



The Town of Culpeper
Strategic Vision Plan
2022

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Background

The historic Town of Culpeper was established in 1759. In the past 20 years, the Town has experienced significant growth. The 2020 U.S. Decennial Census reported the Town's population in 2020 was 20,062; a 22.5% increase from 2010, and more than double the Town's population of 9,707 from 2000. The Town has adopted a variety of smart growth principles that are identified in the Community Design Plan and Comprehensive Plan as tools to manage forecasted population growth.

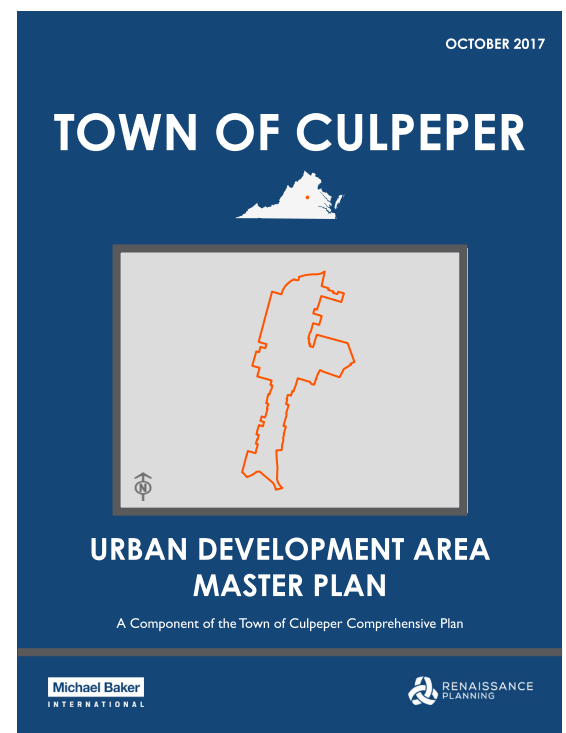
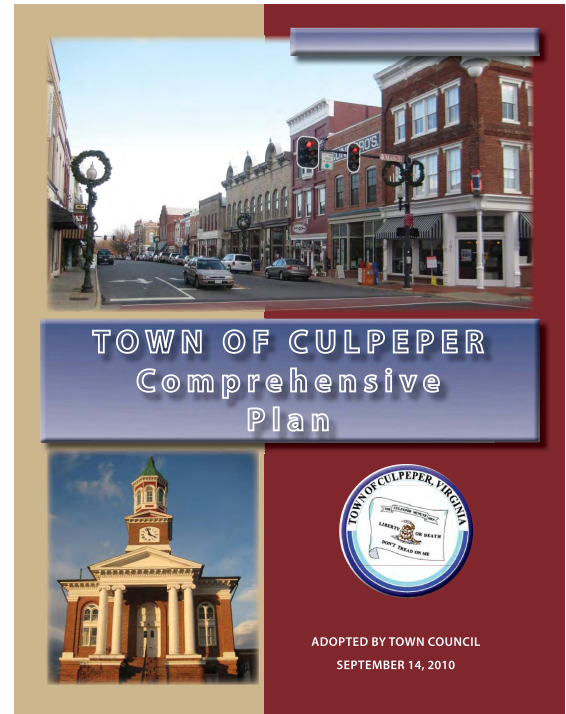
The 2016 Comprehensive Plan establishes long range goals and objectives for the Town, providing a framework to manage long term growth while also preserving the rich history of the community. The Comprehensive Plan represents the collective desires of the citizens, businesses, professional staff, and officials of the Town and serves as the written expectation for the future of the community. The plan serves as a guide to assist the staff, public, and elected and appointed officials in decisions related to development, redevelopment, growth, and provisions of public services.

In 2017, the Town completed the Urban Development Area Master Plan for downtown Culpeper. The Plan established six focus areas that are supported by a set of goals, policies, and recommendations for public/private development opportunities that are envisioned as catalysts for new development. The focus areas prioritize the Town's infrastructure investments and identify a short, medium, and long range implementation strategy.

In 2020, the Town adopted a Parks & Greenways Master Plan as a tool to help prioritize, maintain and expand the Town's acquisition and investment in lands and properties to meet the demand for increase outdoor recreation amenities.

The Rappahannock Rapidan Regional Commission adopted a Housing Study in 2021 that provided qualitative and quantitative data to understand and quantify existing and future housing opportunities

continued



Introduction



and challenges for the Town of Culpeper. The study examined current land use practices that both help and hinder housing development through zoning ordinances and offered strategic recommendations for addressing major issues for the Town of Culpeper.

The Culpeper 2030 plan examines specific focus areas at a detailed level to provide an implementation strategy that will assist the town and members of the community to reach the longer term vision identified in the Comprehensive Plan. Culpeper 2030 also identifies, locates, and visualizes catalyst projects of various sizes throughout the Town to promote and sustain economic growth.



Introduction

Goals and Objectives

Expanding upon the goals identified in the Comprehensive Plan, The Culpeper 2030 plan goals and objectives are evaluated and updated annually to ensure that the tasks to be completed within each of the six focus areas support one or more of the identified goals for the community.

Goal #1:



Sustainable and Healthy Growth

- Identify and execute growth management strategies that align our Comprehensive Plan, Infrastructure, and Demand without negatively impacting taxation and the character of Culpeper
- Preserve and enhance existing neighborhoods
- Develop context sensitive infill and redevelopment
- Improve aesthetic design guidelines and regulations
- Target key gateways and corridors for improvement and redevelopment

Goal #3:



Recreation, History and Culture

- Identify recreation strategies that align with our Parks Master Plan and the Virginia Outdoors Plan in collaboration with County and Regional assets
- Invest and maintain in quality parks, trails and open space
- Protect natural resources including air and water quality
- Protect historic areas and landmark integrity
- Evaluate the current historical programming to ensure we are inclusive in our approach and deliverables

Goal #2:



Transportation, Safety and Public Services

- Establish clear transportation priorities that improve safety and reduce congestion
- Create and sustain pedestrian-friendly neighborhoods and business districts
- Create “complete streets” that encourage walking and biking by including travel lanes, bike lanes, tree lawns, and sidewalks. Explore multi-modal transportation options
- Seek and support opportunities for regional coordination of mass transit options including but not limited to rail

Goal #4:



Economic Viability

- Encourage Town-wide commercial redevelopment
- Encourage quality residential, mixed-use and commercial growth
- Promote and market positive Town assets
- Evaluate current infrastructure capacity and identify growth management strategies
- Update ordinances, zoning and our permitting process to be more supportive of our business community and to promote business expansions and new investment opportunities
- Work collaboratively with County, Region and State partners and agencies

continued

Goal #5:



Organizational Excellence

- Evaluate the Town's organizational capacity to deliver Town services and projects effectively and efficiently
- Maintain the strategic reserve policy in coordination with the Town's financial roadmap
- Establish priorities related to creating a resilient trusted digital world in the face of evolving threats



Needs Assessment

Town staff performed an initial needs assessment throughout the Town, reaching out to a variety of stakeholders, potential employers, and community groups to identify additional amenities, infrastructure, and policies that will assist the Town in reaching long term goals. Additionally, public input gathered during the formulation of the Community Design Plan, Comprehensive Plan, Parks & Greenways Master Plan, and the 2021 Regional Housing Study also reinforced these needs.

