SMALL AREA PLAN FOR NEIGHBORHOOD AREA 7

21 MAY 2019

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NELSON NYGAARD

Surface

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INTRODUCTION

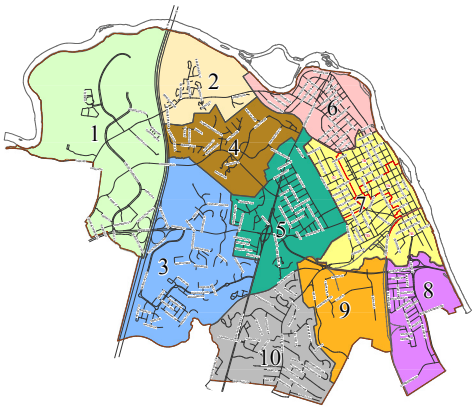
FREDERICKSBURG'S EVOLUTION

The legacy of Fredericksburg's historical significance is carried on through the Downtown. Fredericksburg's situation along the Rappahannock River's fall line is how Fredericksburg has drawn its power literally and politically. It has witnessed colonization, nation-forming, a civil war, and served as a case study for those interested in the building of American towns. The area is equidistant from both Washington and Richmond, which gives the city a unique competitive advantage for urbanization.

What is the Area 7 Small Area Plan?

PURPOSE

In 2016, the City of Fredericksburg began the work to update Fredericksburg's vision for the 21st century. The Small Area Planning process prepares the city's ten individual areas for the future by addressing land use, building form, and character of each area; each plan is preceded by a comprehensive real estate market assessment that guides the market potential and transformation of each. This document constitutes the Small Area Plan for Neighborhood 7; Downtown and the adjacent neighborhoods.



GOALS

An extensive body of literature studying the City of Fredericksburg precedes the work effort. The Small Area Plan for Neighborhood 7 is intended to provide the City of Fredericksburg with a guided framework that seeks to integrate previous planning efforts, develop a clear plan for growth at the appropriate level and in the appropriate places, and result in a revised Comprehensive Plan. To this end, the strategies proposed throughout this document are intended to coordinate land use with issues and challenges of access and mobility, existing and future public space, future development and potential economic impacts. Additionally, the guiding theme of the work effort for the Neighborhood 7 Small Area Plan is to protect and enhance the history of Fredericksburg and its walkable urban environment, especially within the historic core.

PROCESS

The Streetsense team included Nelson Nygaard (transportation engineers from Washington D.C.), Surface 678 (landscape architects from Durham, North Carolina), and Christopher Consultants (civil engineers from Fairfax, Virginia). Throughout the Neighborhood 7 Small Area Planning Process, the Streetsense team and Fredericksburg staff undertook a comprehensive site analysis, which included studying access and mobility circulation systems, transportation systems, and open space networks. Additionally, two critical planning documents, a Transportation Factbook and a Market Analysis were generated as a baseline for understanding the rudimentary forces at play. Diagrams evolved out of this data that were used to inform dialogues with the public, stakeholder interviews, and City staff throughout a series of online surveys and in-person events aimed at soliciting feedback from the community.

The two main community events throughout the planning process were the kick-off meetings and a week-long charrette. Community members, Fredericksburg residents, and other stakeholders were invited to a kick-off workshop to help identify goals and challenges to inform the Neighborhood 7 study; mapping exercises identified what city members believed to be the goals and challenges of the opportunity areas for the Neighborhood to be. These interactive exercises were also deployed online – where survey questions were available for those unable to participate in person.

During the week-long charrette, members of the public were invited to learn about, react to, interact with, and provide feedback on the site diagrams prepared during the site analysis phase by Streetsense, Nelson Nygaard, and Surface consultants. Feedback indicated that people are heavily focused on improving the quality and offerings of the city that they love.

City staff circulated the charrette results and the improved ideas to stakeholder groups, boards, and commissions throughout the report drafting process. The comments and concerns raised through these various groups have heavily informed the evolution of these plans.

OPPORTUNITIES

The recommendations presented in this report acknowledge that Fredericksburg is a **high-quality environment**. Neighborhood 7 represents the quintessential historic fabric; it is supported by a grid system of roads, a dense mixed-use core, surrounding small-lot, single-family residential neighborhoods; and presents an urban lifestyle. The assets that bring the Fredericksburg community together, such as the Rappahannock Riverfront and the historic shopping district, make Fredericksburg a great place to live, play, visit, and work. To this end, there is the potential danger of "too much intervention" within an extraordinary place like Neighborhood 7. Rather, the variety of open space and residential typologies brings a diverse, unique presence to the area that has evolved since 1728, proving Fredericksburg's built environment is **a resilient one that is well-poised for growth.**

Together with the market assessment, thorough site analysis, and considerable community input through community meetings, public charrette, stakeholder meetings, and online survey results, the Fredericksburg Neighborhood 7 team derived an upgrade strategy focused on elevating the assets of Neighborhood 7. The market analysis and the planning process reveal that upgrades to Fredericksburg Neighborhood 7's assets will enhance the city's character and position it for coming growth. As a result, the main guiding theme of this planning document is to **upgrade these assets** to their best condition:

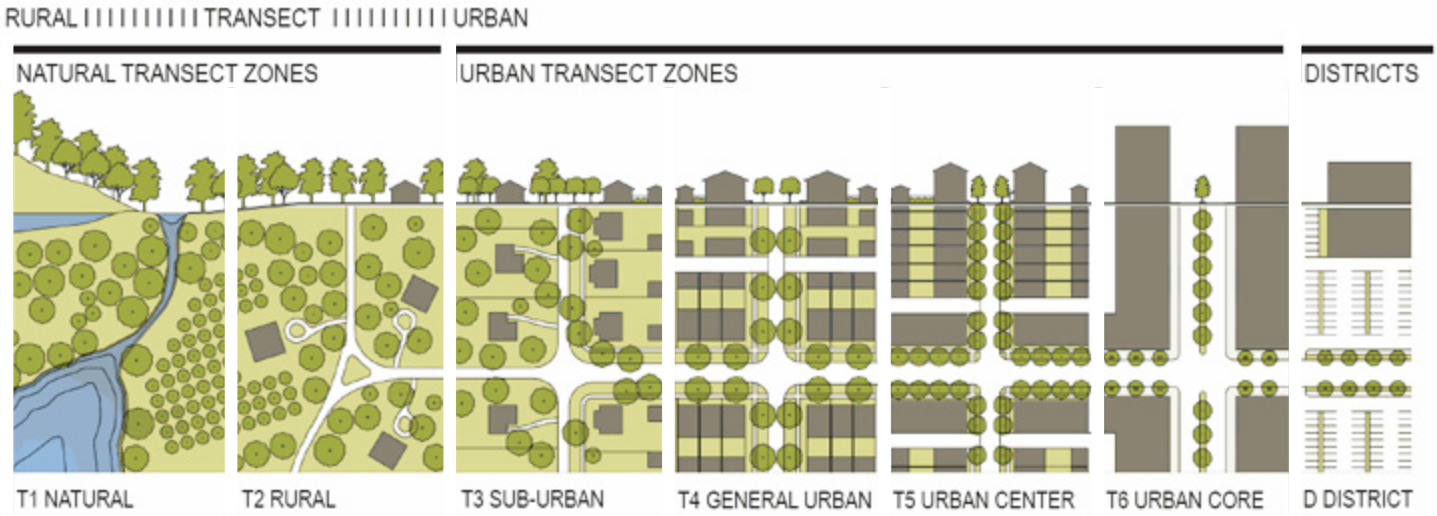
- health and longevity of the **historic** core;
- **riverfront**;
- addition of and access to **high speed rail** within the district;
- **retail priority for the William/Caroline** corridors;
- **walkability and bikeability** of Neighborhood 7's streets;
- availability, variety, and longevity of the **residential building stock**;
- expanse, variety, and opportunity for **open space** within Neighborhood 7;
- and continued expansion of the City's **walkable urban places**.

TRANSECT

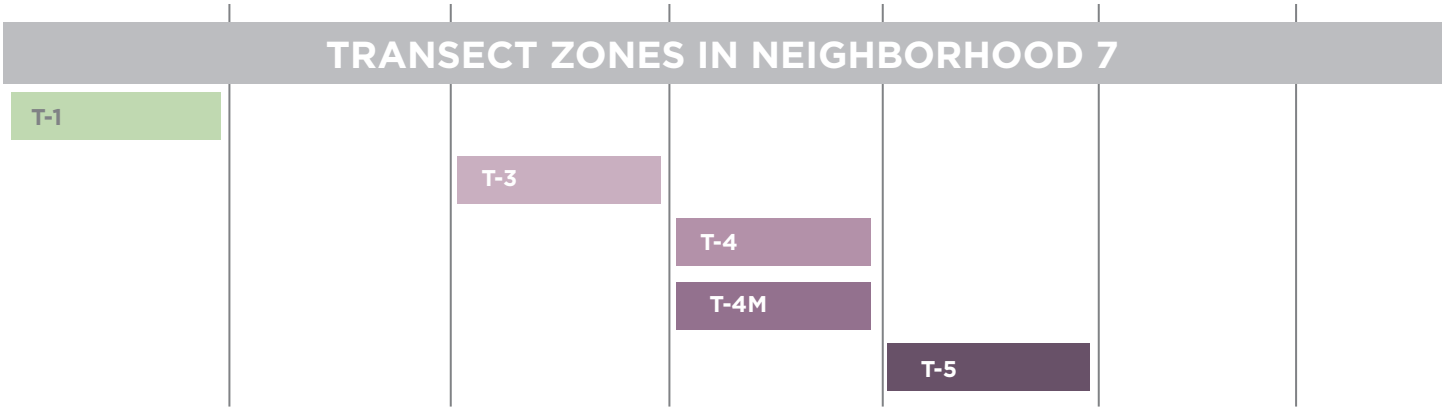
WHAT IS THE TRANSECT?

The diagram below denotes the Transect, an organizing framework used by planners to demonstrate the character of our physical environment. It is based upon the original organizing tool used by biologists to explain the natural biological phenomenon of habitat formation. Within the context of human settlement, the Transect is a framework that identifies a range of habitats, from the most natural to the most urban. Its continuum, when subdivided, lends itself to the creation of zoning categories.

These categories include standards, which focus on form as the principal gauge of permitted intensity. As such, they permit diversity similar to that of organically evolved settlements. The standards overlap, reflecting the successional ecotones of natural and human communities. This Transect integrates environmental and zoning methodologies, enabling environmentalists to assess the design of social habitats from their perspective and, likewise, urbanists to support the viability of natural ones. The Transect zones help to codify similarities in the built environment and direct more seamless transitions from one zone to another.

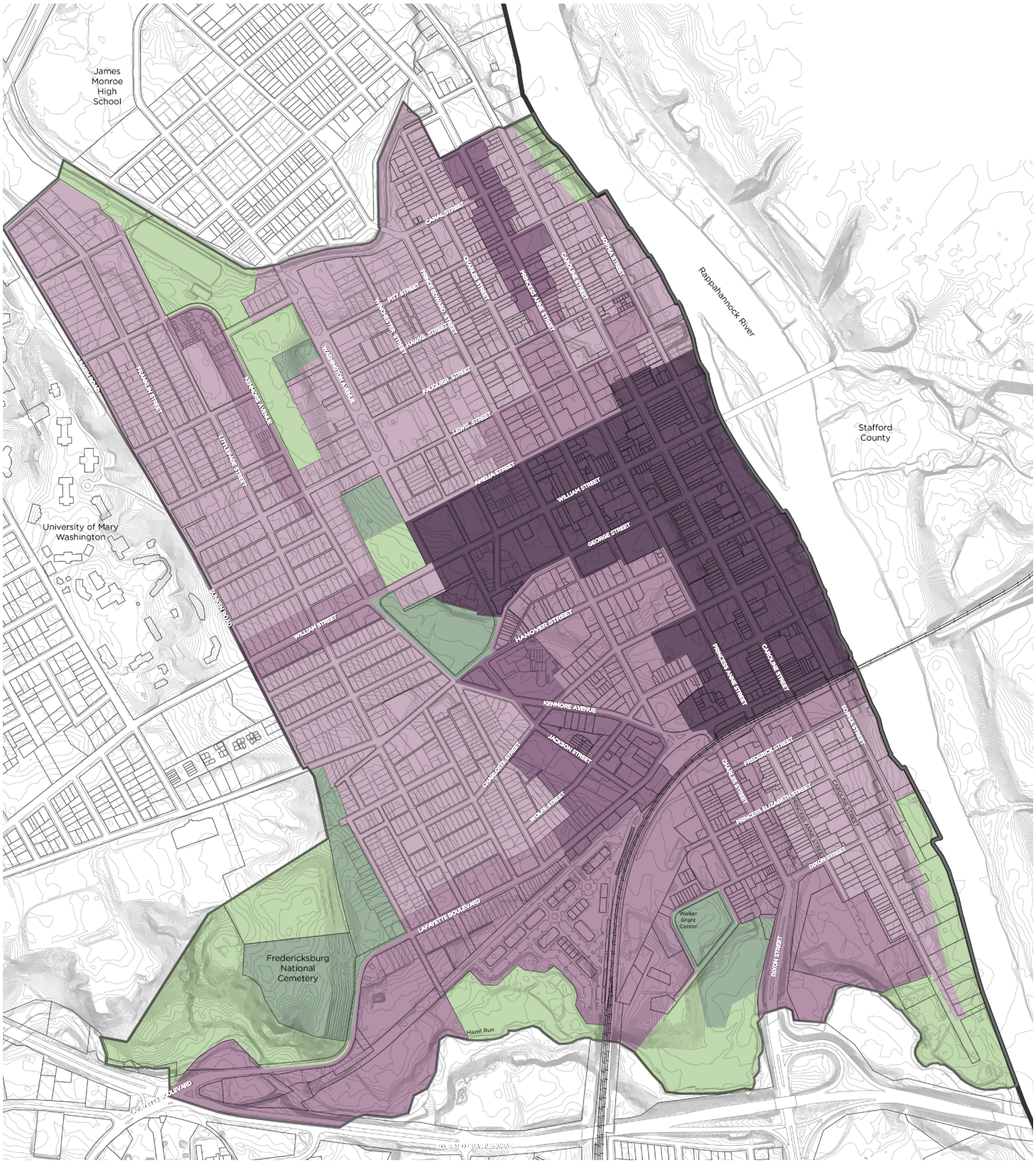


This chart indicates how the Transect is calibrated specifically to Fredericksburg's Small Area 7. Defining these locally-specific Transect Zones, the rules are descriptive and predictive; they prescribe the size, type and character of future infill and redevelopment efforts that will occur through the process of revitalization and strategic infill. With a few notable exceptions, property in Area 7 is largely built out today.



NEIGHBORHOOD AREA 7

TRANSECT MAP



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Transect Zones

The transect categories are representative of the typical urban character of each designated area. The classification system and general descriptions on this page apply throughout the City. These classifications are both descriptive of the existing urban fabric and also prescriptive of how any change or modification of existing land use should occur.

On the following pages, each zone within the Transect is identified by its specific traits of general urban 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.

T-1	Preserved or planned open space.
Civic	Civic structures or public open space zone consists of areas greater than one acre with structures, monuments, or cemeteries that have significant cultural identity. Smaller parcels that contain civic structures, like City Hall, are incorporated into the transect when they reflect a general pattern or character of development.
T-3	Sub-Urban Zone consists of primarily low-to-medium-density residential areas with some opportunity for semi-detached and accessory homes 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-5	Core Zone consists of the highest density in a vertical and horizontal mix of uses accommodating dining, entertainment, retail, office, mixed-use, multi-family, and attached housing. Setbacks are minimal and landscaping defines the public realm. A tight network of streets with curbs define an enhanced pedestrian environment of regular blocks.

Additional Transect categories have been developed to provide guidance for specific innovation/maker districts.

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.

TRANSECT MAP

Civic Transect Zone

Civic

This Civic Zone consists of public space and civic structures. The Civic Zone designation is focused on recognizing sites that include public institutions. 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 only. Civic structures and spaces such as City Hall or Market Square that occupy parcels less than one acre in size are included within their adjacent Transect Zone. This Transect should be expressed through a new "public, recreational, open-space, and environmental (PROSE)" zoning district.

CHARACTER Civic institutions of varying scales and building types

BUILDING TYPE Civic

FRONTAGE Park

COMMERCIAL ACTIVITY None

PEDESTRIAN ACTIVITY Moderate

BUILDING HEIGHT 1 -3 story maximum

PUBLIC SPACE Schoolyards, Parks, and Squares

USE Civic Use; Public Activities

T1 Preserved Open Space Transect Zone

T-1

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 includes open spaces that are on parcels greater than one acre in size. This Transect should be expressed through a new "public, recreational, open-space, and environmental (PROSE)" zoning district.

CHARACTER Natural environment, naturalistic plantings, and reserved riparian corridors

BUILDING TYPE Limited out buildings permitted

FRONTAGE Park

COMMERCIAL ACTIVITY None

PEDESTRIAN ACTIVITY Moderate

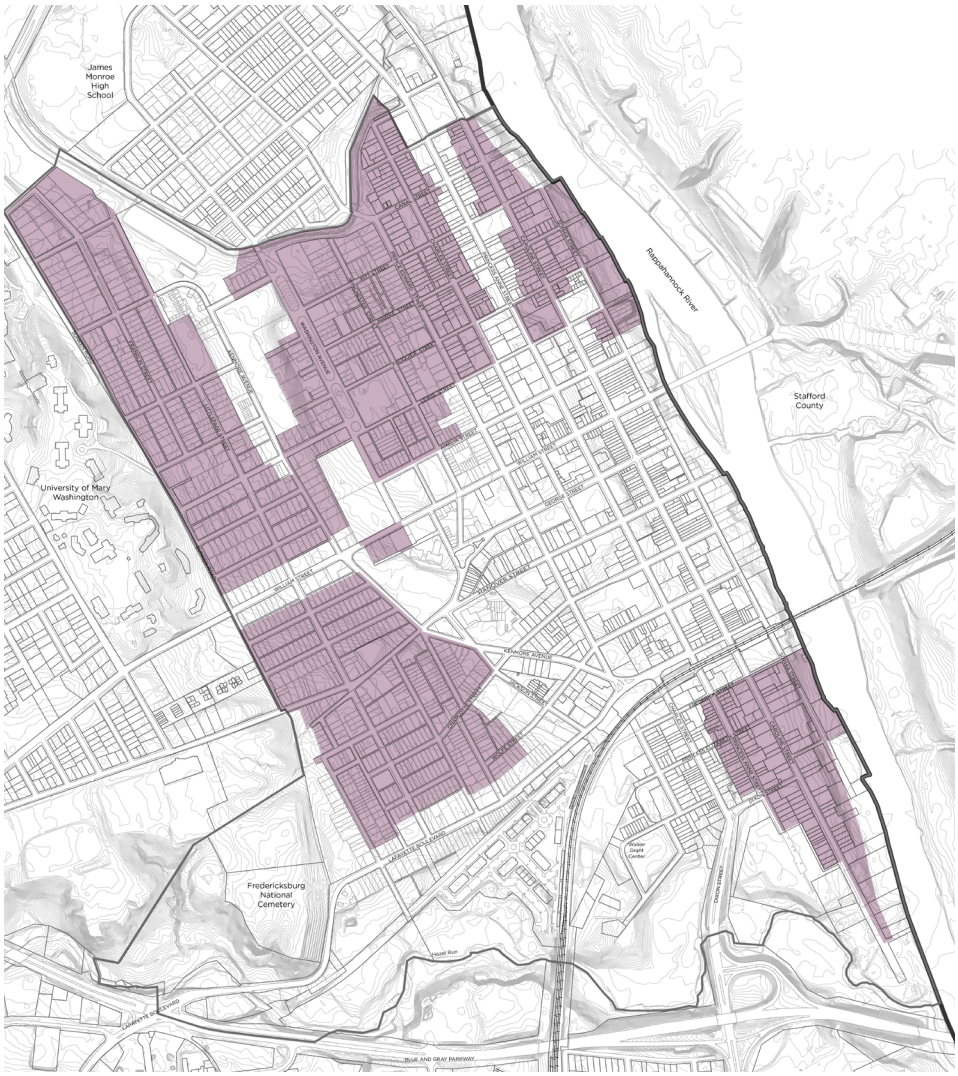
BUILDING HEIGHT 1 story maximum

PUBLIC SPACE Parks, Greenways, and Historic Cemeteries

USE Active and Passive Recreation only

NEIGHBORHOOD AREA 7

TRANSECT MAP



T-3 Sub-Urban Transect Zone

T-3

This T-3 Zone currently consists of a mix of residential uses compatible in form and scale to single family homes, and very limited ground floor commercial* use. Infill and redevelopment opportunities are limited to the intended mix of types. Improvements are focused on enhancing connectivity to other zones and in ensuring appropriate transitions to more intense zones. This Transect is characterized as up to 4-8 units per acre and up to 0.5 commercial floor area ratio (FAR). This Transect Zone is expressed through the R-4 and R-8 zoning districts.

