

PART III: LAND USE

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

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

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

CHAPTER 10: LAND USE PLAN GENERAL GUIDE

OVERVIEW

LAND USE PLAN AND REVITALIZATION

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

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

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

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

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

AREA PLANNING

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

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

- 2017 Area 3 - Route 3 (adopted 10.24.2017) and Area 6 - Princess Anne Street/Route 1 (north)
- 2018 Area 7 - Downtown
- 2019 Area 1 - Celebrate Virginia/Central Park, Area 2 - Fall Hill Avenue, and Area 4 - Hospital/Cowan Boulevard
- 2020 Area 5 - University/Route 1(central), Area 8 - Dixon St./Mayfield, Area 9 - Braehead/National Park, and Area 10 - Lafayette Boulevard/Route 1(south)

TRANSECTS AS PLANNING TOOL

The small area plans use the concept of “Transects” in forming policy. Transects are a framework that represents the character of our physical environment. It is based upon an organizing tool used originally by ecologists to explain the material progression of habitats from the ocean to the mountains. Within the context of human settlement, Transects are a framework that identifies a range of habitats, from the most natural to the most urban.

These categories include standards that encourage diversity. The forms and uses found within these transects overlap reflecting the gradation of human communities. Transects integrate environmental and zoning methodologies, to support both social habitats and natural ones. Transects zones help to codify similarities in the built environment and direct more seamless transitions from one zone to another.

Each segment in the transect, lends itself to the creation of zoning categories. Transects are most useful for navigating the interconnectedness of use and form. The addition of form based planning elements to the Unified Development Ordinance, UDO, will, in combination with land use zoning districts, implement the Transect designations in Fredericksburg.

TRANSECTS IN FREDERICKSBURG

On the following pages, each Transect is identified by its specific traits of Character, Building Types, Frontages, Commercial Activity, Pedestrian Activity, Building Height, and type of Public Space, as well as the most appropriate Uses within each Transect Zone. These are the elements that are most responsible for the delivery of neighborhood character and move beyond the assumption that meeting the quantitative requirements of land use and zoning are enough to deliver a healthy human environment.

The Transect ideal is calibrated specifically to Fredericksburg’s small area plans. Each Transect is defined on the following pages. Specific details concerning appropriateness, transitions, and the gradation of form should always defer to the protection and support of the neighborhoods.

As of 2018, two neighborhoods have undergone intensive small area planning efforts. As planning continues, the remainder of the City will be added to the General Land Use Map with transect designations.

DESCRIPTIVE AND PRESCRIPTIVE

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

HOW TO APPLY THE TRANSECTS

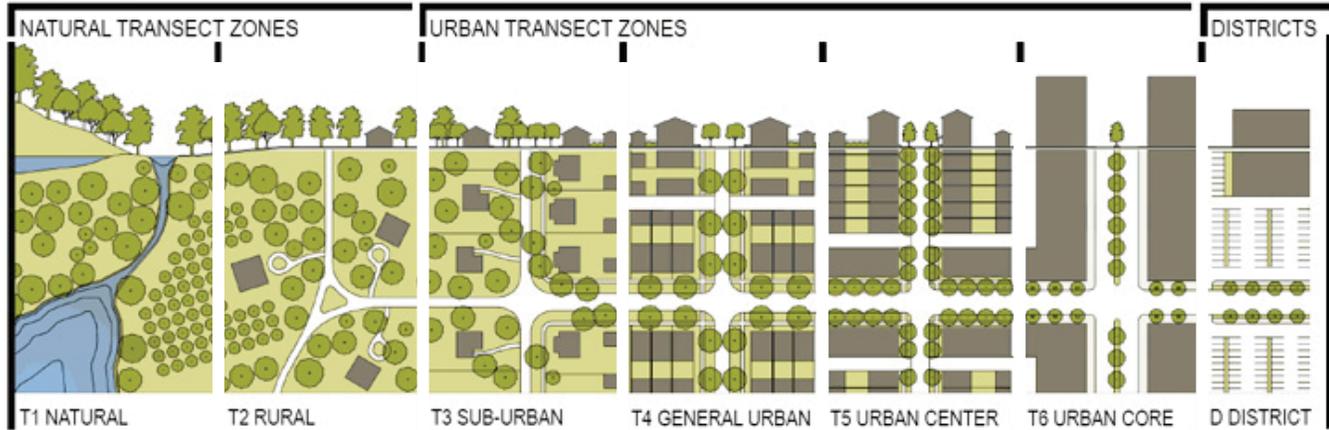
The Transect Map is a depiction of the City divided into zones identified by their character, scale, and land use. Consulting this map is the “first step” in evaluating the appropriateness of future projects. These transect designations will specifically bolster supplementary toolkits and regulations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

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

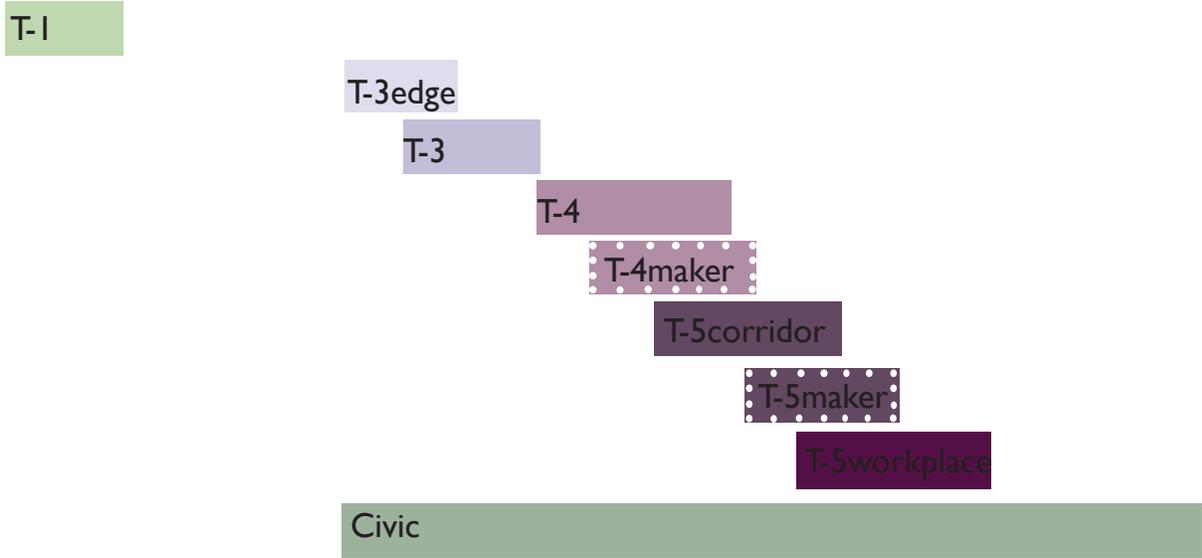
TRANSECT ZONES

THE TRANSECT:

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



CALIBRATED TRANSECT ZONES IN FREDERICKSBURG TO DATE



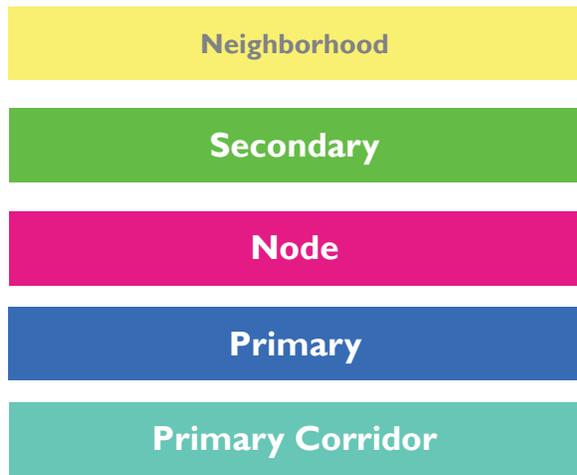
LAND USE

GENERAL LAND USE MAP KEY

Transects



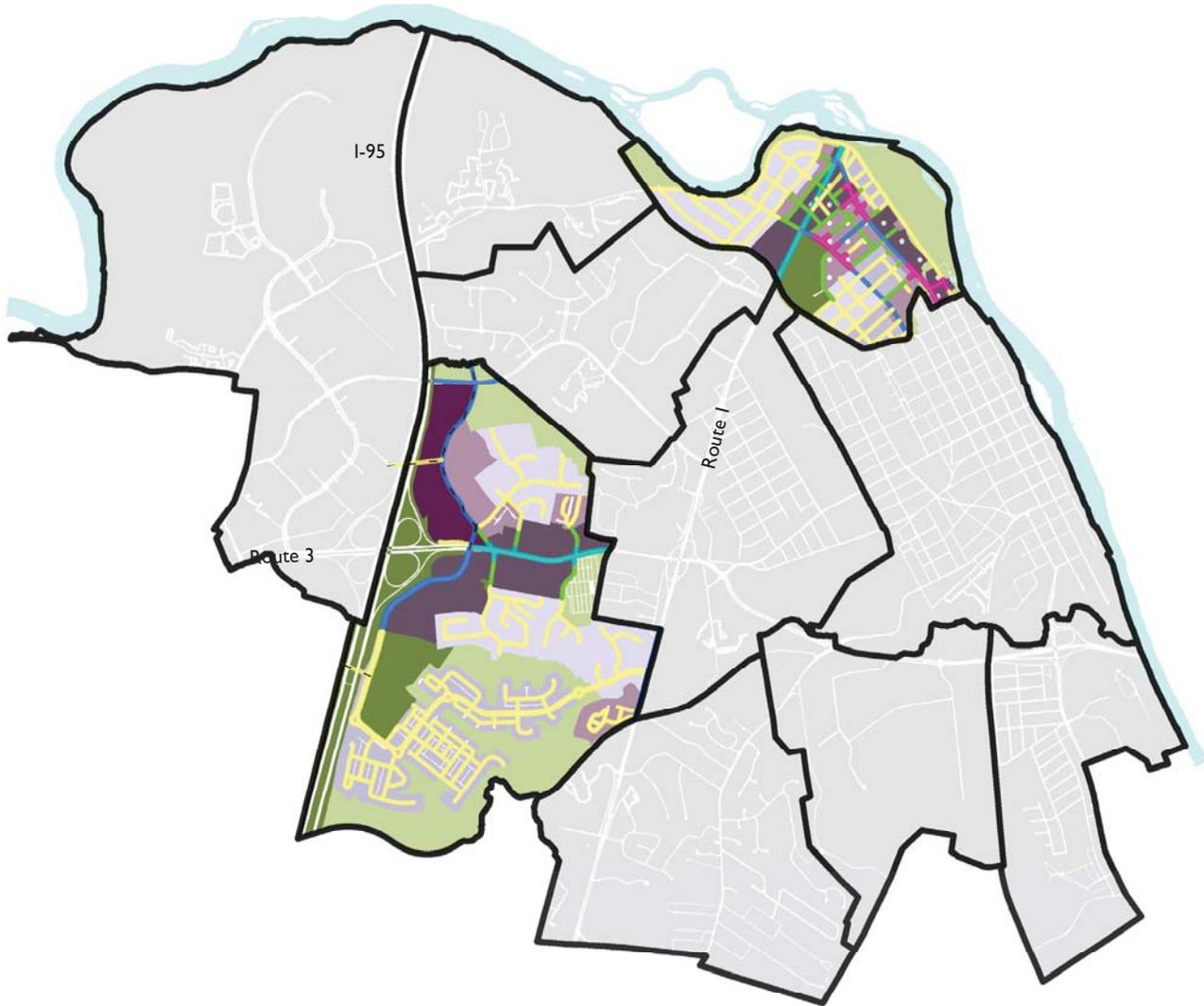
Form Based Code Frontage Designations



SMALL PLAN AREAS

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)

MAP 12 GENERAL LAND USE PLAN MAP



LAND USE

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-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.

