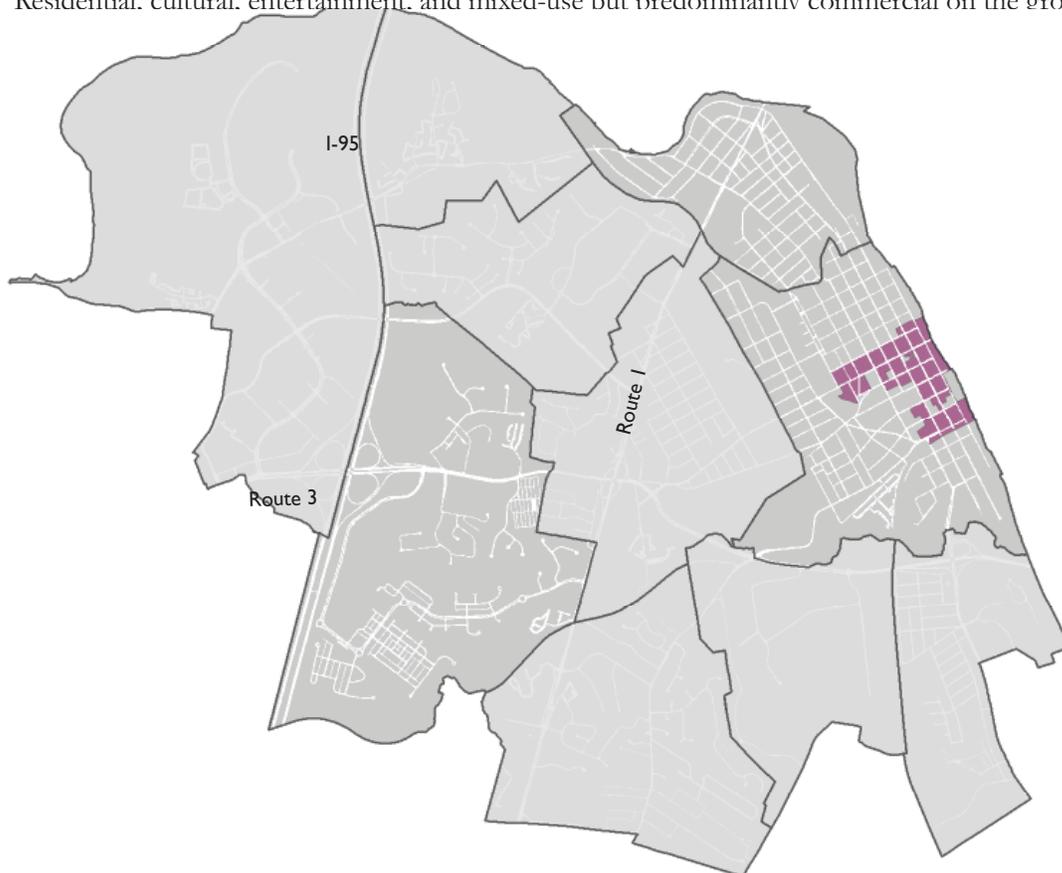
**PEDESTRIAN ACTIVITY** High.

**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.

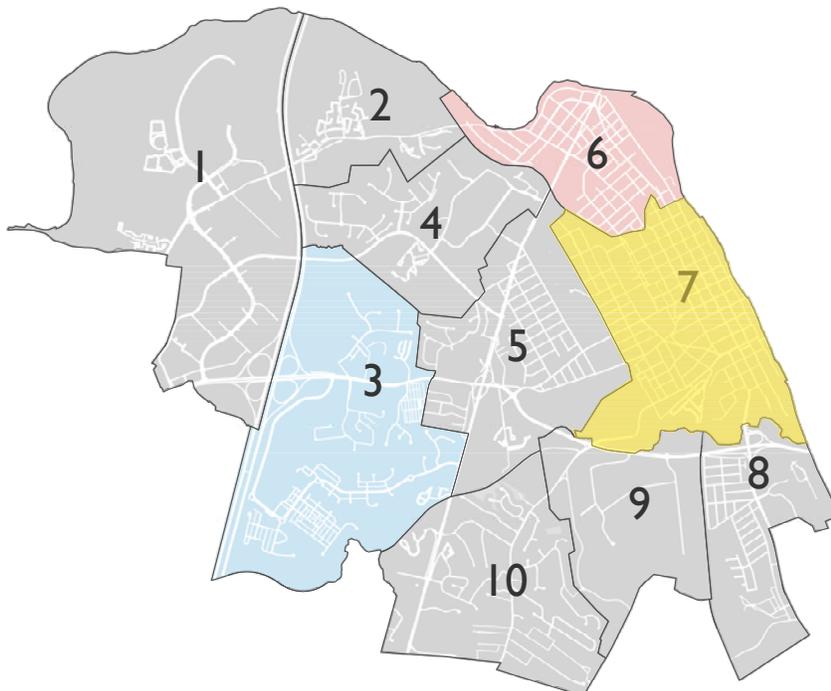
## CHAPTER 11 -PLANNING AREAS

### 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 (2019)
2. Fall Hill (2019)
3. Plank Road/Route 3 (2017)
4. Hospital/Cowan Boulevard (2019)
5. University/Route 1 (central) (2020)
6. Princess Anne Street/Route 1 (north) (2017)
7. Downtown (2018)
8. Dixon Street/Mayfield (2020)
9. Braehead/National Park (2020)
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 serve is not only as the downtown for the City but for the entire region. To that end, the planning for the small area has been done with three levels of users in mind: residents of area 7, local visitors and users, and out-of-town tourists.

Area 7 is diverse in many aspects. Available transportation infrastructure allows people to walk, bike, ride the train, or use vehicles. The area accommodates many land use markets including varying scales of commercial, office, retail, industrial and production uses. The full spectrum of residential opportunities are integrated throughout the area and supports all stages of living while providing meaningful choice.

The wealth of open spaces enmeshed throughout area 7 are invaluable resources for the community. The Rappahannock riverfront synergizes with the Downtown core. Area 7 also contains a series of plazas, pedestrian improvements, and civic spaces ranging from small parks and plazas to the Fredericksburg National Battlefield. Networks of these open spaces link the Heritage Canal Path and the Virginia Central Railway Trail. Area 7 encompasses natural spaces including Hazel Run and City owned acreage at the stream's confluence with the Rappahannock River.

### THE CHALLENGES

- The riverfront area is disconnected, overgrown with invasive species, and is underused other than for car storage.
- 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 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 and 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, but without dictating architectural style or limiting creativity.
- Encourage Area 7’s commercial land use to evolve. Expand Creative Maker Districts along north Princess Anne Street and in the Jackson Warehouse District. Work with Fredericksburg Virginia’s Main Street to develop an appropriate mix of businesses that keep downtown a viable urban center.
- Identify emerging walkable urban spaces (including the proposed Creative Maker Districts as well as those on William Street, Lafayette Boulevard and around the Train Station) and right size zoning and development standards to nurture appropriate infill and incremental growth. Where appropriate, evolve 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.