CHARACTER Lightly mixed home types in sub-urban neighborhoods with emphasis on single family homes

BUILDING TYPE Single-family detached, semi-detached, and attached homes, live/work units* and neighborhood commercial uses are appropriate where consistent with neighborhood patterns

FRONTAGE Typically modest setbacks - often including front yards occupied by porches

COMMERCIAL ACTIVITY Minimal

PEDESTRIAN ACTIVITY Moderate

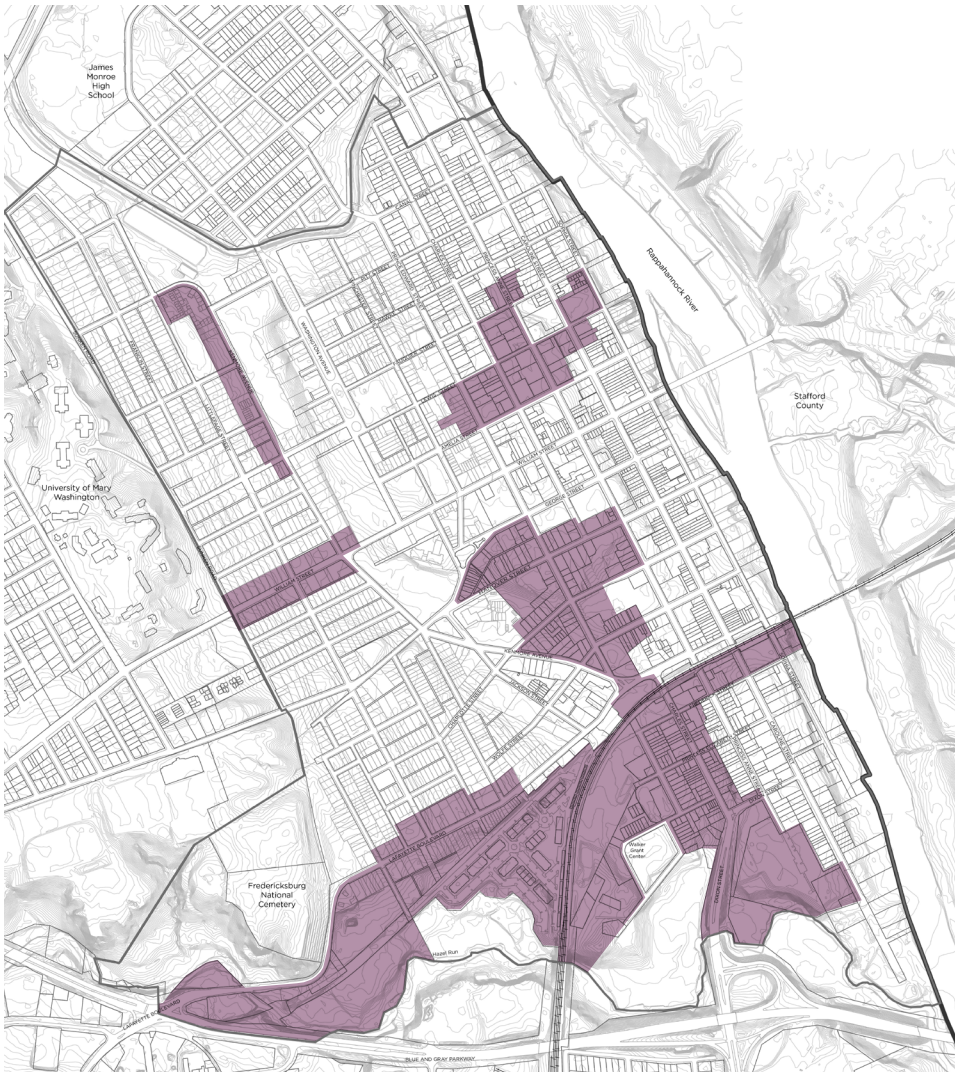
BUILDING HEIGHT 1 - 3 story maximum

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

USE Predominantly Residential

*Home occupation, office, live/work, or neighborhood commercial where approved by underlying zone.

T-4 General-Urban Transect Zone



T-4

This T-4 Zone currently consists of a mix of uses with a range of use types including commercial, mixed-density residential, and some vertical mixed-use. Improvements are focused on encouraging development, infill, and redevelopment to conform to a sustainable, integrated and walkable pattern. The pedestrian realm should be maximized and, where feasible, existing asphalt may be converted into streetscapes and formal open spaces.

This Transect is characterized as up to 8-16 units per acre with a commercial floor area ratio (FAR) of up to 0.5 - 1.0. A patchwork of zoning in these areas exists and the districts should be consolidated but this Transect Zone is often expressed through R-8 or C-T zoning district. C-T should be modified to be more compatible with residential and commercial development patterns by permitting transitional areas between 12-16 units per acre and transitional commercial uses. Existing areas of intensity may remain in the C-D zoning district.

CHARACTER Mix of uses at the ground level, mostly residential above, and adjacent in an urban form

BUILDING TYPE Commercial buildings, multi-story mixed-use buildings as well as attached and multifamily residential buildings permitted

FRONTAGE No setbacks required - buildings should shape public realm

COMMERCIAL ACTIVITY Medium to High

PEDESTRIAN ACTIVITY Medium to High

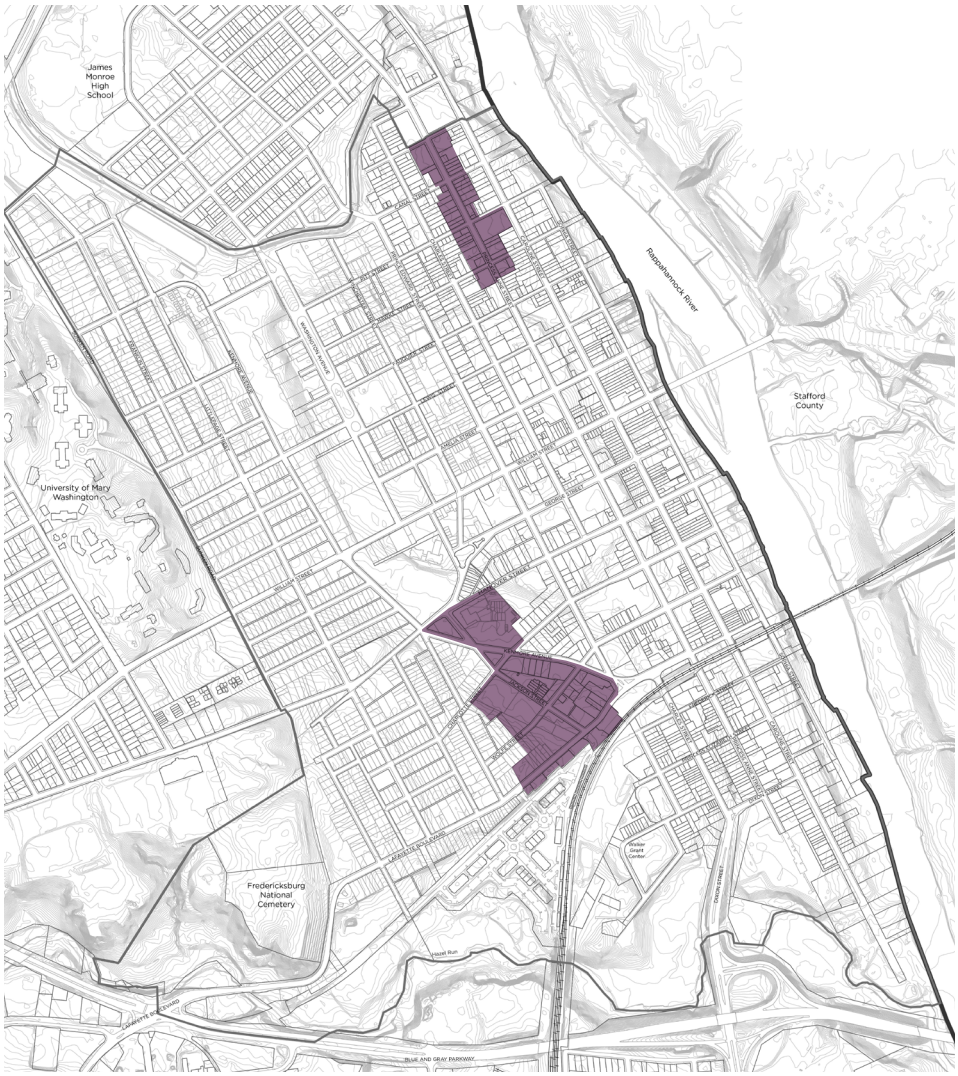
BUILDING HEIGHT 1-3 stories with 4 stories appropriate under special review; with taller buildings transitioning to lower buildings at borders of the T-3 zone

PUBLIC SPACE Streets, Squares, Greens, and Plazas

USE Mixed Commercial and Residential

NEIGHBORHOOD AREA 7

TRANSECT MAP



T-4M Creative Maker District Transect Zone

T-4M

T-4M Zones consist of a horizontal mix of uses, with a range of commercial property types, and mixed-density residential.

The Canal Quarter is an extension of the Maker District located north of the Rappahannock Canal in Neighborhood Area 6. The District consists of small-to-medium scale businesses next to and interspersed among smaller single family homes within this corridor.

The Jackson + Wolfe Warehouse District is made up of historic structures originally designed for warehouse and production uses. A variety of the buildings within the T-4M are historic or designed for the incorporation of machinery, and the adaptive reuse of these structures is a priority.

The pedestrian realm in the T-4M zones should be maximized and, where feasible, existing asphalt may be converted into streetscapes and formal open spaces.

This Transect is characterized as up to 8-16 units per acre and up to 1-1.5 commercial floor area ratio (FAR). This Transect Zone should be expressed through a new Creator Maker Zoning District.

CHARACTER Existing early industrial, and mid-century highway commercial structures prime for innovative, adaptive reuse into mixed-use, light industrial, and creative commercial enterprise.

BUILDING TYPE Building types are reflective of building use

FRONTAGE No setbacks - juxtaposition of existing buildings creates opportunities for infill buildings of like/similar style

COMMERCIAL ACTIVITY High - Production and Sales

BUILDING HEIGHT 1-3 stories with 4 stories appropriate under special review; with taller buildings transitioning to lower buildings at borders of the T-3 zone

PEDESTRIAN ACTIVITY High

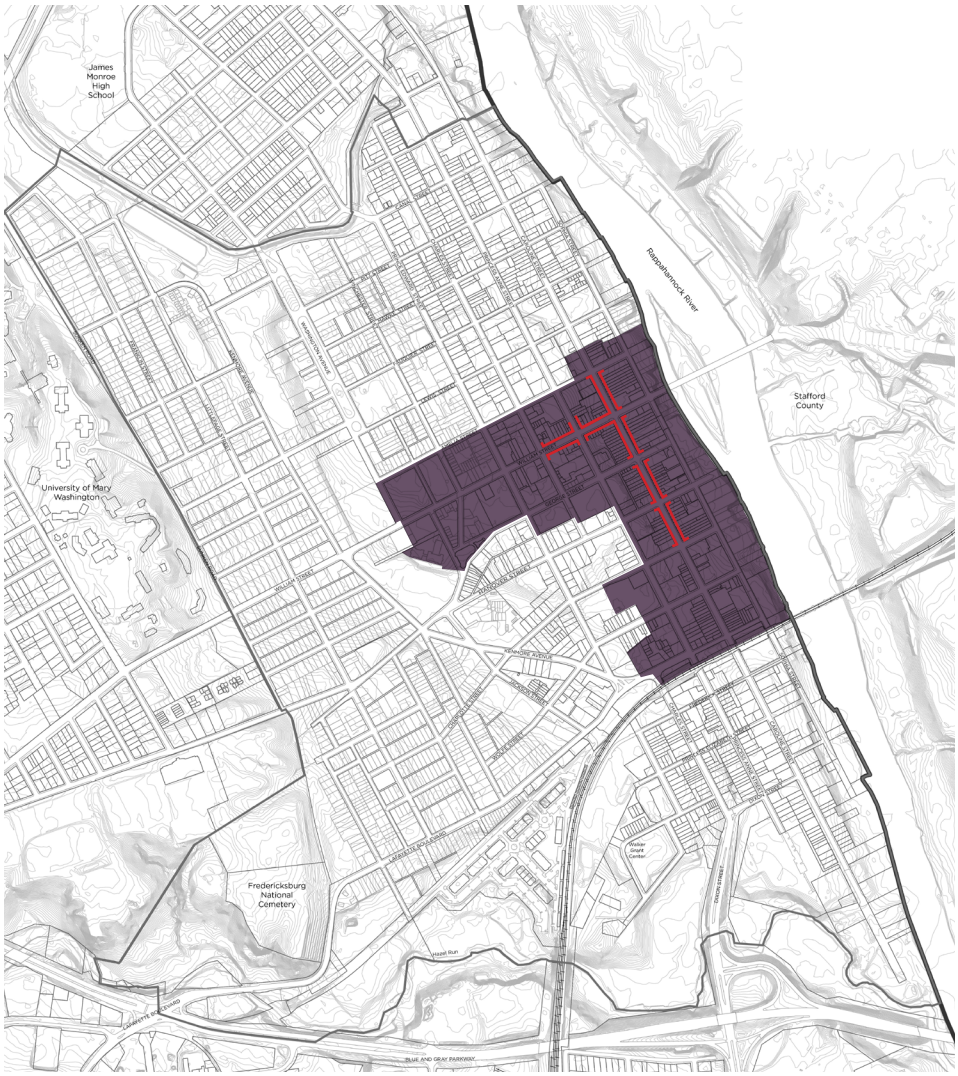
PUBLIC SPACE Plazas, Squares, Greens, and Parks

USE Creative Commercial, Mixed Residential, Cultural, Entertainment, and Production opportunities

T-5 Urban Transect Zone

T-5

Retail Priority Area



The T-5 Zone identifies Fredericksburg's Downtown commercial core. The core contains a healthy mix of horizontal and vertically mixed-use buildings, densely developed blocks with little or no setbacks, continuously busy sidewalks, and a variety of housing opportunities.

The Retail Priority Area is the heart of historic Fredericksburg's commercial legacy. The Priority Area is designated within T-5 to identify the blocks where targeted efforts to promote and retain true retail frontage should occur.

The form of development should control the intensity of use in this Transect. The T-5 Transect is characterized by up to 36 units per acre by-right with more than 36 units per acre appropriate under special review. A commercial floor area ratio (FAR) of up to 3.0 is appropriate. This Transect Zone should be expressed through the Commercial Downtown zoning district.

The pedestrian realm should be maximized and, where feasible, existing asphalt may be converted into streetscapes and formal open spaces.

CHARACTER Vibrant and walkable because of concentrated retail and commercial ground plane. Housing variety will further enhance viability and commercial activity.

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

FRONTAGE No Setbacks

COMMERCIAL ACTIVITY High

PEDESTRIAN ACTIVITY High

BUILDING HEIGHT 2 - 4 stories

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

USE Residential, Cultural, Entertainment, and Mixed-use but predominately Commercial on the ground floor

HOUSING STRATEGIES

Transect Zones - by Building Type Matrix

The transect map offers a solution for Downtown organization. Its application in terms of residential housing types in each zone is diagramed below:

Civic Zones and T-1 (Natural) Zones are not included in this table, as they do not permit residential use.

Residential Supply Within Area 7

Fredericksburg's long history has resulted in a highly varied housing supply in Neighborhood Area 7 that is the result of several developmental phases. Fredericksburg's Neighborhood 7 benefits from this diverse set of housing styles. For example, residential-appropriate spaces above storefronts along Caroline Street that would be highly desirable, but unlikely to develop today because of policy restrictions. Today this condition of housing variety is referred to as Missing Middle Housing: a description that acknowledges that many of today's planning policies have led to the development of monoculture style housing patterns. These patterns often create a segmented type of housing permitting only either single family or high-density residential multifamily buildings and encouraging lot aggregation and suburban garden apartment-type buildings.

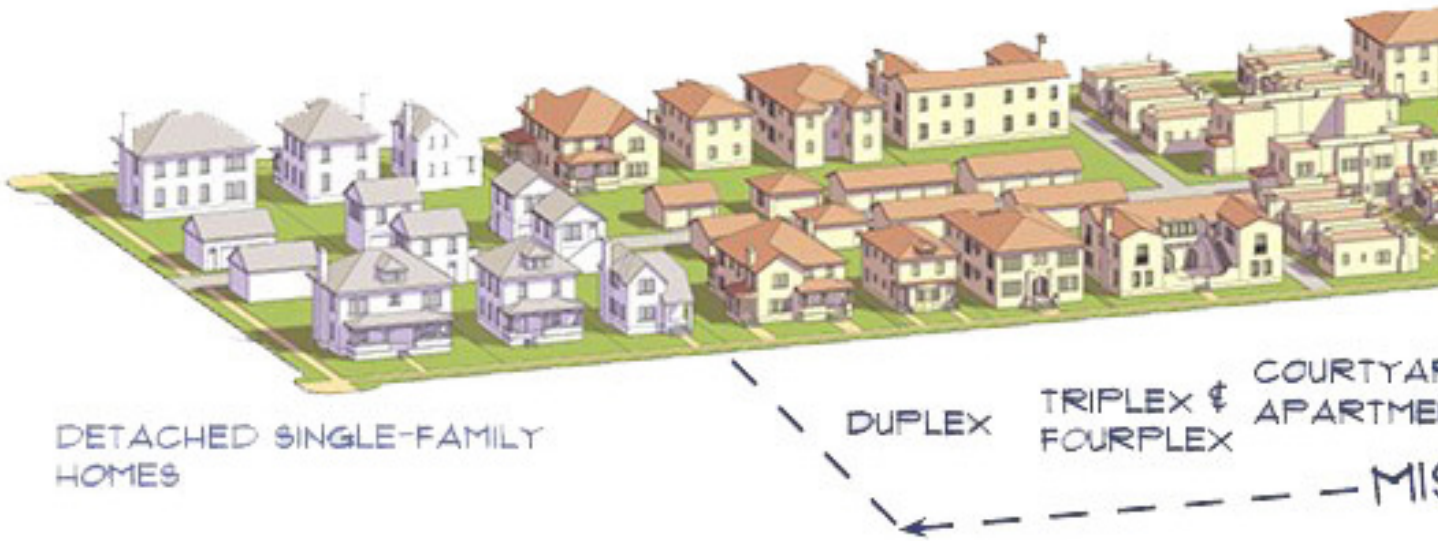
The naturally occurring housing stock in Fredericksburg accommodates different lifestyles, preferences, and tastes. Yet, the dominant housing structure style in Neighborhood 7 is still a Single Family Detached Home. Many of the smaller, multi-tenant buildings in Neighborhood 7 fit well into the neighborhood fabric of Downtown while providing the benefit of increased density. While these housing types do exist with reasonable regularity, residents responding to the project survey suggested that there are not enough affordable housing options in Area 7 available to the people who need them. Participants of the Downtown Fredericksburg Fall 2018 Charrette endorsed the current diversity of housing types within Area 7 and also expressed a sincere desire for more.

This demand reflects nationwide trends for amenity-rich, walkable living as well as underlying code restrictions. While many homeowners in Neighborhood 7 have space that can accommodate additional residents, these actions are not allowed under the current zoning code. The resulting effect is a loss of prospective Fredericksburg residents, especially the family of property owners, and an inability to achieve the full value of the property. This disincentive can contribute to "demolition by neglect" both in the structures themselves as well as adjacent commercial uses, which is already a risk for Cities that have an aging housing supply.

To this end, aligning the policies that enhance and allow the activation of these spaces should be pursued. Neighborhood 7 could benefit from allowing (or incentivizing) practices that promote adaptive reuse and increased residential density (a natural effect of Missing Middle housing). Practices include legalizing Accessory Dwelling Units, permitting infill duplexes, triplexes, and quadplexes, and permitting upper level residential in vertically mixed-use buildings. This type of infill housing should be encouraged but policy makers should not lose sight of the fact that modern financing of new construction often requires an "economy of scale" in unit number to obtain affordability. Higher density residential is particularly desirable to retailers, as adjacency to a dense population creates built-in customers. Additionally, this condition offers current residents of the City of Fredericksburg alternative, highly desirable locations to live, protecting against out-migration. New, creative regulations are required; outdated policies need to be reconsidered.

The following pages of the Residential Housing section, discuss and propose policies to enhance the Neighborhood 7 residential stock and preliminary efforts to map and identify existing Missing Middle Housing.