					
<p>SINGLE-FAMILY DETACHED DWELLING</p>	<p>SEMI- DETACHED DWELLING</p>	<p>SINGLE-FAMILY ATTACHED</p>	<p>APARTMENT BUILDING</p>	<p>MIXED-USE BUILDING</p>	<p>COMMERCIAL BUILDING</p>
<p>Stand alone structures containing one housing unit with front, side, and rear yards, generally fronting on a street.</p>	<p>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.</p>	<p>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.</p>	<p>5 or more units in a single structure. Generally common entrance for all units. Usually fronts on a street or open space.</p>	<p>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.</p>	<p>Office, retail, or production functions.</p>

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.

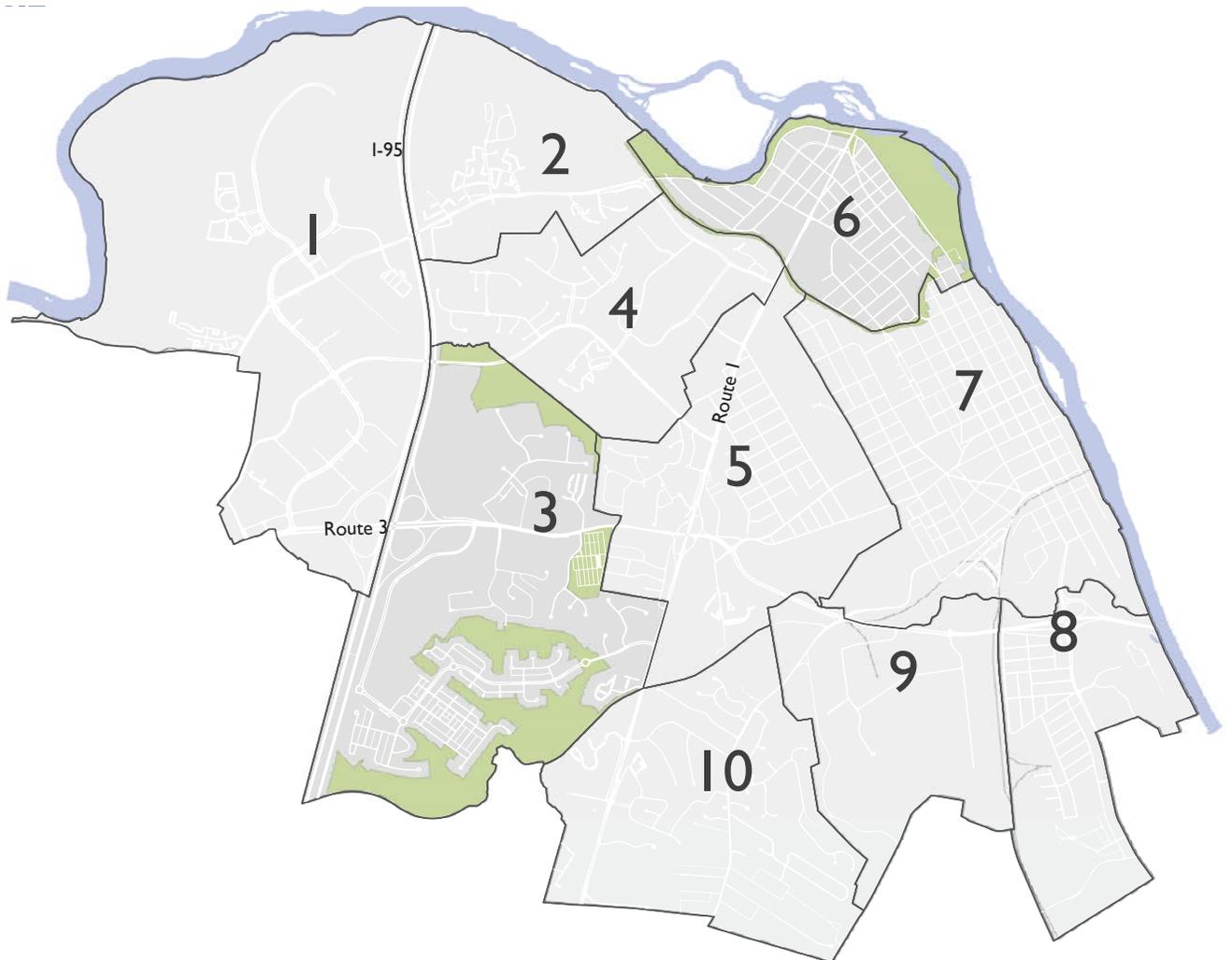
FRONTAGE Varies.

COMMERCIAL ACTIVITY None.

PEDESTRIAN ACTIVITY Moderate.

BUILDING HEIGHT 1-3

PUBLIC SPACE Parks, greenways, historic cemeteries.



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.

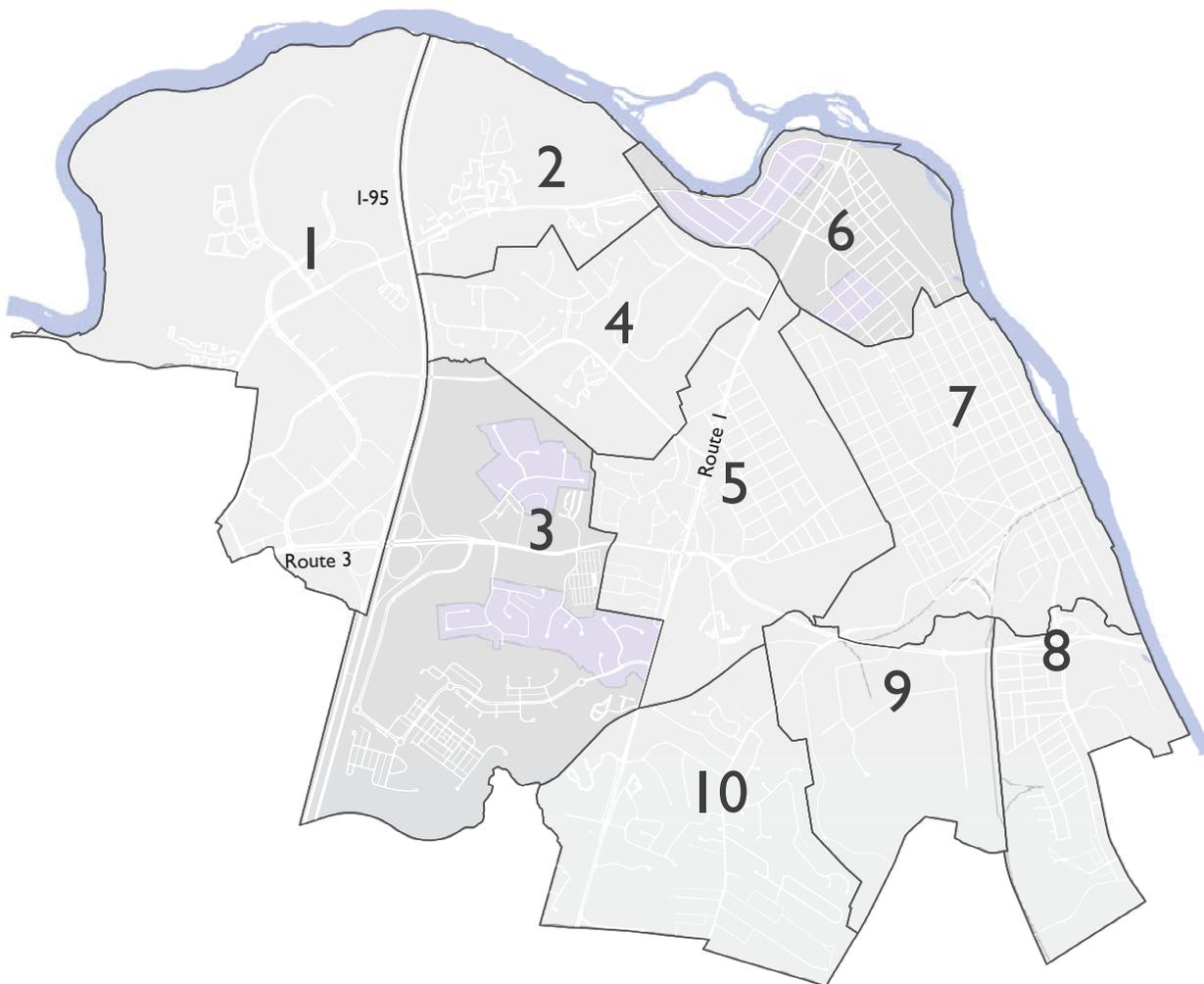
COMMERCIAL ACTIVITY None.

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.

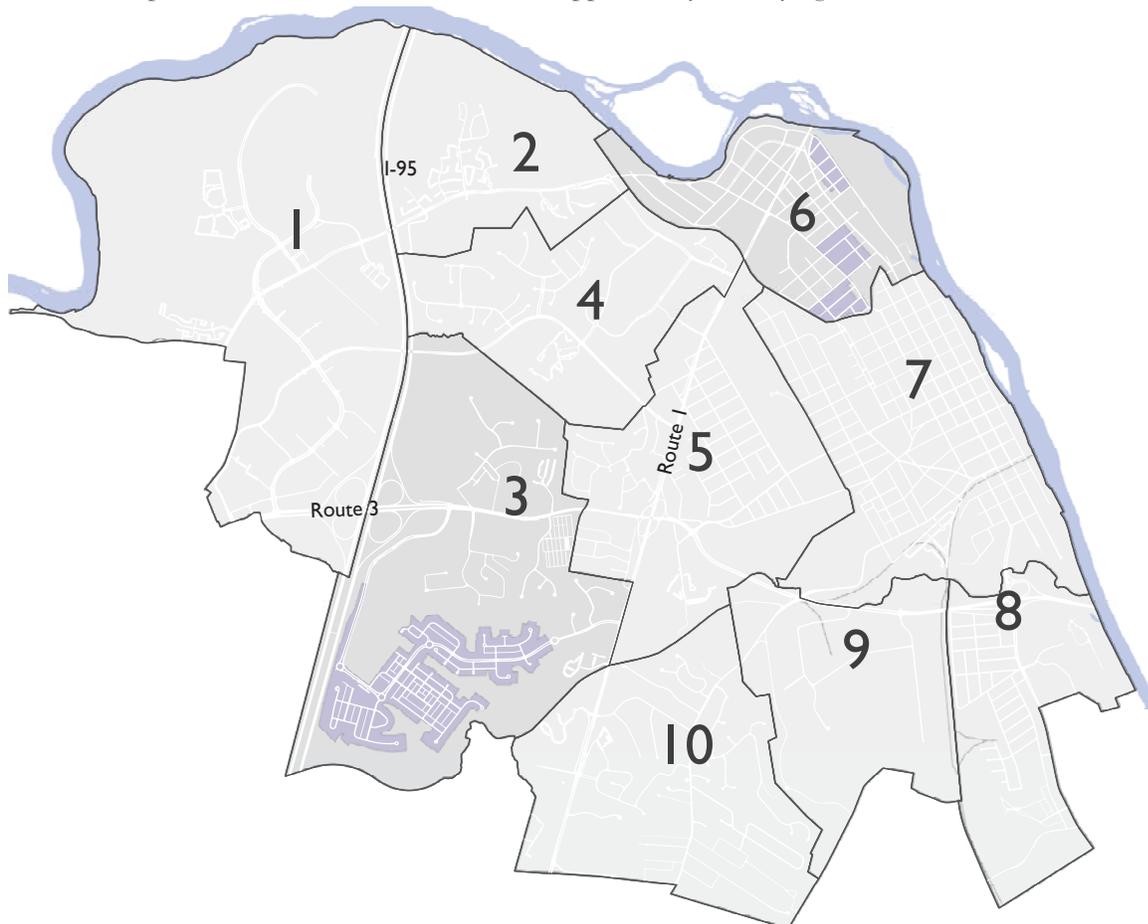
PEDESTRIAN ACTIVITY Moderate.