Many of the needs identified emphasize increased access to public parks, plazas, greenspace and recreation. The Virginia Outdoor Plan has identified access to trails as the number one priority within our region. The Town's Parks & Greenways Master Plan identified a need for a pool and expanded trails and greenways as the communities' top two priorities. The Town's Comprehensive Plan identified a need for a greater distribution of neighborhood parks and an interconnected greenway trail network.

Furthermore the Community Design Plan identified a need for public plazas and outdoor seating throughout the downtown. Discussions with members of Culpeper Renaissance Inc. and also with local business owners reinforced the need for public outdoor spaces in downtown Culpeper. Promoting the live/work environment within the downtown through the development of additional mixed-use multi-family housing options will help to increase economic activity after hours and further justify the need for additional public plazas and green space downtown.

As the Town's population continues to grow, it is important to consider the various needs of the five generations in the workforce and our community. Traditionalists down to Generation Z all show an interest and in some cases a preference for denser living environments with an emphasis on walk-ability and alternative transportation/modal options.

UVA Culpeper Medical Center expressed a desire for upscale apartment housing options within the Town to provide options for staff that may be with the hospital for several year terms. This type of housing would also be attractive to remote workers who select Culpeper as home even though their employment is housed elsewhere.

Several large tracts of undeveloped land have been targeted as growth areas within the Town. Discussions with several of these property owners revealed a desire for the town to adopt land use polices that would assist in the marketability of their properties for a large scale planned unit development or zoning tax incentives that would encourage rezoning prior to transfer and sale.



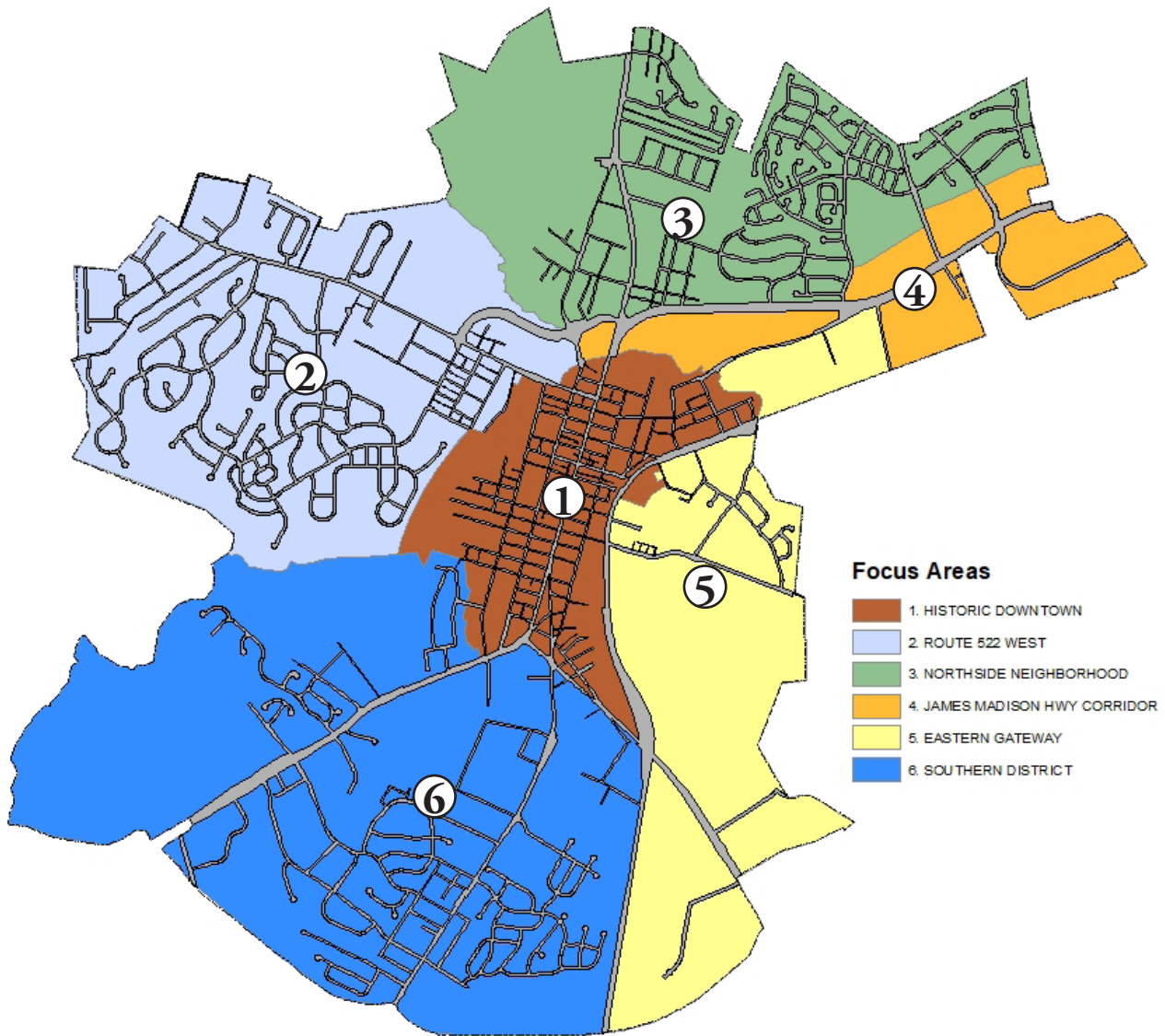
Example image of a multi-use greenway trail



Example of a mixed-use development with retail on the ground floor and upscale apartments on the 3 floors above.

Introduction





The Culpeper 2030 plan will examine the 6 focus areas that have been identified on the map above. These areas were expanded from the areas identified in the Town's Comprehensive Plan based on common land use designations, neighborhood characteristics, and potential synergies between the existing and potential developments. Each focus area will be studied more closely in order to capitalize on the unique opportunities within each location and to meet the needs of the local neighborhood.

Focus Areas:

1. Historic Downtown
2. Route 522 West
3. Northside Neighborhood
4. James Madison Highway Corridor
5. Eastern Gateway
6. Southern District



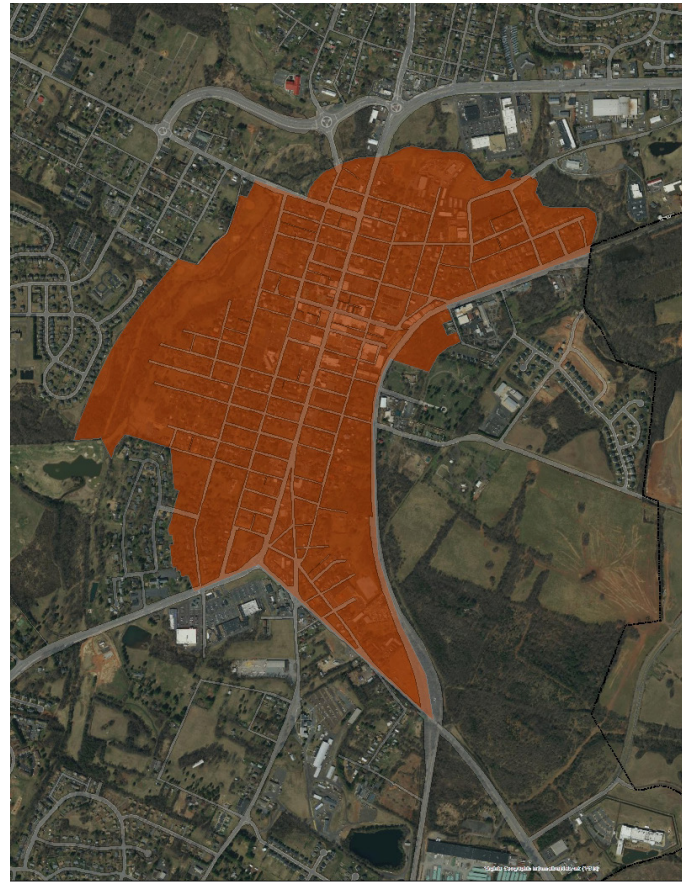
HISTORIC DOWNTOWN

Existing Conditions

Culpeper's historic downtown is a popular destination for visitors from the metropolitan Washington DC area and surrounding regions throughout Virginia. In 2018, Culpeper was recognized as the Prettiest Town in Virginia by Architectural Digest. Davis Street is an American Planning Association Great Street, and a Great American Main Street as well.