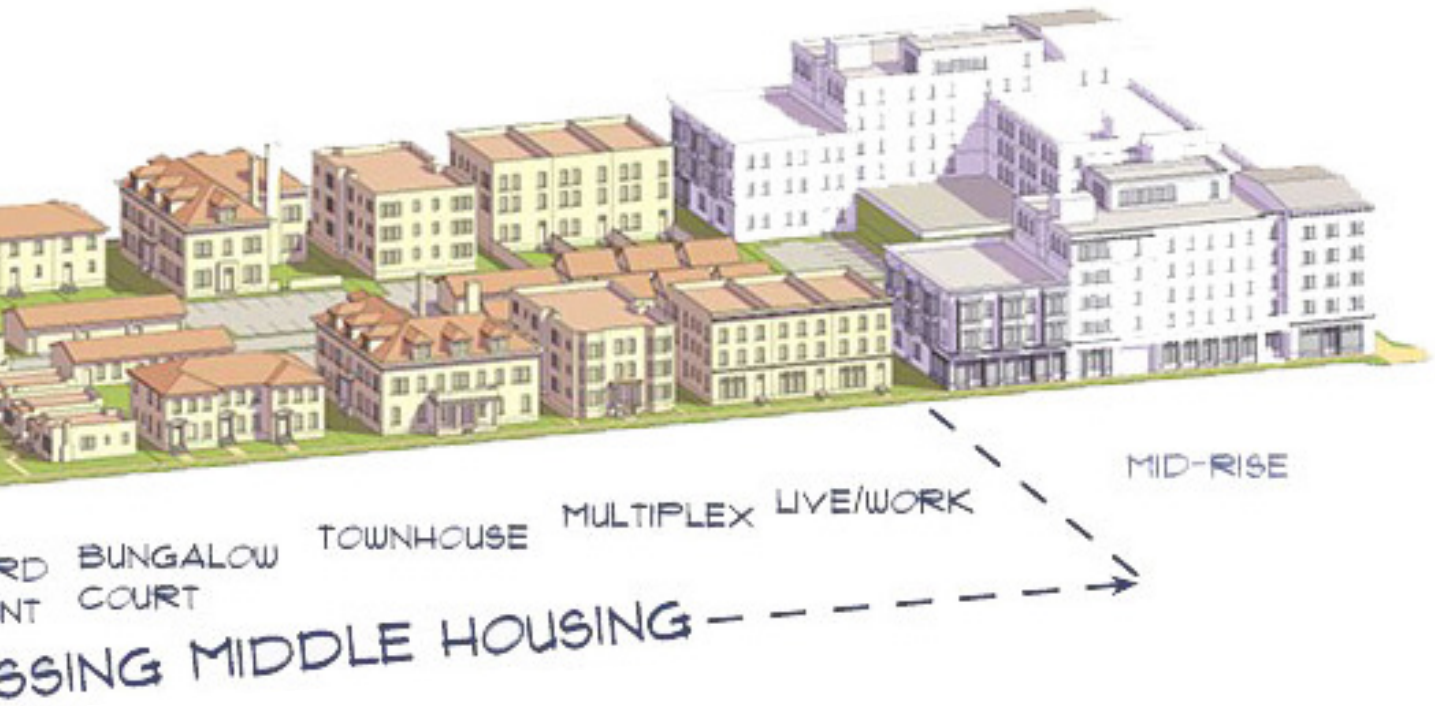
HOUSING STRATEGIES



The Value of Residential Diversity

Missing Middle housing cannot be effectively regulated by conventional land-use and density-based zoning. These building types often have medium to high densities, excluding them from the single-family use zone. However, their small footprints with lower heights do not match the typical standards of multifamily use zones.

Density-based zoning districts cannot allow the blended densities that are typically inherent in neighborhoods where Missing Middle Housing exists. The Missing Middle types have compatible forms, but often vary dramatically in their densities. For example, a bungalow court can have densities of up to 35 dwelling units per acre even though buildings are one story tall and the size of each cottage is only 25 by 30 feet. If a zoning district sets a maximum density of 8 dwelling units per acre it would not allow the bungalow court type, but if the zoning district has a maximum density of 35 dwelling units per acre with few or no additional form standards every builder/developer will max out a lot with a large, out-of-scale apartment building. In these medium density zone districts, as the lots get larger, buildings typically get larger as opposed to a form-based approach that would require multiple smaller buildings once a lot reaches a certain size (frontage width in particular).



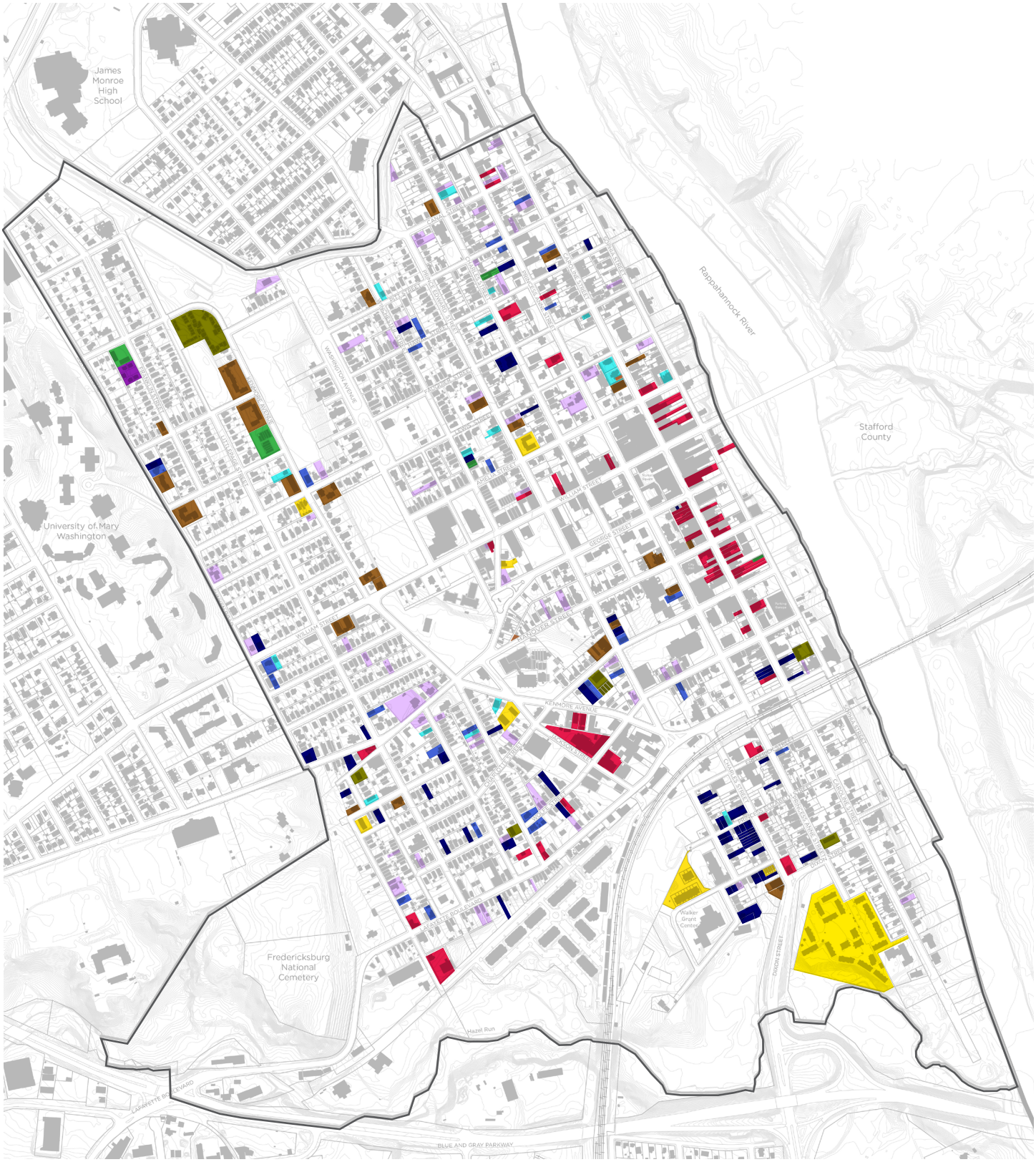
In addition, density-based zoning treats all units the same regardless of size. This means that a 7,000 square foot unit is seen as the same as a 600 square foot unit in terms of density calculations, parking requirements, and other requirements such as open space, thus discouraging smaller units, which is exactly what potential residents need and want.

Nevertheless, there are opportunities for Fredericksburg to increase its potential for missing middle housing within Area 7. Enabling legal conversions of garage units and apartments above shops on Caroline Street are examples of potential increases without new construction. These are ways to increase density and provide additional diversity of housing offerings within Downtown.

Alternatives include the exploration of an Accessory Dwelling Unit ordinance, using Building Type form standards in the T-4, T-4M, and T-5 transects rather than “density” standards, and legalization of the historic Downtown patterns of development described above.

NEIGHBORHOOD AREA 7

HOUSING STRATEGIES



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Current Residential Typologies in Area 7

The Missing Middle Neighborhood Inventory's housing types are mapped to the left, and defined below:

Single Family Court Single family courts arrange single family residential buildings on a shared or commonly accessible centralized courtyard. This arrangement increases the density of traditional single family homes, often with compromises to parking in exchange for open space.

Townhomes Townhomes are traditionally two-story row homes on their own lots with attached neighboring units on both sides. Townhomes can be street facing, share a courtyard or open space or share adjacency with a parking lot.

Mixed-Use Residential Mixed-use buildings blend residential land use with commercial, cultural, institutional, or entertainment uses. Mixed use buildings can be considered Missing Middle housing and are often used in transition between uses or to increase density.

Multifamily (apartment and condominium) Multifamily buildings operate self-contained residential units, either apartments rented out, condominiums owned by residents who share ownership of public spaces or co-ops where the tenants are shareholders of a multi-unit building.

Accessory Dwelling Units (ADU) Accessory Dwelling Units (ADU) are typically smaller units that share the building lot of a larger, primary house. These are commonly referred to as in-law suites, granny flats, and carriage houses and occur within the main house or above/within a garage.

Duplexes (semi-detached) Duplexes can be occupied by two household units (family or non-family). Duplexes are single-structure buildings with two separate living spaces that share a wall, each equipped with their own respective entrances. Duplexes may be designed side-by-side or they are stacked.

Triplexes (semi-detached) Triplexes, like duplexes, are residential buildings that can be occupied by three household units (family or non-family). Typically occupying a larger footprint, these medium sized structures have three separate entrances for three separate living spaces.

Quadplexes (semi-detached) Quadplexes are a type of medium-sized residential structure with interior common walls that can be occupied by four household units (family or non-family). These structures are often designed with a shared entry with two units above two units, but the design can vary.

This map is the result of efforts to identify housing types in Neighborhood 7 to continue informing relevant policy as appropriate.

Missing Middle Legend:

- Single Family - Court
- Accessory Dwelling Unit (ADU)
- Duplex
- Triplex
- Quadplex
- Townhome - Court
- Townhome - Parking Lot
- Townhome - Street
- Apartment
- Mixed-Use Building

HISTORIC PRESERVATION

Preservation Strategies

The preservation of historic resources is a central theme of the plan and can be understood as a fundamental guiding philosophy for the policies and strategies presented. Each of the upgrade strategies focuses on the protection and celebration of Fredericksburg's historic character, whether by enhancing access to the city's historic riverfront, encouraging the adaptive reuse of older buildings, or encouraging safe access into and across the historic core. The role of historic properties in the character of Area 7 is celebrated, but a variety of methods should be used to recognize these resources and increase access to tools for their preservation. Additional preservation strategies recommended include:

Adaptive Reuse: Historic structures exist throughout Area 7 and are integral to the city's historic character, though many of these are not located in the local Historic District overlay. The adaptive reuse of these buildings is encouraged by transect-based policies, especially in the T-5, T-4M transects, and in the William Street, Princess Anne Street and Lafayette Boulevard corridors. The reuse of historic structures should be incentivized through increased density and transfer of development rights, where appropriate.

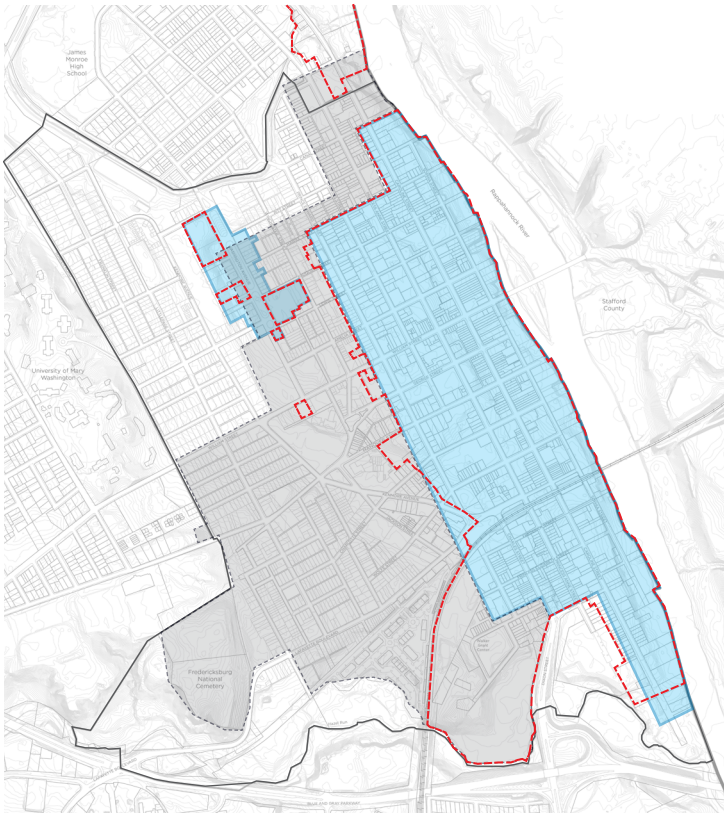
Form-Based Design: Within the T-5 transect, there is a conflict between existing historic patterns of development and modern density-based zoning. Historic buildings often exceed required density rules rendering them illegal under current codes. The form of the building as regulated by the Architectural Review Board should regulate the intensity of the land use rather than an artificial density number. Along Lafayette Boulevard and Princess Anne Street, evolving design guidelines into form based codes is one strategy to more clearly require infill development and redevelopment to fit into established architectural and development patterns. Additional form-based design components should be developed for the T-4M zone focusing on character-defining features and form.

Historic Property Maintenance: In order to reduce the incidence of demolition-by-neglect, property maintenance enforcement should be targeted to Downtown historic structures to ensure that these highly significant places are not lost. Additionally, use of the Virginia Rehabilitation Code encourages building-specific solutions during adaptive reuse projects to help buildings come back into use rather than remain vacant. Re-staffing the City's Rental Inspection Program will also counter-act demolition by neglect. Expansion of the City's rehabilitation tax exemption program could facilitate residential and commercial renovation projects. Expanding the offerings for façade grants and building loans will assist owners in completing necessary maintenance and repairs.

Archaeological Protection: The City is establishing an archaeology ordinance and program. Fredericksburg's historic record will continue to expand as the archaeological ordinance is implemented and investigations occur as a component of land development projects. From the prehistoric period to the recent past, this growing body of knowledge will continue to distinguish Fredericksburg as a distinctive place.

District Recognition:

- National Register District - The existing National Register District was established in 1971 and the local Old and Historic Fredericksburg Overlay District was established in 1972. National Register District designation provides for recognition of historic character and the use of incentives for rehabilitation. It is not a regulatory tool. The National Register District is proposed to be expanded to create access to Federal and State tax incentives for property owners.
- Neighborhood Districts - With neighborhood support, conservation districts and pattern books can be created and implemented in neighborhood areas to encourage the use of best practices in preservation design.
- Historic Corridors - Properties on the Lafayette Boulevard, William Street, and Princess Anne Street corridors should be added to the local inventory of historic structures to make them eligible for incentives when being adaptively reused.



Historic Districts

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

Potential expansion of the National Register District will enable more property owners to qualify for preservation tax credits.

Upgrade Strategies

Area 7 is well served and connected within the City by a rich, gridded network of streets that inspire walkability; a rich history; a vital and expanding Downtown; an active train station with access to high speed rail service; an extensive waterfront; and a popular trail network. Even with this list of substantial assets, the heart of Fredericksburg poses challenges to residents and leadership. This central core is the City's crown jewel. Its multifaceted history sets the tone, defines the character, and is a large part of what makes Fredericksburg Fredericksburg. For many visitors to the city, Downtown is the setting for their experience here in the region. For the rest of us, Fredericksburg is home. The city's leadership must balance these priorities as they review the following recommendations and plan for the future.

The next section of this report is a series of Upgrade Strategies. The strategies map illustrated recommendations, improvements, or modifications that should be undertaken to upgrade livability in each section of Neighborhood Area 7. When combined, the Upgrade Strategy considers Small Area 7 as a whole, and helps city officials and residents understand the spatial organization of existing systems, the potential of existing urban fabric, and the opportunities presented when the two intersect. The following recommendations have been developed and are organized into the following categories: Open Space, Access and Mobility, and Placemaking Upgrades.

Strategies to update and improve Area 7's abundant and diverse open spaces

- Activate the City's historic Riverfront to enhance both visitor and resident experiences
- Identify, link, and expand Area 7's Uplands Open Space Network
- Optimize Upland parks and other open space types for all users
- Clean storm water through environmental facilities prior to discharge into the Rappahannock River

Strategies to improve Area 7's access and mobility

- Evolve bicycle and pedestrian corridors to and through Area 7
- Link and develop pedestrian places
- Connect trains, transit, and car storage to maximize the efficiency of each system
- Improve roadway circulation in appropriate locations to reduce travel speeds and enhance access

Strategies focused on the upgrading the City's emerging walkable urban places

- Plan for addition of high speed rail, expanded train station, and transit oriented development in the Train Station District
- Encourage the continued evolution of the William Street District
- Foster adaptive reuse and the creative economy in the Canal Quarter and Jackson + Wolfe Warehouse Maker Districts
- Improve pedestrian access and circulation in and around Lafayette Boulevard

NEIGHBORHOOD AREA 7

OPEN SPACE

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Open Space

The City's urban core is also home to a complex network of open spaces. The open spaces are used by a variety of people in a variety of ways. Residents, the regional population, and visitors to the City all are drawn to Fredericksburg's wealth of existing open spaces. The open space strategy for Area 7 is to upgrade these spaces in ways that enhance the experiences of all different types of users.

The current variety of open spaces – natural areas, man-made parks, trails, and squares - all contribute to the livability, vibrancy, and overall appeal of Area 7. Adding to and upgrading these spaces, and providing connections between them form the foundation of a cohesive strategy that elevates the quality of outdoor experience in Area 7.

Our investigations and discussions with the community led to an upgrade strategy for the open spaces in Area 7 based around four main goals: to activate the City's historic and hidden waterfront; to integrate and connect existing open space systems; to build upon a rich legacy of green space; and to elevate and improve the pedestrian realm; and to use environmental facilities to enhance City stewardship of our natural systems. Toward that end, four area-wide interventions are listed here and described in order on the pages that follow:

Riverfront Open Space Network: Activate the Riverfront Open Space Network through a multi-faceted activation strategy to improve visibility, accessibility, and utility of the City's Historic Riverfront. Implement a bankside trail, artisan beacons, and improved water access. Leverage the Riverfront as an asset that distinguishes Fredericksburg from other Cities, shopping districts, and destinations, as a place to interact with nature. Elevate the Riverfront because everything in Fredericksburg begins with the river.

Uplands Open Space Network: Recognize and link the considerable network of diverse parks and open spaces across Area 7. These open spaces provide a variety of experience and programming opportunities for the residents and visitors to the Downtown. Identify ways to weave this collection of parks into a cohesive system. The links should be greenways or enhanced streetscapes punctuated by public art, historical interpretation, and monumentation. Recognize these linkages and name them to help define their role, their primary user groups, and their upgrade requirements. Explore opportunities to expand the network.

Optimizing Open Spaces: Consider the potential of each existing open space - large to small / formal to informal - within Area 7. Identify the elements of a great park and compile a list focused on the optimization of each space and a hierarchy of needs, urgency, and type. A formal Parks Master Plan, completed in the near future, should continue to build upon the work of identifying and enhancing open spaces, and create a holistic strategy to incorporate programming and activities across the full breadth of open space offerings.

Environmental Facilities: Identify at a high level the potential storm water management, water quality, and flood control measures that the City should upgrade to meet local, regional, statewide and federal goals for water quality and storm-water management. Advance this mapping via a Total Maximum Daily Load Action Plan and other engineering studies.

NEIGHBORHOOD AREA 7

OPEN SPACE

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Riverfront Activation

Native Americans and early colonial settlers obtained economic and cultural richness directly from the Rappahannock River. The fact that, over time, roads and rails have replaced the River as the primary connection to the rest of the country has not curbed the desire of increasingly large volumes of people for walkable, water amenity-based living. Additionally, visits to the City can be amplified by connecting tourists to an active vibrant Riverfront.

Riverfront activation begins with a multi-level system of interactive opportunities along the Downtown waterfront. This incremental approach builds upon a base of the City's existing infrastructure (road framework, sidewalks, bridges, city parks), provides easy access, and draws residents, visitors, and community members to the Riverfront. Once there, visitors will be greeted with framed views to the Rappahannock; programmed open spaces that vary in intensity, and appeal to a variety of user groups; and a handful of ways to engage the water itself.

This broad activation involves an incremental strategy to provide a solid starting point without requiring significant initial public outlay. It also allows further expansion over time. Beacons (indentifiable markers along the waterfront) attract interest and provide iconic elements, which are also visible from the Stafford side of the Rappahannock. Linking pedestrian ways to the city's larger pathway system will improve access to the waterfront through multiple means. Clearing in a selective and responsible way along the water's edge will improve the visibility of the Rappahannock and would be limited to the area immediately adjacent to the beacons. Parks offer additional, large-scale access to the Riverfront within city-owned, public open space, often with programming and direct water access.