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.

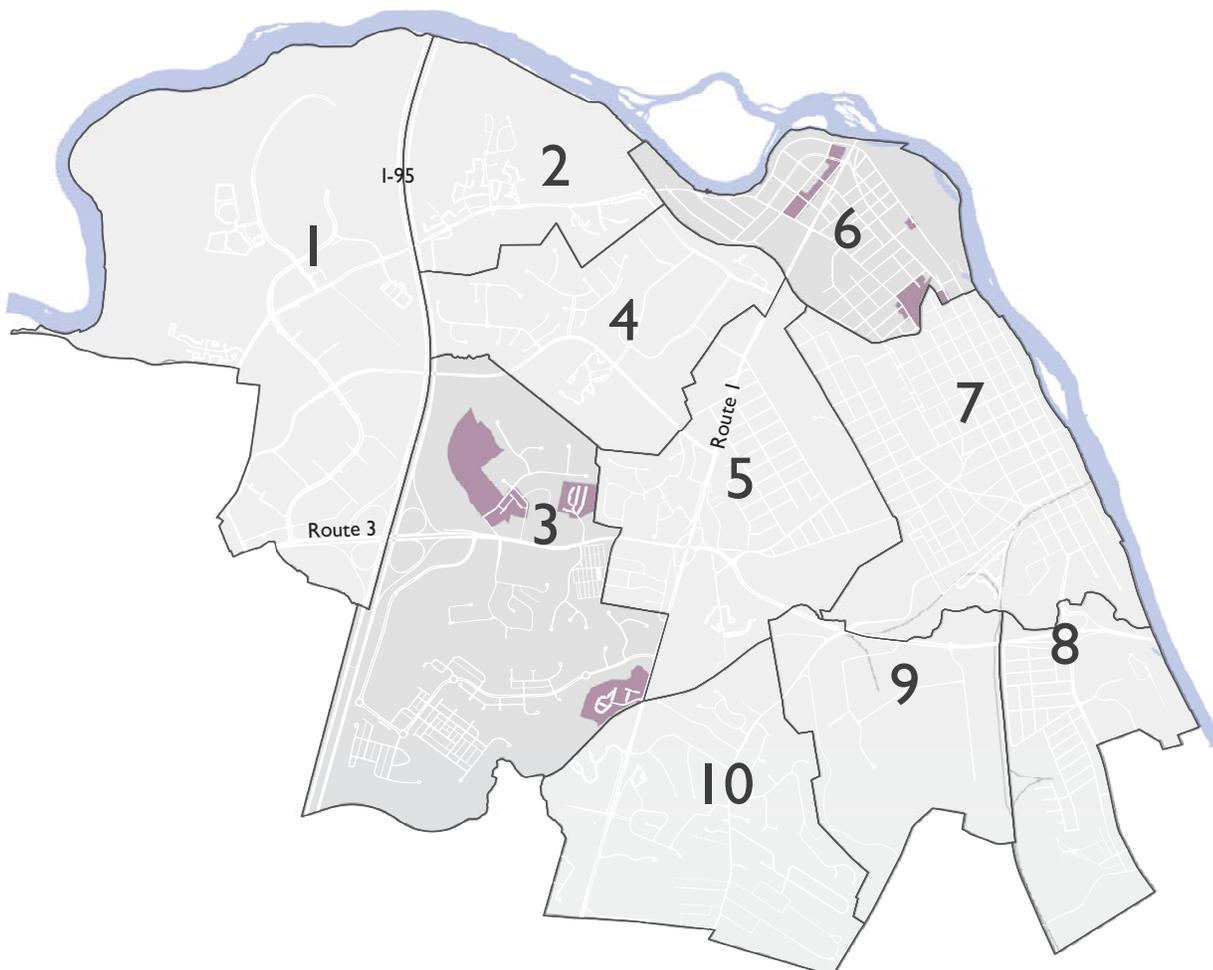
FRONTAGE No setbacks required - buildings should shape public realm.

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.



LAND USE

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.

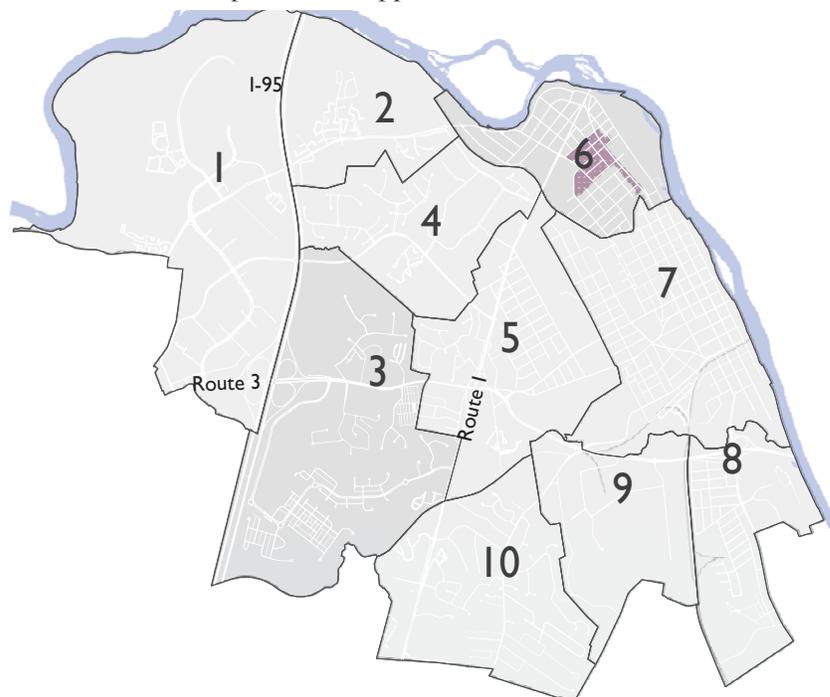
COMMERCIAL ACTIVITY High - Production and Sales

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.

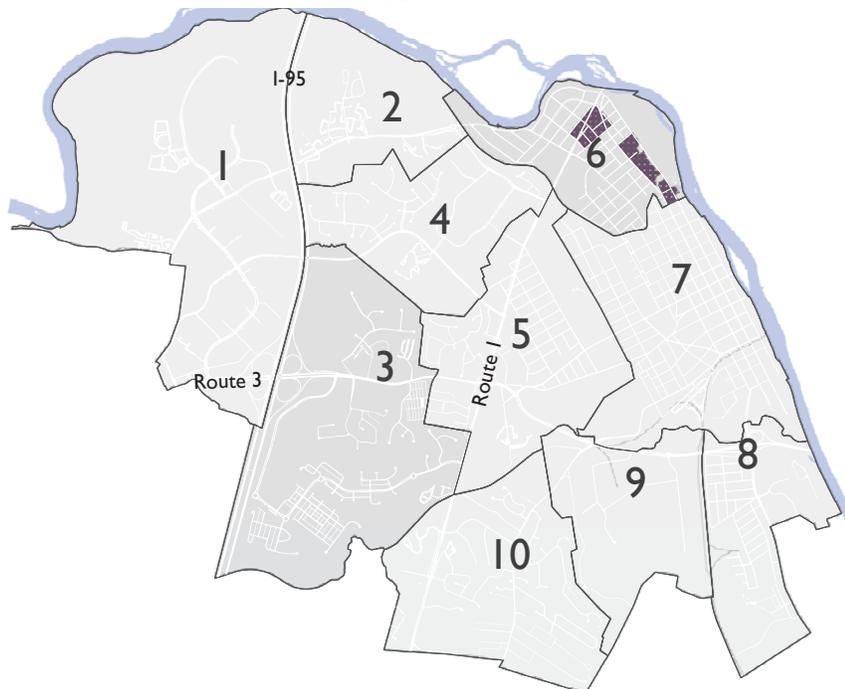
COMMERCIAL ACTIVITY High - Production and Sales.

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.

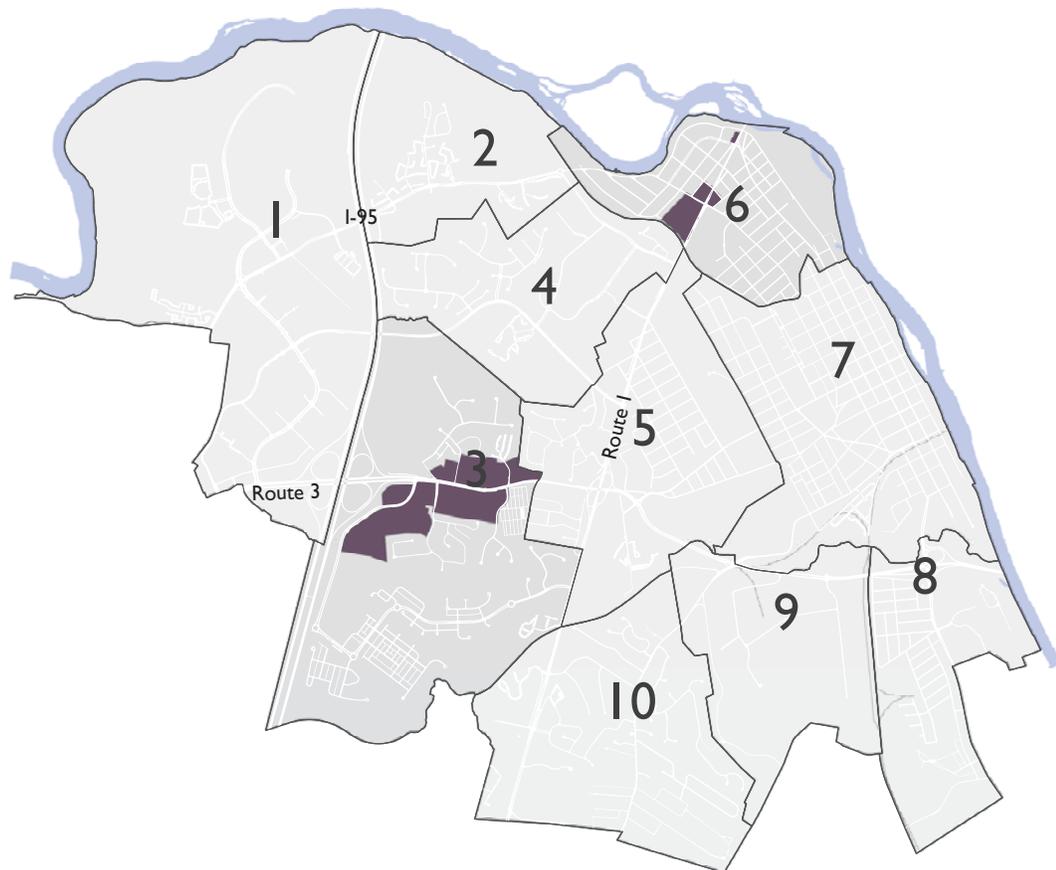
COMMERCIAL ACTIVITY High.

