



MEMORANDUM

A handwritten signature in blue ink, appearing to read 'C. Colantonio', is written over the right side of the memorandum header.

TO: Timothy J. Baroody, City Manager
FROM: Mike Craig, Senior Planner
DATE: August 1, 2022 (for the August 9 meeting)
RE: Initiating the Public Hearing Process for amendments to the Comprehensive Plan, Official Zoning Map, and Unified Development Ordinance (UDO), in order to create a new “Special Tourism and Events Overlay District,” and to apply it to approximately 56 acres of land near to, and including, the Multipurpose Stadium.

ISSUE

Should the City Council initiate changes and amendments to the Comprehensive Plan, the official Zoning Map, and the UDO to create a new “Special Tourism and Events District” and apply it to land near to, and including, the Multipurpose Stadium, in order to provide modified parking and development standards to promote public safety by balancing efficient parking infrastructure meeting peak demands with a cohesive, navigable, pedestrian environment reflecting the aesthetic and natural values of the area around the stadium and convention center.

RECOMMENDATION

Initiate the public hearing process for the proposed amendments to the Comprehensive Plan, the Official Zoning Map, and the UDO.

BACKGROUND

The Area 1 Small Area Plan, adopted by Resolution 22-04 on January 25, 2022, recommends that the City create a Special Tourism and Events District to provide modified parking and development standards to promote public safety by balancing efficient parking infrastructure meeting peak demands with a cohesive, navigable, pedestrian environment reflecting the aesthetic and natural values of the area around the stadium and convention center. On page 11(1)-18 the Area Plan states:

“There are 1,265 parking spaces located in and around the Exposition Center and Stadium arranged as a large shared parking area. The volume of asphalt is currently a distinctive feature of the District, yet current parking rules cap the occupancy of the stadium substantially below what the building and fire code regulations would permit. The Exposition Center and the Stadium will continue to be major regional draws and under current transportation conditions, a high volume of parking will be needed for large events. However, on a typical day the asphalt will be vacant and, as transportation conditions continue to evolve, will be less necessary.

The use of existing asphalt should be shared as much as possible as additional uses or larger events occur within the District. Use of excess lanes on Carl D. Silver Parkway should be considered for temporary on-street parking, which would be reevaluated at the time an interstate interchange

is built to the North.

Temporary parking areas should be permitted with non-paved, non-erosive surfaces to provide for overflow parking in existing cleared portions of the District.

Modifications to stadium parking requirements to permit higher occupancy should be explored. Reduced car storage requirements should apply where circulation for ride-share vehicles separate from traffic parking at the stadium is provided and advertised and / or where transit service exists in accessible proximity to the stadium.”

These recommendations were developed through observation of the operation of the stadium and convention center over the last two years as well as through discussion with the owners / operators of the stadium and convention center and other nearby business owners during the Area Planning process. Since the adoption of the Area Plan, an ordinance was developed to accomplish these goals.

The ordinance would address several on-going issues. These ordinance changes will be limited to the area of the City designated as “the Special Tourism and Events Overlay District”:

- **Issue:** The Conference Center and Stadium “share” required parking and the current ordinance requires that uses that “share” parking cannot operate simultaneously. Baseball game attendance varies with a few peak events and a substantial amount of less attended games. The parking areas in front of the Conference Center are unused, yet the Conference Center cannot operate. The Conference Center parking requirement is low, which would risk an undercount of appropriate parking if simultaneous events were permitted.

Solution: The ordinance changes “Convention Center” parking requirement from 1/400 sf to 1/8 occupants. It modifies “Stadium” parking requirement to clearly differentiate between fixed seats and standing room / temporary seating occupants and requires 1 PK / 4 seats and 1 PK / 8 standing room / temporary seating occupants. Putting these items in place permits simultaneous events through an “annual permit” to calculate parking based on the total proposed occupancy of both events.

- **Issue:** The current parking ordinance limits the usability of the Special Events and Tourism District by capping occupancy at 5,000 seats in the baseball stadium. The life / safety rules in the building code would permit around 8,000 occupants in the stadium. Some higher occupancy events have been permitted through “special events permits” with several different parking solutions on grass lots or in the public ROW that are approved by City Management. The current stadium parking ordinance, like most in the state, was developed prior to innovative transportation solutions like rideshare apps.