This section focuses on integrating the City's Riverfront parks adjacent to the historic Downtown core and the surrounding neighborhoods. Each open space plays a different role within the larger activation framework but all share the same goal of connecting the urban fabric with the core of the Riverfront using Sophia Street as a spine:

Riverfront Park : Should be a center for program and activity on the Riverfront; street closures at Sophia St to accommodate programs currently held on Caroline/Princess Anne St are recommended to bring Downtown activity to the Riverfront.

Bank Trail : The Rappahannock is a powerful and under-utilized resource for Downtown Fredericksburg. A Riverfront path will provide a low-profile but highly impactful experience the length of Downtown. This combination of crushed gravel and boardwalk path will mainly run along the water's edge from Amelia Street to Frederick Street, connected in places with the paved path on the top of the slope, and ultimately connecting to City Dock Park.

City Dock Park : An existing destination for water-based recreation: improvements to dock and support facilities recommended; consider additional programming to support community-wide access; upgrade seating; recommend upgrades considered in context of future Riverfront Park.

Canal Street Historic Ferry Landing : Formalize water access for recreation; add seating; add lighting; Add interpretive signage.

Scott's Island : Formalize water access; connection to future greenway/trail access via the Chatham Bridge; connection to Bank Trail.

George Street Park : Terminate the George Street Walk within a new open space along the waterfront; this solution could replace the existing surface parking lot or be integrated within a development solution around the George Street Beacon

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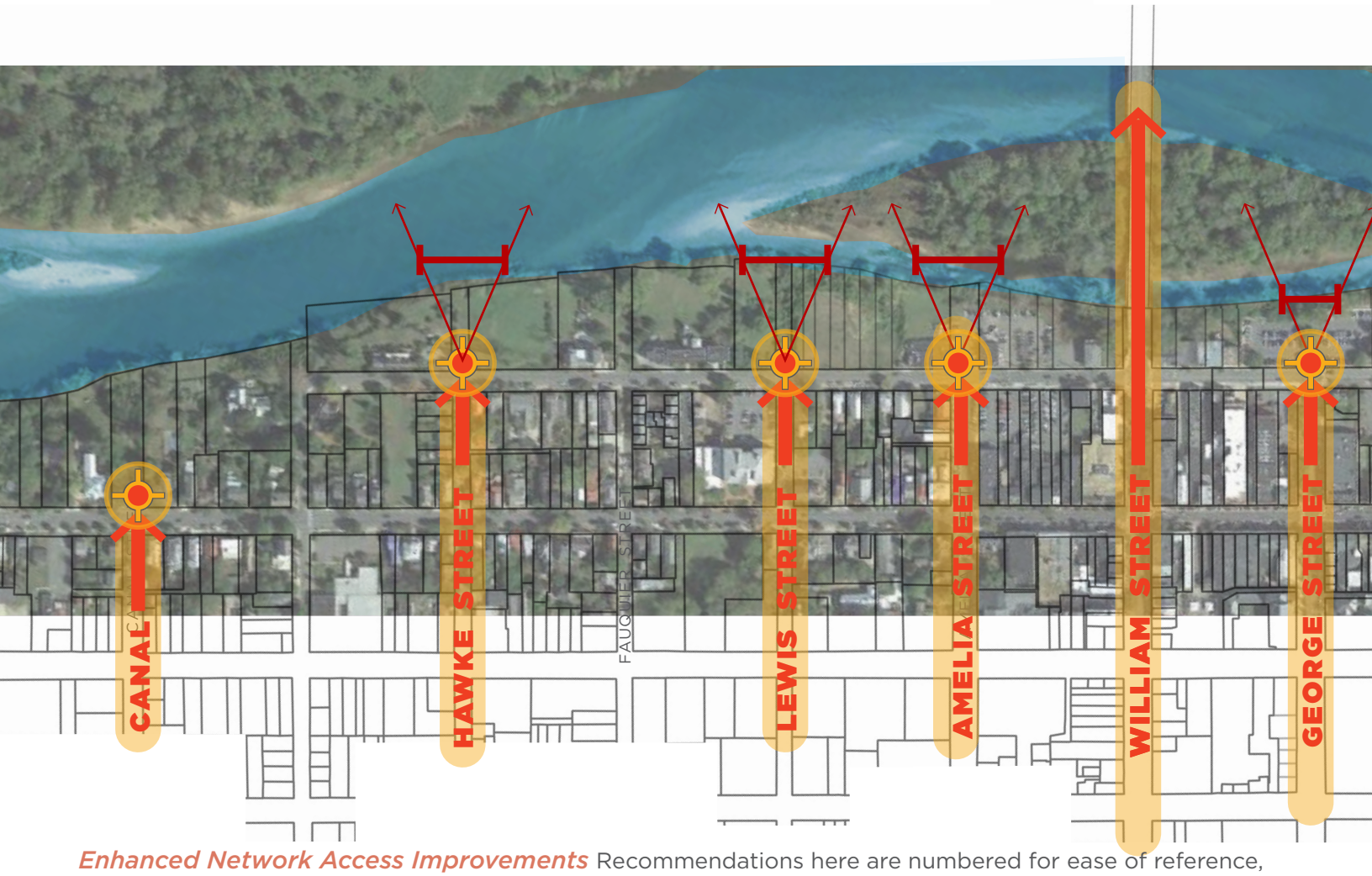


Enhanced Network Access Improvements Recommendations here are numbered for ease of reference, not to reflect priority.

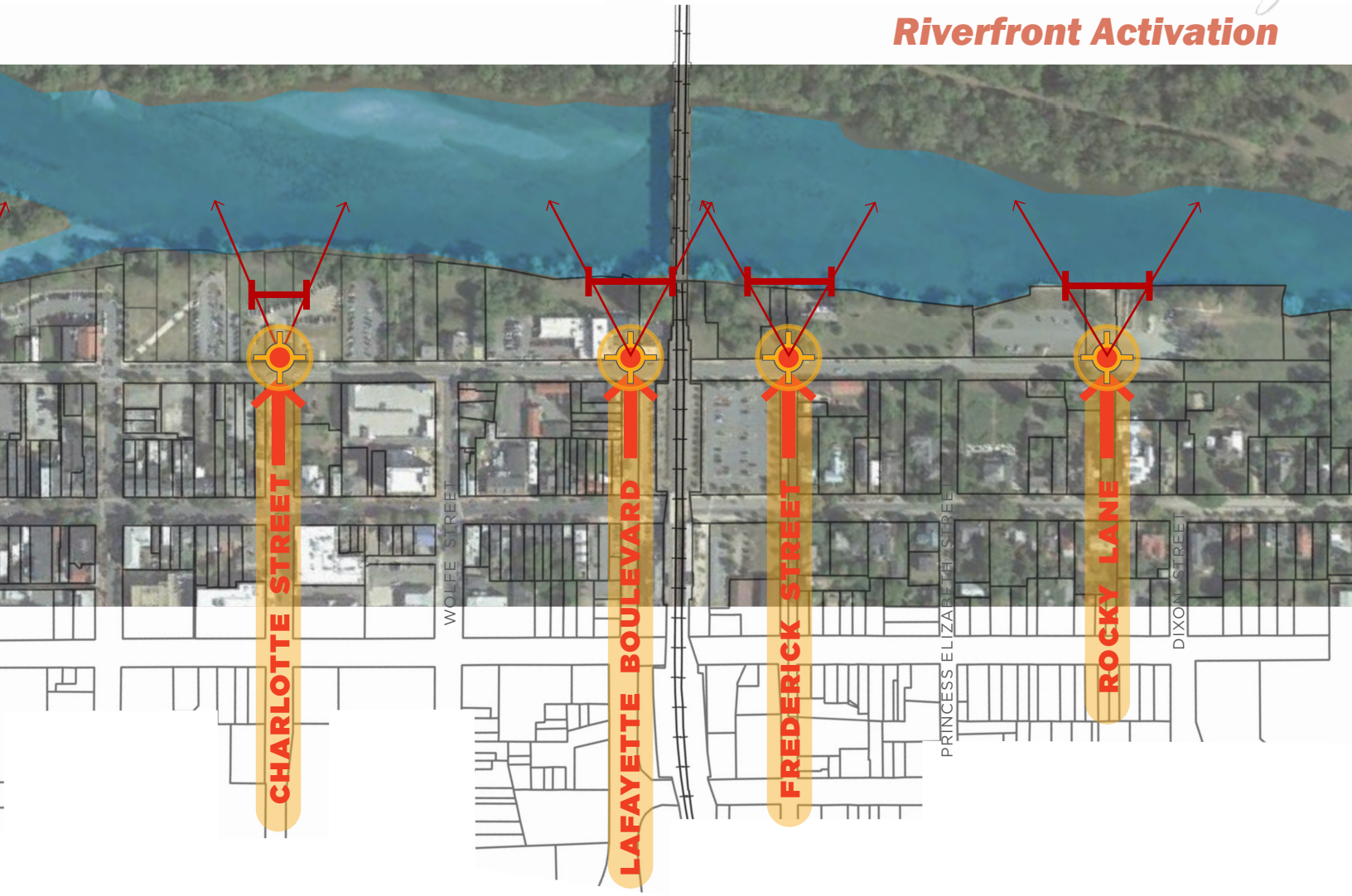
1. *BEACONS*

Implementing an iconic large-scale, sculptural lighting feature along the waterfront, (historic lanterns, lighthouses as beacons). Light beacons are placed along the waterside of Sophia, capping key perpendicular streets. This pattern invites the community to engage with the Riverfront and all of its features. These beacons - also visible from across the river - will draw visitors and residents (day and night) to the river and throughout the fabric of Downtown Fredericksburg.

2. *CONCENTRATED ACCESS*

Providing more access, both physically and visually, to the Riverfront will enhance the Riverfront experience and allow the community to take advantage of the asset that is the river.

Riverfront Activation



3. *PROGRAMMING and SPATIAL ACTIVATION*

This string of lit-up elements beckons the public to experience the waterfront. Each beacon location offers a unique opportunity to focus and direct activity. Depending on their varied context and programming demands, beacon clearings may range from a small resting place to a citywide activity center, such as the new Riverfront Park. Programming opportunities include water access, historic interpretive devices or public art supported by events that take place surrounding them. Also naturalized play areas, passive open space, trail heads and water-facing multigenerational swings may be incorporated to garner further interest. These experiences, integrated with the beacons, can be added later as part of the incremental strategy, and all are expanding the ways in which residents and visitors can experience the riverfront.

4. *RESPONSIBLE PLANTING AND CLEARING*

The natural plant material on Rappahannock riverfront should be maintained without excessive intervention, to maintain its natural beauty while enhancing the health of the river by eliminating invasive species and preventing overgrowth. Selective clearing is recommended within the beacon 'view zone' to emphasize the visual connection to the waters' edge. These efforts should be coordinated with 'Face the River' and 'save the trees, save the view' efforts, where possible.

OPEN SPACE

Waterside Improvements

1. BANK TRAIL

A new trail, built along the bank of the Rappahannock River, will provide a natural option for waterfront access. The Bank Trail access points will be located at Amelia and Frederick Streets. These trailheads will be indicated in addition to the beacons installed at these locations. These trailhead locations, especially at Frederick may be good locations to integrate a naturalized play area for multiple age groups. When thoughtfully integrated and considered, these naturalized play areas are extremely successful because they appeal to all age groups, including adults.

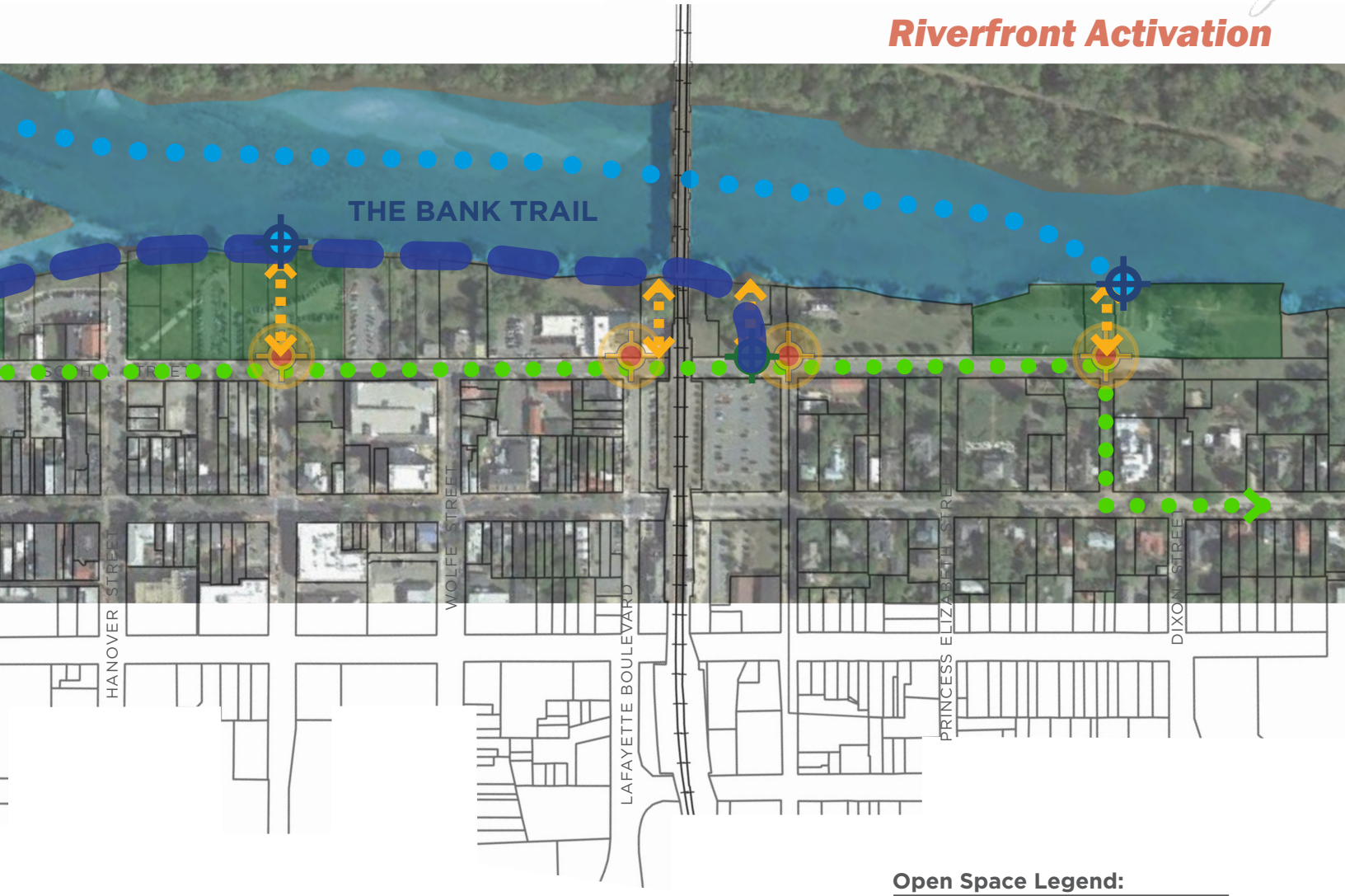
2. WATER ACCESS

Providing more access, both physically and visually, to the riverfront will enhance the riverfront experience and allow the community to take advantage of the asset that is the river. Recognizing the historic John DeBaptiste Ferry Landing on Canal Street, formalizing the water access at City Dock Park and creating an access location on Scotts Island will integrate newly provided and updated water-use access into the river activation strategy.

3. WATERWAY CONNECTION

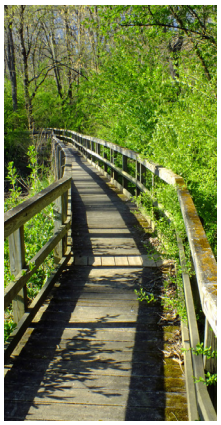
Linking water access points for easy on-water movement will provide yet another layer of riverfront activity along Fredericksburg's Downtown core within Area 7.

Riverfront Activation



Open Space Legend:

- Beacon
- Trail Access
- Trail Head
- Water Access
- On-Street Access
- Waterway Connection
- Bank Trail

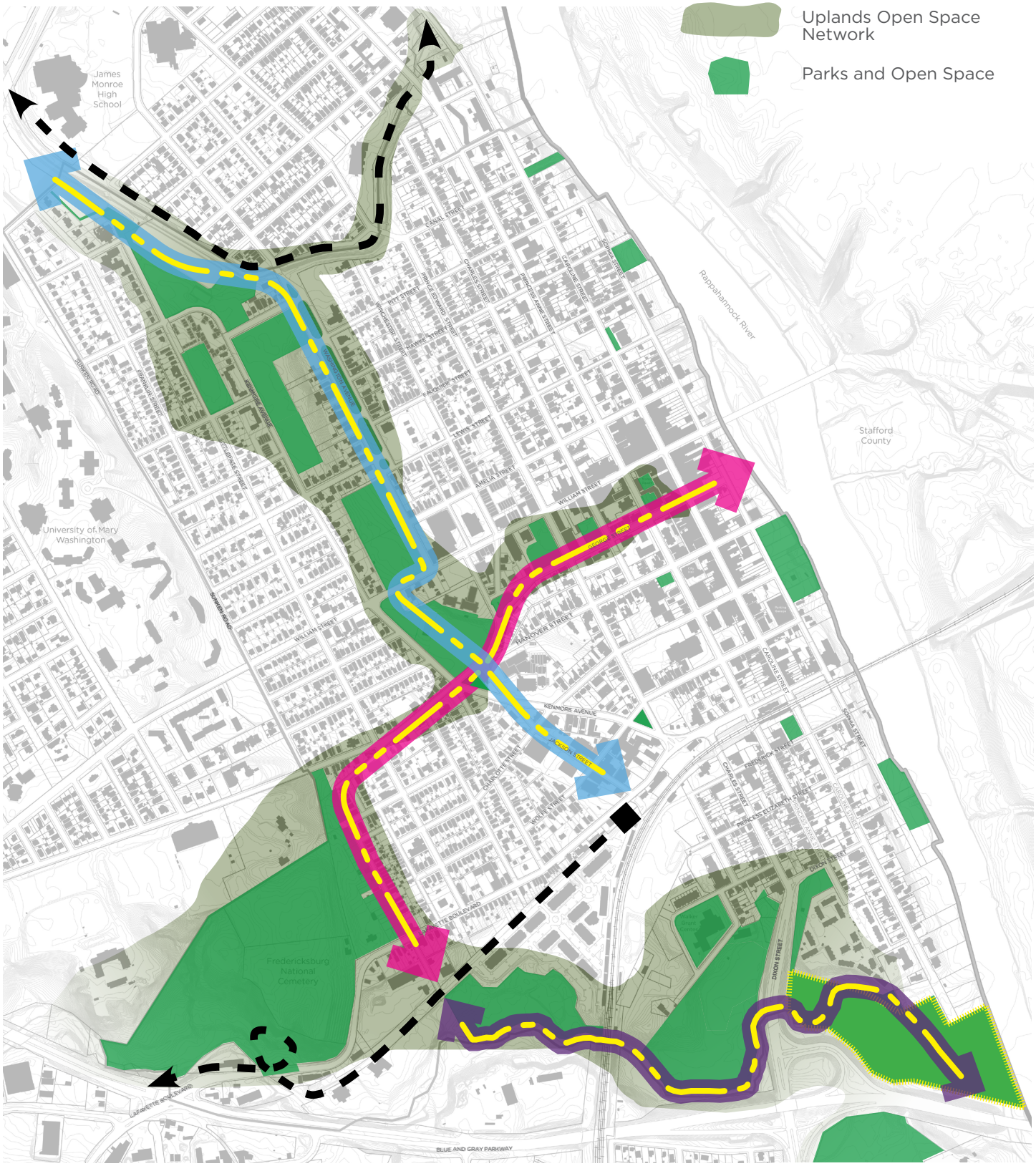


NEIGHBORHOOD AREA 7

OPEN SPACE

Uplands Open Space Network Legend:

- Existing Trails
- Uplands Open Space Network
- Parks and Open Space



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Uplands Open Space Network

Area 7 contains a diverse collection of open spaces that are upland from the Riverfront, from the large scale to the tiny, triangular open spaces where the street network shifts. Like beads upon a chain, these spaces in Area 7 occur along the same axis, street or waterway. The Uplands Open Space Network is primarily used by City residents who walk or bike to these spaces from their homes as well as residents of the region who come to the City to utilize the large urban parks, recreational trail system, and unique open spaces that are unavailable outside the City's unique fabric.

There are two primary strategies to enhance the Uplands Open Space Network. Linking the separate open spaces together through soft improvements, art, monumentation, a naming strategy, or a path elevates the whole linked system into a sizeable entity. Identifying opportunities to expand the Uplands Open Space Network ensures that as the City grows, so does its wealth of open spaces and recreational opportunities.