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

PART III



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

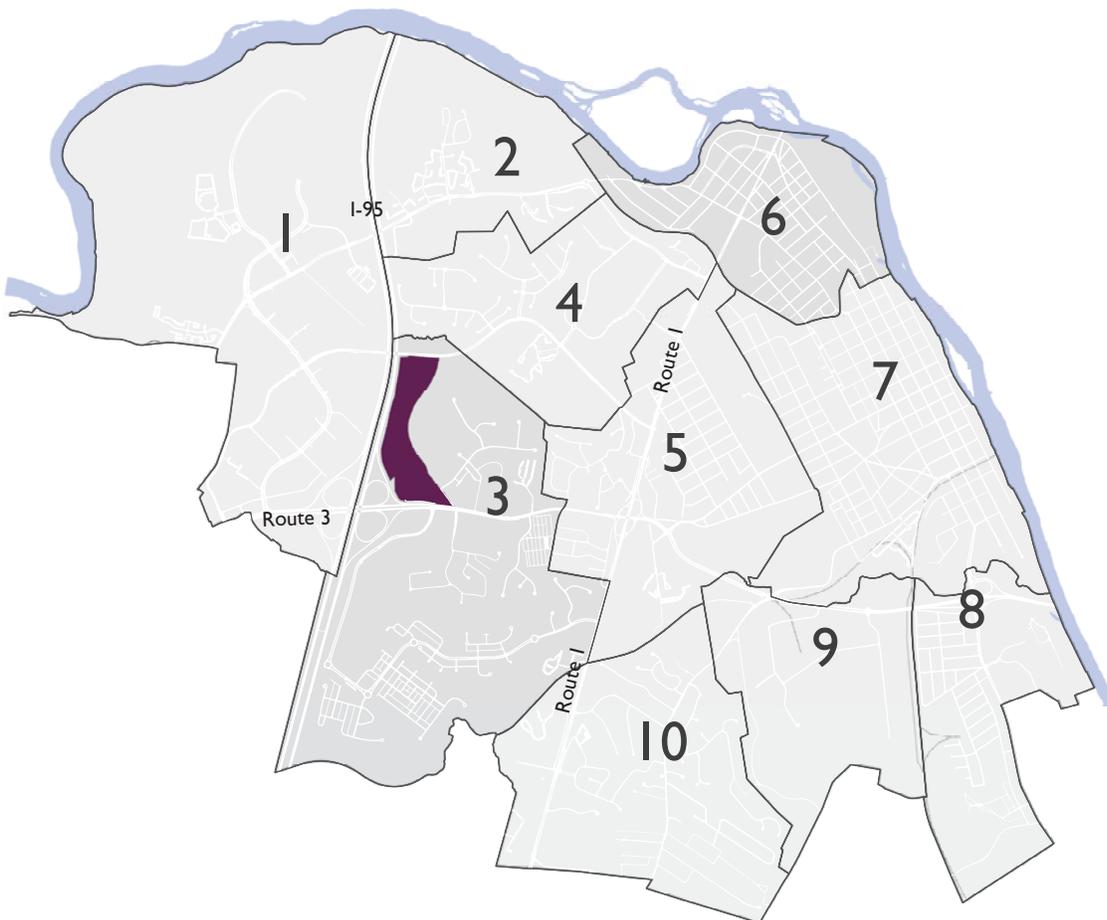
FRONTAGE Varies.

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.



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.

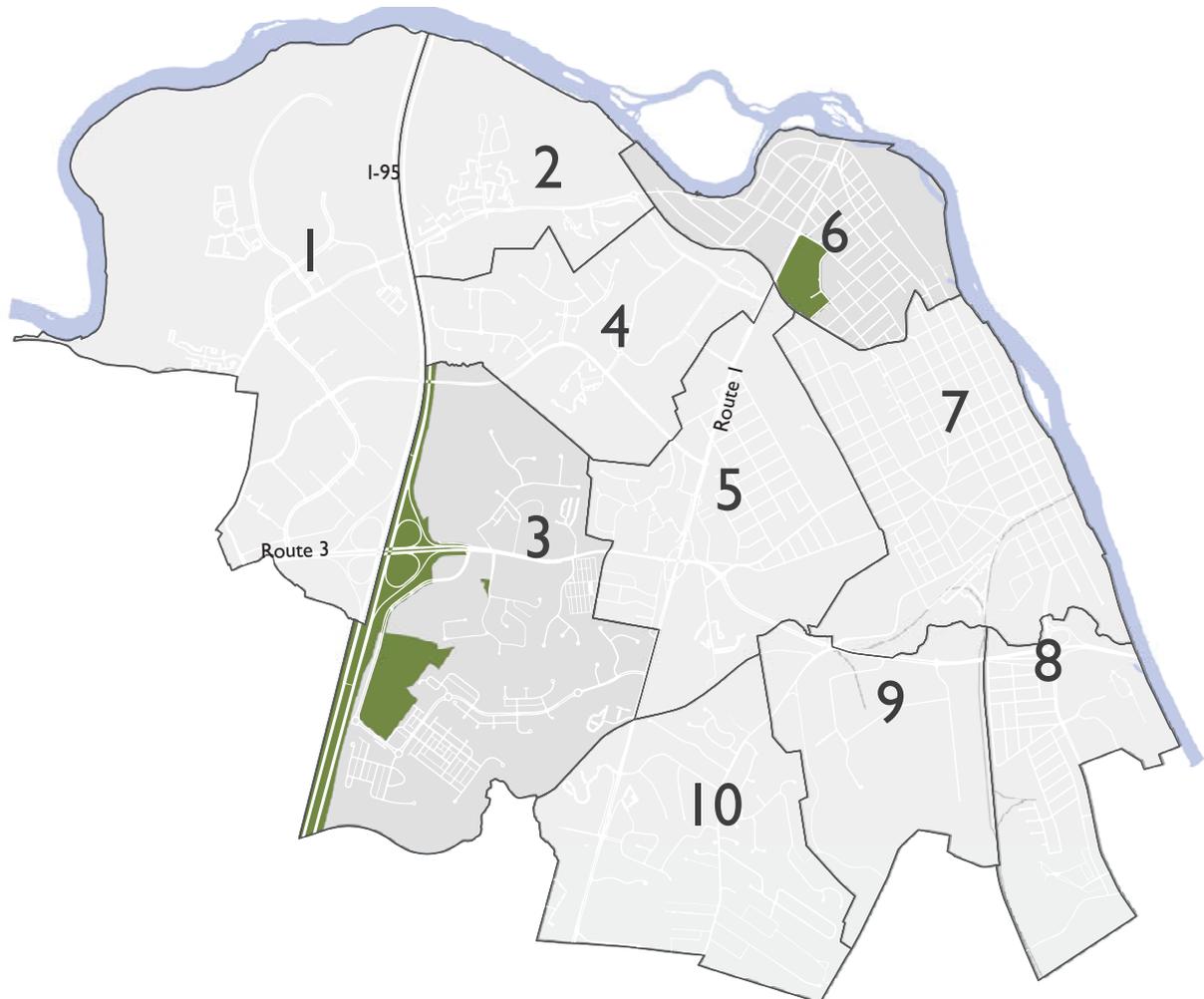
COMMERCIAL ACTIVITY None.

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.

PART III

CHAPTER 11 -PLANNING AREAS

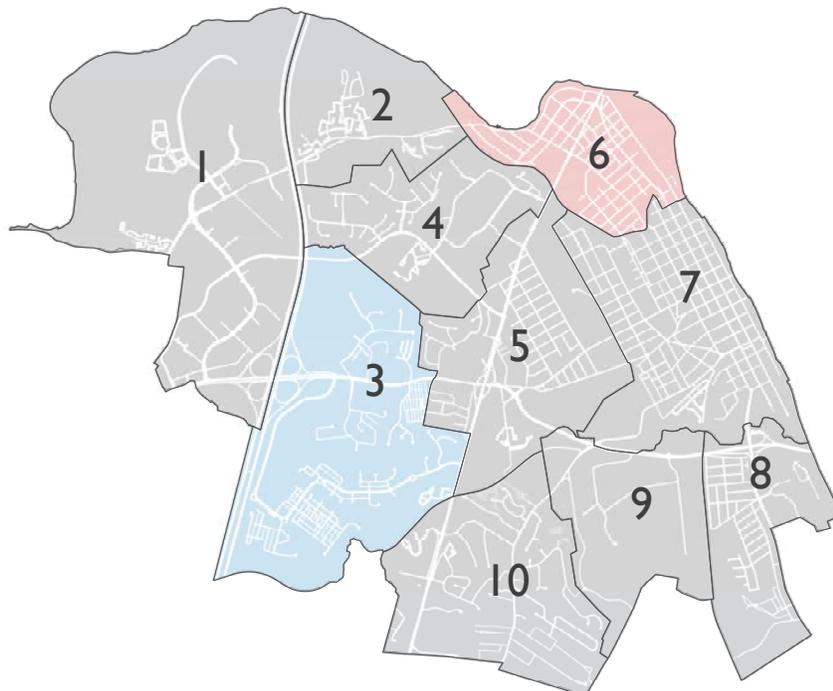
BACKGROUND

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)

MAP 13 LAND USE PLANNING AREAS



PART III

LAND USE PLANNING AREA 6: PRINCESS ANNE STREET/ROUTE 1 (NORTH)

GENERAL CHARACTER

Area 6, located on the northside of downtown is one of the key gateways into Fredericksburg. This area is home to distinct commercial corridors, strong neighborhoods, and natural and historic resources. The area is bounded by the Rappahannock River and the Rappahannock Canal, both of which provide amenities, trails, and views that are a key part of the neighborhood's identity. These primarily single-family neighborhoods are stable and walkable communities. They maintain a high degree of architectural integrity and are a strong example of early and mid-20th century work-force housing. The area is home to the City's James Monroe High School, which moved to the area in 1952 with a new facility built in 2006.