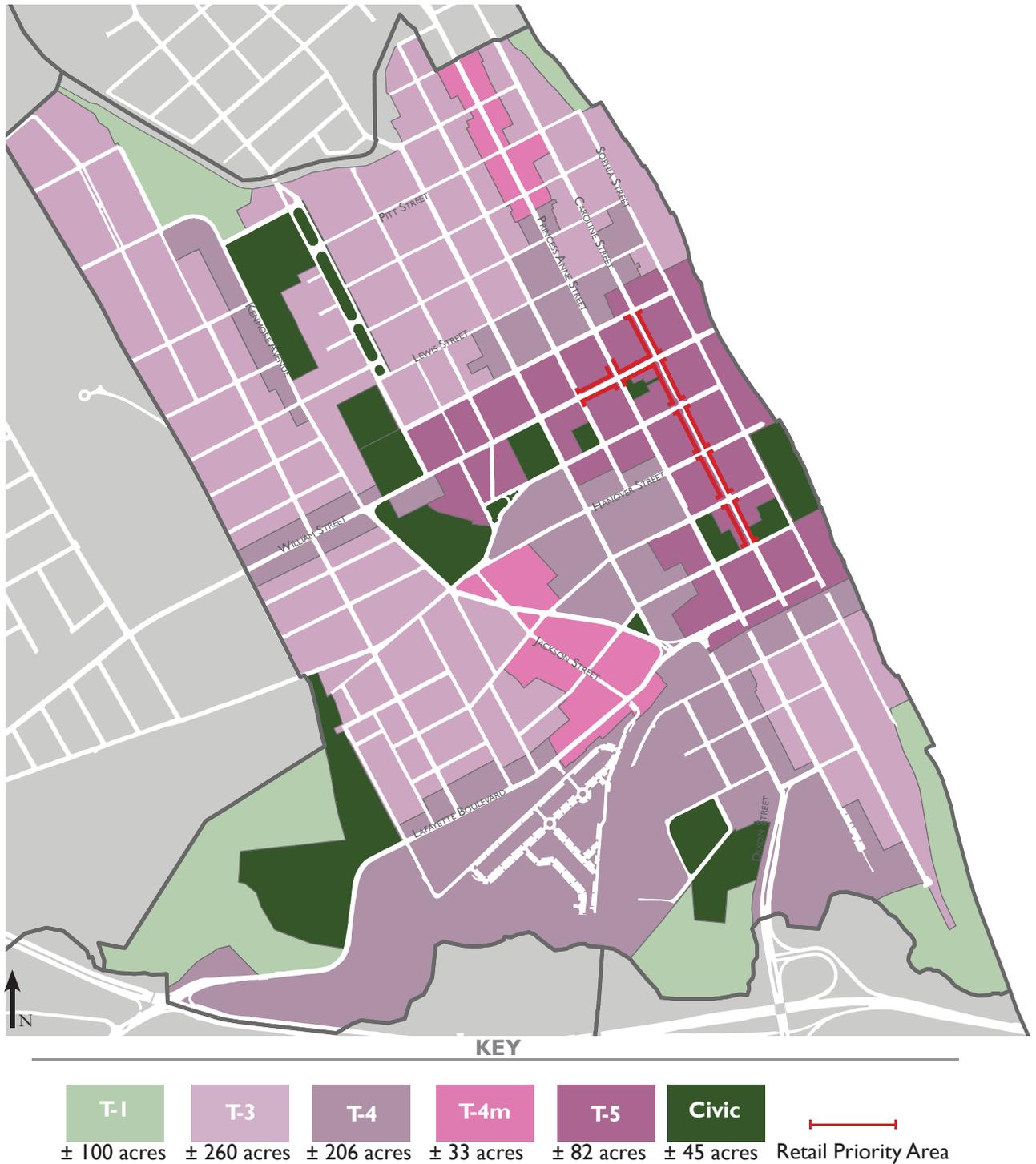
## MARKET ANALYSIS

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.



PART III

*CIVIC* Within Area 7, the civic transect consists of public spaces and civic structures. This designation is focused on recognizing sites that include public institutions where large scale changes are not intended or encouraged. Improvements should focus on integrating these assets to and through their adjoining neighborhoods to serve as community assets. Improvements to these areas should include upgrades to Market Square and expansion of Executive Plaza as a community resource with pedestrian oriented seating and interactive elements. The Farmers Market should be able to expand to an all season venue within the **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. 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.** Current densities in the T-3 neighborhoods range from 4 to 20 units an acre.

*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 re-development 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 be shrunk 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 the 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 with some focused placemaking. These areas contain established patterns of development that grew organically out of their placement at the intersection of neighborhoods and historic transportation corridors. They contain the type of fabric that envelops the pedestrian, creates an unique and accessible civic realm and attracts residents as well as tourists. Their location gives them commercial viability and their adjacency to modern open spaces gives them the unique ability to absorb residential density while maintaining livability. They are built around a strong pedestrian network with plenty of public infrastructure including on-street parking. These conditions make them desirable areas for incremental upgrade, which will be a step towards a more sustainable future.

**General Policies:** Strategies to upgrade the placemaking in these districts should focus on the adaptive reuse of historic buildings and fabric. The prioritization of the human over the automobile scale, and the restoration of public third spaces. In certain areas character structures that are emblematic of the history of an area and retain their integrity have been identified.

**Infill:** The adaptive reuse of existing buildings should be prioritized especially where key structures are identified as typifying the character of the area. Infill development is encouraged. Infill should create a cohesive building envelope and should focus on form and quality of development. Infill buildings illustrated in this document are intended to identify a desirable and compatible level of infill that may occur in these areas.

**Access and Mobility:** Converting 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.

### Locations Legend:

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

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



LAND USE

## WILLIAM STREET CORRIDOR



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

William Street between Sunken Road and Kenmore Avenue is a key walkable corridor connecting the University of Mary Washington to the Downtown and currently exists with a mix of uses. A planned University of Mary Washington performing arts center at Sunken and William, if built, would add an additional anchor.

### POLICIES FOR STREETScape AND INFILL

The adaptive reuse of existing buildings should be prioritized. Infill development is encouraged where it may create a cohesive building envelope. Focus on form and quality of development rather than standard zoning bulk measurements. Along the streetscape, entrances should be consolidated to restore the frontage. This new frontage should provide a continuous sidewalk with pedestrian scaled street lights and street trees.

### POLICIES FOR CARS

The access patterns along William Street should be reconfigured to better separate the pedestrian and vehicle realms. Intersection improvements capable of eliminating the need for turning lanes should be added to William Street's intersections with Littlepage and Kenmore Streets. Turning lanes could then be replaced with on-street parking. Access to and from parking areas should be reoriented to existing alleys. The alleys should be restored where need be. Residential uses adjacent to the alley should be permitted to add taller fencing, walls, or other improvements to serve as a transition to the alleys.

## LAFAYETTE BOULEVARD CORRIDOR



- Lafayette Boulevard Corridor
- New/Improved Pedestrian Crossing
- Frontage Repair
- Vehicular Entrance/Exit
- Enhanced Trail Connection
- Pedestrian/Cyclist Passage
- Identify Trail Connection
- Potential Infill Building

LAND USE

### 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 curb where possible by reducing the number and width of curb cuts that cross the sidewalk, will also increase safety and providing additional on-street parking areas.

## SOPHIA STREET CORRIDOR

Sophia Street is the link between the historic riverfront and central business where the urban core meets the riverfront. It should operate as a recreation corridor linking parks and river assets in a cohesive fashion that serves both residents and visitors alike.

### URBAN EDGE POLICIES

The west side of Sophia Street constitutes the urban edge, while the east side of the street, between Hanover and Wolfe Streets is being developed as Riverfront Park. Continuous sidewalks and pedestrian street lighting should be added to weave the fabric of the existing core together with the Riverfront park and planned Riverfront Activation. Brick sidewalks and pedestrian-scaled lighting should be completed along the west side of the street. The east side of the street should contain a planting strip with street trees in addition to the sidewalk.

Sophia Street has low areas in the floodplain and floodway. For this reason, development along this corridor may be challenged to fulfill its fullest market potential while also meeting floodplain regulations in a way that is sensitive to the historic surroundings. Infill and redevelopment that appropriately transitions to the riverfront, is environmentally resilient, and is sensitive to its historic context is encouraged.