The downtown serves a primary tourism driver for Culpeper and contains a variety of land uses including residential housing, commercial properties, offices, and restaurants.

The Town financially supports Culpeper Renaissance, Inc. (CRI), Culpeper's Main Street organization as a support tool to the historic downtown. The partnership focuses on the economic vitality of downtown, improving the physical environment; promoting the district's assets; and building collaboration among a broad range of public and private sector groups and organizations. Downtown events, like the 3rd Thursday Summer Concert Series and Gnarly Hops and Barley



Fest, bring hundreds of people into the downtown. The partnership also provides an avenue to receive input from local business owners in the downtown regarding future needs and issues. Local business owners throughout the downtown play a key role in the economic viability of the historic downtown.

Culpeper County's administration offices and the Town of Culpeper's administration offices are located in the historic downtown. As the need for additional government services increases with population growth, additional space will be needed for both Town and County administration.

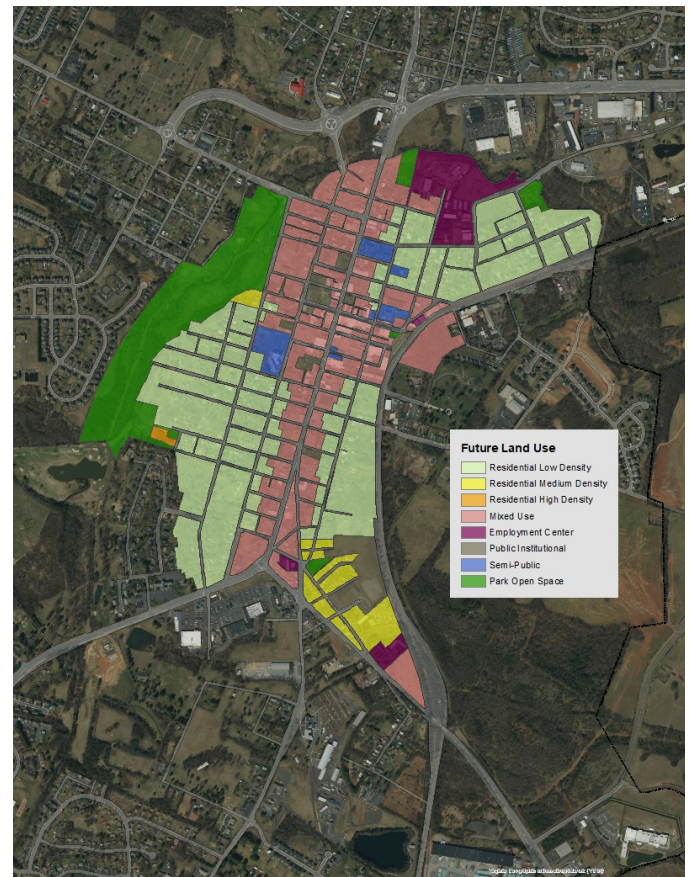
The Town contains only a small number of large undeveloped land parcels, and as that supply is reduced, potential developers express an increased interest into redevelopment and infill opportunities within the downtown. Several mixed use developments have been

completed in recent years incorporating ground floor retail and office space with residential apartments on upper floors. This development pattern promotes the live/work environment that exists on Davis Street and exemplifies traditional neighborhood design characteristics that are encouraged with the Town's Comprehensive Plan.

The Downtown Apartment Incentive Tap Fee Policy encourages the development of multi-family housing within the approved downtown boundary. The Town's ordinance amendments over the past five years have established an increased density allowance for residential apartments in order to accommodate typical urban style mixed use residential developments. The increased density and tap policy changes will also encourage the conversion of existing vacant spaces on the upper floors of historic structures in the downtown into apartments. Another incentive adopted by the Town is a discounted tap fee for Accessory Dwelling Units. These residential units help to offer a greater variety in the Town's housing stock. They also provide opportunities for property owners to earn extra income by using them as rental units or to accommodate additional family members such as parents/grandparents or children returning home after college. Since the downtown apartment incentive policy was adopted in July of 2018, zoning permits have been issued for over 35 new apartments on the second floors within the incentive footprint.

Downtown business owners and citizens have expressed a need for public plazas, greenspace, and outdoor seating in the downtown. There are several town owned parcels at the corner of Davis Street and Commerce Street that would provide an opportunity to meet the need for outdoor seating space in a plaza and/or greenspace.

In 2020 the Town invested in five parklets in an effort to provide opportunity for safe social and economic activity during the COVID-19 pandemic. The Culpeper parklets proved to increase economic activity when managed effectively, bringing revenue to downtown during a difficult economic environment.



As the Parklet Program continues, the Town has seen other benefits and ways the parklets have changed people's views and use of public space. They've created new mini-public plazas and mini-parks that attract people. The parklets have also emphasized the pedestrian experience by making downtown streets more beautiful and walkable, while enhancing safety by slowing traffic and increasing "eyes on the street."

As infill development continues in the downtown area, parking will become an increasing priority. In an effort to get ahead of this issue, the Town has acquired land across from the Depot and is developing plans for the construction of a large surface parking lot with integrated greenspace and a pedestrian bridge to connect it to Davis Street and the Downtown. This is a more cost-effective solution to the provision of parking than the previously considered structured parking.



Focus Area – Historic Downtown

Opportunities

In 2017, the Town adopted the Urban Development Area Master Plan establishing a long-range vision for much of downtown Culpeper. An Urban Development Area (UDA) is an area defined within a locality's comprehensive plan that promotes higher densities through adaptive re-use of existing structures and infill development by utilizing existing transportation and utility infrastructure to maximize fiscal efficiency. UDAs incorporate traditional neighborhood design guidelines such as mixed uses, interconnectivity, and access to a variety of transportation options. The UDA Master Plan identified six focus areas that could serve as catalyst projects and/or have the highest potential for redevelopment including the land proposed for the new parking lot.

An additional opportunity has arisen through competing unsolicited bids for proposal for the development of 0.9 acres at the corners of East Davis and Commerce Streets. Both projects propose two mixed-use buildings – ranging from a two-story 12,000 square foot building to a three-story 20,200 square foot building at 260 East Davis Street with a 25,000 to 26,500 square foot building across from 111 South Commerce Street consisting of five stories, underground parking, and rooftop restaurant or patio access. The buildings in each proposal will have apartments on the upper levels and commercial spaces on the ground levels. The proposals also offer competing versions for a public hardscape open market and park.

As densities and development increase in the downtown area, it will become increasingly important to ensure the safe and efficient flow of traffic through the area. There is the potential to evaluate the street network within the downtown and consider utilization of one-way traffic on specific streets to enable enhanced pedestrian accommodations, expansion of the local businesses into the public realm and the optimized flow of traffic in the downtown area.