In the 20th Century, this area became defined by three key corridors, Princess Anne Street, US Route 1, and Fall Hill Avenue. The area is home to the City's historic 19th-century Mill District, which includes the Silk Mill (1889) Washington Woolen Mills(1909), and Germania Mills(1936). This area originally served as the City's industrial center fueled by the Rappahannock River and Canal. When Princess Anne Street became US Route 1 in 1926, the corridor burgeoned with mid-20th century highway-oriented businesses including hotels, motor courts, diners, and automobile service stations. When Jefferson Davis Highway, the new US Route 1, opened in 1946, new commercial development including Lee Plaza and the Fredericksburg Shopping Center grew along the modern highway. Fall Hill Avenue developed as a medical corridor, surrounding the former Mary Washington Hospital (1949-1995) at 2300 Fall Hill Avenue. The medical facilities and support offices that clustered around the hospital created a significant employment center.

The three key corridors represent distinct phases of development that are each approaching their next cycle of evolution. Today, Princess Anne Street's existing land use regulations do not efficiently permit this evolution in the corridor. The automobile-focused commercial development on Route 1 is approaching the end of these buildings' physical life cycle and must respond to a change in retail habits. After the hospital relocated out of the area in 1995, Fall Hill Avenue, once a cohesive medical complex, was left with underutilized buildings and associated parking lots that now create gaps in the fabric of the neighborhood.

The goal of the small area plan is to guide the next phase of area evolution and redevelopment of these corridors that best supports and compliments the surrounding neighborhoods while developing in a modern and sustainable fashion.

THE CHALLENGES

- Corridors within the area face a changing economic environment and must adapt to the next generation of economic evolution.
- The existing structures along the corridor run a full spectrum of form, scale, and setback that do not consistently conform to the current overlay district.
- Original and new entrepreneurs wanting to develop small sites struggle to meet multiple regulatory requirements. The expertise and cost required for redevelopment in the corridor limits opportunities for small-scale redevelopment.
- Businesses along Route 1 face a changing retail market with increased pressure from regional shopping destinations in addition to on-line shopping. The market study indicates the area is currently oversupplied with retail and the area will need to rightsize existing offerings. The physical buildings of these shopping centers are nearing the end of their life cycle and will soon require redevelopment.
- Along Fall Hill Avenue, the medical and office facilities, once prominent in the area, have since relocated and have left blocks of parking lot and empty office buildings. Underutilized, these resources break neighborhood continuity.
- Residential neighborhoods have strong form, unique architectural character, and a diverse mix of affordable housing types, may conflict with current trends in infill development including modern (larger) housing sizes.
- The northern gateway into the City is not attractive, presenting a cluttered and confusing entrance to the City that does not enhance City's character.
- The Rappahannock Canal and other area environmental features require attention to both ensure these elements are accessible recreational facilities and to meet environmental and stormwater regulations.

- Current transportation infrastructure are vestiges of commercial and institutional land use patterns no longer desired for this area. The remaining asphalt configuration results in increased speeds extending into residential areas.
- Residents of the area lack a centralized community space and third spaces that foster neighborhood interaction.
- The commercial corridors in the area are expansive and not conducive to walkability both in infrastructure and distance. Route 1 also creates a significant barrier to pedestrian activity effectively separating large neighborhoods to the west from local serving retail along Princess Anne St.

THE SOLUTIONS

- Create and promote a maker district in the area to foster the new creative/urban production economy by providing incentives to preserve historic buildings and by reducing barriers to individuals and companies looking to start and expand businesses along the corridor.
- Increase housing opportunities specifically geared for low and moderate income households, seniors, and students through incentive zoning and other programs.
- Preserve natural and historic features that define the character of the district. Develop a transfer of development rights program to preserve these features while enabling appropriate development.
- Ease the burden of redevelopment for new and expanding businesses by simplifying regulatory barriers and merging the Princess Anne Corridor Overlay guidelines into the maker district
- Permit, both the types of buildings and infrastructure that foster production activities to grow and expand where appropriate.
- Advance opportunities to increase multi-modal travel within the area by reducing the speed of vehicles in residential neighborhoods and increasing comfort for pedestrians by including bicycle and pedestrian equitable design in transportation projects.
- Implement the Chesapeake Bay Total Maximum Daily Load action plan and ensure the continued quality and maintenance of the Rappahannock Canal and other environmental features.
- Improve the Route 1 corridor with gateway elements and enhancements to create a welcoming sense of arrival for those entering the City from the north.
- Explore opportunities to improve travel along Route 1 including creating consistent widths and travel lanes, vacating excess right of way as necessary, and closing superfluous and unsafe access points.
- Evaluate the conversion of one-way streets, Washington Ave., Fall Hill Ave., and Maury St. back into two-way streets to slow traffic through neighborhood streets and increase pedestrian safety and comfort while maintaining traffic flow and on-street parking.
- Identify regulations that conflict with the specific character and diversity of neighborhoods and develop solutions that maintain the livability and affordability of Fredericksburg's unique residential areas including preserving the pattern of missing middle housing. Guard existing architectural character with pattern books and / or conservation districts when property owners determine that additional regulations are appropriate for their neighborhood.
- Establish corridors, nodes, and third spaces within the maker district. Public improvements create uniformity along the corridor allowing for variation in building form, Nodes create pedestrian scaled areas of activity defined by the building form. Third spaces unify the district.
- Expand opportunities informal and formal community spaces including the possible conversion of the 1839 Kitchen dependency to a Northside community center.

MARKET ANALYSIS

Area 6 currently has an excessive amount of retail space compared to local demand, but there is potential for a better quality of retail development. As the population of the area has increased in size and income, the retail located within it has not responded accordingly. Particularly along Route 1, outdated retail centers should be redeveloped into vibrant interconnected mixed-use nodes. The market will better support this reuse before the development of new space. Within this area, there is demand for urban infill town homes as well as apartments and senior housing centered around desirable neighborhood assets. Additional density within the neighborhood will also increase support for the total amount of retail that can be supported and is necessary for the evolution of commercial activity along the Princess Anne Corridor. There also may be demand for a boutique hotel. This analysis summarized the findings of a 2016 area market study completed by Streetsense as part of the 2016 Area 6 small area planning effort.

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 6. This was developed after studying the existing and anticipating future built environment. Area 6, which is served by public transportation, includes opportunities for revitalization with integrated mixed-use and some areas for higher density development.

Area 6 consists of eight standard Transect Zone.



LAND USE

KEY

T-1	T-3e	T-3	T-4	T-4m	T-5m	T-5c	Civic
± 124 acres	± 99 acres	± 42 acres	± 21 acres	± 38 acres	± 40 acres	± 21 acres	± 30 acres

CIVIC (Within Area 6, there are two areas of civic use, James Monroe High School and the Heritage Trail Gateway Park at the entrance to the canal path. These are large scale City serving resources that are outside of the standard transect in their form and placement. James Monroe High School includes a number of specialized facilities that should be maximized by opening them to the general public when not in use by school programming. Currently, high school students park in the adjacent neighborhoods creating conflict with residential neighbors. Students should be encouraged to park in the provided lot.

T-1 (PRESERVED OPEN SPACE) Area 6 is bounded on the north by the Rappahannock River. Many properties that border the river as well as portions of Old Mill Park remain in a natural state with native plantings and riparian areas. Land adjacent to the River is within the floodway. To protect the floodway no development should be considered here. Alternatives to development, such as transfers of development rights, should be provided. The Rappahannock Canal and associated trails surround area 6 are recreational and environmental features with the capacity to expand stormwater facilities to improve environmental quality with their reversion to a more natural state.

T-3E (SUB-URBAN EDGE) The Normandy and Riverside neighborhoods composed of the Fairgrounds (1939) subdivisions and Normandy Village (1955) subdivisions, on the western side of Route 1, are categorized as T-3E. These neighborhoods have maintained their character as smaller, affordable, owner occupied homes from the mid-20th century. They are well maintained and with a high degree of architectural integrity. This neighborhood is enhanced by river views and associated trail amenities. This connection should be maintained. These neighborhoods, however, are isolated from shopping opportunities by Route 1. Another neighborhood, Elmhurst (1935) to the east of Route 1, so named for the historic Elmhurst house (1871) it surrounds, contains single family homes with large lots and setbacks. All future infill and development should follow the form within these neighborhoods. With support from the majority of residents, these neighborhoods would benefit from the creation of a neighborhood pattern book or a character/conservation district. To further preserve the character, the neighborhood may request to work with the City on a comprehensive property maintenance review program. The City should consider refunding and applying the Rental Inspection program in this area to address housing quality. Current densities in these neighborhoods range from 3 to 8 units per acre.

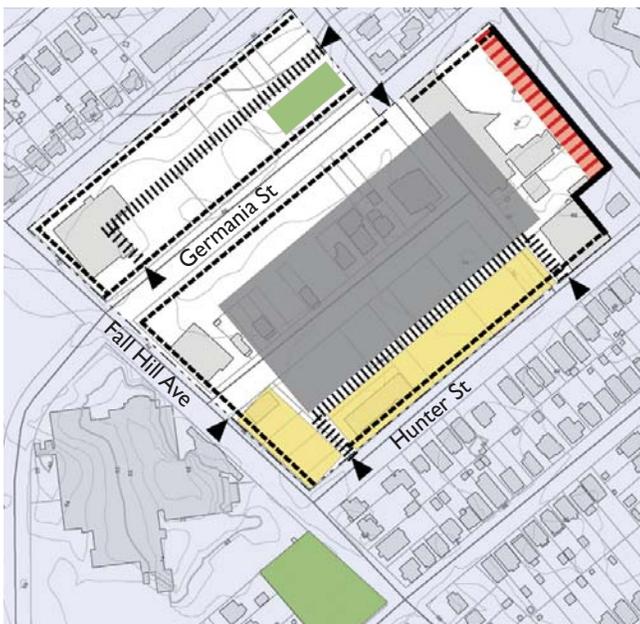
T-3 (SUB-URBAN) In Area 6, neighborhoods on the east side of Route 1 made up of Bruilles (1923), Doswell Field (1924) and Elwood City (1935) subdivisions are categorized as T-3. These neighborhoods have a tight network of connected streets of primarily small lot single family detached housing with an additional mix of residential types with densities that far exceed the existing zoning. These neighborhoods are well established and walkable. The majority of the neighborhood homes were built in the early and mid 20th century and future infill should reflect this character with single family detached and semi-detached homes of a similar scale and form. Townhomes are not currently found within these neighborhoods and are not appropriate for future development. With support from the majority of residents, these neighborhoods would benefit from the creation of a neighborhood pattern book or a character/conservation district. To further preserve the character, the neighborhood may request to work with the City on a comprehensive property maintenance review program. The City should consider refunding and applying the Rental Inspection program in this area to address housing quality. Current densities in these neighborhoods range from 8 to 18 units per acre.

T-4 (GENERAL URBAN) The T-4 Zone currently consists of a horizontal mix of uses, with a range of commercial property types, converted residences and some low and high density residential. In this area, T-4 zones serve to buffer the Normandy Village and Riverside neighborhoods from Route 1 providing a transitional scale of commercial and residential development. T-4 commercial uses could easily transform to support higher density residential development as demand increases. Semi-detached and attached single family housing may both be appropriate. Future development is encouraged to transition to the form found across the street front. Continued commercial development should continue to support the neighborhood.