### RIVERFRONT CORRIDOR POLICIES

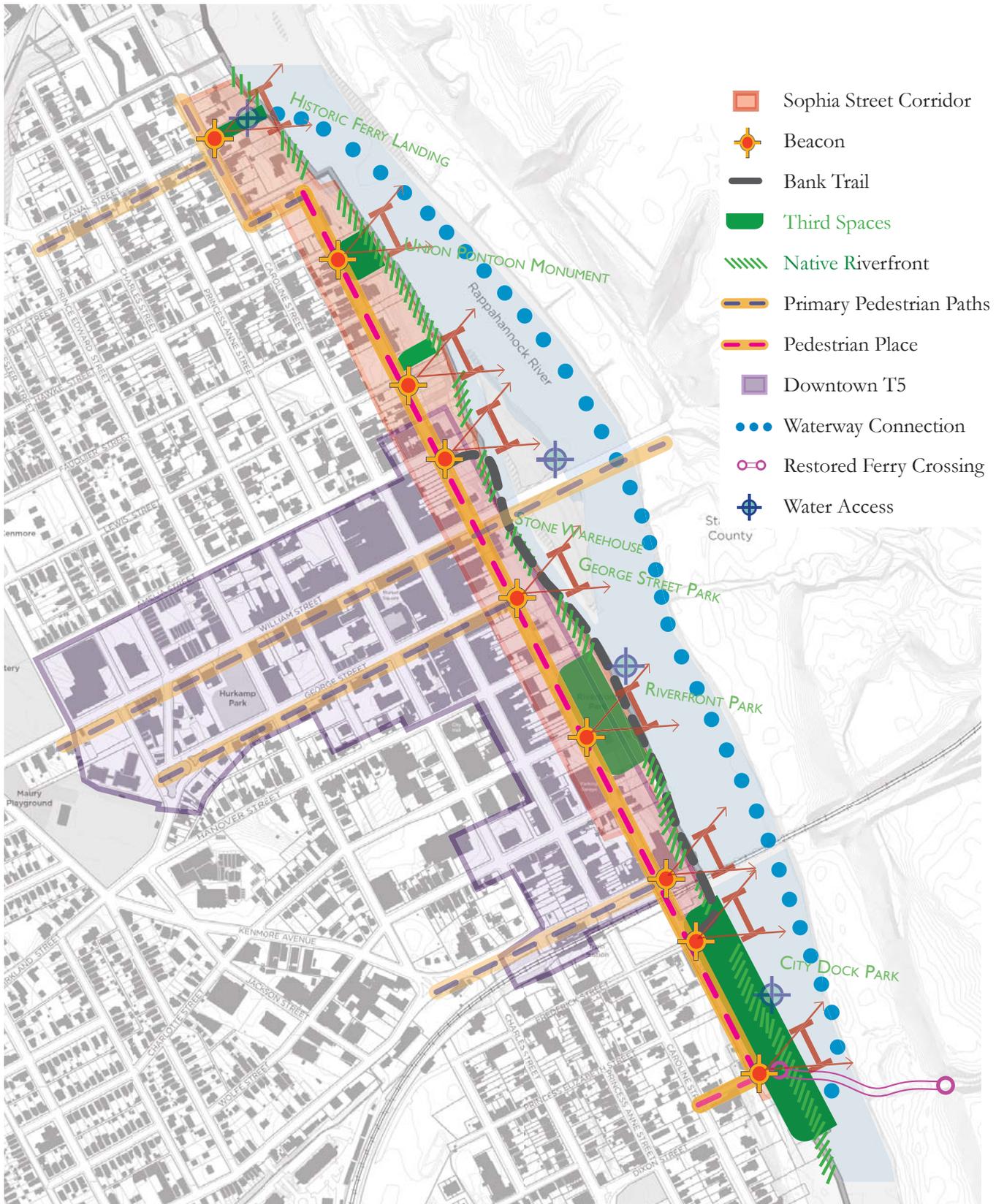
The activation of Sophia Street begins is a multi-level set of interactive opportunities along the Downtown waterfront. Once there, visitors will be greeted with framed views to the Rappahannock, programmed open spaces, and a handful of ways to engage the water itself. Sophia Street should be the center for program and activity on the Riverfront. Programs involving street closures currently held on Caroline or Princess Anne Street should take place on Sophia Street. Installing and maintaining native plants on the riverfront ensure health of the river and should be maintained. Selective clearing within the beacon 'view zone' could emphasize the visual connection to the waters' edge.

Light beacons placed along the waterside of Sophia cap key perpendicular streets and create a large-scale sculptural lighting feature along the waterfront that invites the community to engage with the waterfront. These beacons should be visible both along and across the river. 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 at City Dock Park, restoring the historic ferry crossing connecting to Ferry Farm, and creating an access location on Scotts Island will integrate newly provided and updated water-use access into the river activation strategy.

This incremental approach builds upon a base of the City's existing infrastructure (road framework, sidewalks, bridges, city parks), provides easy access, and draws residents, visitors, and community members .

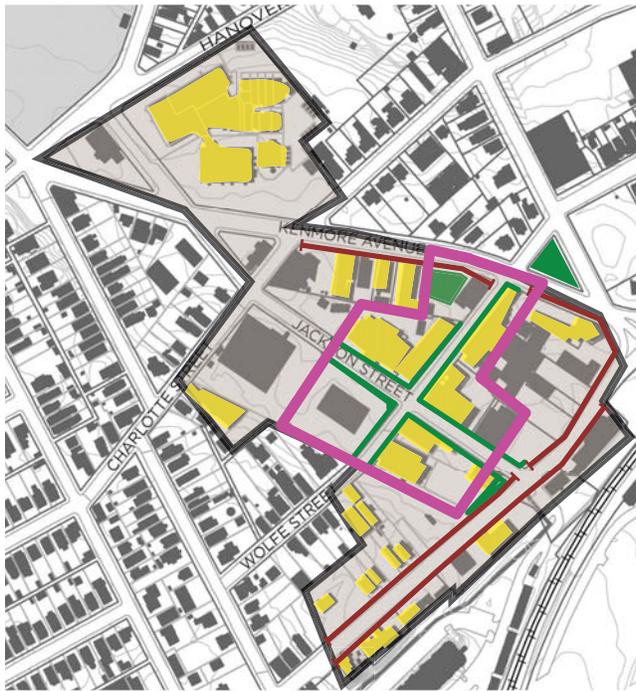


LAND USE

# CANAL QUARTER AND JACKSON + WOLFE WAREHOUSE DISTRICT

## CANAL QUARTER MAKER DISTRICT

## JACKSON + WOLFE WAREHOUSE DISTRICT



## CANAL QUARTER MAKER DISTRICT - TDR



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

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.