Solution: Permit a reduction in parking requirement to 1 PK / 6 seats and 1 PK / 12 standing room / temporary seating occupants if an Annual Alternative Transportation Plan is developed. The Plan shall include separate circulation for transit and rideshare vehicles so they avoid parking lines and shall be sufficiently advertised on social media, websites, print

materials, and any other of the applicant's communications platforms.

- **Issue:** The current parking ordinance requires a fully paved parking lot for every required parking space. This requires major expense to accommodate events like the Concert Series. Having a large investment in an equally large underutilized parking lot is counterproductive. In the Special Tourism and Events District many "required" parking spaces will only be used for a quarter of the year (90 days) or less. As use of the stadium, transportation networks, etc. evolve, less standard paved parking will be needed overtime. New parking areas are not the highest and best use of the land.

Solution: The ordinance will permit "temporary materials" for parking lots used for standing room / temporary seating. Drive aisles will have to be stone, asphalt, or a comparable surface but parking spaces would be grass or other pervious material. Reduce landscaping requirements for "pervious" lots. Ensure a maintenance plan and proper stormwater and erosion controls are in place.

The ordinance uses an Overlay Zoning District – the Special Tourism and Events Overlay District – to establish a special area in the City where these rules would apply. Establishing this District requires a Comprehensive Plan Amendment to add two additional parcels (GPIN 7860-61-7176 and GPIN 7860-60-7626) to the Special District Transect. A Zoning Map Amendment is also required to establish the Overlay District.

CONCLUSION

The attached resolution initiates the public hearing process for a Comprehensive Plan Amendment, UDO Text Amendment, and a Zoning Map Amendment that will update the parking regulations in the areas around the stadium and convention center in Celebrate Virginia South. These changes are based on information gathered from the last two years of operations, public input during the Area Plan process, and discussions with the stadium / convention center owners and operators. The public hearing process for these items should be initiated.

ATTACHMENTS

1. Resolution initiating the public hearing process for the following items (also attached):
 - (a) Resolution modifying the Comprehensive Plan.
 - (b) Draft ordinance amending the UDOTA.
 - (c) Draft zoning map amendment.



August 9, 2022
Regular Meeting
Resolution 22-__

MOTION:

SECOND:

RE: Initiating Amendments to the Comprehensive Plan, Official Zoning Map, and Unified Development Ordinance, in Order to Create a new “Special Tourism and Events Overlay District,” and to Apply it to Approximately 56 Acres of Land Near to, and Including, the Multipurpose Stadium

ACTION: APPROVED: Ayes: 7; Nays: 0

The Area 1 Small Area Plan, adopted by Resolution 22-04 on January 25, 2022, recommends that the City create a Special Tourism and Events District to provide modified parking and development standards to promote public safety by balancing efficient parking infrastructure meeting peak demands with a cohesive, navigable, pedestrian environment reflecting the aesthetic and natural values of the area around the stadium and convention center.

It appears to the City Council that that public necessity, convenience, general welfare, or good zoning practice require the implementation of this recommendation. In order to do so, the City Council proposes to take three actions:

- (1) amend the Area 1 “Proposed Transect Map” (figure ____) to adjust the delineation of the area proposed for the new Special Tourism and Events Overlay District,
- (2) amend the Unified Development Ordinance to add a new overlay district, the “Special Tourism and Events Overlay District,” and to regulate off-street parking in the overlay district; and
- (3) amend the Official Zoning Map to designate approximately 56 acres of land near to, and including the Multipurpose Stadium, as a “Special Tourism and Events Overlay District.”

Therefore, the City Council hereby resolves that:

- The City Council hereby initiates an amendment to Chapter 11 of the Comprehensive Plan, City Code Chapter 72, the Unified Development Ordinance, Article III, “Districts,” and the Official Zoning Map, all in substantially the form submitted for initiation.