Linking the Uplands Open Space Network :

Washington Avenue and Memorial Park are two open spaces that connect the Canal Trail, Kenmore, the Confederate Cemetery, William Street, and Maury Park. A linear link should extend from Maury Park through the Jackson + Wolfe Warehouse Maker District and the VCR Trail as discussed in the Access and Mobility section of this Plan. Adding lighting along the Washington Avenue Mall will make it a safer lit corridor. Landscaping along the route should be strategically enhanced. The Fredericksburg Cemetery Sidewalks, listed on page 134 of the Pathways Plan, should be implemented to add brick sidewalks, enhanced tree planting, and wooden barriers along the cemetery wall between Lewis Street and William Street. Improvements should be made to make the William Street sidewalk between Kenmore Avenue and Washington Avenue safer. The location of the entrance to Maury Stadium along George Street should also be factored into the this link.

The George to Hanover Street Walk: The George Street Walk (GSW) connects the riverfront to War Memorial Park. The suggested extension would link the waterfront all the way to Fredericksburg Battlefield through Maury Park and the intersection of Sunken Road (in front of the Sunken Well Tavern), Hanover Street, and Kirkland Street. This pedestrian path should be enhanced by converting excess paved areas within the right-of-way (i.e. the triangular intersections of George and Hanover and Hanover and Littlepage) to public plazas with hardscape and landscaping. Pedestrian-scaled lighting should be added along the path. Historically inspired art and storytelling should be strategically incorporated into the route. These aspects inform visitors along their journey, and provide residents with places for respite and meet-up locations along the walk.

Expanding the Uplands Open Space Network :

Hazel Run Trail: Making up the southern edge of Area 7, Hazel Run links a number of open spaces. In order to connect these spaces and complete a recreational loop in the Downtown core, a new Hazel Run Trail should connect the southern end of Caroline Street into the Virginia Central Railway Trail and into the Fredericksburg National Cemetery through Willis Street. Environmental constraints and water quality standards will require this trail to remain natural.

Formalizing the Hazel Run Park: The City owns significant acreage at the confluence of Hazel Run and the Rappahannock River at the southern end of Caroline Street. The location of this open space forms a connection between the Riverfront and the proposed Hazel Run corridor trail. Given the natural, waterfront setting for this park, it presents a fantastic opportunity for a rustic theme. Naturalized play elements combined with passive-entertainment options, such as multi-generational swings or hammocks would appeal to and attract all.

Elements of a Great Park

Open space plays a vital role in the health and well-being of any community - but the economic role is largely overlooked.

Amenities: Amenities that make outdoor spaces inviting and usable for all, whether for programs and recreation or passive uses, are critical to their success. Varied seating opportunities, and appropriate lighting indicate to potential users that they are welcome. Lighting also adds benefits of improved, perceived or real safety. Public wifi access, electrical hook ups, and hose bib connections all add to the possibilities for users to expand the program use of the space and provide beneficial additions to many of the Area 7 park spaces.

- Variety of Seating/Benches and site lighting are critical.
- WiFi, electrical hook ups and hose bib connections are recommended amenities.

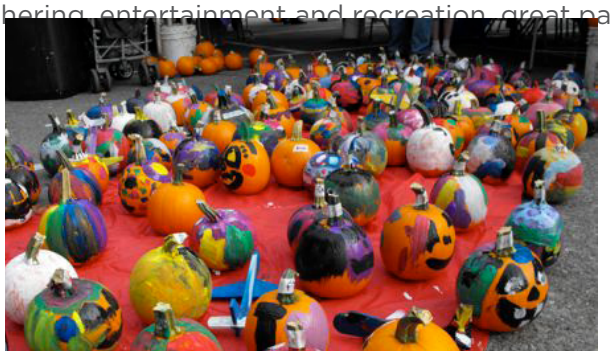
Spatial Definition: While amenities such as seating and lighting help make a park feel like a welcoming place, the overall design of open spaces is also critical to their success. Great open spaces should be more than just "open", they should also provide cues to visitors about where to enter, exit, gather and walk, and generally use the space. Some of the elements that make an open space legible to users include thresholds that mark entry and exit points, clear views from one node of activity to the next, and a hierarchy of spaces and circulation.

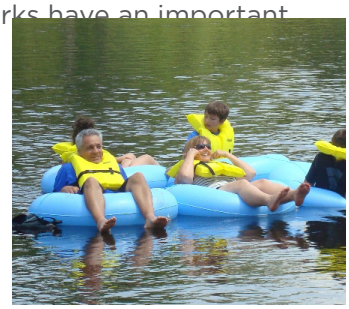
- Defined thresholds between parks and adjacent spaces
- Clear visual access into and out of parks, and between destination points
- Legible organization of spaces including gathering places and circulation

Programming: Elements such as hardscape areas with additional seating or shelter and open lawn areas for events would allow for greater use of the existing open spaces in Area 7 for cultural and community events. Whether programmed by the City or other agency, or reserved by the public for smaller gatherings, these elements help formalize the use of open spaces and invite community members to take their gatherings and activities outside.

- Event Lawn – Programed by City of Fredericksburg or reserved by the public for a variety of smaller gatherings, clubs or groups for a variety of uses.
- Pavilion and/or Picnic Shelter – Structures that could be rented or reserved
- Flexible Open Space – Soccer, Lacrosse, Flag-Football, Futsal, Volley Ball, Lawn Bowling/Bocce, Ultimate

Economic Activity: As centers of gathering, entertainment and recreation, great parks have an important





economic role to play in any community. Parks and other open spaces have the potential to support the economic activities that surround them, as sites for program and events, or as an attractor of new visitors to the area. Many different businesses can exist symbiotically with parks such as restaurants, and equipment rentals. Great parks can connect visitors with other vendors and opportunities in the community and support the overall success of the park and economic vitality of the city.

- Businesses can support park use and vice versa when food, recreation and entertainment are available in and around parks
- As venues for local businesses, events and community gathering, parks can be an important center of economic activity as well as recreation and nature.

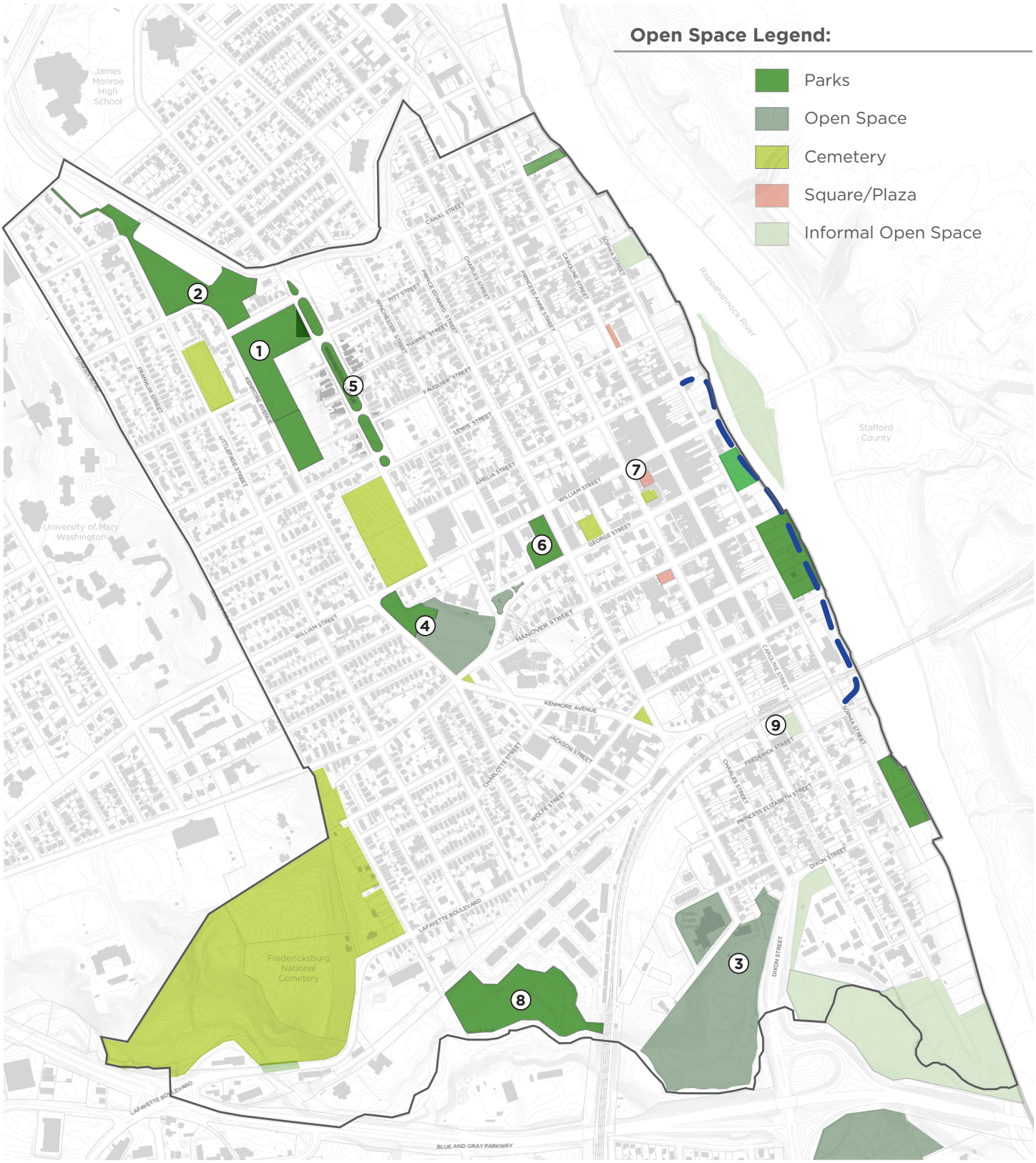
Play for All Ages: While Fredericksburg open spaces have a number of play amenities in place within Area 7, there are opportunities to augment existing play spaces and expand types of play spaces to address different age groups and populations. Playgrounds for younger children are in place in Maury Park, the Walker Grant Center, and Memorial Park, and planned for the future Riverfront Park. Playfields are available at many of the same parks. The addition of natural play/natural learning elements would offer additional play opportunities for a variety of ages. Innovative play structures would further add to the appeal and potential for play in these spaces. In particular, play spaces that serve teenagers are in short supply in Area 7. A skate park, or passive recreational spaces like a hammock farm could help address this gap in the open space play opportunities, while exercise equipment for circuit training would appeal to adult and senior users of the parks. As parks are restored and renovated, play structures should be available for children of all abilities. Inclusive play playgrounds encourages meaningful play for people of diverse abilities and age.

AGE APPROPRIATE PARK PROGRAMMING RECOMMENDATIONS:

0-2 – Lawn/turf areas for parents and toddlers, Natural Play/Natural Learning, Innovative Play Structures
2-5 – Innovative Play Structures, Elements, Natural Play/Natural Learning, universal accessibility.
5-12 – Innovative Play Structures and courts, Natural Play/Natural Learning; universal accessibility
12-17 – Skate park, Basketball, Hammock Farm
Young Adults/Mid/Seniors – include exercise equipment (outdoor), cross fit/cross training

NEIGHBORHOOD AREA 7

OPEN SPACE



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Optimizing Uplands Open Spaces

The open space network in Neighborhood 7 is a highly diverse offering of open space types that range from active to passive; green to hardscape; formal to informal; connected to isolated. These parks are an essential part of the Neighborhood 7 character and the recommendations of this plan are intended to preserve and enhance the quality and the connections of the open space system, based on a prioritization hierarchy.

Together with the area-wide strategies on the preceding pages, these proposed updates should support a stronger connection to natural water systems, embrace the historic character of Fredericksburg, and cluster improvements among open spaces where functions can be shared, and compliment those amenities already in place. The open spaces, integral to the livability of Area 7, have been categorized below as primary, secondary and tertiary levels to help guide and prioritize upgrades.

PRIMARY

Primary upgrades focus on opportunities for providing new programs that will enrich the open space experience for residents of Area 7. These open spaces have the potential, due to location, size and character to become the signature open spaces for the City of Fredericksburg.

1. **Memorial Park :** A recreational destination; Upgrade seating; Updated play area with natural play elements, and a more complex play/climbing structure that appeals to a wider age range. Electrical service should also be upgraded to support future events. **Я Ħ §**

2. **Cossey Botanical Park + Dog Park :** Ample space for added amenities including play area and formalized gathering area for events; Pond and canal are scenic amenities that design improvements can leverage. Electrical service should also be upgraded to support future events. **₩ Ħ §**

3. **Walker Grant Center :** Adequate space and parking for addition of a dog park, community garden, or event space, as compliments existing recreational and community programs at the Center; Upgrade play area; Potential for improved connection to nearby open spaces/trails via Hazel's Run RPA corridor and across Blue and Gray Parkway to Dixon Park. **Ħ Ω §**

4. **Maury Playground + Field :** Upgrade recommended for playground; integration of nature play and equipment for a variety of ages/abilities. Community character of the space, relationship to school building, parking opportunities makes addition of community garden program possible. **Я**

SECONDARY

Secondary upgrades include targeted improvements within existing, well-used open spaces, to make them more comfortable for visitors and flexible in their programming potential. Other secondary upgrades are recommended in smaller spaces which can support activity in primary open spaces, or formalize uses and programs where informal recreation is already occurring.

5. **Washington Avenue Mall:** Upgrade pedestrian lighting; upgrade seating; Upgrade edge definition – existing chain rail is not ideal; Upgrades support open space cluster including Kenmore Park, Dog Park, and Cossey Botanical Park.

6. **Hurkamp Park:** Upgrade seating (comfort and accessibility) **§**

7. **Market Square:** Upgrade seating; upgrade surfacing due to accessibility concerns (comfort and accessibility) **§**

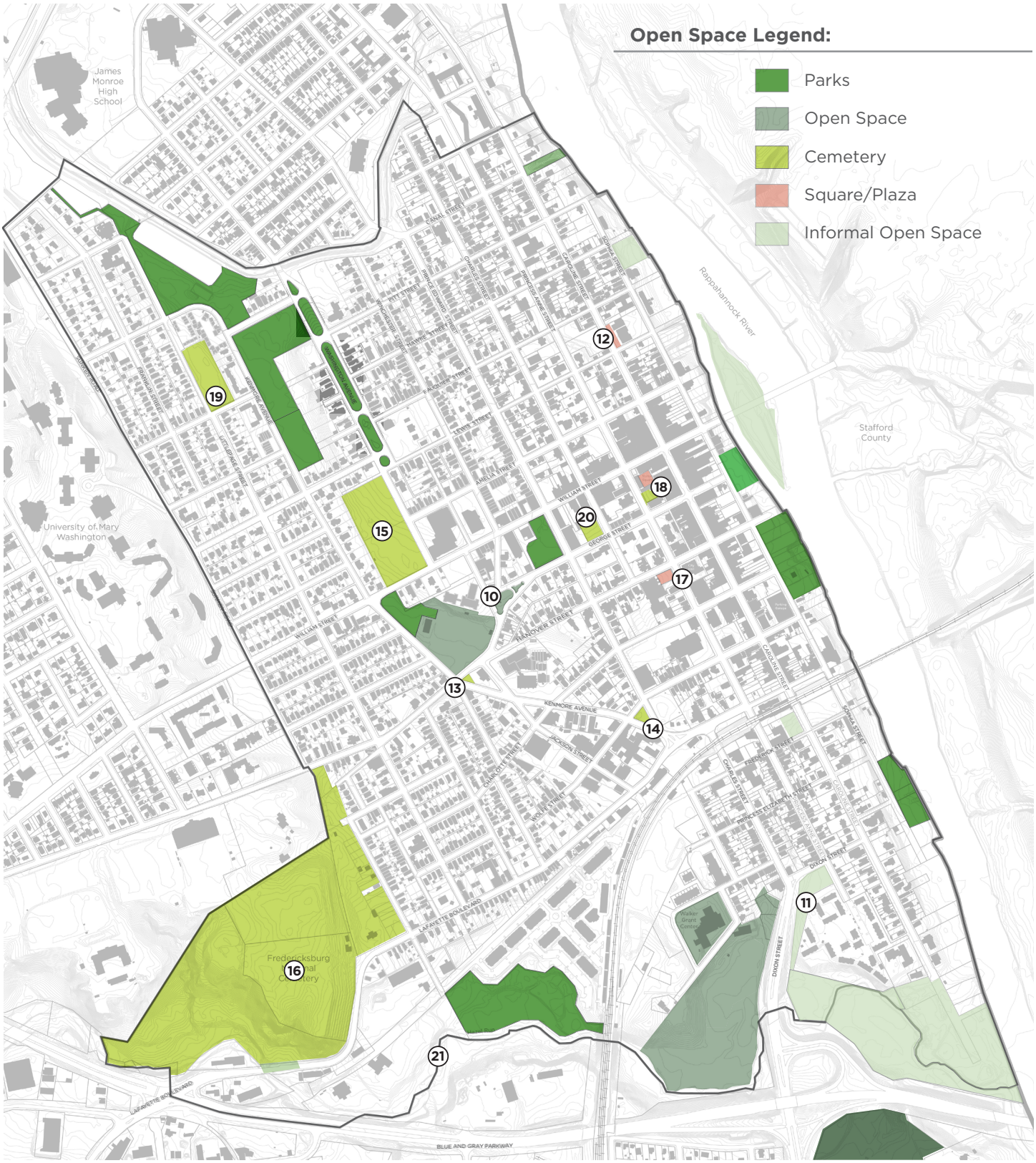
8. **Cobblestone Park:** Access point to Virginia Central Railroad Trail; Upgrade seating; Upgrade water access; Recommend trail connection to Walker Grant Center (short term) and Riverfront (longer term). Improved lighting for safety should be added where feasible.

9. **Tressle Park :** Seating; dog park; small play amenity **§ Ω**

₩ proximity to water **Ħ** event space **Ω** new dog park **§** new seating **Ж** play structure **Я** recreation area

NEIGHBORHOOD AREA 7

OPEN SPACE



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Optimizing Open Spaces p.2

10 **National Park Pontoon Crossing:** Upgrade interpretive materials; upgrade seating and lighting as part of Sophia St streetscape improvements; potential Bank Trail Access Point from Sophia St.

11 **Dixon Street Open Space:** Upgrade connection to Walker Grant Center; potential as "gateway" to Walker Grant area from neighborhood to the east; existing community garden program can be upgraded; Upgrade seating.

12 **Library Square**

13 **Hanover Street Triangle Park:** Upgrade interpretive materials, landscaping, lighting, and add public art could be added as part of the George Street Walk extension.

14 **Prince Edward Street Triangle Park:** Upgrade connection to the proposed Jackson + Wolfe Warehouse District and the Downtown core.

TERTIARY

Tertiary level open space upgrades range from preservation of historic and ceremonial spaces such as cemeteries, to opportunities for greater connectivity among the Area 7 open space network. Open spaces in Area 7 within the tertiary category are primarily spaces that serve a specific purpose as passive or unprogrammed open spaces. Their character and attributes are largely sufficient for the purpose they serve. Additionally, many of these spaces will remain open + green space but will not necessarily be under maintenance control of the City.

15 **Confederate Cemetery (north half) / Fredericksburg City Cemetery (south half)**

16 **National Park / Fredericksburg National Cemetery**

17 **Hanover Square (United Methodist Church Pocket Park)**

18 **St. George's Cemetery**

19 **Shiloh Cemetery**

20 **Masonic Cemetery**

21 **Area Drainage Ways**

₩ proximity to water Ħ event space Ω new dog park § new seating ж play structure Я recreation area

NEIGHBORHOOD AREA 7

OPEN SPACE

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Environmental Facilities

The Environmental Facilities highlighted on the map are specific areas where new or retrofitted stormwater facilities may be located. Examples in Area 7 include the Cossey Water Plant Pond and surrounding areas, the riverfront (particularly in and around the storm sewer outfalls along the river's edge), and the areas adjacent to Hazel Run. 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. 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 (TMDL) Action Plan. The Plan will form the basis for future updates to this Environmental Facilities section.

The Cossey Water Plant Pond and surrounding areas are adjacent to the Rappahannock Canal. The Pond and surrounding areas are hydraulically linked to the Canal. These areas may be included in any upgrade or retrofit of the Canal to address the City's TMDL requirements or to provide other environmental benefits.