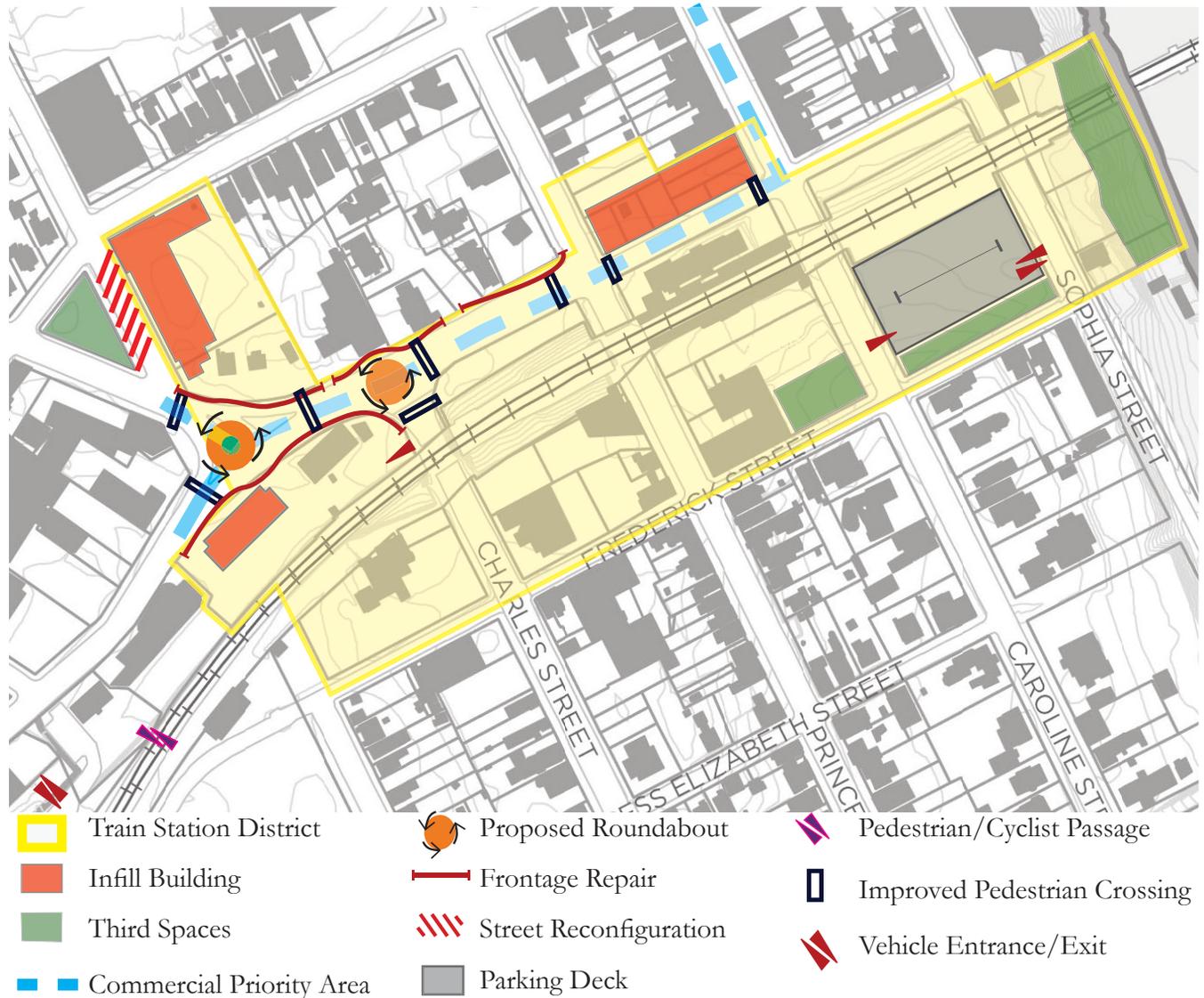
### HISTORIC RESOURCES

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 Rappahannock 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.

PART III

Recent development in the area has struggled to reach the required overall ratio required for mixed-use density bonuses. More appropriate standards and densities are needed to support development and adaptive reuse in the area. Commercial use should be prioritized along Lafayette Blvd. on the ground floor to support 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. The Park may also include bathrooms and bike parking for the expanded train station.

- Preserve areas along the river for future incorporation into the Bankside Trail proposed in the Expand Bicycle Corridors section.

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

Infill development should be a priority in the Train Station area.

Along Lafayette Boulevard, mixed use buildings should be permitted to expand the Downtown building envelope and pedestrian scaled streetscape. New structures on Prince Edward Street should be neighborhood scaled on Wolfe Street and appropriately transition to historic structures on Lafayette Blvd.

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

- A new parking deck between Princess Anne, Sophia, and Frederick Streets should support local residents daily needs, office development within the Train Station Area, and commuter parking.

- Implement programs to permit existing asphalt to be more efficiently used as described in the Evolve Motorized Transportation and Transit section of this Plan.

- Right size parking and development standards as described in the Evolve Motorized Transportation and Transit section of this Plan.

## HISTORIC RESOURCES

Historic properties within Area 7 are celebrated, but a variety of methods should be used to recognize these additional resources and increase access to tools for their preservation. Additional strategies recommended include:

**Adaptive Reuse:** A substantial amount of historic structures integral to the city's historic character are located outside the local Old and Historic Fredericksburg District overlay. The adaptive reuse of these buildings is encouraged by transect-based policies, especially in the T-5, T-4M transects, and in the William Street, Princess Anne Street, and Lafayette Boulevard corridors. The reuse of historic structures should be incentivized through increased residential density and transfer of development rights, where appropriate.

**Form-Based Design:** Within the T-5 transect, there is a conflict between existing historic patterns of development and modern density-based zoning. Historic buildings often exceed required density rules rendering them **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.

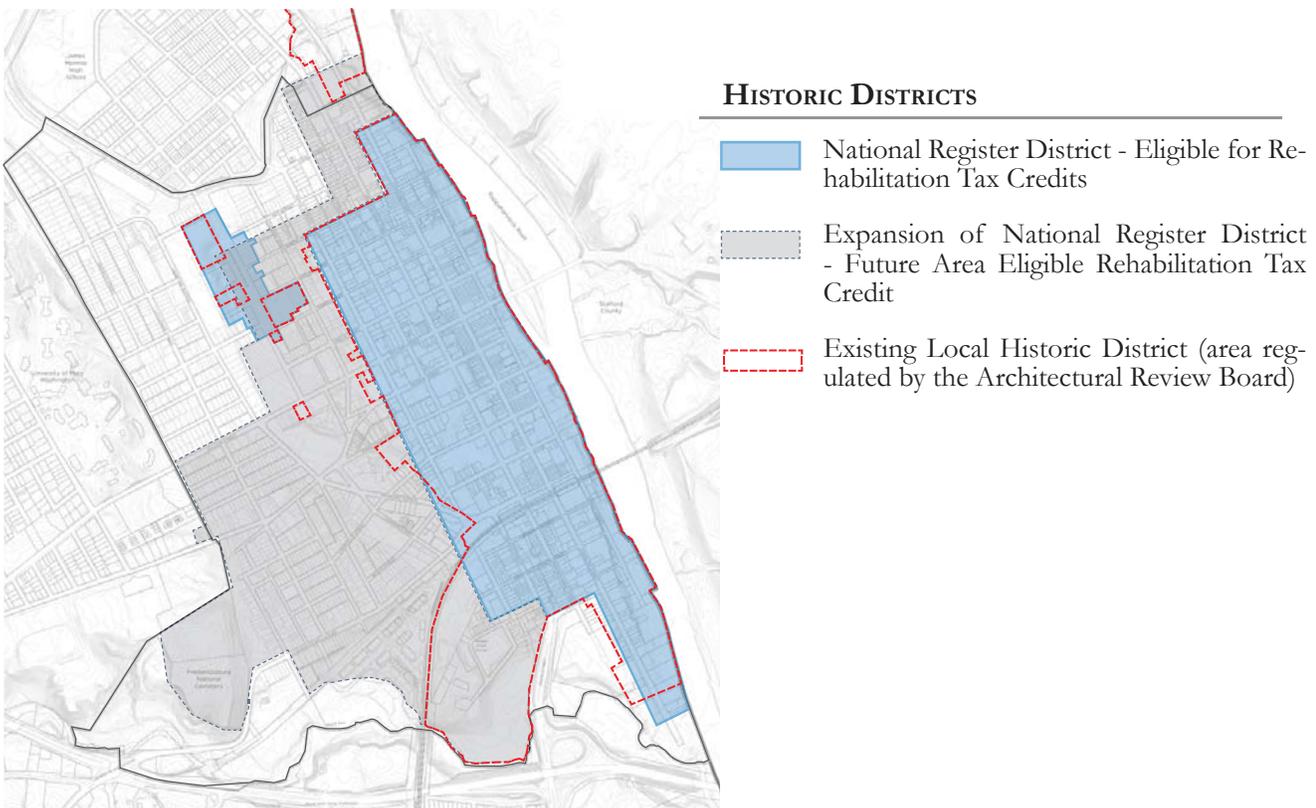
**Local Old and Historic Fredericksburg District:** The local OHFD encompasses the historic downtown core and several other notable sites. These include the Fredericksburg Gun Factory site, Original Walker-Grant School, Stearns House, and the commercial core and surrounding neighborhood. The western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