- The City Council refers this proposal to the Planning Commission for review, public hearing, and recommendation under the procedures set forth in City Code §72-22.1.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

Clerk's Certificate

I certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Resolution No. 22-, adopted at a meeting of the City Council held August 9, 2022, at which a quorum was present and voted.

Tonya B. Lacey, MMC
Clerk of Council



draft August 09, 2022
Regular Meeting
Resolution No. 22-

MOTION:

SECOND:

RE: Adopting an Amendment to the 2015 Comprehensive Plan to Modify the Transect Designation on GPIN 7860-61-7176 and a portion of GPIN 7860-60-7626 to the Special District – Special Tourism and Events District.

ACTION: APPROVED: Ayes: _; Nays: _

The purpose of this resolution is to adopt an amendment to the 2015 Comprehensive Plan (as amended through January 25, 2022) to amend the General Land Use Map in Chapter 10, "Land Use".

City Council finds that the adoption of the Area 1 Small Area Plan will advance the purpose of the 2015 Comprehensive Plan (as amended through July 25, 2022) in guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity, and general welfare of the inhabitants, including elderly and persons with disabilities.

Therefore, the City Council hereby resolves:

- Within Chapter 10, "Land Use," the General Land Use Plan Map is amended to add transect designations for Planning Area 1;
- The foregoing amendments are set forth in the exhibit entitled "General Land Use Plan Amendments, Planning Area 1," dated _____, 2022 as submitted for approval.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

Clerk's Certificate

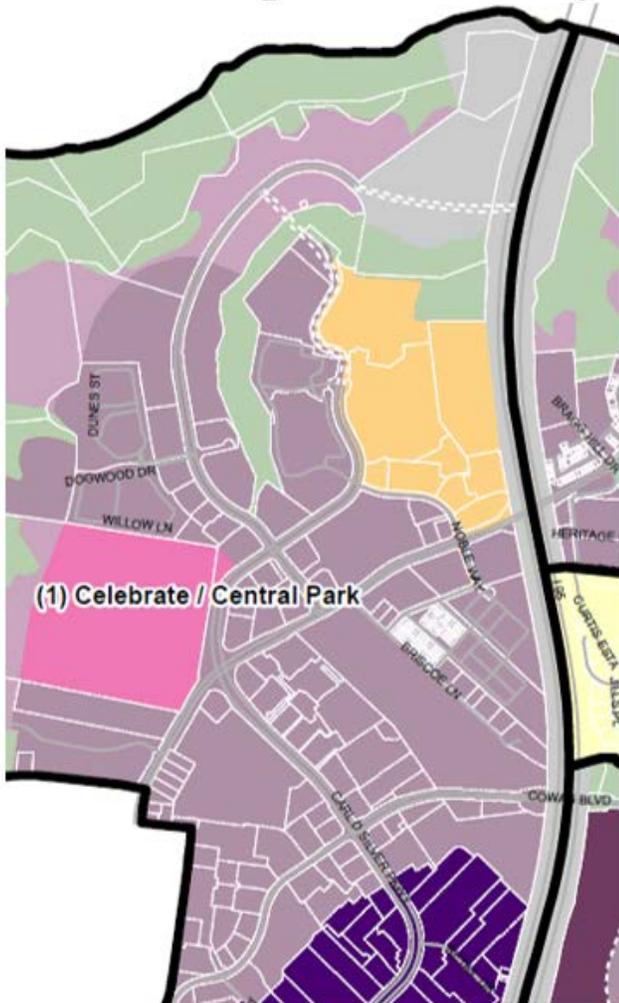
I, the undersigned, certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Resolution No. 22- duly adopted at a meeting of the City Council meeting held _____ at which a quorum was present and voted.