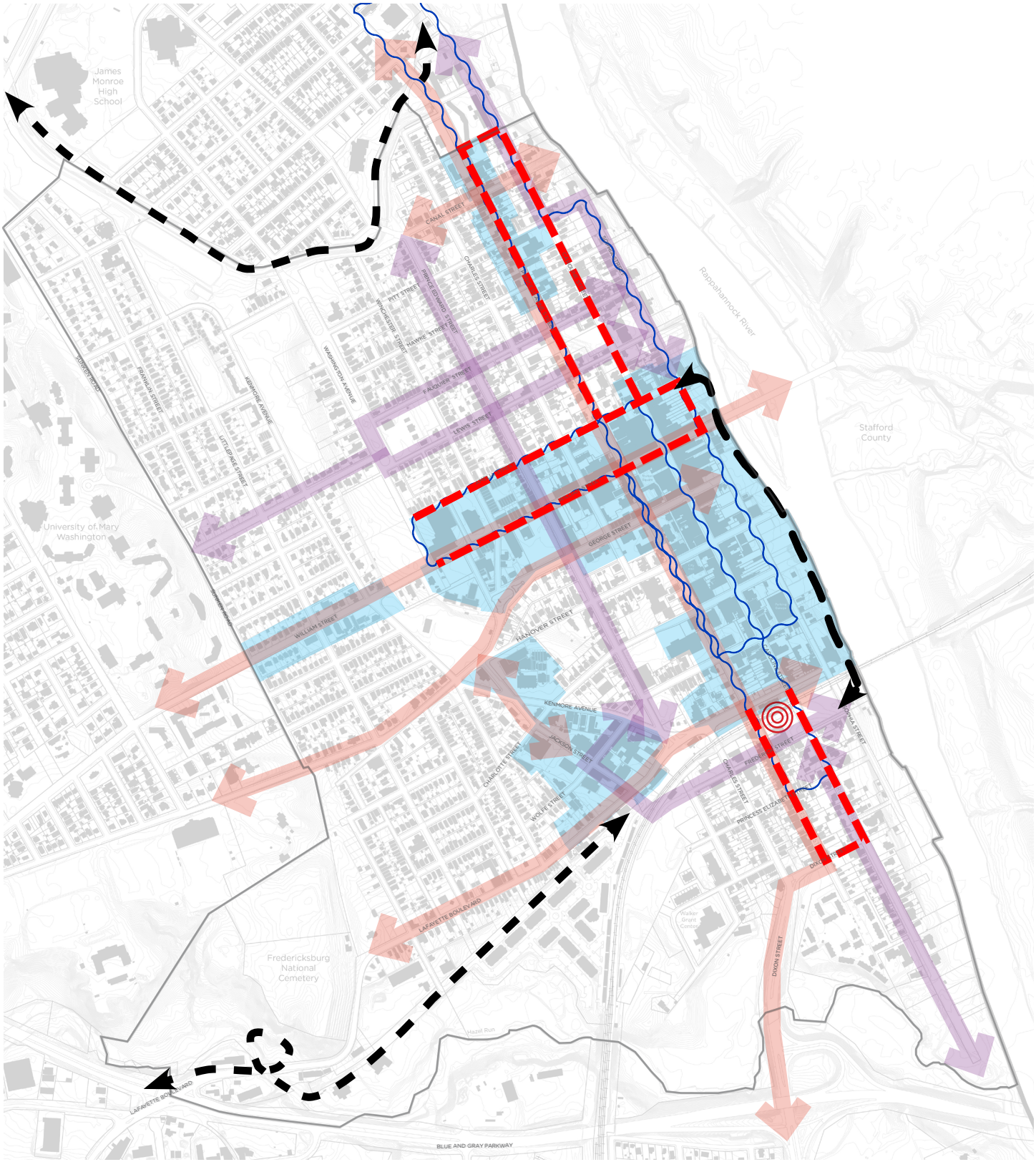
Hazel Run forms the southern boundary of this planning area. Its headwaters are in Spotsylvania County west of I-95. Inadequate stormwater management has increased flooding and erosion along this waterway. Appropriate erosion and sediment control and stormwater management are needed both upstream and along the stream course, to protect the environmental quality of this waterway, which flows through an attractive area of steep slopes and rock outcroppings that are scenic features of the Virginia Central Railway.

Hazel run between the western boundary of Area 7 and Dixon Street and the Rappahannock riverfront from Rocky Lane north to the Canal are both designated as Intensely Developed Areas under the Chesapeake Bay Act. These areas may be considered appropriate places for replanting, environmentally sensitive recreation, or other improvements aimed at improving the quality of the adjacent waters.

Environmental Facilities Legend:

- Open Space
- Environmental Facilities

* Content provided by the City of Fredericksburg



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Access and Mobility

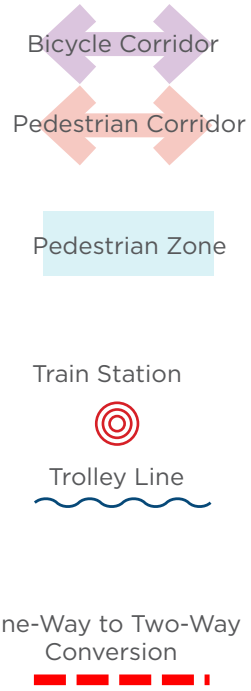
The City has made great strides in becoming more walkable and bikeable through improvements to the public realm. Recent efforts have included trail crossing enhancements, sidewalk repairs, and shared-use bicycle facilities. However, the work is not done.

Optimum access from and to Area 7 hinges on a multi-modal system's ability to maximize usage.

Pedestrian and bicycle corridors require identification and upgrade to make them viable alternatives for the resident and regional populations both during the day and at night. Commuter rail takes cars off of I-95. Similarly, Citywide paths, trails, and public transit options within Fredericksburg reduce the need for wider roads and more parking supply. Systems that are obvious and well-connected make the network work effectively.

Access planning will get people to and from places but good mobility planning will better link the City's resources together. In addition to walkable urban fabric, Area 7 contains different types of pedestrian places. These places are both an origin and a destination utilized by a combination of local residents, the regional population, as well as tourists and visitors from across the world. For example, upgrades to the streetscape will join the Riverfront and the Downtown, two places that are unique, adjacent, and yet remain disconnected. Good mobility planning will provide the infrastructure that fosters a variety of human-scaled experiences, whether it be enjoying Downtown restaurants and businesses or connecting to the City's open spaces and outdoor events.

Analysis of the Downtown transportation system and an understanding of the user characteristics highlights areas where network enhancements are needed. These enhancements focus on the following:



Evolve Bicycle and Pedestrian Corridors : Elevate a currently functioning pedestrian framework by establishing a routes hierarchy to identify improvement priorities. Deliberately developing these routes to connect sidewalks to trails, completing links within Area 7. Completing the trails network to build upon the city's Pathways Plan.

Link and Develop Pedestrian Places : Improve streetscapes to tie disparate pieces of urban fabric together. Identify emerging walkable urban places and begin shaping the public realm to foster their growth. Prioritize the improvements and identify the roles of both public and private interests.

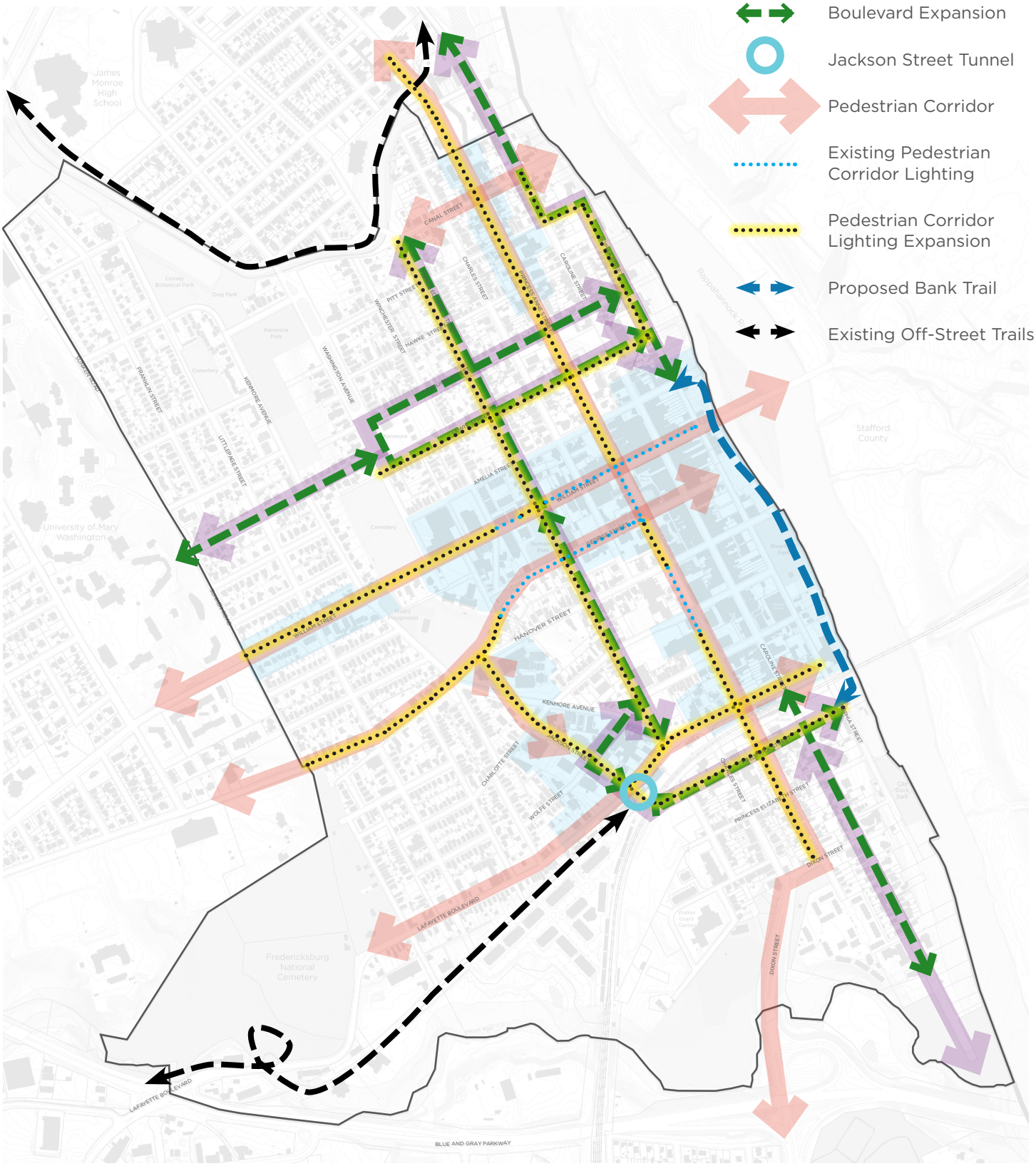
Connect Trains, Transit, and Car Storage : Complete above list to maximize multi modal access to and within Area 7, thus reducing the pressure to add parking spaces. Advertise and support expansion of public transit options (New Amtrak train station, Downtown trolley, and Fred Transit). Tie together and expand both the Train Station and the transit system. Facilitate use of Downtown parking through an effective marketing campaign. Adopt shared parking regulations to further facilitate new development and redevelopment options within the core.

Improve Roadway Circulation : Change one-way pairs to two-way circulation in appropriate locations to keep car traffic moving at reasonable rates of speed, while making roadways better suited for sharing, with bicycles and pedestrians.

ACCESS AND MOBILITY

Bicycle and Pedestrian Corridor Legend:

- Bicycle Corridor
- Boulevard Expansion
- Jackson Street Tunnel
- Pedestrian Corridor
- Existing Pedestrian Corridor Lighting
- Pedestrian Corridor Lighting Expansion
- Proposed Bank Trail
- Existing Off-Street Trails



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Evolve Bicycle and Pedestrian Corridors

The City's non-motorized transportation network still has some barriers that prevent a fully connected system. The trail and pathways network provides a robust off-street network for the city. The Canal Trail and the Virginia Central Railway Trail approach the city's central core, but users cannot complete the circuit in and through the Downtown without utilizing roadways. The proposed Bank Trail will create a portion of this link, however, additional upgrades are required to formalize and enhance pedestrian and bicycle travel.

Shared roadways and Bicycle Boulevards are component of the City's Pathways Plan approved in 2018. Shared roadways are used when there is insufficient right-of-way for any type of separate bicycle lane and are designated by Sharrows. Bicycle boulevards are bicycle routes on streets that have a relatively low volume of vehicular traffic, which allows the bicycles to have some level of on-street travel priority. Bicycle Boulevards are designated by signs and pavement markings, well-lit intersections marked on all approaches by high visibility crosswalks, and strategically deployed traffic calming.

Area 7 contains a near complete sidewalk network. Few sidewalks or paths are sufficiently lit for nighttime use outside of the central Downtown core. People otherwise inclined to walk, will choose driving into Downtown at night because they feel safer. Key pedestrian routes should be lit for safe evening travel.

Expand Bicycle Boulevards : A series of bicycle boulevards should provide additional connections to the proposed Bank Trail, the Canal Path, the Heritage Trail, and the Virginia Central Railway Trail.

Cornell Street, Lewis Street, and Fauquier Street are envisioned in the Pathways Plan as a bicycle boulevard connecting the University with the Downtown. Pedestrian lighting should be added along Lewis Street where pedestrian traffic between Kenmore, Washington Avenue, and the Rappahannock Library is likely to join in with cyclists.

Prince Edward Street provides a link between the Canal Path and the VCR Trail. Prince Edward Street and Jackson Street connect to Frederick Street through a proposed tunnel toward the Riverfront, City Dock Park, Sophia Street and the proposed Bank Trail. Adding pedestrian lighting enhances this link for both pedestrians and cyclists.

North Caroline Street and Sophia Street should be upgraded to a bicycle boulevard connecting the Bank Trail to the Heritage Trail along the Riverfront. The boulevard continues south along Caroline Street to connect to a future off-street trail that will cross under the Blue and Gray Parkway, over Hazel Run, and connect the Downtown to Dixon Park and the neighborhoods in Area 8.

Light Key Pedestrian Corridors : To build on the City's comprehensive sidewalk system, pedestrian scaled lighting should be added as follows:

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

Princess Anne Street is the primary access to Downtown from the north and south. Pedestrian lighting should illuminate its length through Area 7, with a priority on the road length north of Princess Elizabeth.

Hanover Street is an important extension of the George Street Walk to the northern entry to the Battlefield. Improvements include pedestrian lighting from War Memorial Park down to the battlefield and on (outside Area 7) through the University of Mary Washington campus.

Identify Pedestrian Corridors for Future Improvement :

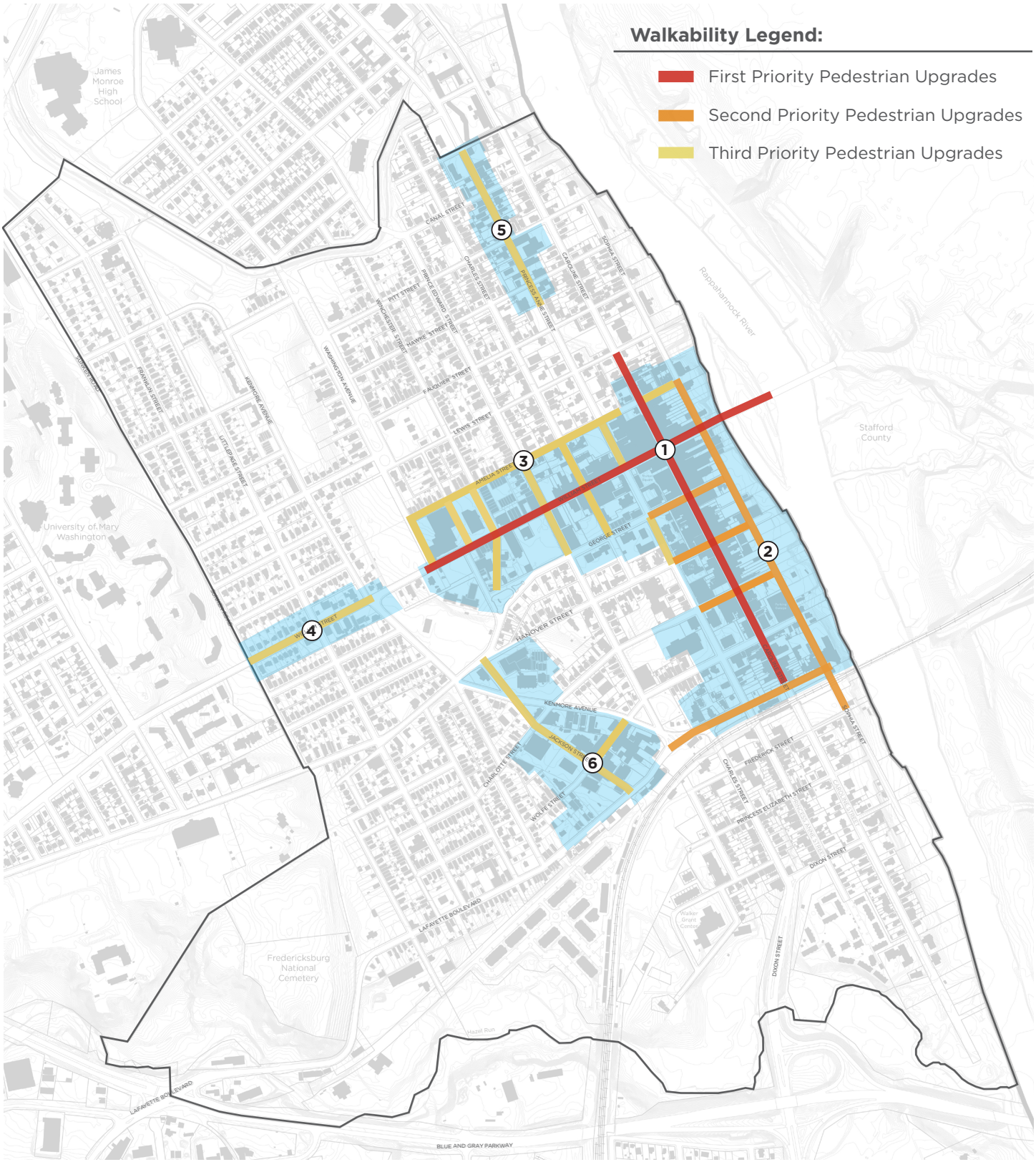
Dixon Street connects the neighborhoods in Area 8, Dixon Park, and the Downtown core.

Canal Street from the Canal Trail to the Ferry Landing at Caroline Street connects the trail system, Dorothy Hart Community Center and the proposed Riverfront Activation.

Lafayette Boulevard west of Jackson connects the Battlefield to the Downtown core.

NEIGHBORHOOD AREA 7

ACCESS AND MOBILITY



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Linking Pedestrian Places

It is important to clarify at the outset that Area 7 is a densely developed, visually-stimulating, highly-walkable series of neighborhoods within and around the City's historic core. When studying the potential improvements of such an area, we look for ways to improve upon a system that is already working. The preceding pages established corridors envisioned to carry people through Area 7 to their destinations. Additional infrastructure is needed on the micro level to bind these destinations together.