Strategic Goals

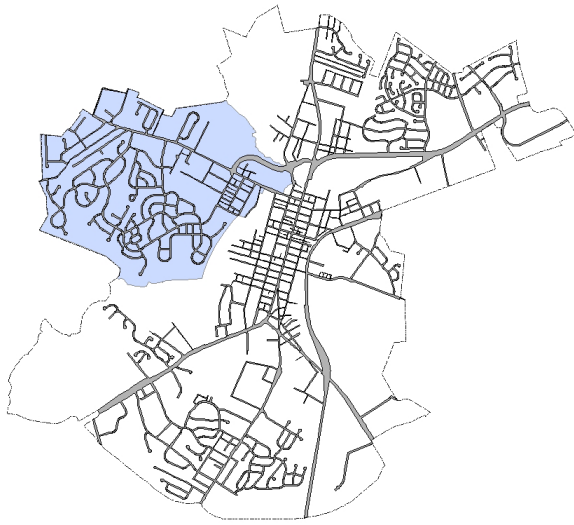
- Evaluate and update the recommendations from the Urban Development Area Master Plan as opportunities arise.
- Provide high quality infrastructure to meet the needs of existing business, particularly broadband internet access.
- Complete preliminary engineering for the transportation improvements identified in the Urban Development Area Master Plan and submit for state/ federal funding opportunities.
- Explore the potential of the public/private partnership contained within the unsolicited development bid for the property at the intersection of East Davis and Commerce Streets.
- Conceptualize a nature park at the end of Spring Street, surrounding the new trailhead.



*Conceptual images from the E Davis Street – Commerce Street Unsolicited Bids for Proposal

Focus Area – Historic Downtown





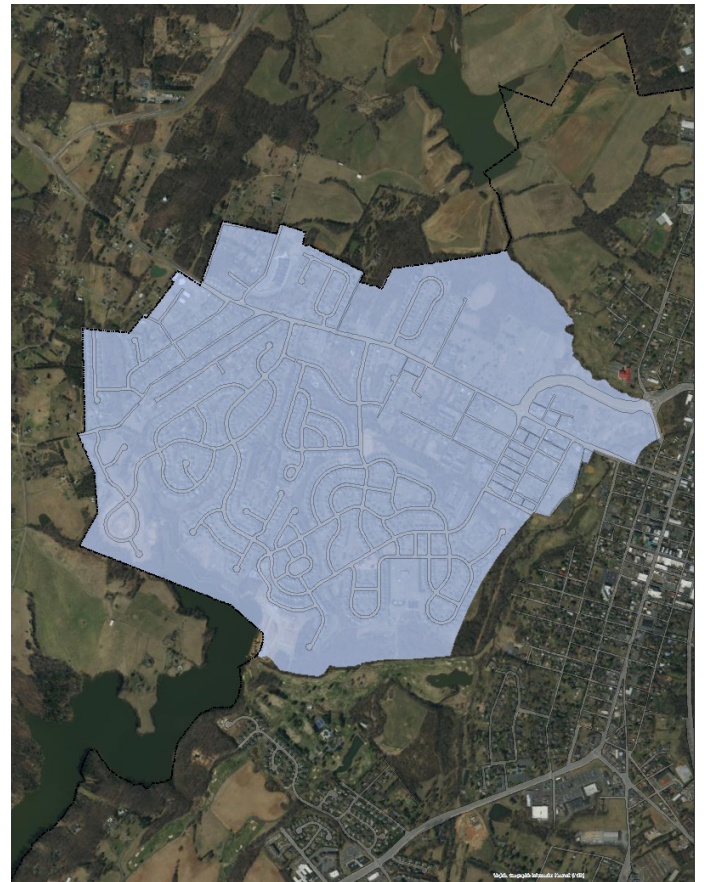
ROUTE 522 WEST

Existing Conditions

The area identified as Route 522 West contains primarily residential neighborhoods with limited commercial properties along the Route 522 West corridor. Several large-scale single-family residential developments include Lakeview, Pelham's Reach, Redwood Lakes, and Cardinal View subdivisions. The newer developments along the corridor have incorporated sidewalks along their road frontage. The older sections are missing sidewalk segments that the Town will need to complete in order to provide a continuous route for pedestrians.

The Lake Pelham Connector Trail provides a multi-use path between Yowell Meadow Park and Lake Pelham with several connections into the Lakeview Subdivision. Renovations to the Lake Pelham Dam freed up 4-5 acres previously used for the spillway that has been identified as a future public park site.

Colonel Jameson Boulevard has improved traffic congestion along the Route 522 West corridor and incorporated a 10' multi-use path along the north side of the roadway.



Several properties with frontage along the eastern portions of Route 522 West have been identified for mixed use and or commercial land uses in the Comprehensive Plan.

Opportunities

The Town is administering a Highway Safety Improvement Plan (HSIP) grant to design and construct improvements along the route 522 corridor. These improvements include sidewalks, pedestrian crosswalks, raised medians, lighting, bike lanes, and a mini-roundabout.

The Town's future land use map identifies mixed-use development along the Route 522 West corridor from Aspen Street to the downtown. Several of these properties are vacant or deteriorating, providing an opportunity for redevelopment as future commercial uses.



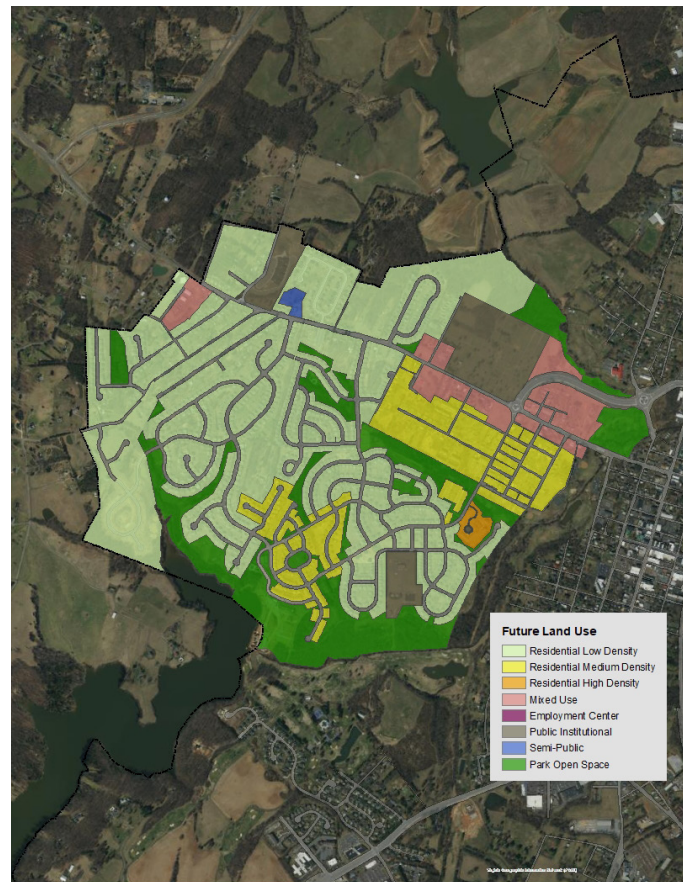
Focus Area – Route 522 West

The future land use plan also identifies medium density redevelopment adjacent to the mixed use parcels, primarily in the Third Street area. Several town-home developments currently exist within this designation and additional medium density development would further support the proposed mixed use commercial corridor. The medium density residential development would be appropriate given the close proximity to Yowell Meadow Park and the downtown core. As one travels westward on Route 522 West away from the downtown, the future land use densities are reduced to low density residential, providing a gradual transition toward the rural character outside of the Town limits.