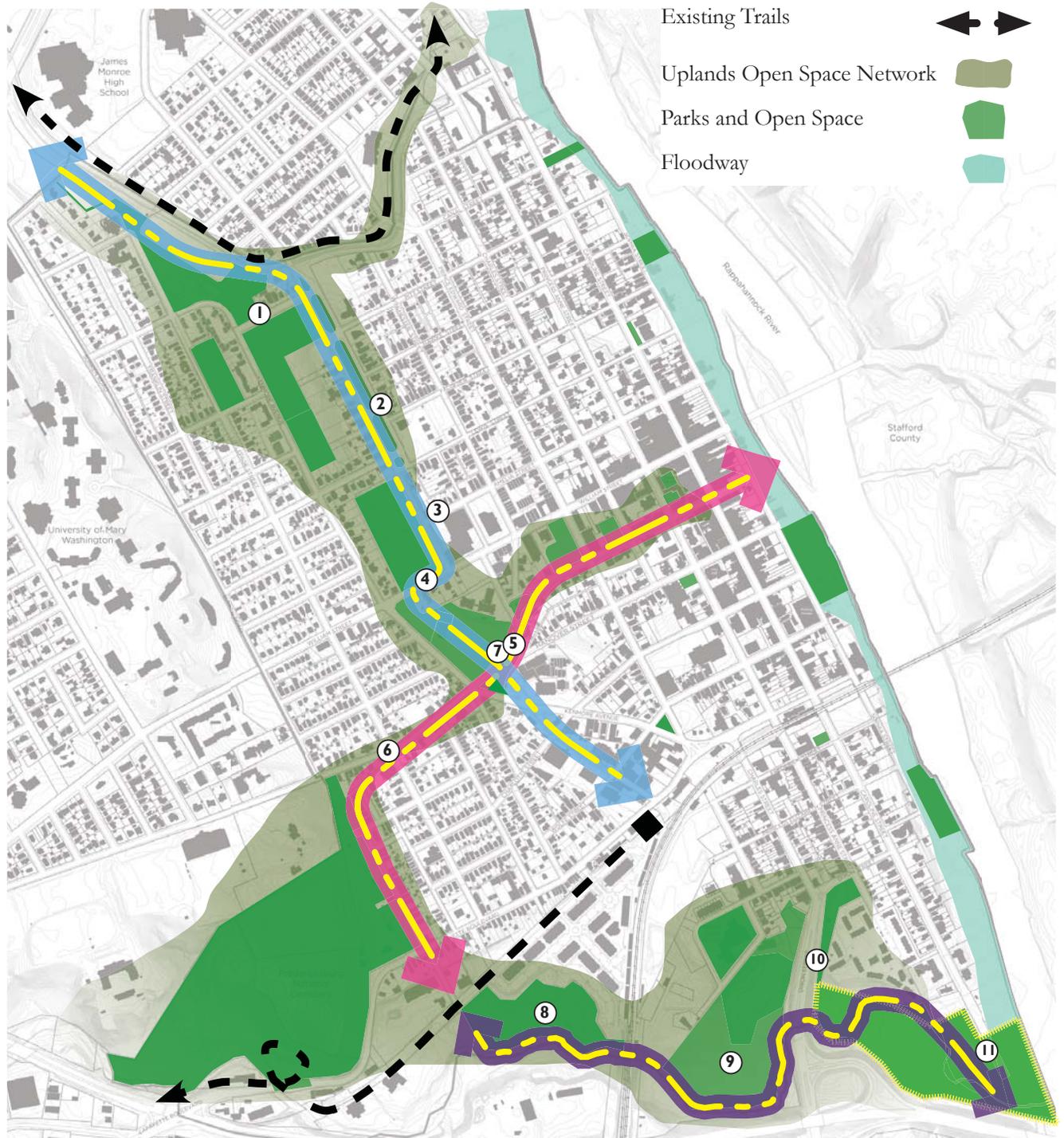
SITE NAME	PERIOD OF SIGNIFICANCE	DESCRIPTION	OWNERSHIP
Historic Fredericksburg National Register District	Historic continuum, 1728 to present	Downtown business district, neighborhoods, cemeteries	Private and City
Fredericksburg and Spotsylvania National Military Park	Civil War	National Cemetery, Sunken 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



LAND USE

## ENHANCE THE UPLANDS OPEN SPACE NETWORK

Area 7 contains a diverse collection of open spaces that are upland from the Riverfront. The Uplands Open Space Network is primarily used by City residents who walk or bike to these spaces from their homes as well as residents of the region who come to the City to utilize the large urban parks, recreational trail system, and unique open spaces that are unavailable outside the City's unique fabric. Linking the separate open spaces together through soft improvements, art, monumentation, a naming strategy, or a path will elevate the whole system into a sizable entity. Identifying opportunities to expand the Network ensures that as the City grows, so 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 for to expand existing recreational and community programs at the Center in addition to upgraded play areas, community gardens, event spaces, or formal amenities like a dog park.
- ⑩ The Downtown Greens community garden should be linked to the Walker Grant Center and Hazel Run Trail as a “gateway” to the Hazel Run Trail and Park (discussed below).
- ⑪ A Hazel Run Park should be established along the City owned acreage at the southern end of Caroline Street adjacent to the Rappahannock River. The park should emphasize its natural, waterfront setting and include naturalized play elements combined with passive-entertainment options. This would connect downtown open space amenities and Dixon Park.

## ACCESS AND MOBILITY

### UPGRADE PEDESTRIAN CORRIDORS

Area 7 is a densely developed, visually-stimulating, highly-walkable series of neighborhoods within and around the City's historic core. Established corridors carry people through the area but additional infrastructure is needed to bind key destinations together.



PART III

**T.A.P. Brick Sidewalk and Streetlight Expansion:** The City has received a VDOT Transportation Alternatives Program grant to expand the brick sidewalks and pedestrian street lighting network in Downtown.

- ① The T.A.P. grant will be used to fill in existing gaps in the T-5 brick sidewalk and pedestrian street light network. Procurement and engineering will occur in FY 2020 and construction will be complete in FY 2021.

**Next Phase Brick Sidewalk and Streetlight Expansion:** Streetscape upgrades should occur around the edges of the T-5 transect and in adjacent emerging walkable urban places to bind existing building envelopes together and connect on-street pedestrian activity. These improvements should be implemented as private redevelopment occurs. The City may also consider pursuing grant funding or capital improvements funding to make the upgrades as part of an expansion of public infrastructure.

- ② The Liberty Place and William Square Blocks contain two significant redevelopment sites. The plans for these redevelopments should include brick sidewalks and pedestrian scaled lighting along all adjacent front-ages.
- 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:

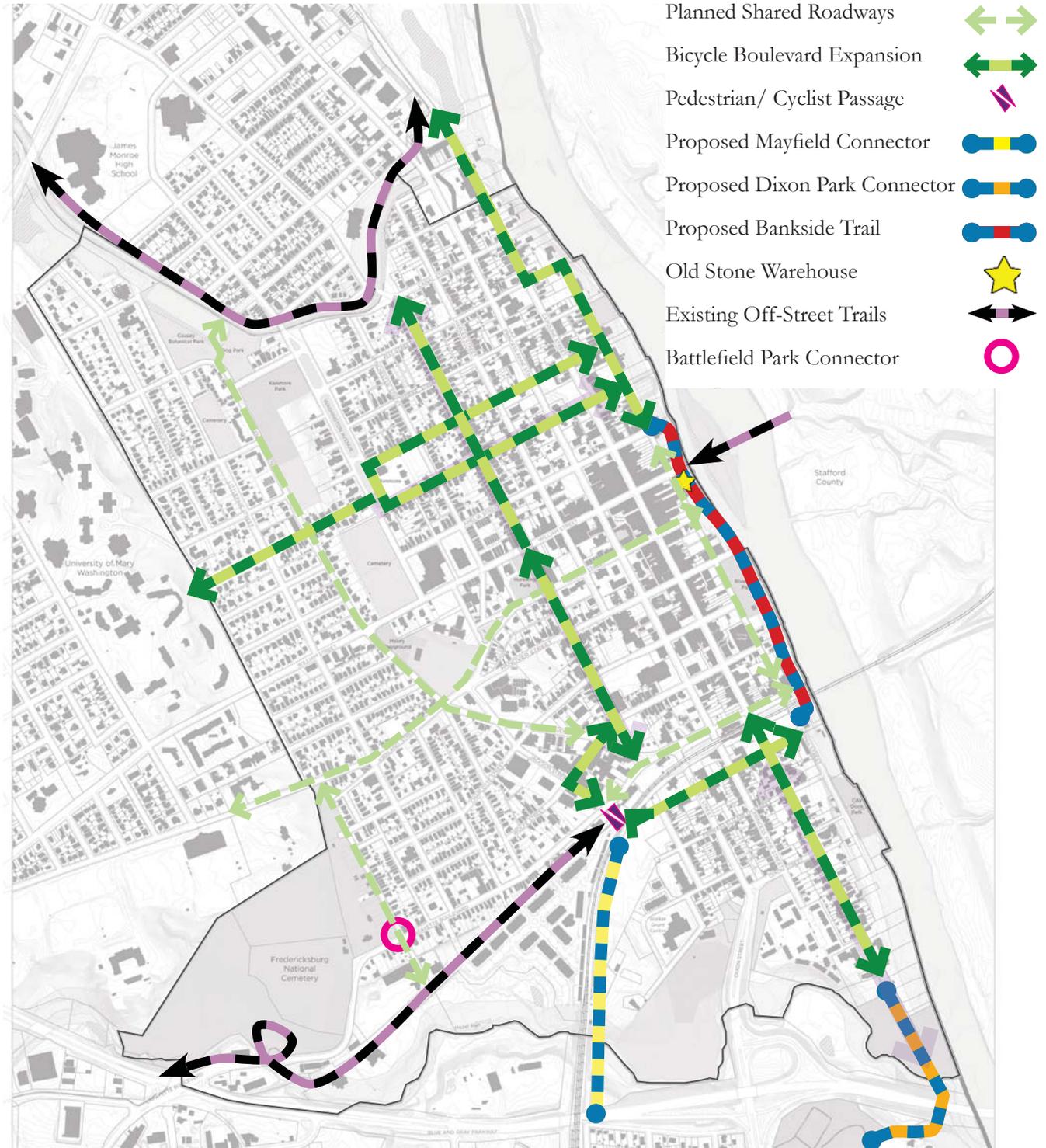
- ④ William Street is the primary east/west pedestrian connection between the University of Mary Washington and the Downtown. The road experiences heavy walking traffic. Pedestrian lighting should continue west of Prince Edward, on to the planning area boundary.
- ⑤ Princess Anne Street is the primary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

## EXPAND BICYCLE CORRIDORS

The City's trail and pathways network provides a robust bikeable network ready for its next upgrade. The network provides functional transportation alternatives for residents, recreational opportunities for the regional population, and opportunities for historical interpretation and connection to cultural resources for the locals and tourists alike.

PART III



**Expand the Off-Street Trail Network :** The City's off-street trail network approaches the Downtown Core, but is in need of expansion. The following improvements will create the next generation of links in the City's off-street trail network, and will provide an opportunity to connect more areas of the City.



The Mayfield Connector along the Railroad will link the Mayfield, Airport, and Canterbury neighborhoods to the Downtown core. The project is envisioned by the Pathways Plan to be constructed in conjunction with the construction of a potential access road from State Route 3 to the Virginia Railway Express parking lots.

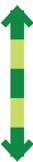


The Dixon Park Connector is a proposed 2,500 linear foot multi-use trail starting in the Downtown at the south end of Caroline Street and tying into the existing Dixon Park trail network. The trail provides an opportunity to route a significant portion of the East Coast Greenway through the City on off-street trails, provides inter-neighborhood connectivity and opens up new sections of the City's riverfront for exploration and enjoyment by residents, recreators, and tourists alike.



The Bankside Trail is a proposed off-street 3,250 linear foot shared use trail starting at Amelia Street and ending at Frederick Street. The trail will tie into the proposed Chatham Bridge Trail and provides a substantial opportunity for historical interpretation and adaptive reuse of the City owned Old Stone Warehouse at 923 Sophia Street. Implementing the trail requires easement acquisition from 11 property owners along the route. **This would serve as the off-road desired route for the East Coast Greenway.**

**Expand Bicycle Boulevards :** Bicycle boulevards are bicycle routes on streets that have a relatively low volume of vehicular traffic, which allows bicycles to have some level of on-street travel priority. Bicycle Boulevards are designated by signs and pavement markings, well-lit intersections marked on all approaches by high visibility crosswalks, and strategically deployed traffic calming. Bicycle boulevards should provide connections to the proposed Bankside Trail, the Canal Path, the Heritage Trail, and the Virginia Central Railway Trail.



Cornell Street, Lewis Street, and Fauquier Street are envisioned in the Pathways Plan as a bicycle boulevard connecting the University with the Downtown.

Prince Edward Street provides a link between the Canal Path and the VCR Trail. Prince Edward Street and Jackson Street connect to Frederick Street through a proposed railroad tunnel toward the Riverfront, City Dock Park, Sophia Street and the proposed Bank Trail.

North Caroline Street and Sophia Street should be upgraded to a bicycle boulevard connecting the Bank Trail to the Heritage Trail along the Riverfront. The boulevard continues south along Caroline Street to connect to the Dixon Park Connector.

**Implement Shared Roadways :** Shared roadways and Bicycle Boulevards are components of the City's Pathways Plan approved in 2018. Shared roadways are used when there is insufficient right-of-way for any type of separate bicycle lane and are designated by Sharrows.



The Kenmore Connector is proposed to be a bicycle route along Kenmore Avenue to link the VCR Trail and the Heritage Trail Canal Path.

Hanover and George Street are proposed as an East-West Connector in the Pathways Plan.

Lafayette Boulevard east of Jackson Street is proposed as a connection between the VCR Trail and Sophia Street in the Pathways Plan.

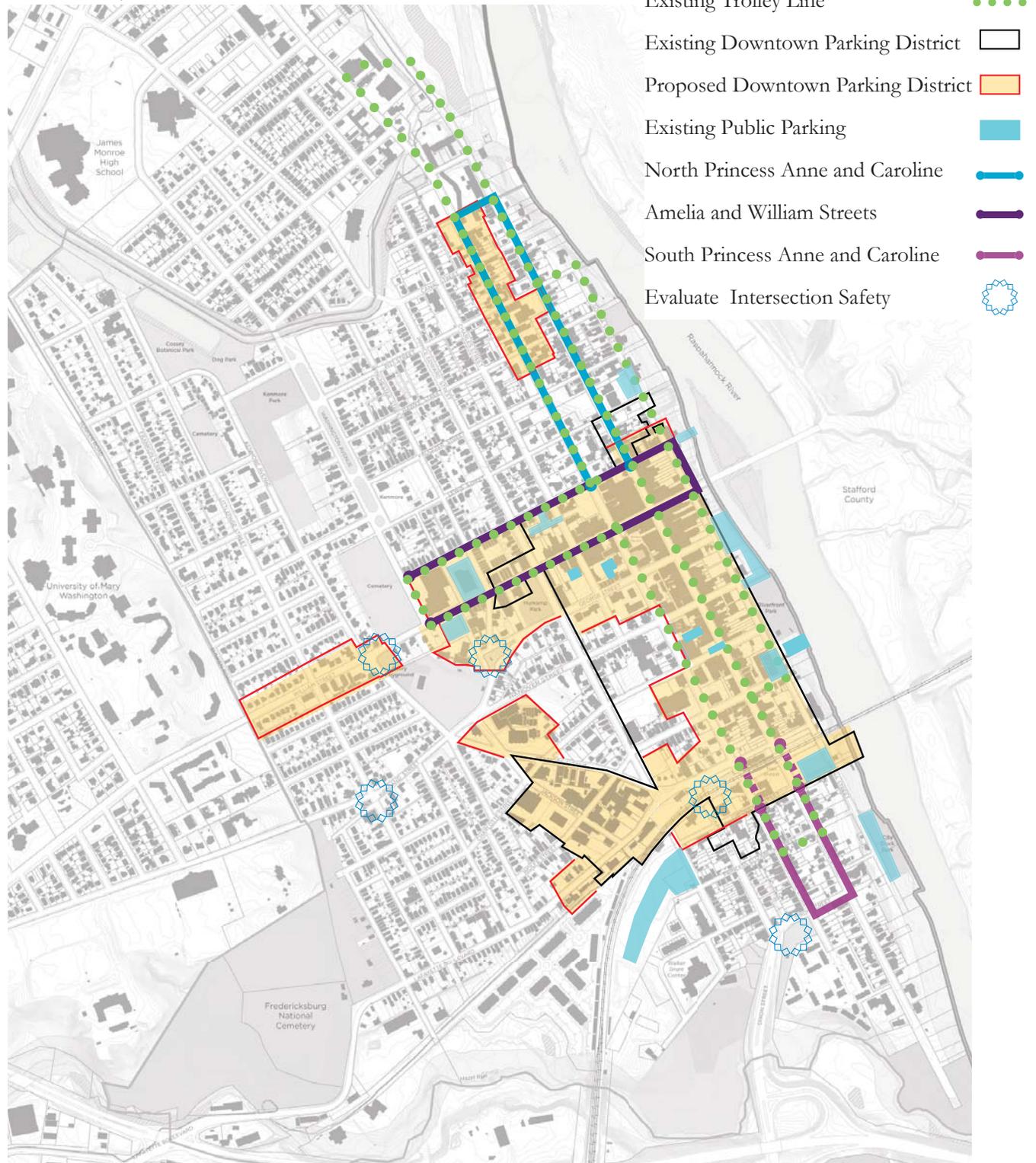
The Battlefield Park Connector consists of intersection improvements at Willis Street and Lafayette Boulevard needed to link the VCR Trail to the Battlefield.