T-5C (AREA CORE CORRIDOR) The Route 1 corridor, currently exists as local neighborhood serving retail. This area is a prime candidate for retrofitting with up-graded commercial, office, and high density residential development. With proper access, compatible design, and the right mix of uses, this area is suitable for 3.0 commercial Floor Area Ratio and Mixed Use development. Good planning practice and market analysis encourages the retrofit of the Route 1 suburban strip, including adaptive reuse of existing structures, the replacement of structures, development of large parking lots, and the revitalization of natural systems on previously developed land into interconnected vibrant mixed-use nodes. This will require an update to the current zoning to allow commercial highway form based zoning opportunities. This area is also appropriate to receive additional density through a transfer of development rights program. With proper access, compatible design, and the right mix of uses, this area is suitable for 3.0 commercial Floor Area Ratio and Mixed Use development. Redevelopment should effectively transition to abutting single family neighborhoods and to adjacent open space.

T-4M (GENERAL URBAN MAKER) The T-4 maker zone currently consists of two main corridors of commercial activity connected by larger, primarily vacant, inner-area parcels. The Fall Hill Avenue corridor is a former medical hub with large scale commercial buildings and parking lots that define the corridor's character and shape the streetscape. These include the 2300 Fall Hill Avenue building the former Mary Washington Hospital, (1949-1995) and its parking and outbuildings, and the adjoining PNC Bank building and its parking lots, (1975). These parcels are poised for redevelopment, all of which are encouraged to evolve into a more sustainable, integrated, and walkable fabric. Princess Anne Street, is defined by small scale commercial and retail structures dating to the mid 20th century. Contributing structures are encouraged to be reused and are ideal for creative commercial and making uses. Redevelopment should transition appropriately to neighborhoods. New development should respect the form established by the neighborhoods and contributing structures along the corridors. Parcels containing contributing structures should be sending areas for development rights in order to incentivize preservation.

This demonstrates one option for revitalization opportunities in this area.



LAND USE

KEY

- | | | | | | |
|--|------------------------|--|---------------|--|---------------------------|
| | Parking Access | | Open Space | | Setback Line 25' |
| | Parking | | Property Line | | Alley |
| | Single Family Detached | | Build To Line | | Retail Frontage Permitted |
| | Character Structures | | | | |

T-5M (AREA CORE MAKER) This area benefits from a close proximity to downtown, only one mile to the south, and vibrant adjoining neighborhoods and as such has the potential to be the core of a 21st-Century maker district serving both the neighborhood and region. This area is characterized by early industrial and mid-20th century highway commercial buildings with distinct architectural character and features essential to support maker production. This zone currently consists of auto-oriented commercial uses that are poised for evolution to a greater mix of uses including residential. Large developed parcels under single ownership are encouraged to redevelop into a mixed use pattern. Improvements to the entry sequence at Route 1 should create a welcoming gateway into the district and City. Consideration for access and mobility, especially at corridors, will be essential in future transportation initiatives. New development should transition appropriately to any adjacent low density residential. Parcels containing contributing structures within this area are suitable to be sending areas for development rights in order to incentivize preservation.

ADDITIONAL NOTES ON A MAKER DISTRICT IN AREA 6

WHY A MAKER DISTRICT IN T4-M AND T5-M?

The establishment of a maker district expands the City’s policy toolkit to foster the evolution of the aging Route 1 corridor. Creating a unified district to foster a new creative/urban production economy would be a strong response to the redevelopment challenges affecting the area. It would enable local purveyors to produce the goods they sell and distribute throughout the region. This new district should compliment downtown activities and include incentives to preserve historic structures and natural features while reducing barriers for both small scale entrepreneurs and larger companies looking to start and expand businesses along the corridor. This encourages more employment and apprenticeships in growing fields. This new type of district will respect the variations of form found in the existing patterns of development with special attention paid to structures deemed critical to district identity. The district will grow the area as both workplace and homestead for a cohesive neighborhood supporting a wide range of activity. 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.

Both the T4-M and T5-M are characterized with maker uses the areas are in two levels of density in order to create a viable scale of maker uses with appropriate transitions to adjacent single family neighborhoods.

CORRIDORS, NODES, AND THIRD SPACES

The form of any future maker district in this area will thrive when built around its existing character. The Maker District should contain both automobile and pedestrian environments, public, and third spaces to include plazas, courtyards, and green spaces that serve as informal community spaces. The corridor will retain a mix of large scale facilities with varying setbacks in order to utilize truck infrastructure and automobile architecture necessary for commercial and production uses. Meanwhile, within concentrated nodes existing buildings shape the public realm and uniform public improvements would enhance the pedestrian environment. Parks, playgrounds, squares, greens, plazas, roof gardens, and courtyards, could potentially evolve out of existing asphalt and car storage to create places for people. 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. This mix of corridor, node, and third spaces, the public spaces beyond home and work for community and entertainment, will create a district that supports the essential elements of a strong neighborhood.

HISTORIC AND ENVIRONMENTAL RESOURCES

In Area 6, the Princess Anne Street and Fall Hill Avenue corridors feature distinctive characteristics including a mix of unique historic structures and an urban form that contribute to a vision for a maker district. 30 structures have been identified as contributing to the character of the corridors. 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. Sight lines to these structures are to be considered when identifying appropriate frontages for redevelopment and infill. The preservation of these structures should be encouraged by transfer of development rights and sight-line setbacks to allow development to occur in appropriate locations while ensuring the continued preservation of the identified character defining structures. This program should also be used to transfer development potential from the environmentally sensitive areas found within the floodway. Areas suitable for sending development rights are calculated for the density allowed on any parcel containing a contributing structure or environmentally sensitive area. Receiving areas outlined may receive this development potential on any parcel within the outlined area provided that the redevelopment of that site does not result in the demolition of or loss of integrity for any contributing structure, or impact of any environmentally sensitive areas.

HOUSING

New and existing residential uses will be key for successful redevelopment in this maker district area. The Market Study indicated demand for increased housing opportunities in the amenity-rich area. Small single-family detached and semi-detached homes as well as town homes and multi-family housing are all appropriate within the T-4m areas. Within T-5m areas, higher density development would be appropriate where it was similar in form to existing character structures Residential demand and redevelopment presents an opportunity to expand the supply of affordable housing, through incentives, building upon the heritage of the area as a affordable neighborhoods for the City’s workforce. Additional opportunities for senior and student housing should also be encouraged. Housing should retain a balance with commercial uses in the district.

MAP 23 AREA 6 TRANSFER OF DEVELOPMENT RIGHTS



MAP 24 AREA 6 NODES, CORRIDORS, AND THIRD SPACES



LAND USE

Inventory of Historic Places

National Bank Kitchen (1839)	Hotel Stratford(1926)	1900 Princess Anne St (1948)	429 Jeff Davis Hwy (1955)
C.W. Wilder and Co. Silk Mill (1889)	Hotel Wakefield (1928)	1919 Princess Anne St (1948)	2400 Diner (1955)
Washington Woolen Mills Pants Factory (1909)	2401 Princess Anne (1929)	2600 Princess Anne St (1948)	Auto Parts (1956)
Billiards hall (1909)	2415 Princess Anne St. (1930)	Mary Washington Hospital (1949)	Itemarco Corp. Station (1956)
Embrey Power Plant (1910)	Dowling Mills (1936)	Payne Motor Court (1950)	2301 Fall Hill Ave (1959)
Motel (1957)	2105 Princess Anne St (1939)	Blanton Motor Co. (1952)	Hardee's (1965)
2404 Princess Anne St (1919)	Coca Cola Bottling Co. (1939)	316 Bridgewater (1954)	2501 Fall Hill Ave (1964)
Burgess Service Station (1922)	Inter-State Ice Co. (1939)	Carl's Ice Cream (1954)	2401 Fall Hill Ave (1975)
	Kenmore Hosiery (1947)	Monroe Motors (1954)	

ENVIRONMENTAL AND OPEN SPACE

The Environmental Facilities highlighted on the map below are specific areas where new or retrofitted stormwater facilities may be located. Examples in Area 6 include the Rappahannock Canal, medians and green spaces adjacent to Route 1, and areas in Old Mill Park. These areas are designated because they meet the criteria established by a high level planning survey factoring in the size and character of drainage areas, the age and/or adequate presence of existing stormwater infrastructure, location and concentration of stormwater outfalls, and the general land ownership pattern of this area. The upgrade or establishment of new environmental facilities in these sites should be explored during privately led redevelopment, site plan, or land use application process. Special care must also be taken to protect steep slopes and natural grades wherever possible. The highlighted areas should also be considered conceptual public facilities shown on the Comprehensive Plan in accordance § 15.2-2232.A.

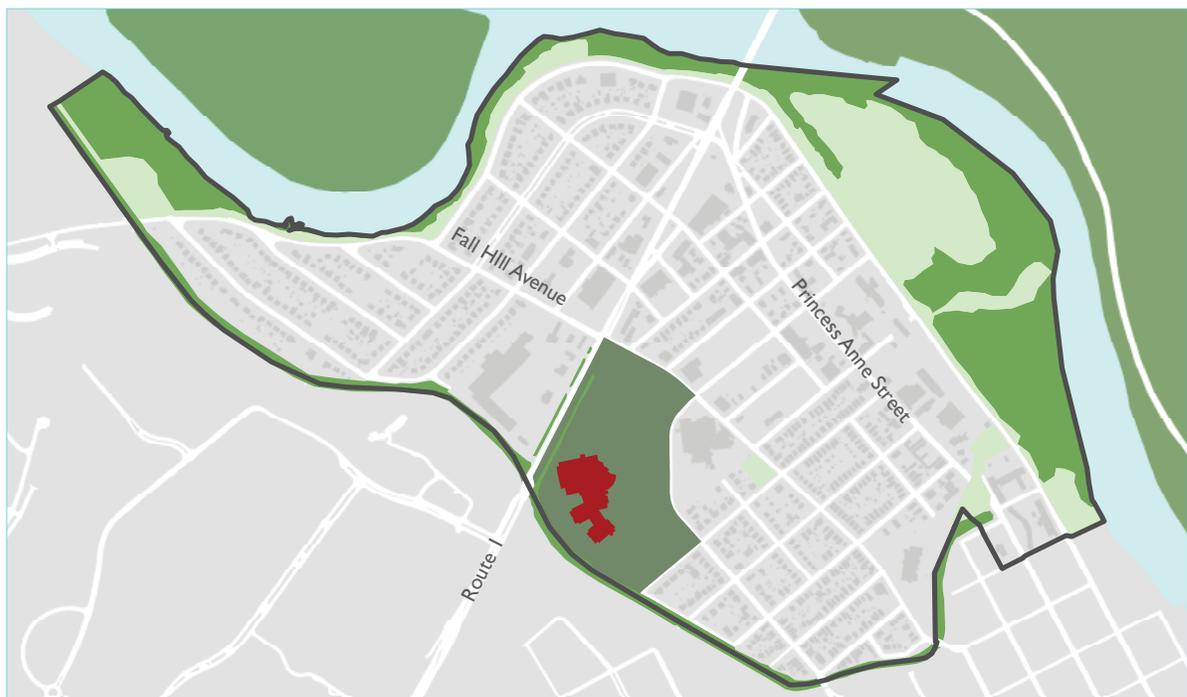
Implementing policies and planning infrastructure aimed at achieving the City’s Environmental Protection goals will remain an on-going process. The conceptual environmental facilities will be further refined through the development and implementation of the required Chesapeake Bay Total Maximum Daily Load Action Plan. The Plan will form the basis for future updates to this Environmental Facilities section.