Yowell Meadow Park has secondary access from a substandard Gardner Street located off of Route 522. The access road could be connected to Fourth Street and converted to one way. There are also opportunities to improve and expand the existing parking along the Gardner Street access road.

Strategic Goals

- Proceed with construction of the HSIP funded improvements around the Route 522 West corridor for increased connectivity through alternative transportation methods.
- Support developers who demonstrate interest in reviving existing properties into future commercial uses that could support the nearby residential subdivisions.
- Plan and develop a neighborhood park in place of the former spillway at the Lake Pelham dam.





NORTHSIDE NEIGHBORHOOD

Existing Conditions

The area identified as the Northside Neighborhood contains primarily residential land uses with some commercial properties located along the Route 229 and James Madison Highway corridors.

There are several public and private schools located within this focus area, as well as the Culpeper County School Board Administration building.

The widening of the Route 229 corridor provided a 10' multi-use path along the eastern side of the roadway. Additional multi-use trail connections in this area have been identified in the Town's greenway network plan.

The west side of the Route 229 corridor is currently underdeveloped with several approved plans for residential development that have not yet been constructed.

Opportunities

The Route 229 widening project's multi-use trail provides opportunities for expanding the Town's trail network. Balds Run and Hidens Branch are two



tributary streams associated with Mountain Run that could provide additional trail connections into existing and future residential developments.

An approved site plan exists for a 27 acre parcel of land located east of the Route 229 corridor formerly referred to as Ashglow. Several adjacent large parcels of land are also undeveloped, creating one of the largest areas of undeveloped land on this side of Town. This location should be explored for a mix of land uses as the Route 229 frontage provides commercial visibility and the vistas of the Blue Ridge Mountains would be a valuable selling point for residential development within the western portion. This area has been identified in the Town's Comprehensive Plan as a Growth Area.

The Town's future land use map correlates to the existing developments in the focus area with the exception of the large undeveloped parcels to the northeast. The undeveloped land calls for mixed use development



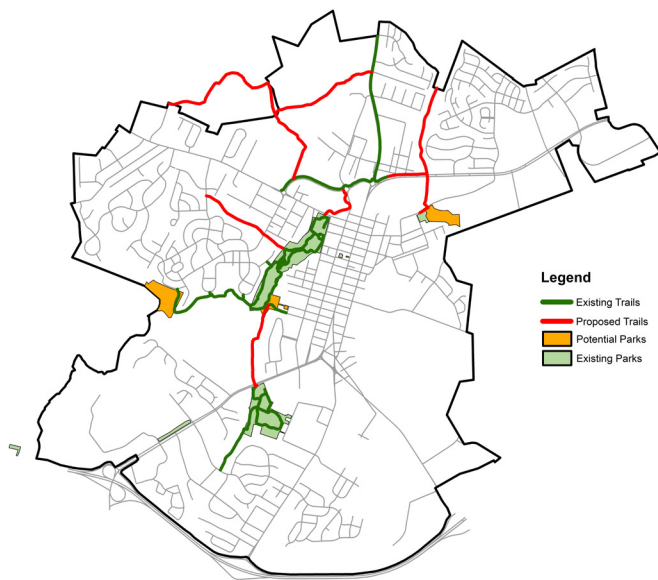
Focus Area – Northside Neighborhood

adjacent to Route 229, transitioning to low density residential west toward the Town limits.

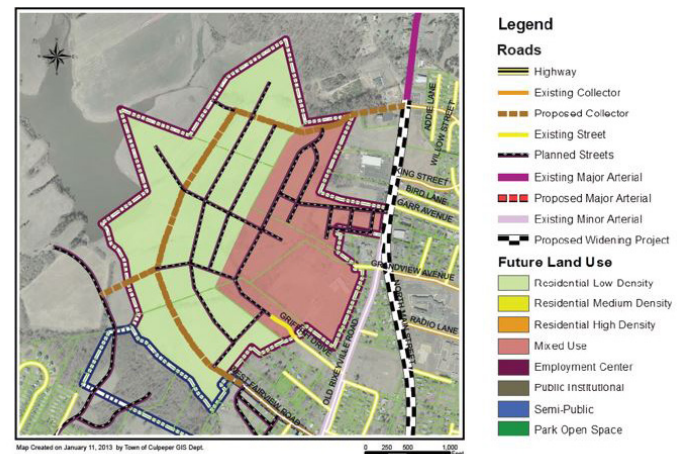
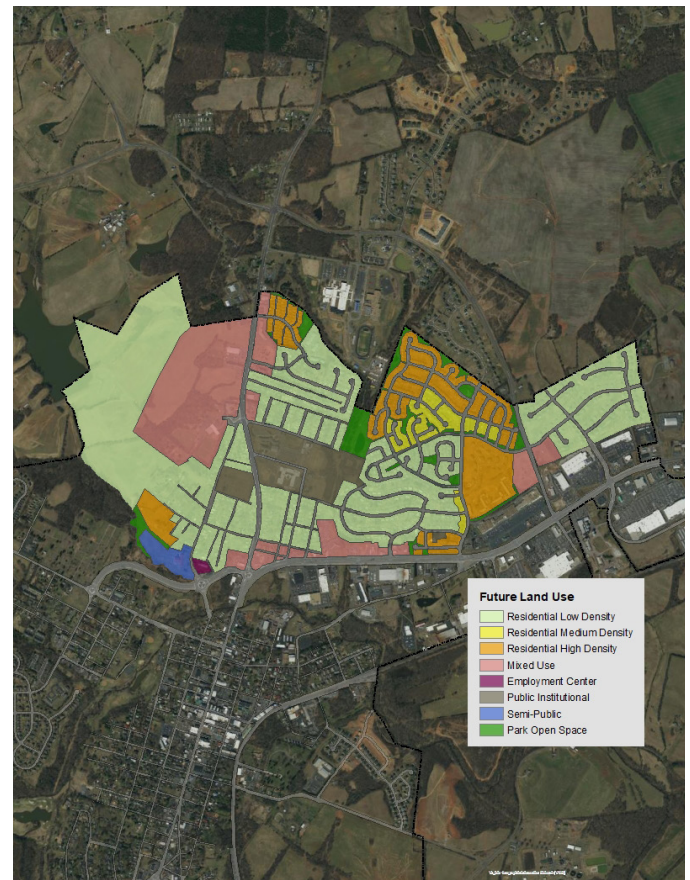
The growth area diagram illustrates potential road networks for these parcels that would accommodate a large planned unit development.

Strategic Goals

- Promote alternative transportation opportunities, utilizing the multi-use trails constructed along the Route 229 corridor and Colonel Jameson Boulevard
- Promote increased pedestrian accessibility through sidewalk provision where it is currently lacking
- Promote the development of the 183 acre growth area identified in the Town's Comprehensive Plan.



This map shows the existing and potential trails and parks in the Town of Culpeper. The potential trails shown will go to serve as important connections in order to have a continuous trails network.



This map from the Comprehensive Plan identifies a growth area for future development located in the northwest portion of this focus area. The growth area calls for a Traditional Neighborhood Development (TND) with decreasing densities toward the town boundary.