**East Coast Greenway:** The East Coast Greenway is the urban cycling version of the Appalachian Trail, heavily focused on cyclists. Along its route from Maine to Florida, the Greenway will cross the Rappahannock River on the Chatham Bridge and continue on to Spotsylvania County.

The greenway is designated to travel along Sophia Street to Rocky Lane and out Dixon Street. As future trails are developed, the greenway should be re-designated along the Bankside and Dixon Park Connection Trails. Dixon Street should be investigated for potential improvement as a bikeway.

## EVOLVE MOTORIZED TRANSPORTATION

Mobility in Area 7 is a system of transit, vehicular, pedestrian, and bicycle users working together. Improvements to motorized systems aim to create a functional integrated multi-modal network that ensures safety for pedestrian and driver alike. Refinement of transit, trolley, and parking strategies provide meaningful transportation choice while linking users with key destinations.



PART III

**Convert One-Way Pairs to Two-Way Streets:** In the 1960s, several of Fredericksburg's main streets were converted to one-way pairs with limited stop movements to facilitate through traffic. Today, by-pass roadways have reduced the need to funnel traffic through the City. However, the remaining system continues to foster high speeds through residential areas and along the William Street corridor. The conversion of paired, one-way streets back into two-way streets should be pursued to improve pedestrian safety and preserve the character of Downtown by slowing traffic particularly in residential areas, and to improve accessibility to homes and businesses. These streets were built as two-way streets and remain two-way outside of the Downtown core. Increasing safety and decreasing speed is paramount to walkability and economic viability within the Downtown core. The City should pursue an engineering study to plan appropriate improvements, develop a pavement markings plan, and provide a cost estimate to implement the proposed boulevards.

**Transit:** Enhance Fred Transit service to provide increased frequency and longer service hours will improve access to the Downtown core without increasing the need for parking.

**Existing Trolley Line:** Make the Downtown trolley a permanent circulator and create a marketing campaign to increase ridership and connect Downtown visitors to parking facilities and attractions. Increase the frequency of operations to weekends in the spring and fall, coordinate to provide service during major Downtown events, and advertise its availability to visitors. Limiting the stops to outer destinations will ensure access and limit wait times, which is a problem during popular events.

**Connect the Downtown and Parking:** Facilitate use of existing Downtown parking through measures to advertise and market access, availability and location. Branding or naming the city's publicly available lots will help the public identify and utilize the lots. Initiate a Fredericksburg parking website and app to provide real-time availability and pricing.

**Parking Regulatory Strategies:** Consider adoption of alternate methods to regulate parking within the core and deploy these strategies in the T-4, T-4M, and T-5 Transects **to ensure that parking is strategically placed, accessible, and supports other modes of transportation.**

Modify existing parking requirements to adhere to the SmartCode transect based standards as calibrated for the City of Fredericksburg.

Modify the existing method of calculating shared parking to implement the SmartCode "Shared Parking Factor" as the appropriate calculation for shared parking.

Right-size **design** standards related to parking **circulation** and driveway areas, 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 public and private spaces may be leased akin to a shared use parking plan to make most efficient use of existing asphalt.

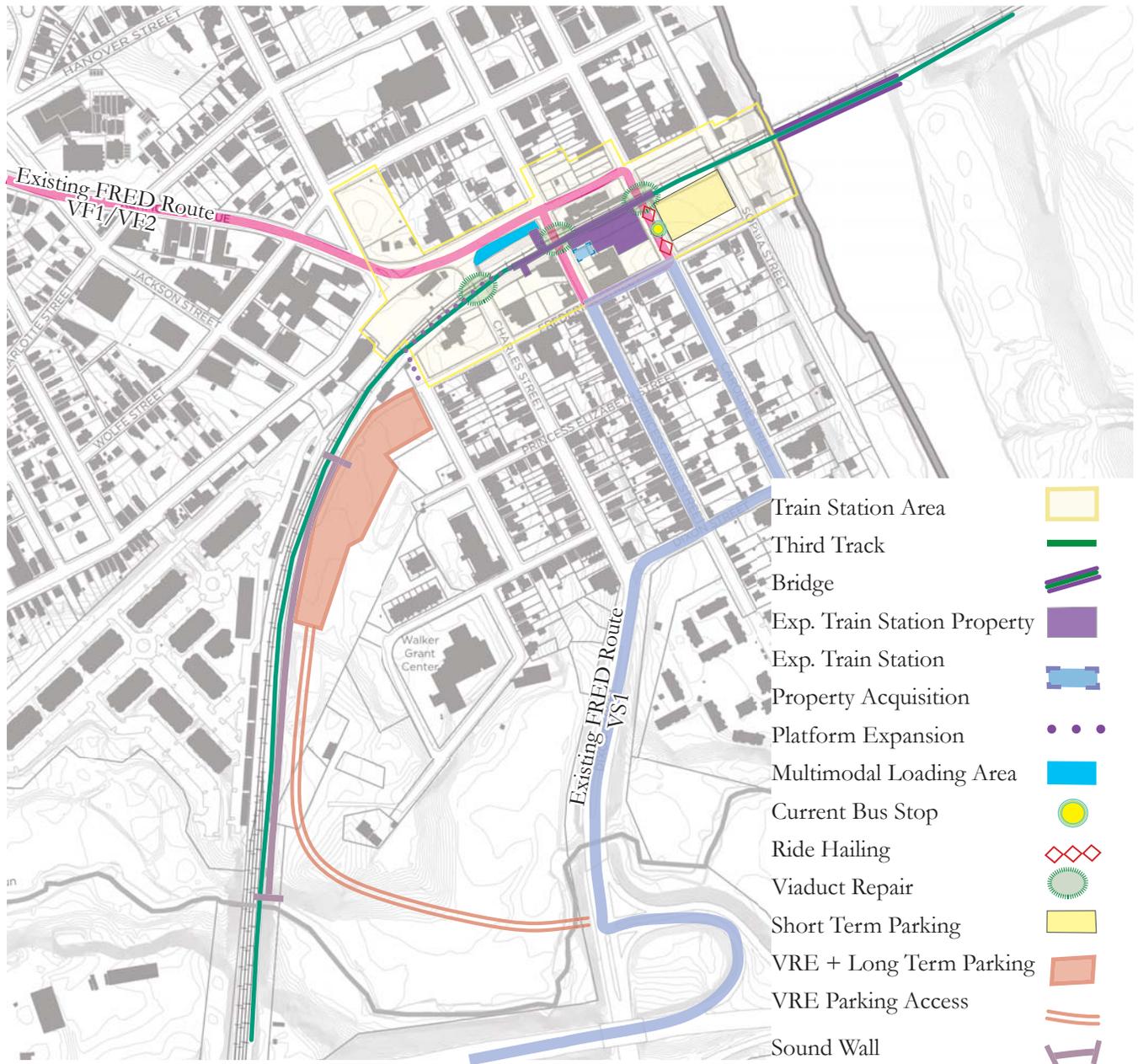
Make outdoor seating areas that provide meaningful urban plazas that enhance the walkable environment from parking requirements.