Tonya B. Lacey, MMC
Clerk of Council

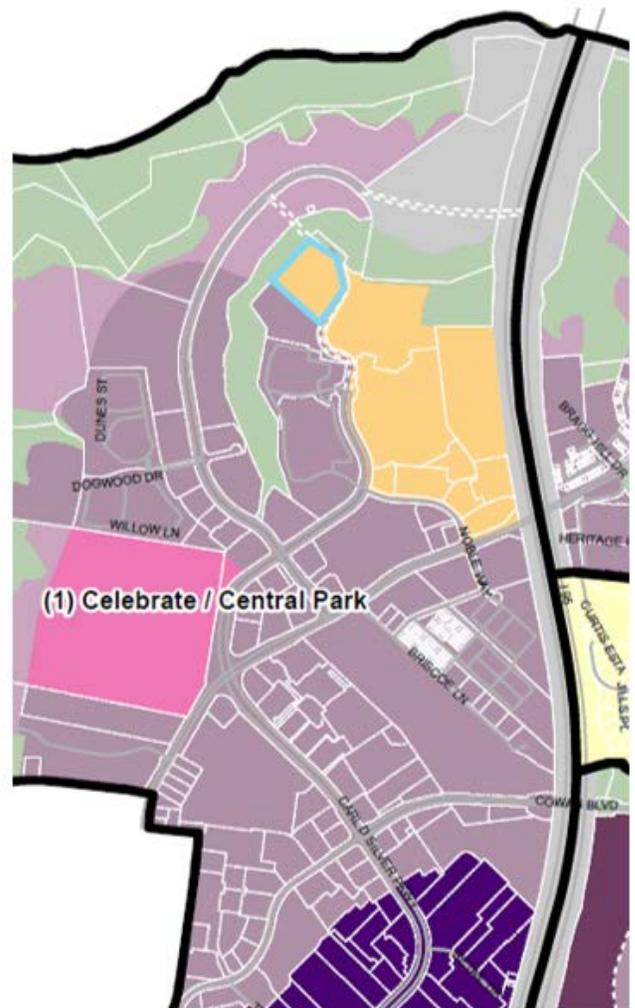
General Land Use Plan Amendments
Planning Area 1

July 25, 2022

Existing Transect Map



Proposed Transect Map





MOTION:

**draft 2022 07 28
Regular Meeting
Ordinance No. 22-__**

SECOND:

RE: Amending the Unified Development Ordinance to add a new “Special Tourism and Events Overlay District” and to regulate off-street parking in the new overlay district

ACTION: APPROVED: Ayes: 0; Nays: 0

FIRST READ: _____ SECOND READ: _____

Sec. I. Introduction.

The purpose of this amendment is to implement a recommendation of the Area 1 Small Area Plan, namely, to create a new Special Tourism and Events Overlay District around and including the Multipurpose Stadium and to provide special regulations for off-street parking within this new overlay district.

The City Council adopted a resolution to initiate a text amendment at its meeting on _____, 2022. The Planning Commission held its public hearing on the amendment on _____, after which it voted to recommend this text amendment to the City Council. The City Council held its public hearing on this amendment on _____, after which it adopted the ordinance.

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

Sec. II. City Code Amendments.

It is hereby ordained by the Fredericksburg City Council that City Code Chapter 72, “Unified Development Ordinance,” is amended to add a new “Special Tourism and Events Overlay District,” as follows:

1. Article 72-3, “Zoning Districts,” Section 72-34, “Overlay Zoning Districts,” is amended by adding a new section 72-34.8, “Special Tourism and Events Overlay District.”

§ 72-34.8 Special Tourism and Events Overlay District.

A. *Purpose and intent. The Special Tourism and Events Overlay (STEO) District is hereby created to provide modified parking and development standards to promote public safety by balancing efficient parking infrastructure meeting peak demands with a cohesive, navigable, pedestrian environment reflecting the aesthetic and natural values of the overlay district by:*

- (1) *Encouraging the shared use of surface parking areas;*
- (2) *Providing for alternative site development, layout, and design that minimizes the reliance on large asphalt parking fields;*
- (3) *Enhancing the overall appearance and preserving the natural environment of the City's Special Tourism and Events District to make them more inviting to tourists and other visitors; and*
- (4) *Encouraging well-planned transportation facilities that employs consistent and unifying site design themes and practices and that provides a diverse range of accessibility to the District (e.g., by personal automobile, ride-share, or other transit).*

B. *Applicability.*

All lands located within the STEO as designated on the Official Zoning Map shall be subject to the standards provided for in the Unified Development Ordinance. The STEO standards shall apply in addition to any other applicable base and overlay zoning district standards.