Focus Area – Northside Neighborhood





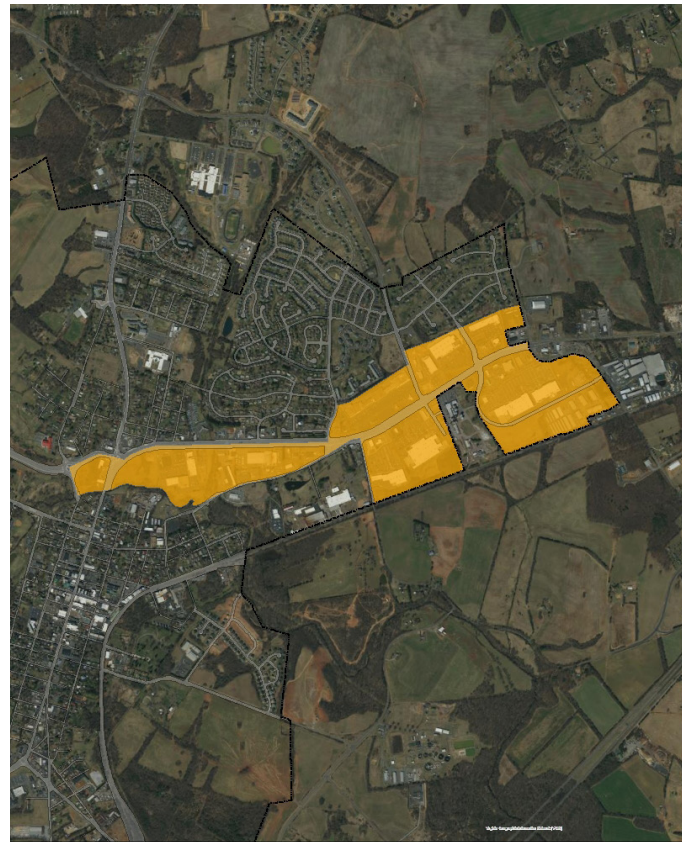
JAMES MADISON HIGHWAY CORRIDOR

Existing Conditions

The James Madison Highway Corridor contains several commercial shopping centers anchored with major retailers including Walmart, Lowe's, Target, and Kohl's. The northern end of this corridor contains the Centre at Culpeper and the Culpeper Colonnade. In the eastern portion of this commercial corridor, the Culpeper Town Square and Dominion Square Shopping Center both have a high number of vacancies and would benefit from private investment for renovations.

Several large vacant parcels have rear frontage along the existing rail road lines behind the Culpeper Colonnade shopping center.

A section of the roadway along Ira Hoffman Lane lacks existing sidewalk between Rocky Knoll and James Madison Highway. Existing sidewalk connections are at either end of this section of roadway. The Town recently utilized a Transportation Alternatives grant to help design and construct sidewalk along the North Main Street roundabout.



The James Madison Highway Corridor is one of the most traversed roads in the Town and has a number of intersections that have been identified in VDOT safety studies as locations worthy of future study and potential safety improvements.

Opportunities

Pedestrian access along the roadway could be improved with the construction of a sidewalk along the northern side of James Madison Highway. A pedestrian connection is also needed along a stretch of Ira Hoffman Lane to connect the residential areas to the commercial centers. Finally, a pedestrian connection along Old Brandy Road would help to connect to the Historic Downtown.

The Town has received a Transportation Alternatives grant to design and construct sidewalk along Ira Hoffman Lane to connect the commercial and residential areas.



Focus Area – James Madison Highway Corridor

Streetscape improvements along the James Madison Highway median would improve the aesthetics of the commercial corridor.

Intersection improvements should be studied along the corridor to enhance both safety and efficiency. VDOT has conducted a study utilizing “R-cuts” instead of the existing traffic lights within the corridor. This study should be updated to include a mix of “R-cuts”, traffic circles and other infrastructure improvements as the area experiences increases in travel volumes.

The coronavirus pandemic impacted business and commercial real estate in this focus area. A review of shopping center policies and the business investment area zone program could open new opportunities for re-investment.

Strategic Goals

- Explore sidewalk options and potential funding sources for the northern side of James Madison Highway, the west side of Ira Hoffman Lane and along Old Brandy Road
- Explore transportation improvements at the intersections along James Madison Highway to increase safety and efficiency
- Review and update the business investment area zone program to encourage re-investment into vacant commercial shopping centers.





EASTERN GATEWAY

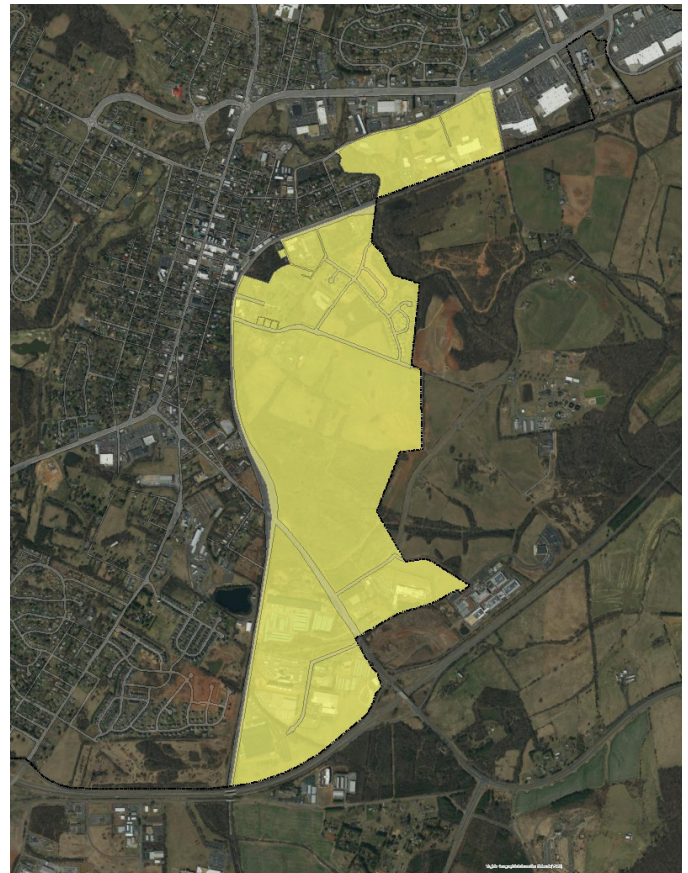
Existing Conditions

This focus area contains the largest number of undeveloped parcels within the Town and also contains several existing businesses with potential for collaboration and expansion.

The southeast corner of this focus area is the Network Access Point (NAP) of the Capital Region, containing the SWIFT facility with Equinix and Germanna Community College, located just outside of the Town's limits. The existing infrastructure serving the Equinix Data Center and SWIFT data based technology facilities could potentially be utilized by additional technology based industries. Culpeper is also uniquely positioned outside of the Washington DC blast zone, which could be appealing for future government based facilities.

The Daniel Technology Center at Germanna Community College is a 39,000 sq. ft. facility built to support workforce development and technology training. The center features a manufacturing tech lab, computer tech lab, a multi-use training suite and a conference center.

Culpeper County Public Schools recently opened the Culpeper Technical Education Center (CTEC)



adjacent to the Daniel Technology Center. The new school prepares high school students to graduate with industry credentials, prepared to enter directly into the workforce or to pursue further education and training after high school.

Two major employers in the Town are located on the northern side of this focus area, both manufacturing with approved plans for significant expansion.

The Towns at Mountain Brooke and Copper Ridge are two approved residential developments along East Chandler Street that have not yet initiated construction. Those two developments, combined with Mountain Brook Estates, provide a significant residential base to the east of the downtown.