**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 commuters (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 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.



PART III

**Train Station Expansion:** The City's Train Station will experience a significant increase in usage over the upcoming years for both short-term commuter trips on the Virginia Railway Express and long-term inter-city passenger trips. This will require an expansion of the Train Station itself and improvements to the infrastructure around the station. Improvements must be coordinated with the City's transit and transportation systems. This growth will include the construction of a third track through the City and construction of a new rail bridge across the Rappahannock River. This should occur within the existing CSX owned right-of-way. The City Council supported the location of the third track in October, 2017 with comment on upgrades to both the station and rails. Previous planning has considered relocating the train station to nearby blocks, but this is disadvantageous for both the City and train riders. The City should work with VRE, CSX, and Amtrak to ensure the following are incorporated into the construction of the third track and expansion of the Train Station:

Maintain the station's location between Princess Anne and Caroline Streets to preserve the station's connection to the main commercial streets, provide for the best circulation pattern, and take advantage of existing infrastructure.

Refurbish the viaducts at track level, by removing the track ballast, repairing the concrete, and installing a weatherproof membrane that will preclude water intrusion and subsequent damage from freeze-thaw cycles.

Construct two sound walls, the first approximately 1,500 feet long on the east side of the tracks opposite an existing sound wall on the west side of the tracks, and the second approximately 4,000 feet long along Railroad Avenue, from the Blue and Gray Parkway to the Fair Grounds.

Provide for grade separated pedestrian access from existing rail parking areas on the west side of Charles Street to the existing or any extended rail passenger platform.

Ensure a new rail passenger station and related parking structure are compatible with their historic downtown setting and that the station includes restrooms and visitor orientation space.

Acquire property along the south edge of the station to enable the best redesign of the new station and its access.

Enhance access to the station for persons with disabilities.

Incorporate lighting and audio visual system improvements into new construction or expansion of the station.

**Multi-Modal Station Access:** Upgrade access to and around the station starting with transit service. There are currently three dedicated FRED Transit routes that serve the train station with a combined average monthly ridership of 1,000 trips. FRED Transit and FAMPO are currently undertaking a study to provide more integrated service to the Train Station to include ridership and lessen parking demand in proximity to the train station. Better integrating transit with the Train Station will lead to a more sustainable transportation system overtime:

Create a multi-modal access point along Lafayette Boulevard suitable for use by FRED Transit vehicles.

Create a pedestrian link with appropriate signage from the multi-modal access point directly to the Train Station's platforms.

Support regional efforts to improve the overall transit system *-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 support office and residential development in the Train Station Area.

Develop a new parking garage on the existing VRE parking lots on existing parking areas. Create an agreement with VRE to permit long term parking associated with inter-city passenger rail trips within the garage.

Build a new direct access to the VRE parking lots from the Blue and Grey Parkway and Route 2 in conjunction with the construction of the deck

**Tourism:** The train station is an asset to the City and Downtown not just for residents to travel but for out-of-town tourists to visit the City. Modifications are needed to make this station a fully accessible resource for visitors.

Install pedestrian oriented signage and wayfinding to provide a welcoming experience and direct those arriving by train.

Evaluate opportunities to partner with Amtrak to staff the station to both sell tickets and operate as tourism support.

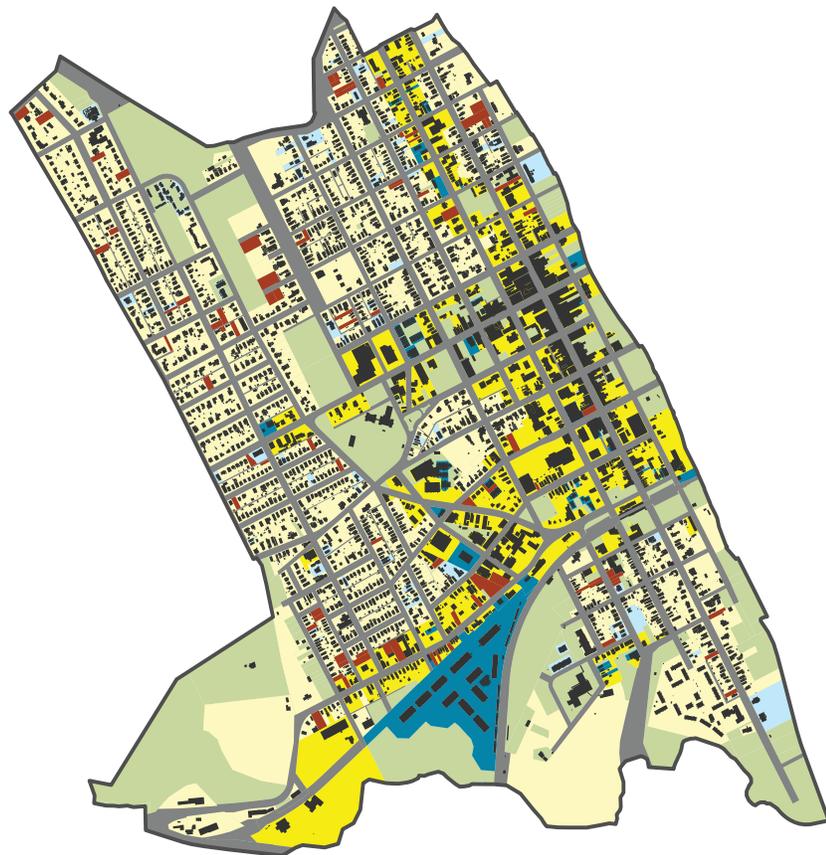
Work with Economic Development and Tourism to encourage visitors by train and to market the City for riders traveling along the rail corridor.

## REVITALIZATION

This section of the City is designated as a revitalization area that encompasses mass transit, includes and provides for mixed use development, and allows for a density of 36 units per acre and 3.0 floor area ratio in commercially zoned areas. Commercial density, higher than allowed by-right, should be allowed only as a Special Use and when any negative impacts of such additional density are addressed, such as traffic and parking congestion and the massing and scale of the project. In this small area, downtown commercial zoning allows 3.0 floor area ratio by right, however commercial zoning currently established along Lafayette Boulevard could allow such higher density as a special use. This area along Lafayette Boulevard is adjacent to single family development. Impacts on these residential areas should be carefully considered before a special use permit is approved for higher commercial density. 89% of the Area 7's residential structures and 85% of its commercial structures were built before 1980. Once structures reach an age of 30 to 40 years, their mechanical systems, roofing systems, and other structural elements are need of updating or replacement, an indicator of the need for revitalization. Further, approximately 4% of lots in the residential portion of this area are vacant. With limited other vacant residential land in the area, virtually all new development will be through the revitalization of existing units.

### Small Area Plan - Downtown Revitalization Analysis Area 7

- Commercial Pre 1980 - 85% of existing structures
- Commercial Post 1980 - 15% of existing structures
- Residential Pre 1980 - 89% of existing structures
- Residential Post 1980 - 11% of existing structures
- Vacant Parcels - 4% of residential parcels



LAND USE

## IMPLEMENTATION

### INFRASTRUCTURE

- Evaluate the conversion of portions of the one-way Princess Anne Street and Caroline Street and Amelia Street and William Street pairs to two-way traffic.
- Expand the trolley circulator to better connect the City's Walkable Urban Places with 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.
- 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

LAND USE