Old Mill Park is a valuable open space resource in this small area. As popularity of this asset facilities should be evaluated to gauge the improvements needed to enhance the facility and to increase visitor capacity.

TABLE 11-27 ENVIRONMENTAL AREAS IN PLANNING AREA 6

NAME	SIZE	DESCRIPTION
Old Mill Park	60 acres	Recreational area, historic sites
Riverside Drive Park	13 acres	Recreational area, historic sites
Rappahannock Canal	29 acres (approx)	Multi-use trail, historic waterway
Jefferson Davis Hwy	2/3 acres (approx)	Environmental treatment

MAP 25 ENVIRONMENTAL AND OPEN SPACE



Environmental Facilities
 Open Space
 Civic Structures
 Civic Space

HISTORIC RESOURCES

Planning Area 6 includes remnants of Fredericksburg’s early industrial history in the Old Mill Historic District and also reflects the city’s 20th-century evolution in the automobile-oriented landscape of the Princess Anne Street/US Route 1 corridor including several neighborhoods with strong architectural integrity. Several mills, mill sites, and two canals that served water-powered facilities are still present, though the lower canal, along the river, is now dry. These sites reflect the city’s river-oriented industrial pattern from the mid-18th century through the early 20th century. Roadside commercial structures displaying Moderne and other mid-20th-century architectural styles, including the c.1953 Carl’s Ice Cream Stand, reflect the transformation of American culture and commerce brought about by the automobile. Carl’s Ice Cream Stand is individually listed in the National Register of Historic Places, as is the c.1871 Elmhurst residence, which lends its name to the surrounding residential neighborhood.

TABLE 11-28 HISTORIC RESOURCES IN PLANNING AREA 6

SITE	PERIOD OF SIGNIFICANCE	DESCRIPTION	OWNER-SHIP
Old Mill Historic District	1740s-1960s	Numerous mills and mill sites, lower canal	City and private
Rappahannock Canal	1830s-1960s	Navigation canal converted to raceway	City
Falmouth Ford	Washington- Rochambeau Route	River crossing, camp sites in Old Mill Park	State and City
Elmhurst	1871	Brick dwelling with distinctive cupola	Private
Thorton-Forbes-Washington Cemetery	1749-1909	Family cemetery	Private
National Bank Kitchen Dependency	1839	Federal-style dependency structure relocated from 900 Princess Anne St in the 1950’s	Private
Residential Neighborhoods	1924-1955	Early to mid-20th century single family workforce neighborhoods displaying a range of architectural styles	Private
Carl’s Ice Cream Stand	1947-1953	Moderne-style roadside ice cream stand with distinctive rooftop signage	Private
U.S. Route 1 and Fall Hill Avenue corridors*	1930-1950	Early to mid-20th century roadside businesses displaying a range of architectural styles	Private



*The historic resources identified as the Route 1 corridor include the structures identified as contributing to the character of the Maker District. Additionally, two other resources, the Quarles building, 1979, and the Economy Food mart, 1914, also represent this mid-century era of significance.

ACCESS AND MOBILITY

MASS TRANSIT

The Princess Anne Street corridor and surrounding neighborhoods, as well as the neighborhoods to the west of Route 1 area, are currently accessed by mass transit through the FRED regional bus system. Future development in this small plan area will continue to benefit from this system.

ONE WAY PAIRS

With the relocation of the hospital in 1995 and the reconstruction of the High School in 2006 set back from the street, the one way pair of Washington and Fall Hill Avenues may be no longer warranted. Double travel lanes on one way streets encourage increased speeds through neighborhoods. Converting one-way streets back into two-way streets will slow traffic in this Area, reduce driver confusion, and create a more appropriately scaled road network. Further study is underway.

IMPROVEMENTS TO ROUTE 1/JEFFERSON DAVIS HWY

Improvements to Route 1/Jefferson Davis Highway within this area involve multiple measures to ease traffic congestion, reduce mobility confusion and ensure safe pedestrian crossings. Route 1 should have a consistent 90 ft right of way allowing for landscaped medians, sidewalks, as well as pedestrian refuges. Corridor improvements should also include intersection improvements. These recommendations are contained in the VDoT STARS, Strategically Targeted Affordable Roadway Solutions, program.

INTERSECTION IMPROVEMENTS AT FALL HILL AVE

The Fall Hill Avenue/Route 1 intersection is addressed in the STARS program in response to congestion. The plan would increase the number of turning lanes on both Fall Hill and Route 1 to improve stacking and allow for a more effectively timed intersection. This includes two turning and two through lanes on Route 1. Fall Hill Ave from the west would feature a double turn lane to Route 1 North. All intersection improvements must also consider pedestrian equity. Safety should be integrated into the intersection with obvious and accessible pedestrian access and signal-timing to allow a comfortable crossing.

INTERSECTION IMPROVEMENTS AT PRINCESS ANNE ST

Also recommended in the VDoT STARS program are intersection improvements to the City's northern gateway at the intersection of Princess Anne Street and Route 1. This would involve multiple steps: reducing turning movements on to and off of Route 1; vacating under-utilized roadways; and clarifying turning movements. These positive steps would improve the experience of this important entryway and reduce area congestion amplified by an abundant number of curb cuts and turn options at Fredericksburg's entry point. These improvements would also protect Hanson Ave. as a neighborhood street encouraging alternate connections to Fall Hill Ave. This new road configuration will clarify and elevate this entry point for drivers and pedestrians alike. Improving this intersection will also include closing the access of Van Buren St and Freedom Lane to improve safety at their intersection with Princess Anne St.

GATEWAY IMPROVEMENTS AT PRINCESS ANNE ST

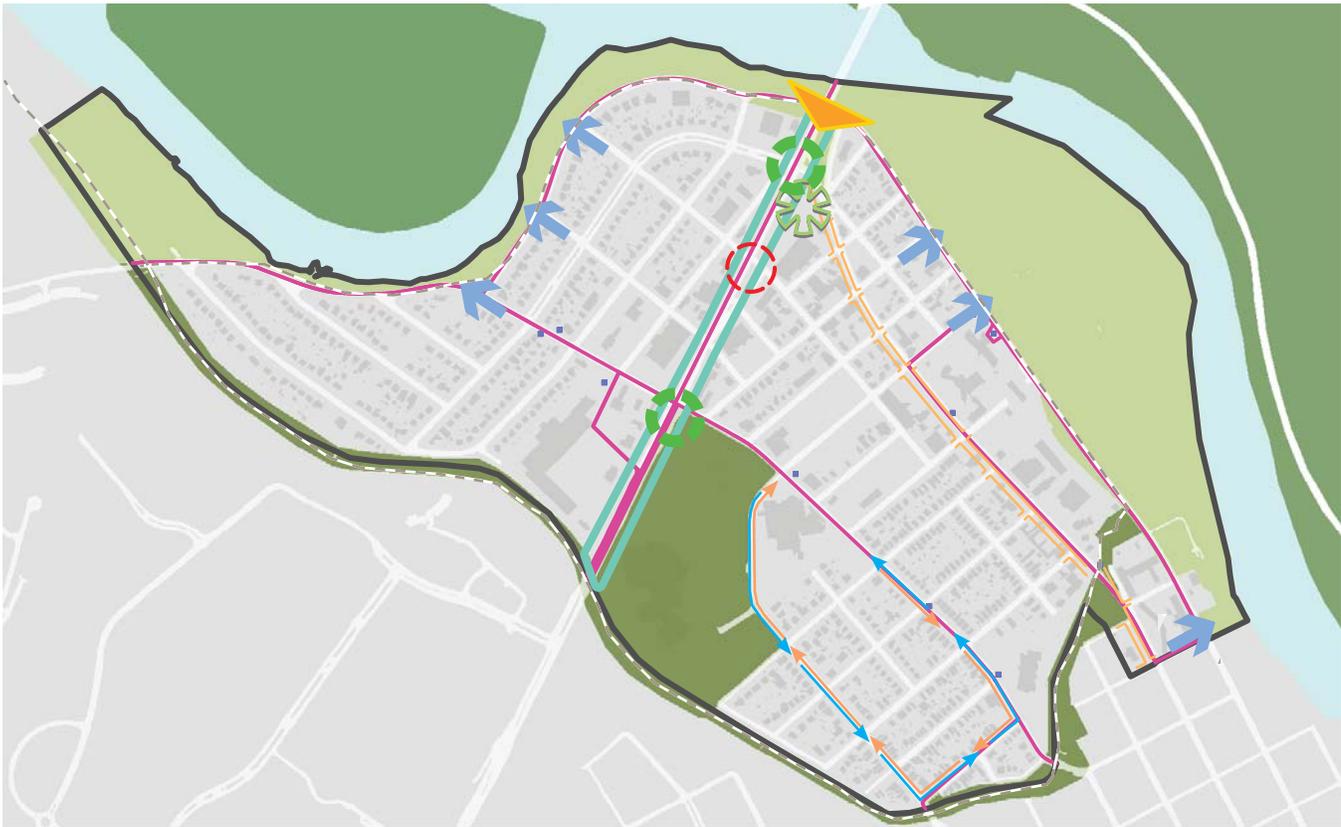
Any improvement of the intersection should create an important "pocket park" as a visually significant entry feature incorporating the 1839 Kitchen Building, into a northside community center; provide a development site for such a catalyst project that could create a valuable "first impression" to the City; and have the potential to improve property values within the area. Together, road and land use improvements and a comprehensive wayfinding strategy (including signage and monumentation) would enhance the eastern entryway into Fredericksburg. Enhancing this northern gateway to the City, which is highly visible to travelers on the Route 1 corridor, will provide a distinctive and appealing sense of arrival. Additionally, Freedom Lane should be abandoned as a roadway but maintained as City property and enhanced with landscaping. This area would create opportunities for commuter and community facility parking. It would also serve as a beneficial resource during the eventual reconstruction of the Route 1 bridge.

VACATING EXCESS ROADWAYS

Vacating Amaret Street between Route 1 and Charles St. would reduce confusion and could create opportunities for larger redevelopment efforts at the gateway to the City and allow for a widening of Route 1. Vacated areas should be included as part of comprehensive redevelopment that incorporates the significant contributing structure (1947 Kenmore Hosiery building). One block long streets including Race and Elm Streets should be treated as internal to larger redevelopment with possibility for vacation.

CONNECTION TO RIVER 

View corridors and access to the Rappahannock River should be maintained and enhanced by creating pedestrian crosswalks at Princess Anne Street and Germania and Bridgewater Streets. This clarifies preferred crossing at through-to-river intersection. These vistas and connections to trails and parks support the lifestyles of the residents of these neighborhoods.