There are a number of greenfield sites in this transitional zone between retail and technology that could be



Focus Area – Eastern Gateway

developed for a variety of future uses. This focus area also contains facilities operated by Merchants Grocery, Merillat, Ardent Mills, and several other industrial based companies. The Association of Social Work Boards recently opened a new facility just outside of the Town limits on E Chandler Street. This modern facility has the potential to attract similar investment to the area.

VDOT Smart Scale funds have been awarded to fund the construction of a roundabout at the McDevitt Road and Route 3 intersection, which is currently graded at a service level F.

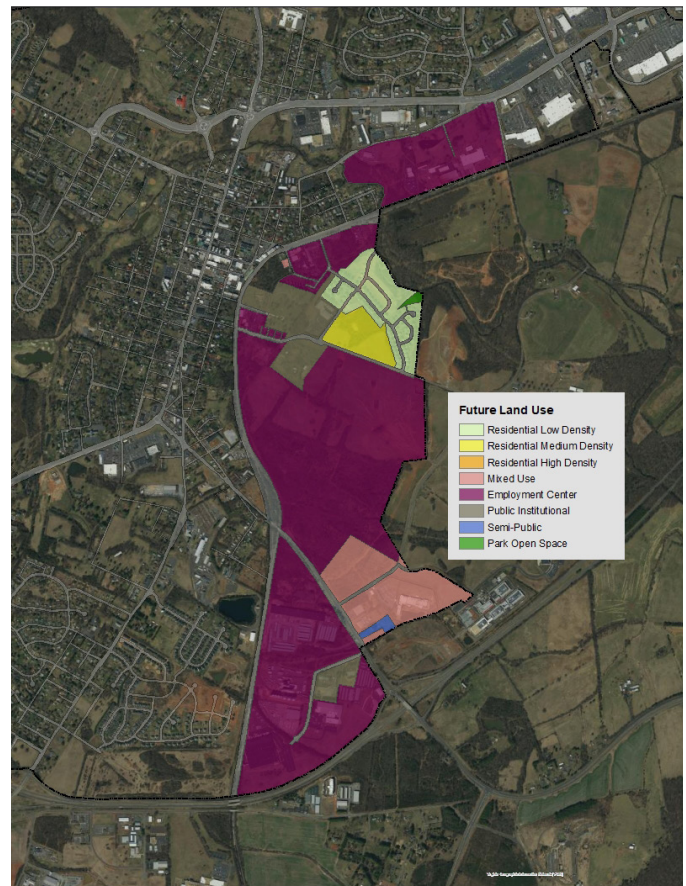
Opportunities

This focus area contains several greenfield sites that could provide opportunities to collaborate with the existing technology based businesses and Germanna Community College through the development of professional technology based offices or a research campus. The existing infrastructure could also attract additional technology based employment centers.

This focus area also contains a significant availability of potable water and wastewater capacity as well as the potential for wastewater re-use, providing an ideal location for a large utility customer.

The future land use map for this sector identifies the majority of large undeveloped parcels as future employment centers. This designation reinforces the opportunities for large scale development of additional technology based industries and/or potential research park in conjunction with Germanna Community College.

The Culpeper County McDevitt Drive Technology Zone borders this focus area, offering incentives targeting research, development, manufacturing,

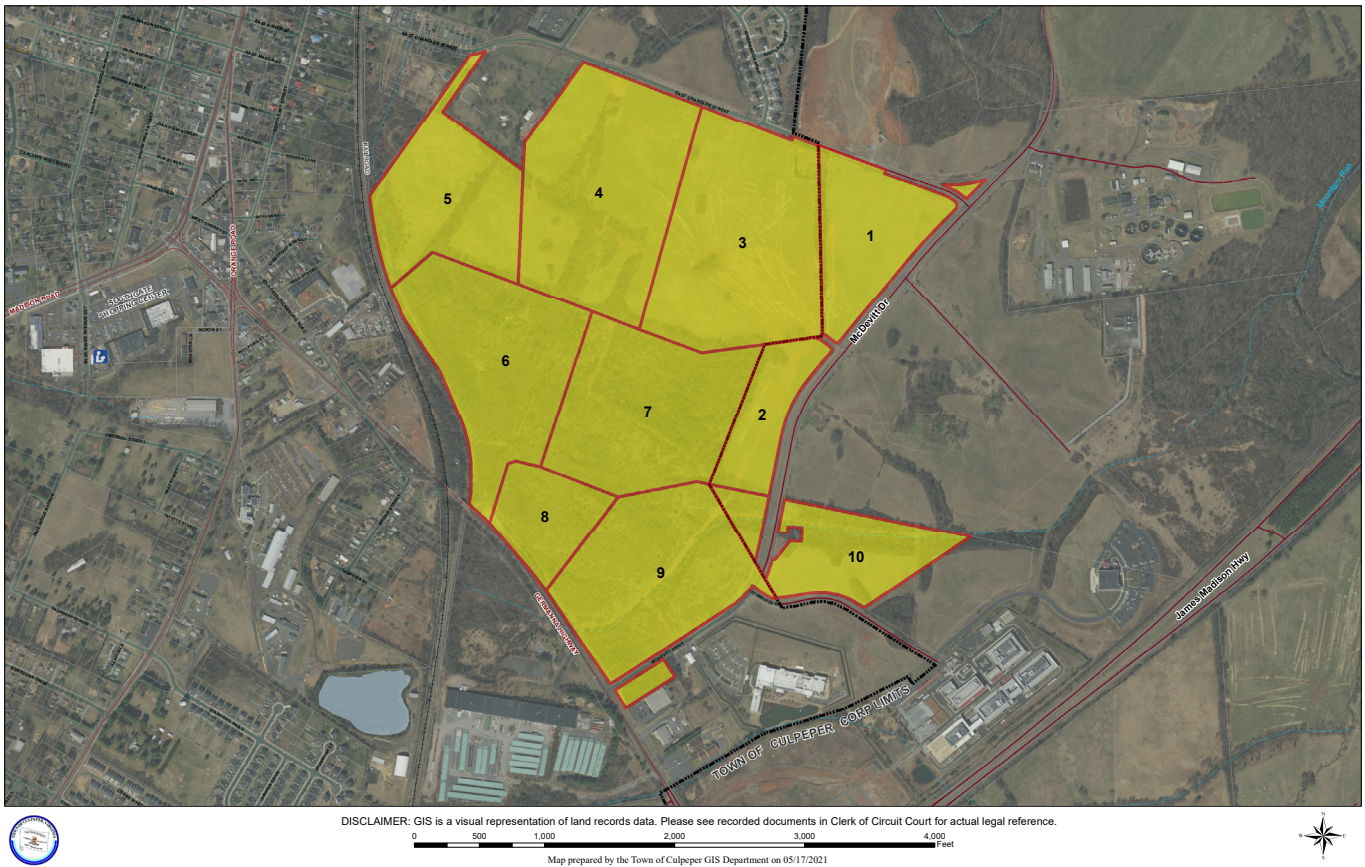


advanced technological services or other technology related products, processes and service industries.

Working collaboratively the Town and County Economic Development departments will explore opportunities to attract investment and potential employers in this area.