Streetscape improvements shape the public realm. They bind together the building envelope and connect the activity of the retail core to surrounding neighborhoods and open spaces. Due to their unifying streetscape, William and Caroline Streets are experienced by residents and tourists alike as a single place. The streetscapes planned here will provide stronger links within the historic core and will shape the public realm in and around the City's unique emerging walkable urban places:

PRIMARY PRIORITY

1 **Enhancing the Downtown Core :** Caroline and William Streets are Fredericksburg's primary pedestrian environment. Street furniture, including benches, should be added to make access easy for all. Brick sidewalks and pedestrian lighting should be extended from Amelia Street to the Rappahannock Regional Library. Pedestrian lighting should be extended along William Street as shown in the previous section. ⊙ ▲

SECOND PRIORITY

2 **Connecting the Downtown Core and Riverfront :** Brick sidewalks and pedestrian street lighting should be added to weave the fabric of the existing core together with the Riverfront park and planned Riverfront Activation:

Sophia Street is where the urban core meets the riverfront. Minimum 10 foot wide brick sidewalks and pedestrian-scaled lighting should be completed along the west side of the street. The east side of the street should contain a minimum five foot wide planting strip with street trees and a five foot sidewalk. ⊖ △

Lafayette Boulevard priority improvements include pedestrian lighting from Jackson Street to the waterfront. ⊖

George Street, Hanover Street and Charlotte Street should include minimum 10 foot wide brick sidewalks, canopy trees within tree wells, and pedestrian street lighting where reasonable from Sophia to Princess Anne Street. These improvements must be balanced with electrical and other overhead utilities. ⊙ ▲

THIRD PRIORITY

3 **Completing the Downtown Streetscape :** The T-5 areas within the Downtown Core should be upgraded to include brick sidewalks, street trees, and pedestrian street lights. Minimum 10 foot sidewalks with tree wells should be utilized in mixed-use and commercial areas and 5 foot brick sidewalks with a minimum 5 foot planting strip should be applied on residential frontages. ⊙ ▲

Shaping emerging walkable urban places : Brick sidewalks and pedestrian street lights should be added to bind existing building envelopes together and connect on-street pedestrian activity in emerging mixed-use nodes:

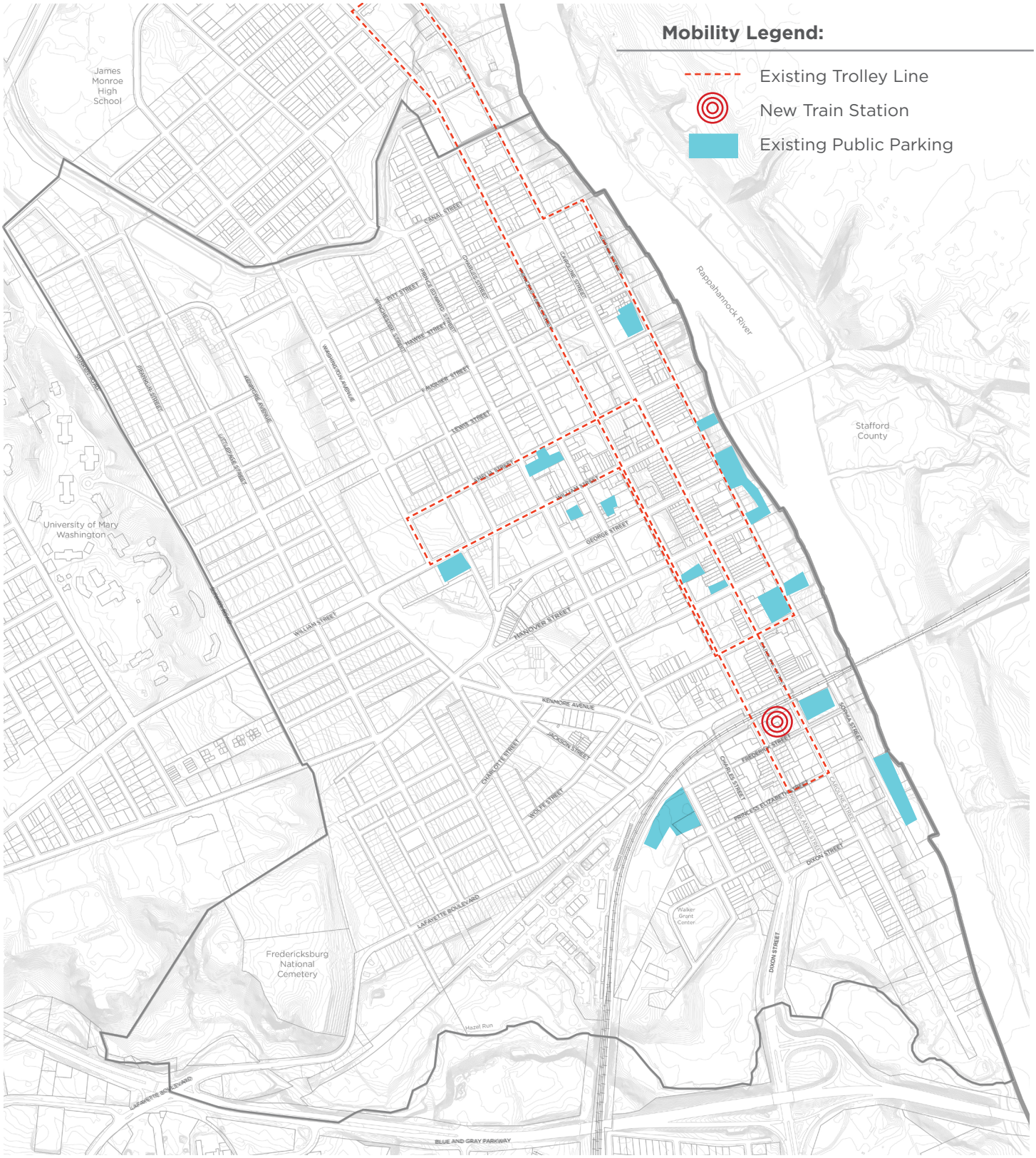
4 William Street between Littlepage Street and Sunken Road contains the main mixed-use node between the University and the historic Downtown. Minimum 10 foot brick sidewalks, street trees in tree wells, and pedestrian scaled lighting should be added to the streetscape. ⊙ ▲

5 Princess Anne Street between Fauquier Street and Herndon Street is a focal area within the Canal Quarter Maker District. Minimum 10 foot brick sidewalks, street trees in tree wells, and pedestrian scaled lighting should be added to the streetscape. ⊙ ▲

6 Jackson and Wolfe Streets form the main spine of the Jackson-Wolfe Warehouse Maker District. Street trees and pedestrian-scaled lighting should be added to the streetscape. ⊙

⊙ - LIGHTING UPGRADES ▲ - BRICK SIDEWALKS

ACCESS AND MOBILITY



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Connect Trains, Transit, and Car Storage

Just as with the circulation and pedestrian system improvements, there is a lot right about Area 7's current parking. In 2016, a parking task force commissioned Walker Parking Consultants to complete a parking study for Downtown Fredericksburg. The effort determined that the city had adequate parking. The city has begun implementing the recommendations within that study. Those changes propose to provide parking where it is currently needed. With the unknown future of personal car use, and all signs pointing toward a potential reduction, requirements to add parking unnecessarily is irresponsible. Aside from that, additional measures are needed to modify and improve the parking within the city's Downtown core:

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

Effective Multi-Modality: Supporting alternative methods (non-vehicular) for transportation within Area 7 will reduce the near term and the future parking demand Downtown. Consider expanding the Parking Bank process into a Transit Bank, which might be used to facilitate holistic improvements within the transit system serving Downtown. Given the inter connectivity and variation within the system, and the rigidity of the built environment Downtown, this versatility enables the city to set priorities for transport across the spectrum.

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

Existing Trolley Line: The permanent implementation of the Downtown trolley - and an effective marketing campaign to increase ridership - keeps Downtown Fredericksburg open for all residents and visitors. The trolley route connects Downtown visitors to parking facilities and attractions. Recommend increasing frequency of operations to every weekend, coordinate to provide service during major Downtown events, and advertise its availability to visitors. Limiting the route to Carl's to once an hour will ensure access and limit wait times, which is a problem during popular events.

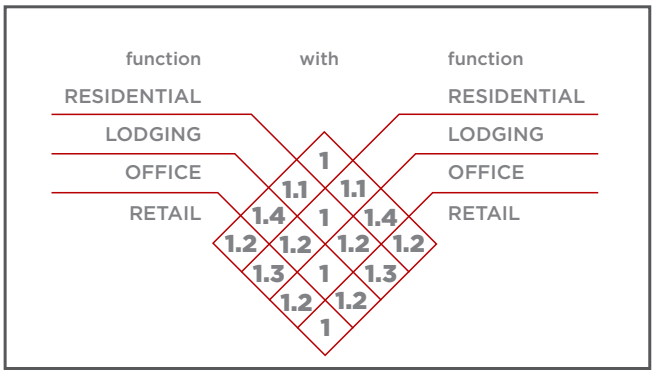
Regulatory Strategies: Consider adoption of alternate methods to regulate parking within the core and deploy these strategies in the T-4, T-4M, and T-5 Transects.

Reduce Parking Requirement: Consider reasonably reducing the parking requirements. Requirements should be calibrated for market necessity, tenant/customer expectations where office and retail users are concerned. For example, the City could eliminate parking requirements for uses to be encouraged like affordable housing and could enforce parking "maximums" by use, instead of parking minimums.

Shared Parking: Consider shared parking regulations to maximize use of private lots that are available to the public after hours and on weekends. To use a shared parking system, such as the one below, the sum of spaces required by both functions is divided by the number in the chart to determine the reduced total.

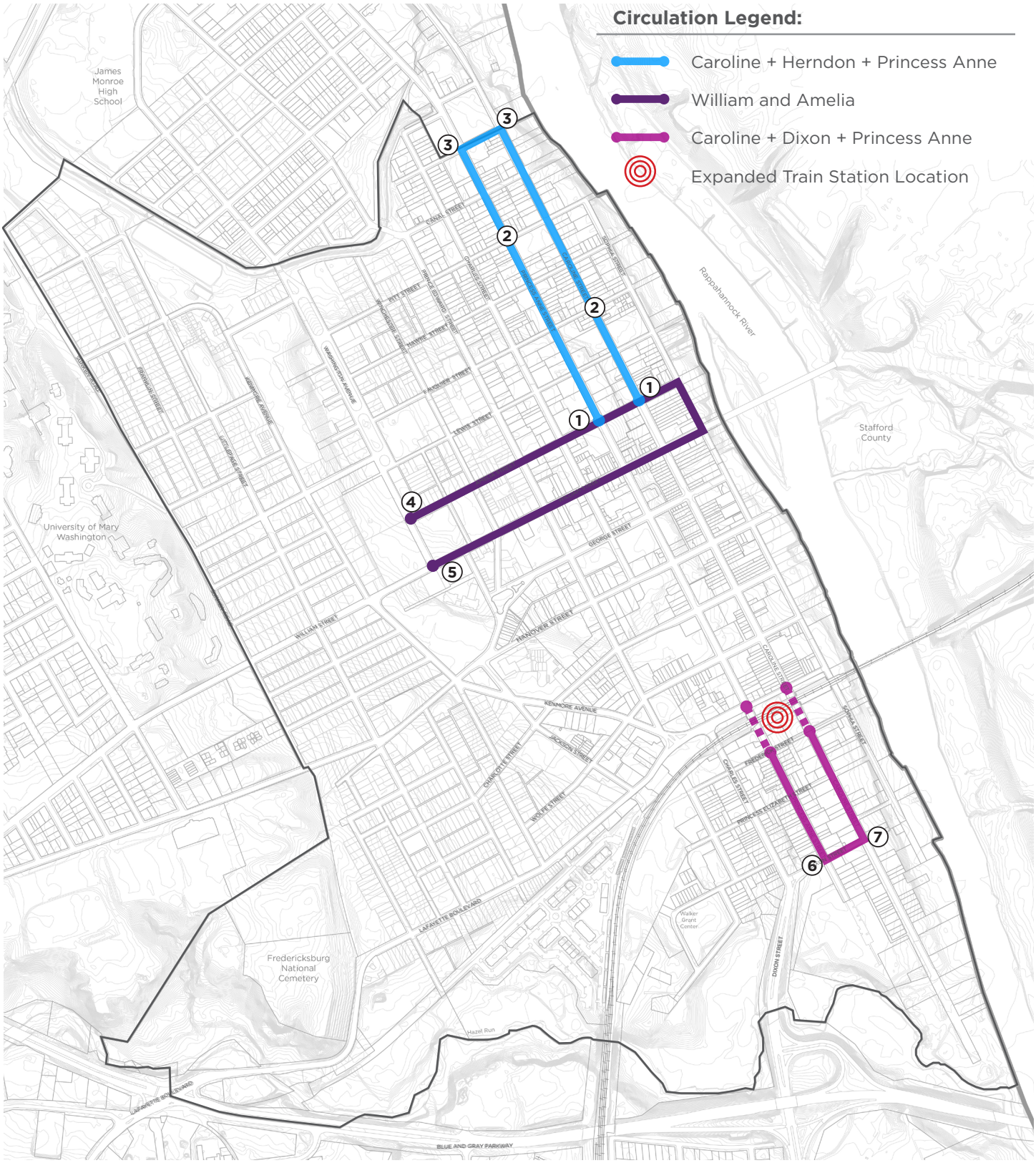
Right Size Development Standards: Related to parking demand and driveway areas, prioritize the pedestrian realm over the vehicular realm.

Creative Expansion: Consider strategies to increase supply without sacrificing the public realm to parking: increasing total curb length (reduce/consolidate driveways) may add on-street parking; strategic acquisition of existing large parking lots for public use; and instituting a corridor fee-in-lieu transit fund in central locations where land use changes should be as beneficial as possible.



Example of Shared Parking Factors by Use - from the SmartCode

ACCESS AND MOBILITY



Improve Roadway Circulation

As discussed, mobility in Area 7 is a complex system of transit, vehicular, pedestrian and bicycle users working together. The over arching goal is to implement a holistic strategy that works for and elevates all modes. Here roadway circulation refers to the "on-street" users - vehicles and bicycles. Traffic volumes in Area 7 are significantly lower than outer areas of the city, and many roadways can accommodate bicycle traffic without impeding vehicle capacity. Shared use facilities should be introduced where feasible. For the purpose of clarity, this page discusses vehicular movements.

Two-Way Streets: In the 1960s, several of Fredericksburg's main streets were converted to one-way pairs with limited stop movements to facilitate through traffic. Today, by-pass roadways have reduced through traffic in the city and the remaining system has created new issues with speed-limit adherence within Area 7. In an effort to improve pedestrian safety and preserve the character of Downtown by slowing traffic particularly in residential areas, and to improve accessibility to homes and businesses, the conversion of paired, one-way streets back into two-way streets should be pursued. These streets were built as two-way streets and remain two-way outside of the Downtown core. Increasing safety and decreasing speed is paramount to walkability and economic viability within the Downtown core. These roadways are having the reverse effect. These modifications are recommended outside the primary and historic commercial core, where traffic flow is further complicated by commercial deliveries that occur throughout the day. The recommended vehicular conversions are:

Princess Anne + Herndon + Caroline Streets; between Herndon and Amelia Streets

William and Amelia Streets; between Washington Avenue and Sophia Street

Princess Anne + Dixon + Caroline Streets; between Lafayette Boulevard and Dixon Street

At the train station, the conversion of Princess Anne and Caroline Streets between Lafayette Boulevard and Frederick Street should limit confusion of one-way traffic through the north/south tunnels, enable greater mobility, and simplify access to the train station. Development plans for the new train station are still in process at the time of this report. As such, recommendations of the one-way to two-way conversion south of Lafayette should continue to be reviewed as plans for the train station development solidify.

We do not recommend making changes to Princess Elizabeth and Frederick. At 22 feet wide, they function adequately as yield streets with parking on one side. Conversion to one-way would invite higher vehicle speeds as seen Downtown on Caroline and Princess Anne. Regarding Dunmore, the issue at hand is bus access to the Walker-Grant Center. As the only access to Ferdinand Street and the center's bus loop is Dunmore Street, the section between Ferdinand and Prince Edward Streets cannot be converted. Modifying the block between Prince Edward and Charles Streets would require modification to Prince Edward Street and is not recommended. If morning and afternoon bus traffic is the primary concern, we recommend further discussions between the City, Center and adjacent residents to address peak hour traffic concerns.

Modifications are expected to be as follows:

1. Signalized intersections would remain at Princess Anne and Caroline Streets at the intersections with Amelia Street.
2. Analysis of the feasibility for all-way stop controlled or signalized intersection would be required at the intersections along both Princess Anne Street and Caroline Street between Amelia and Herndon Streets.
3. Analysis of the feasibility for all-way stop controlled or signalized intersection would be required at Princess Anne and Caroline Streets at the intersections with Herndon Street.
4. An all-way stop controlled intersection would be installed at the intersection of Amelia Street and Washington Avenue.
5. Analysis of the feasibility for all-way stop controlled or signalized intersection would be required at the intersection of Williams Street and Washington Avenue.
6. An all-way stop controlled intersection would be installed at the intersection of Princess Anne and Dixon Streets.
7. An all-way stop controlled intersection would be installed at the intersection of Caroline and Dixon Streets.

PLACEMAKING OPPORTUNITIES

Area 7 is the City's crown jewel. In terms of urban design, its rich history provides the opportunity and the framework for a sustainable human scaled future. Even with its substantial assets, the heart of Fredericksburg poses challenges to residents and leadership.

The Train Station District, the William Street District between Kenmore Avenue and Sunken Road, the Princess Anne Street extension of the Canal Quarter Maker District, and the Jackson + Wolfe Warehouse Maker District are accessible by foot and have the unique potential for increased pedestrian activity with some focused placemaking. Lafayette Boulevard west of the Jackson + Wolfe Warehouse Maker District is a fifth district that has a future as a walkable urban place, but first still needs upgrades to improve pedestrian circulation and accessibility.

Each of these areas sits at the intersection of neighborhoods and historic transportation corridors and originally developed with the type of fabric that envelopes the pedestrian, creates a public third space navigable by people of all ages and abilities, and attracts residents as well as tourists. Over the last fifty years, changes in financial and regulatory paradigms, however, create tremendous pressure to eliminate these places. Modern zoning codes and construction loan parameters are tailored to large automobile oriented developments designed as independent islands containing an entire private parking and open space infrastructure within the boundaries of each lot. The demand for more infrastructure than permitted building square footage reinforces the primacy of cars by encouraging the consolidation of lots, the demolition of architecturally significant historic buildings for pavement, and the dilution of land use. This type of environment is the antithesis of Fredericksburg's innate irreplaceable fabric.

The five districts were chosen in part because they have the potential to, over time, evolve into echoes of Caroline or William Streets in the Downtown core. Their location gives them commercial viability and their adjacency to modern open spaces gives them the unique ability to absorb residential density while maintaining livability. They are built around a strong pedestrian network with plenty of public infrastructure including on-street parking. These conditions make them desirable areas for incremental upgrade, which will be a step towards a more sustainable future.

Strategies to upgrade the placemaking in these districts should focus on the adaptive reuse of historic buildings and fabric, the prioritization of the human over the automobile scale, and the restoration of public third spaces. The following section identifies the types of regulatory and public infrastructure interventions necessary to expanding Fredericksburg's stock of walkable urban places:

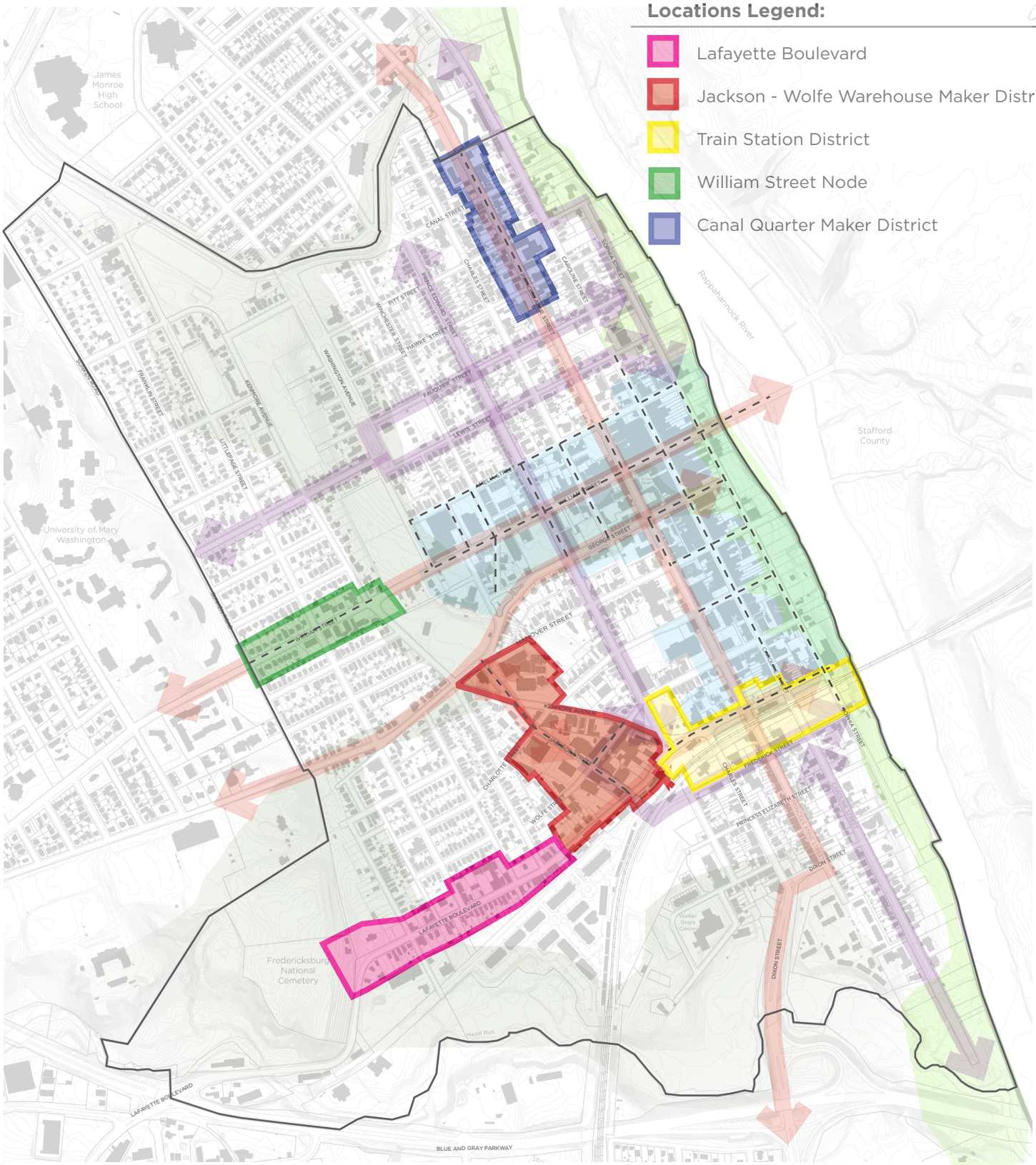
1. ***Train Station District :*** Planning for the addition of high speed rail and an expanded train station will increase capacity and will promote redevelopment interest in the surrounding area. The train station and surrounding area is a tremendous asset to the city.

2. ***William Street District :*** Upgrading the streetscape, frontages, and access patterns along the William Street District will enable this premier walkable urban place between the University and the Downtown to reach its full potential as both a destination and core neighborhood center.

3. ***Canal Quarter Maker District :*** Expanding the Canal Quarter Maker District from Area 6 south along Princess Anne Street will add energy to the on-going adaptive reuse of the District's unique urban fabric.

4. ***Jackson + Wolfe Warehouse Maker District :*** Designating the Jackson + Wolfe Warehouse District as a new Maker District will provide the underlying mechanism needed to encourage and enable the production renaissance already occurring within the District's historic structures.

5. ***Lafayette Boulevard:*** Accommodating pedestrians across and along Lafayette Boulevard (west of Jackson Street) requires coordinated improvements to the pedestrian infrastructure, such as safe street crossings, and continuous sidewalks supported by curb and gutter and limited curb cuts.