2. Section 72-53.1, "Off-street parking and loading," is amended as follows:

Sec. 72-53.1 Off-street parking and loading.

[Subsections A and B are not amended.]

"Table 72-53.1C(2): Minimum Off-Street Parking Standards" is amended as follows:

Use Category	Use Type	Minimum Number of Parking Spaces (sf = gross square feet of floor or use area)
Institutional Use Classification		
Institutions	Convention Center	1 per every 400-sf <u>8</u> permitted occupants; see <u>72-53.3.G</u>
Commercial Use Classification		
Recreation, Indoor	Arena or Stadium	1 per every 4 <u>fixed</u> seats <u>plus 1 per every 8 temporary seats and standing room occupants; see 72-53.3.G</u>

3. Section 72-53.3, "Alternative Parking Plans," is amended as follows:

Sec. 72-53.3 Alternative Parking Plans.

[Subsections A through F are not amended.]

G. *Additional Alternative Parking Provisions for Convention Centers, Arenas, or Stadiums in the Special Tourism and Events Overlay.*

(1) *On-street parking within the Special Tourism and Events Overlay may be credited once to the off-street parking requirements for Convention Centers, Arenas, or Stadiums. The Zoning Administrator shall maintain a record of all on-street parking spaces that have been credited towards any use.*

(2) *Parking Reductions, Shared Parking for Simultaneous Events at the Stadium and Convention Center, and Temporary Occupancy Parking Lots may be permitted, in accordance with the following standards and subject to approval of an annual zoning permit. The permit must be approved by the Zoning Administrator each year prior to approval of a certificate of occupancy for special events.*

(a) *Parking Reduction. The Zoning Administrator may approve a reduction of the minimum parking requirement for Arenas or Stadiums to no less than 1 parking space per every 6 fixed seats plus 1 parking space per every 12 temporary seats and standing room occupants. The Zoning Administrator may also approve a reduction of the minimum parking requirement for Convention Centers to no less than 1 parking space per every 12 temporary seats and / or standing room occupants. To obtain these reductions, the operators shall develop, operate, and advertise an Annual Alternative Transportation Plan, in accordance with the following standards:*

i. *The plan shall include a designated circulation pattern for ride-share, transit, and shuttle service separate from general parking lot traffic at the stadium.*

ii. *The alternative transportation modes discussed above shall be advertised on the applicant's communications platforms, including website, social media, and digital signage. A reference to alternative modes of transportation shall be included in any printed material or print media advertisements for events.*

(b) *Shared Parking for Simultaneous Events at the Stadium and Convention Center. The Zoning Administrator may approve the use of shared parking when simultaneous events are being held at the Fredericksburg Nationals Stadium and*

Fredericksburg Expo Convention Center. The minimum parking requirement for these events will be based on the total proposed capacity for both events. A general schedule of simultaneous events, specifying the number of events, the proposed total capacity for both events, including temporary seats and standing room occupancy, and the locations of all required parking shall be included in the Annual Parking Permit.

- (c) *Temporary Occupancy Parking. Parking required for (1) temporary seats and standing room occupants in the Stadium, and 2) simultaneous events at the Stadium and Convention Center may be provided by temporary occupancy parking lots, in accordance with the following standards.*
- i. Lots located within a parking structure or served by a shuttle shall be located within 2,500 linear feet of the primary entrance of all uses served. All other lots shall be located within 1,750 feet of a primary entrance of all uses served.*
 - ii. Off-site parking spaces shall not be separated from the use they serve by an arterial or collector street, unless the off-site parking area or parking structure is served by an improved pedestrian crossing.*
 - iii. Alternative Materials. Parking spaces may be grass or other pervious material, provided that these surfaces are maintained in a vegetated, smooth, well-graded condition with positive drainage. Where pervious spaces are used, access aisles shall be surfaced with asphalt, concrete, brick, crushed stone, pavers, asphalt millings, or an equivalent material, and a commercial entrance meeting the standards § 72-52.1.B(4) Curb Cuts shall be provided.*
 - iv. Impervious parking features shall adhere to the applicable configuration standards in § 72-53.1.E, except that § 72-53.1.E (1) (c), Surfacing shall not apply.*
 - v. Stormwater management requirements shall be addressed and erosion and sediment controls shall be deployed at the perimeter of the site.*
 - vi. Designated pedestrian paths shall be provided.*