LAND USE

KEY

- | | | |
|---|---|---|
|  Improve Intersection |  Proposed View Corridor |  Existing Trails |
|  Pedestrian Crossing |  1839 Kitchen/Community Center |  Corridor Improvements |
|  Gateway to the City |  Civic Open Space |  Open Space |
|  Central Spine/Princess Anne St. |  One-Way Street Conversion |  Civic Structures |
|  FRED Regional Transit Route |  FRED Regional Transit Stop | |

REVITALIAZTION

Revitalization opportunities in Area 6 have been analyzed in accordance with VA Code Section 15.2-2303.4. The area's potential for revitalization is based on the existence of surface parking, relative structure age, and a low percentage of undeveloped parcels. Large surface parking areas on commercial land having revitalization opportunities for the evolution of a suburban pattern of development into a more urban, productive, mixed-use pattern. Broad expanses of surface parking result in fragmented and inefficient development patterns that should be revitalized so as to create complete communities that are livable and robust. Significant structure age, 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, showing that most residential development will be in the form of redevelopment/ revitalization. Commercial areas that are vacant are typically adjacent to existing commercial projects and have a low-intensity suburban character. This would also indicate the potential for revitalization. Revitalization of older commercial areas and shopping centers may take many forms, including reonvation, demolition, and re-building, beautification, and landscaping projects, economic incentives for new businesses, and the addition of residential or mixed-use components. Areas that are located along major state highways, (e.g., Route 1 Business (Princess Anne Street) and the Route 1 Bypass (Jefferson Davis Highway) have long served as commercial centers and can continue to do so, as long as they are connected to walkable and accessible residential neighborhoods.

The current primary zoning designation within Area 6 along Route 1 and Princess Anne Street is Commercial Highway, with Shopping Center Commercial also along Route 1 south of Fall Hill Avenue. These districts also permit residential development at a density of 12 units per acre. The dominant existing development along Route 1 is a series of strip shopping centers and free-standing businesses developed in the 1960, 70s, and 80s. Along Princess Anne Street, the businesses are predominantly free-standing and date from the 1920s though to 1970s. The strip centers and free-standing businesses along Route 1 Bypass include retail, service, motel and office uses, but contain no residential use, whereas the Princess Anne Street corridor also include some residential uses mixed in. To the south is a single-family neighborhood developed in the 1930s, 40s and 50s. To the north are single family homes built in the 1950s and 60s.

The commercial development form of Route 1 is suburban in nature, characterized by buildings that are set back from the landscape they dominate; the commercial buildings are the dominant spatial figures in the development, as opposed to public roadways or public parks or spaces. The free standing businesses on Princess Anne street have a somewhat more urban character with some structures closer to the street. However, the buildings in both corridors tend to be dedicated to a single use with development that is almost entirely auto-dependent, involving large surface parking lots surrounding the buildings. Land bays are infrequently connected by driveways or roads.

These commercial strips have been subject to intense competition from commercial strip development further south on Route 1, on Plank Road, as well as Central Park on the west side of I-95. This competition, in combination with the Internet economy, has resulted in a limited range of anchor retail tenants, the backfilling of retail space with less-dominant retail uses, and vacant retail spaces. However, these areas are still heavily traveled and have the potential for higher-quality commercial uses.

The former Mary Washington Hospital (1949-1995), PNC Bank (1975), and associated large areas of surface parking lots are located east of Route 1 on Fall Hill Avenue. As 2300 Fall Hill Avenue, the former hospital, remains in use for medical offices. Adjacent to the previous hospital is the re-built James Monroe High School, which was completed 10 years ago, and should be able to serve as an anchor for new Area 6 residential and commercial uses.

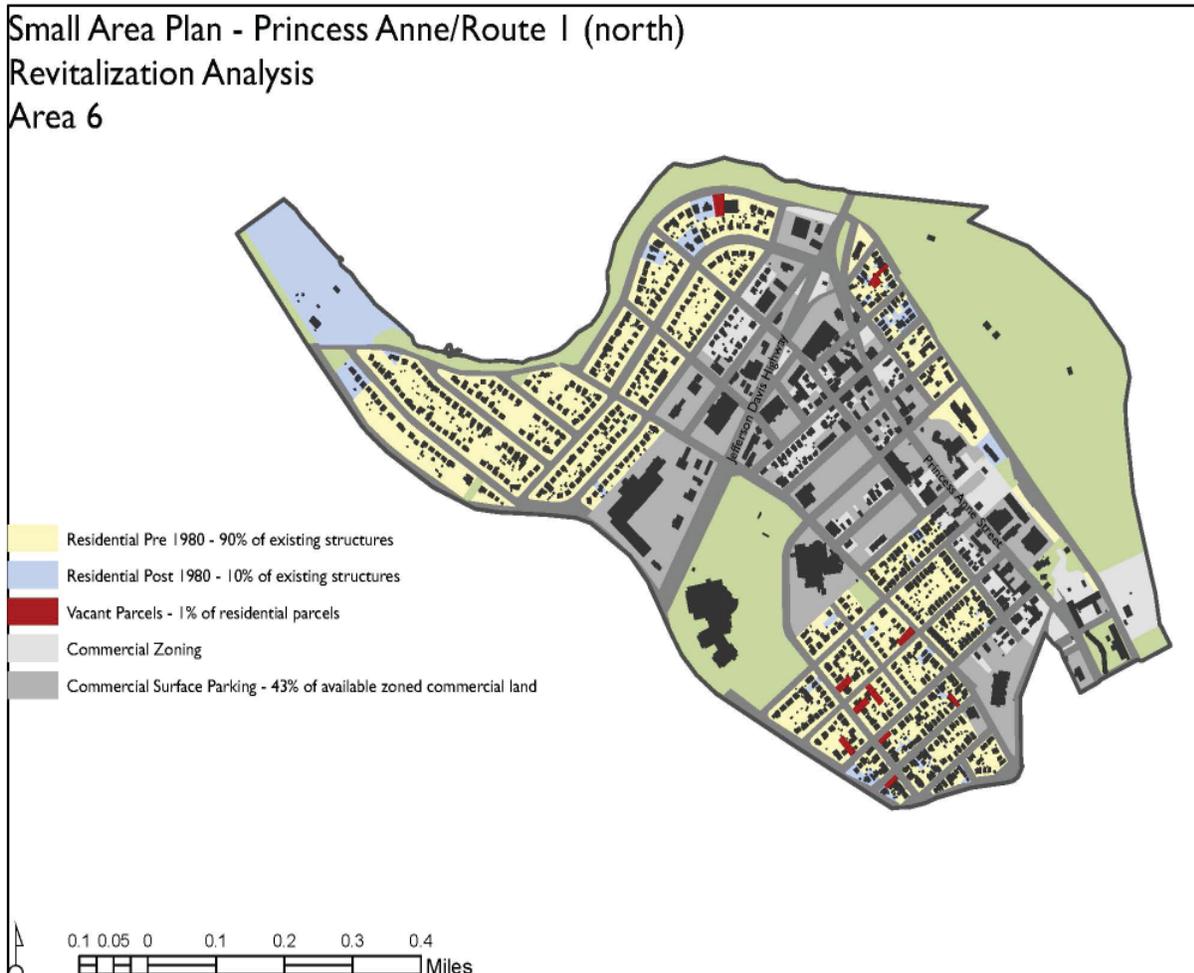
This section of the City is designated as a revitalization area that encompasses mass transit, includes and provides for mixed use development, and allows for a density of 3.0 floor area ratio in some commercially zoned areas in a portion thereof. Commercial and residential density, higher than allowed by-right or by TDR, 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, commercial zoning is currently established along Route 1 and Princess Anne Street and is adjacent to single family development. Impacts on these residential areas should be carefully considered before a special use permit is approved for more intensive uses. Area 6 has 43% of its commercial area devoted to surface parking. This percentage indicates a low intensity suburban land use pattern with a ready potential for redevelopment and revitalization with infill development into a more intense urban pattern. **Ninety percent**

(90%) of the area's residential structures and 75% of its commercial structures were built before 1980. Further, only approximately 1% of lots in the residential portion of this area are vacant. With limited other vacant residential land in the area, any new development will be in the revitalization of existing units or the addition of new units within the Maker district.

Potential strategies and tools for revitalizing the commercial corridors in Area 6 include but are not limited to:

- The transfer of development rights (TDR) from sending properties that have architectural or historical significance to potential receiving areas in need of revitalization
- Protecting and enhancing the character of the neighborhoods through the creation of pattern books and conservation districts.
- Economic redevelopment incentives and grants through opportunity zones, Economic Development Authority, and other sources.
- A potential special tax district that could fund a revitalization program for these corridors that would include landscaping, facade improvements, lighting, and signage.
- The creation of a new strategic properties acquisition fund to purchase and obtain easements on historically significant structures with an eye toward their rehabilitation and reuse.

The City should pursue one or more of these strategies as appropriate to incentivize the preservation of character defining features spurring both redevelopment along the corridors and protection in the residential neighborhoods.



LAND USE

IMPLEMENTATION

INFRASTRUCTURE

-  Reduce congestion and improve safety by implementing the VDOT STARS program with improvements for vehicle circulation at the Route 1 and Princess Anne and Route 1 and Fall Hill Intersections. Increase pedestrian equity along and across Route 1 with multi-modal path and including full pedestrian crossings at Fall Hill Avenue and Princess Anne Street, crossing signals, sufficient timing, medians, and safe landing points.
-  Evaluate the conversion of one-way streets, Washington Ave., Fall Hill Ave., and Maury St. back into two-way streets to slow traffic through neighborhood roads and increase pedestrian safety and comfort while maintaining traffic flow and on-street parking.
-  Allow the sections of streets to create more development-friendly blocks with a useful pattern for circulation. Specifics include, Amaret St., Freedom Lane, Race St., and Elm St.

REGULATIONS

-  Establish a maker district to spur redevelopment along the Princess Anne Street and Route 1 corridors promoted and led by a central organization of merchants and creators. 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.
-  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 transfer of development rights program to incentivize the preservation of contributing structures and the protection of floodway.
-  Establish a program to incentivize the creation of affordable housing units.
-  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.
-  Simplify zoning regulations for more compatibility between zoning districts and to ensure uses are compatible with existing patterns within neighborhoods. Reassign residential zoning districts to be more consistent with the pattern of development.
-  Rezone Commercial Shopping Center property to Commercial Highway.
-  Implement the Chesapeake Bay Total Maximum Daily Load Plan, identify and study possible locations for updates, create additional open spaces, create or upgrade required best management practices, and reduce the amount of nutrients in the storm water runoff.

PUBLIC FACILITIES

-  Improve the entry sequence from southbound Route 1 to Princess Anne Street and provide opportunities for gateway improvements at this important entry to the City including way finding, welcome signage, branding opportunities, and a re-purposing of the 1839 kitchen dependency into an entry feature that serves the community.
-  Evaluate a targeted streetscape program to include street lights, pedestrian improvements, and street trees within nodes while gateway elements along corridors will provide an improved entry experience.
-  Maintain and enhance view corridors to the Rappahannock River by emphasizing the connection between the neighborhood and the river with improved pedestrian connections.

 Immediate

 Ongoing

 As Resources Permit

LAND USE