Locations Legend:
Lafayette Boulevard
Jackson - Wolfe Warehouse Maker District
Train Station District
William Street Node
Canal Quarter Maker District
James Monroe High School
University of Mary Washington
Fredericksburg National Cemetery
Rappahannock River
Stafford County
Hazel Run
Walker-Grant Center
CANAL STREET
PITT STREET
WINCHESTER STREET
PRINCE EDWARD STREET
HAWKS STREET
CHARLES STREET
CAROLINE STREET
SOPHIA STREET
FAUQUIER STREET
LEWIS STREET
WASHINGTON AVENUE
KENMORE AVENUE
LITTLEPAGE STREET
FRANKLIN STREET
WILLIAM STREET
GEORGE STREET
HANOVER STREET
CHARLOTTE STREET
WOLFE STREET
FREDERICK STREET
PRINCESS ELIZABETH STREET
DIXON STREET
LAFAYETTE BOULEVARD
BLUE AND GRAY PARKWAY

NEIGHBORHOOD AREA 7

PLACEMAKING OPPORTUNITIES

Station District Legend:

- Proposed Roundabout
- Improved Pedestrian Crossing
- Add Curbs/Sidewalks
- Street Reconfiguration
- Design Focus Areas
- Property Exchange
- VCR Trail Head
- Vehicular Entrance/Exit
- Pedestrian Entrance/Exit
- Expanded Train Station
- Potential Infill Building
- Open Space/Park

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Train Station District

The Fredericksburg train station is an important asset, and the addition of a new high-speed third rail will further elevate rail's potential for the City. A proposed new third rail is expected to ease congestion and conflicts between freight and passenger rail traffic. The new rail line will be located to the south and east of the existing lines through Fredericksburg. It will remain almost entirely within the existing railroad right-of-way but will generate the need for a new bridge crossing the Rappahannock adjacent to the existing bridge.

Expanded Station: Replacing the Fredericksburg train station is required to accommodate the new third rail. Due to siting and access difficulties to the west of the existing station the station should be reconfigured utilizing as much of the space beneath the rails as possible. Vehicular and pedestrian access could utilize the existing tunnel access and street access from Caroline and Princess Anne Streets to the train platform. A trade of property along the south edge of the station would enable the best redesign of the new station and its access. As the station is upgraded improved access to the trains, bathrooms, and information services should be provided.

Improved Access: The third rail will be a welcome asset to the City, is expected to increase local rail ridership, and should create new interest in the currently under utilized properties surrounding the train station. A new, expanded service train station in the same location would serve the City well. The City has spent time and energy for decades to improve access patterns for its current location, and relocating the train station could create additional strain on the transportation infrastructure.

A new pedestrian tunnel running north/south below the tracks should be provided at the west end of Frederick Street. This connection would enable cyclists coming off the east end of the VCR trail to access the waterfront and the train station without competing with car and bus traffic for street width along Lafayette or through the railroad underpasses. A new parking garage on City property between Sophia and Caroline will provide car storage. Shared parking opportunities in this area should be pursued. While this lot will provide mainly daytime parking for commuters, it should also provide nighttime parking for Downtown and waterfront patrons on evening and weekends.

Roundabouts : The Virginia Commonwealth Transportation Board has approved funding for roundabouts at the Lafayettte / Kenmore and Lafayette / Charles intersections. These improvements will enhance the circulation and safety of these intersections and the accessibility of the south end of the Downtown core as well as the Train Station District. The Lafayette / Kenmore roundabout would also result in reconfiguration of the Prince Edward, Kenmore, and Wolfe intersection. Such redesign should ensure safe vehicular movements and augment on-street parking on Prince Edward Street. Prince Edward Street should also be reconfigured to ensure that traffic can safely utilize the proposed traffic circles on Lafayette Boulevard.

Infill Opportunities: With the new station and increased ridership come potential redevelopment opportunities in the station district. Directly across Lafayette from the 1910 train station is a sizeable parking lot that could be developed into a mixed-use building with residential or office space above flexible commercial space on the ground floor. Property in the north east corner of Lafayette and Prince Edward is under review for redevelopment. A neighborhood-scaled multi-family building with ground level commercial or series of townhomes facing onto Prince Edward and Wolfe Street would provide transition to a potential larger building, placed respectfully behind the historic structures on Lafayette. Another new infill opportunity would be welcome west of the Colonial Tavern. It would provide an important backdrop to the new roundabout and terminus of Kenmore and Prince Edward Streets. This narrow property is not large enough for a standard multifamily building or office facility, but is a good location for a unique infill opportunity.

NEIGHBORHOOD AREA 7

PLACEMAKING OPPORTUNITIES

Station District Legend:

- Design Focus Areas
- Potential Focus Area Expansion
- Open Space / Formal Open Space
- Potential Infill Building
- Improved Pedestrian Crossing
- Street section improvements / Frontage Repair
- Intersection Improvements
- Alley Repair
- Vehicular Entrance/Exit
- Infill Parking Strategy

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William Street District

William Street between Sunken Road and Kenmore Avenue is a key walkable urban node connecting the University of Mary Washington to the Downtown. The district has a medical office, a gas station/convenience store, a general office building, two restaurants, a bakery, a multifamily building, and two vacant buildings that are appropriate for adaptive reuse. A planned University of Mary Washington performing arts center at Sunken and William, if built, would add an additional anchor to this node. The following strategies should be deployed to further the placemaking within this district. These policies are part of a long term policy evolution; there are valuable existing businesses in this node that should continue to operate as long as they remain viable.

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

Frontage Repair/Streetscape Enhancement: Consolidate entrances and discourage head in parking off William Street in order to provide a continuous streetscape consisting of a minimum 10 foot wide sidewalk with pedestrian scaled street lights and street trees.

Adaptive Reuse: Prioritize the adaptive reuse of existing buildings. Permit infill development to create a cohesive building envelope. Focus on form and quality of development rather than standard zoning bulk measurements.

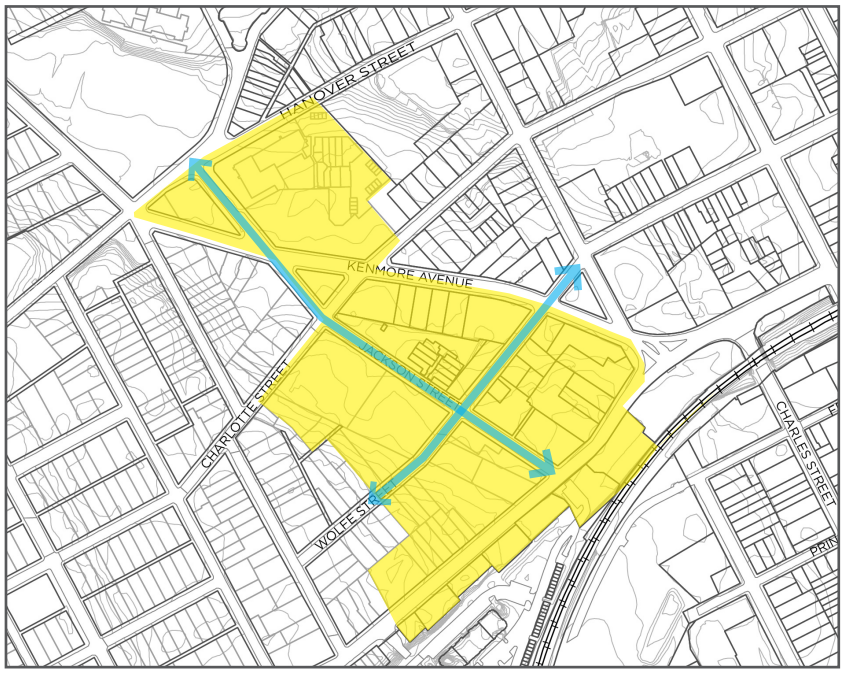
Formal Open Space Strategy: Permit business owners to infill asphalt areas with plazas and outdoor seating areas without requiring additional parking for those areas in exchange for reorienting vehicular access patterns to remove entrances directly onto William Street.

Infill Infrastructure/Parking Strategy: Right size development standards related to parking demand and vehicle circulation areas so that the pedestrian realm is permitted to be larger than the areas dedicated to automobile circulation. Consider implementing maximum limits and driveway widths in place of minimum requirements. Develop strategies to expand the public parking supply (whether through providing on-street parking, strategic purchase of existing large parking lots for public use, and / or instituting a corridor fee-in-lieu parking fund) in central locations where the use of asphalt will be as efficient as possible.

PLACEMAKING OPPORTUNITIES

Maker District Designation

Canal Quarter Extension



Jackson + Wolfe Warehouse District

The area designated along Princess Anne Street is an extension of the Canal Quarter District. The Jackson + Wolfe Warehouse District is a distinctive location within the historic Downtown core.

The Canal Quarter extension presents an opportunity to create a unified district along Princess Anne Street north of the Downtown core. Between Area 6 and Area 7, this District has a unique history and a variety in the shape and size of the urban fabric that can accommodate a variety of uses and building forms.

The areas along Wolfe and Jackson Streets present a unique opportunity within Area 7. The character and history of the area and structures provide a unique opportunity to expand the city's Innovation/Maker District. Adjacency to Fredericksburg's historic center provides a specific location that encourages maker activities, such as artist lofts, live-work space, and light manufacturing space. Policy amendments should lower the hurdles inherent for these types of redevelopment. A Creator-Maker District could serve to further catalyze, foster and/or support this as a focal point within Area 7.

These two Maker Districts could accommodate a variety of commercial uses: brewery, art studio, performance venue, creative professionals, commercial bakery, and smaller maker businesses. Residential development may be supported. In both districts, consideration should be given to permitting reduced or shared parking options to enable the automobile environments of today to evolve into public courtyards, plazas, and third spaces of tomorrow.

Adaptive reuse should be the priority as properties become available for reuse or redevelopment in these areas. Flexibility in parking and residential density requirements may be appropriate strategies for the preservation and rehabilitation of historic structures.

Jackson + Wolfe Warehouse District and Canal Quarter Extension Maker District

Use/building type Multi-use buildings; specific to the Maker District, many types of light manufacturing, artisan making, printing, design, brewing, distilling, other craft maker uses, as well as creative industry work places are encouraged, along with shops, restaurants and dispensaries for the wares as part of these operations. Adaptive re-use of existing buildings is encouraged along with appropriate infill development. Integrated nodes of residential uses are allowed where appropriate.

A variety of industrial uses clustered in this area in the late 19th and early 20th centuries, initially because of the proximity to the canal that later became Kenmore Avenue. The arrival of the railroad in 1872 encouraged further growth by providing easy access to mass-produced materials and opening new industrial markets. An influx of factory workers populated the developing neighborhoods on the west side of town. The automobile emerged as a competitor to the railroad in the 20th century, and auto-oriented uses proliferated.

Placement It is vital to hold block edges with buildings in order to shape the public realm. However, each street edge may be treated differently - whether varying small setbacks or strict build-to-line - depending on the surrounding context. Along Princess Anne, it is important to complete the street edge where possible.

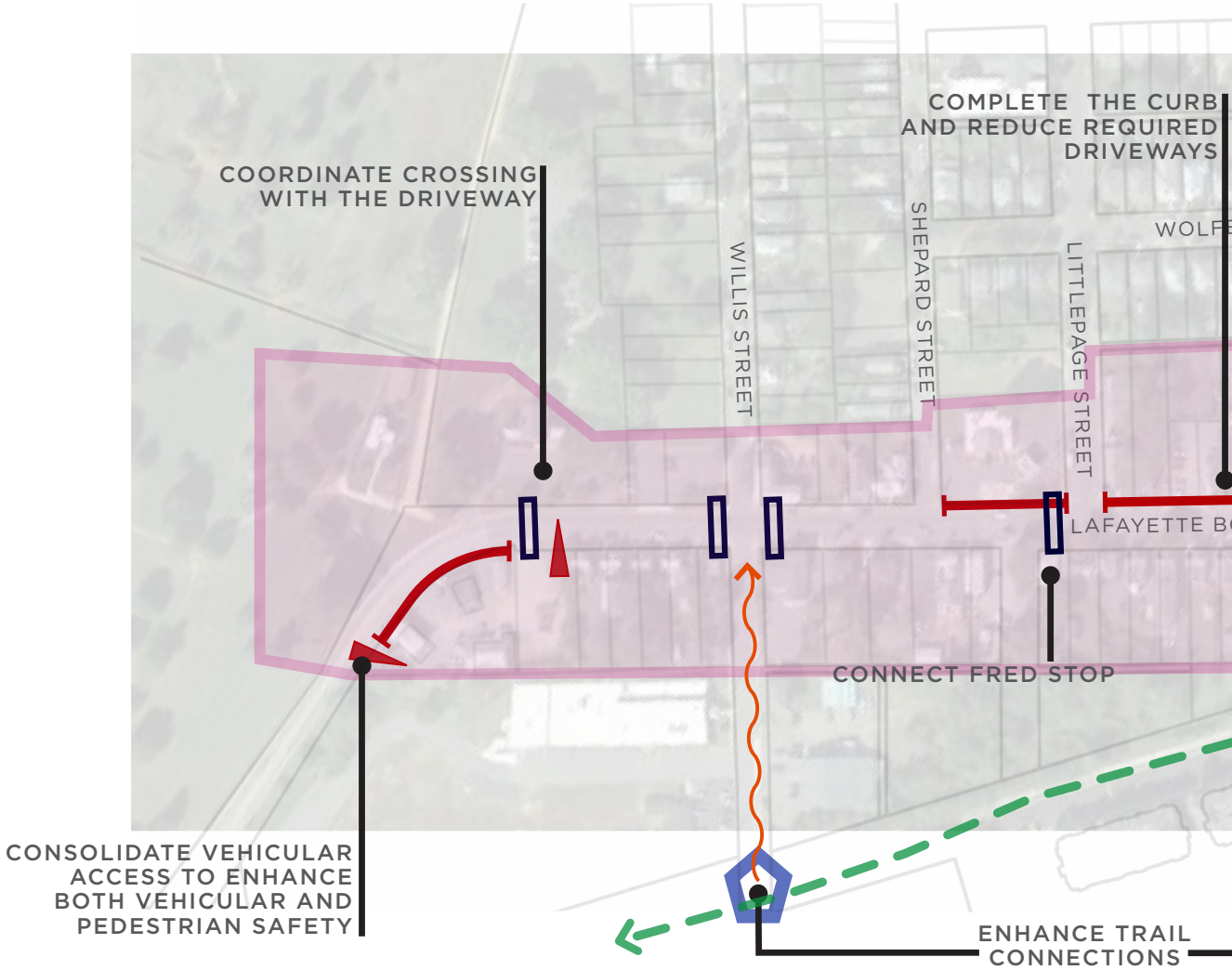
Height As noted in the Transect Map, new buildings here should reflect a primarily 1-3 story building height with 4 stories permitted by special review.

Parking Parking should be located behind buildings wherever possible, and incorporated in the middle of blocks. Reducing parking requirements and utilizing shared parking are encouraged. Permit business owners to infill asphalt areas with plazas and outdoor seating areas without requiring additional parking for those areas.

Right size development standards related to parking demand and vehicle circulation areas so that the pedestrian realm is permitted to be larger than the areas dedicated to automobile circulation. Implement maximum limits and driveway widths in place of minimum requirements. Develop strategies to expand the public parking supply (whether through providing on-street parking, strategic purchase of existing large parking lots for public use, and / or instituting a corridor fee-in-lieu parking fund) in central locations where the use of asphalt will be as efficient as possible.

Transitions Minor changes in type/use (townhouse to single family)may happen across public streets, while greater changes in type/use (office to residential) should occur along a block centerline, parking lots or alleys.

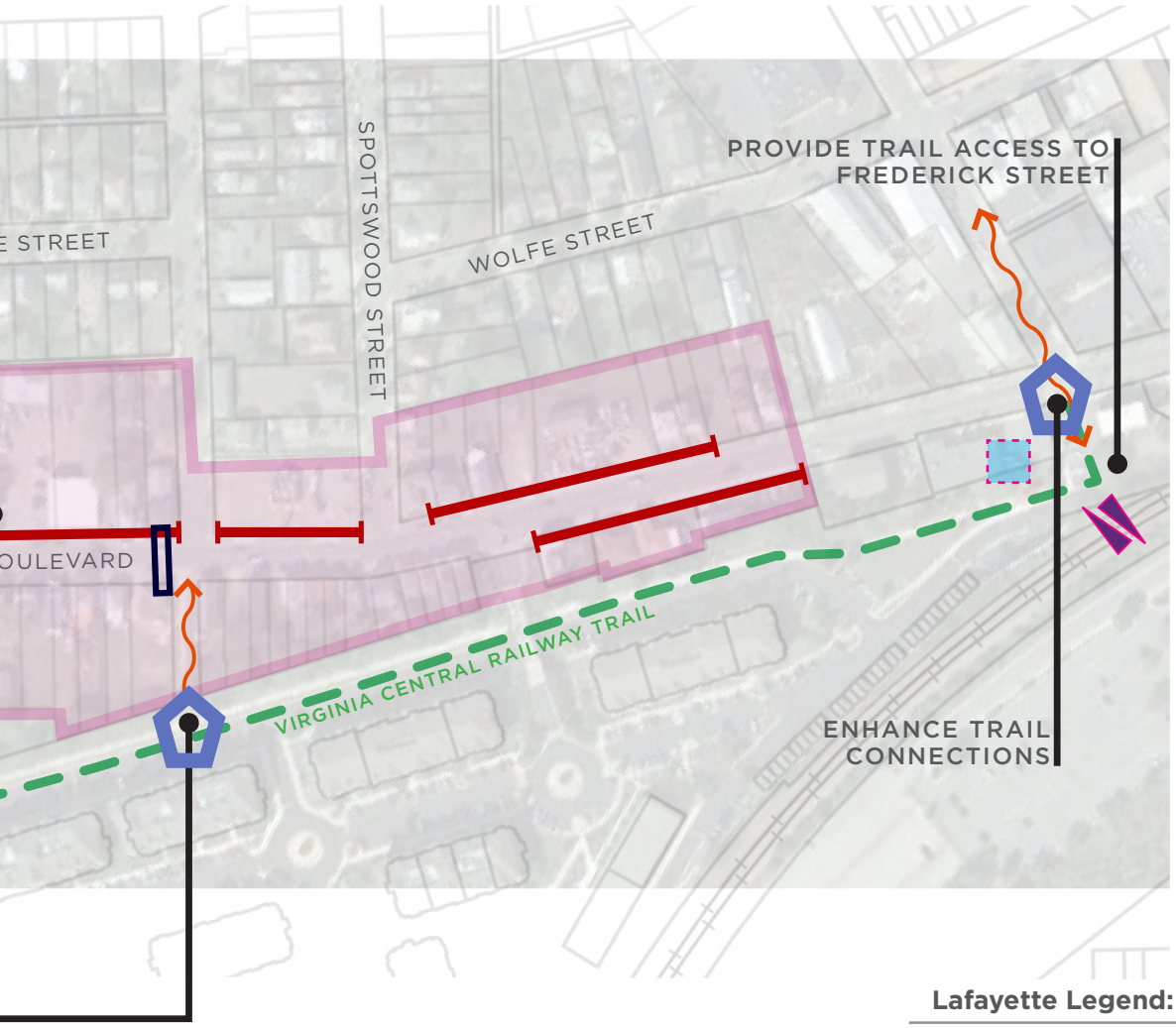
PLACEMAKING OPPORTUNITIES



Lafayette Corridor Improvements

Pedestrian Improvements: Improved Crosswalks and Continuous Sidewalks

The Lafayette Street corridor would benefit from improved pedestrian infrastructure. First and foremost: crosswalks; the simple addition of concentrated crossing areas in key locations along the Boulevard would improve the corridor's safety and usability. These crosswalks should align with key destinations and connections to the VCR trail across Lafayette: the Battlefield Visitor Center, Willis, Weedon, and Jackson Streets. These connections would provide convenient and desired routes as well as access to uses on the north side of the street. Next, establishing continuous curb where possible, thereby reducing the number and width of curb cuts (driveways) that cross the sidewalk. Often minimum driveway widths are specified. The city should propose regulations that instead cites a maximum drive width in this (and other similar) locations. The secondary consequence of this action provides additional on-street parking in these areas, where it is warranted.



Lafayette Legend:

- Identify Trail Connection
- New/Improved Pedestrian Crossing
- Add Curbs/Sidewalks
- Lafayette Boulevard West
- Vehicular Entrance/Exit
- Enhanced Trail Connection
- Pedestrian/Cyclist Passage
- VCR Trail Head

Urban Fabric : Right Size the Zoning

The Lafayette Street corridor is a mixture of Commercial Highway, Light Industrial, and Commercial Office-Transitional Zoning. The corridor is also subject to a Design Overlay district. The existing base zoning standards conflict with the character goals of the Overlay district. The desired future use pattern does not justify the different zoning districts. The different zoning districts should be consolidated into a neighborhood commercial oriented set of form-based regulations, that are less commercially intense than the Commercial-Highway and Light Industrial Zoning Districts in place.