- vii. *Landscaping requirements shall be met for impervious lots. For a lot utilizing Alternative Materials specified in § 72-53.3.G.2.c.iii the following alternatives may be used:*
 - i. *Pervious lots shall not be required to meet § 72-55.2.A Interior Landscaping or § 72-55.2.B Perimeter Landscaping.*
- viii. *An approved parking lot maintenance plan shall be included as a condition of the Annual Parking Permit.*
- ix. *The Lots shall not be included in the calculation of “Maximum Number of Spaces Permitted” (§ 72-53.1(C).6)*

(d) *Off-site Parking Agreements. Each Annual Parking Permit application shall be accompanied by a signed agreement for the authorized use of any off-site parking facility, including Temporary Occupancy Parking lots. This Agreement shall be made binding upon all owners or duly authorized lessees of the subject properties for the entire year covered by the annual parking permit.*

Sec. III. Effective date.

This ordinance is effective immediately.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

Approved as to form:

Kathleen Dooley, City Attorney

Clerk’s Certificate

I, the undersigned, certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Ordinance No. 22- duly adopted at a meeting of the City Council meeting held date at which a quorum was present and voted.

Tonya B. Lacey, MMC
Clerk of Council



MOTION:

draft 2022 07 28

SECOND:

Regular Meeting

Ordinance No. 22 - __

RE: Rezoning approximately +/- 56 acres of land located in Planning Area 1, designated as transect T-SD – Special Tourism and Events District, to the Special Tourism and Events Overlay (STEO).

ACTION: APPROVED; Ayes:0; Nays: 0

First read: _____ Second read: _____

I. Introduction.

City Council amended Chapter 11, "Planning Areas," of Part III, "Land Use," of the 2015 Comprehensive Plan to adopt a new small area plan for Planning Area 1 by adopting Resolution 22-04 at its meeting on January 25, 2022. The Area 1 Small Area Plan recommends that the City create a Special Tourism and Events District to provide modified parking and development standards to promote public safety by balancing efficient parking infrastructure meeting peak demands with a cohesive, navigable, pedestrian environment reflecting the aesthetic and natural values of the area around the stadium and convention center.

This zoning map amendment was initiated by City Council by adoption of Resolution 22-__ on _____, 2022. The Planning Commission held its public hearing on this amendment on _____, 2022, after which it voted to recommend the amendment. City Council held its public hearing on _____, 2022.

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

II. Official Zoning Map Amendments

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

- A. The Official Zoning Map, prepared in accordance with City Code §72-30, is hereby amended by rezoning the following described land, consisting of ____ acres located in the Celebrate Virginia South into the Special Tourism and Events District:

GPIN	Address	Acreage
7769-88-3772	1080 Hospitality Lane	2.47
7769-88-0831	1068-1076 Hospitality Lane	1.78
7769-89-4007	1060 Hospitality Lane	3.04
7769-89-0275	0 Hospitality Lane	2.28
7769-79-7036	1040 Hospitality Lane	3.41
7769-79-3089	0 Hospitality Lane	1.27
7769-79-5783	2371 Carl D Silver Parkway	18.32
7860-70-3653	42 Jackie Robinson Way	11.00
7860-61-7176	0 Carl D Silver Parkway	1.91
7860-60-7626	0 Carl D Silver Parkway	10.21

III. Effective Date

This ordinance is effective immediately.

Votes:

Ayes:

Nays:

Absent from Vote:

Absent from Meeting:

Approved as to form:

Kathleen Dooley, City Attorney

Clerk's Certificate

I, the undersigned, certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Ordinance No. 22- duly adopted at a meeting of the City Council meeting held Date, 2022 at which a quorum was present and voted.

Tonya B. Lacey, CMC
Clerk of Council