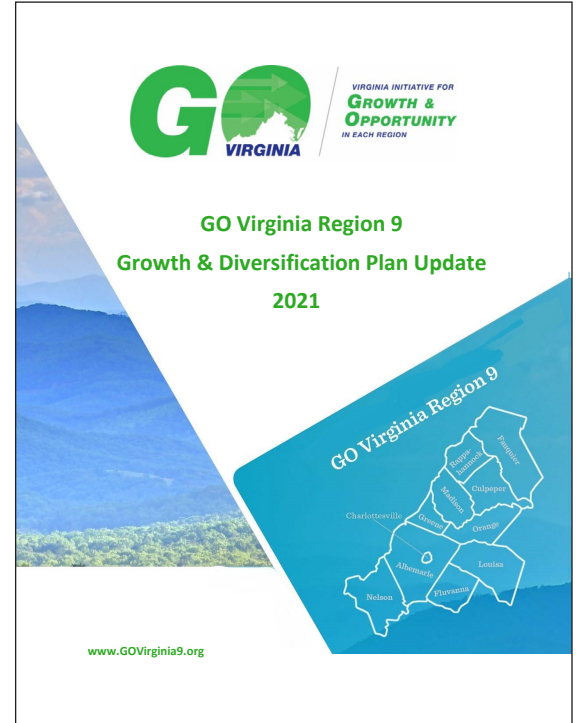
Any future development will impact County roads, resulting in a need for additional improvements on McDevitt Drive, E Chandler St, Keyser Road, and Nalles Mill Road. A study has recently been commissioned through a VDOT grant and is being incorporated into the County's upcoming Comprehensive Plan update.

Greenfield Development Sites

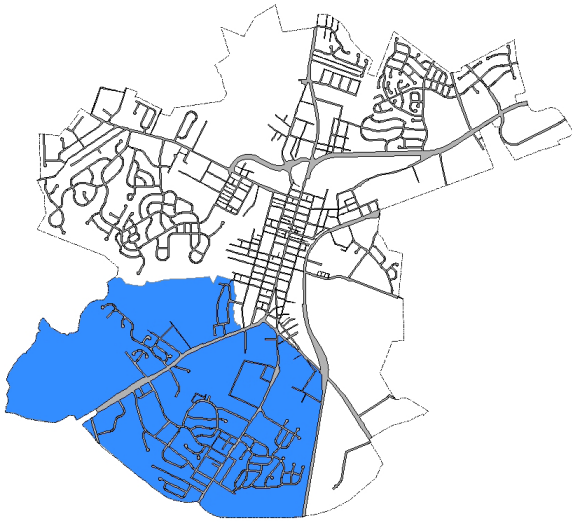


Strategic Goals

- Support existing businesses with expansion efforts and workforce needs
- Review current incentive policies to ensure broad coverage for Culpeper's target sectors -Health/ Life Sciences & Biosciences, Financial & Business Services, Food & Beverage Manufacturing, Information Technology & Communications, and Advanced or Light Manufacturing - as supported by Go Virginia's Region 9 2021 Growth and Diversification Plan.
- Market strong workforce access by leveraging existing educational/training programs through Germanna and federal programs such as the Department of Defense Skill Bridge initiative.
- Prioritize site readiness for identified properties, which includes potential rezoning, infrastructure investment, and expansion of technology zones.



Focus Area – Eastern Gateway



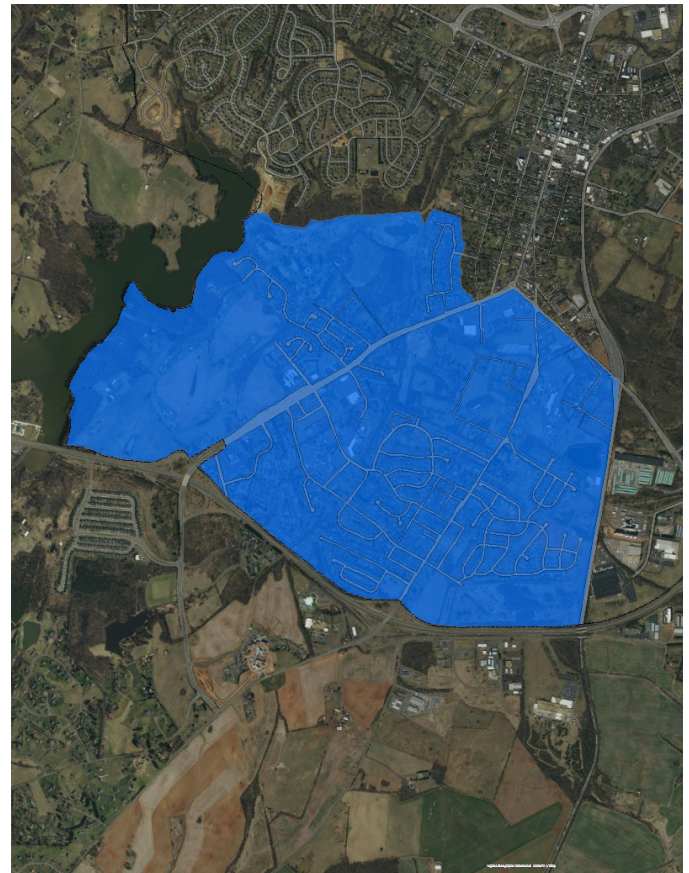
SOUTHERN DISTRICT

Existing Conditions

This focus area contains a mix of residential developments, commercial shopping centers, professional offices, Powell Wellness Center, and UVA Culpeper Regional Hospital.

Rockwater Park has been developed and improved over the past several years and serves as a focal point of recreational opportunities within the Town with a disc golf course, young and adult obstacle courses, climbing boulder, splash pad and a recent addition of a fountain with surrounding seating for those desiring a more passive form of recreation.

Several adjacent land parcels at the southwest corner of Town provide opportunities for a large scale planned unit development with high visibility off of the Route 29 corridor.



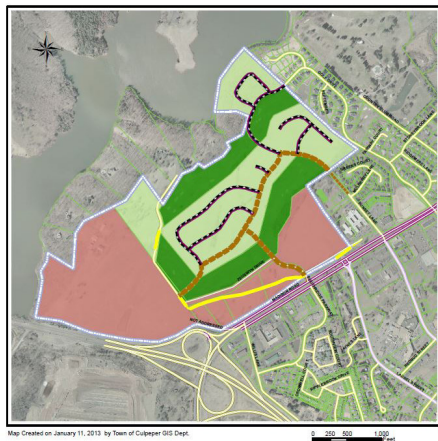
Opportunities

Rockwater Park is positioned well to allow multi-use trail connections to a variety of community destinations, neighborhood, and other park sites.

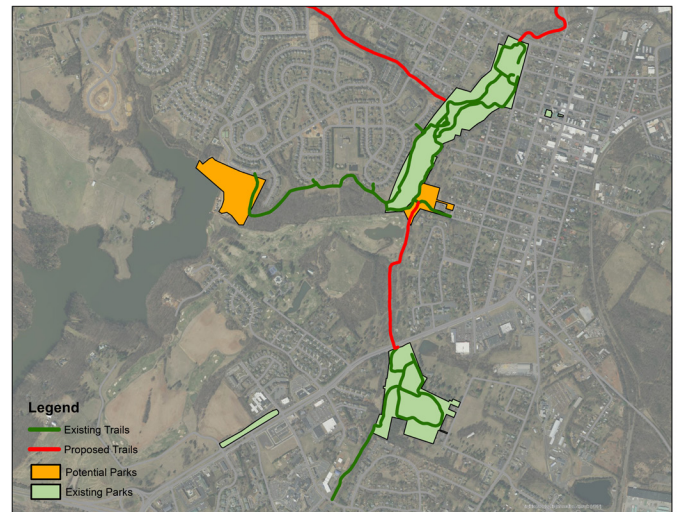
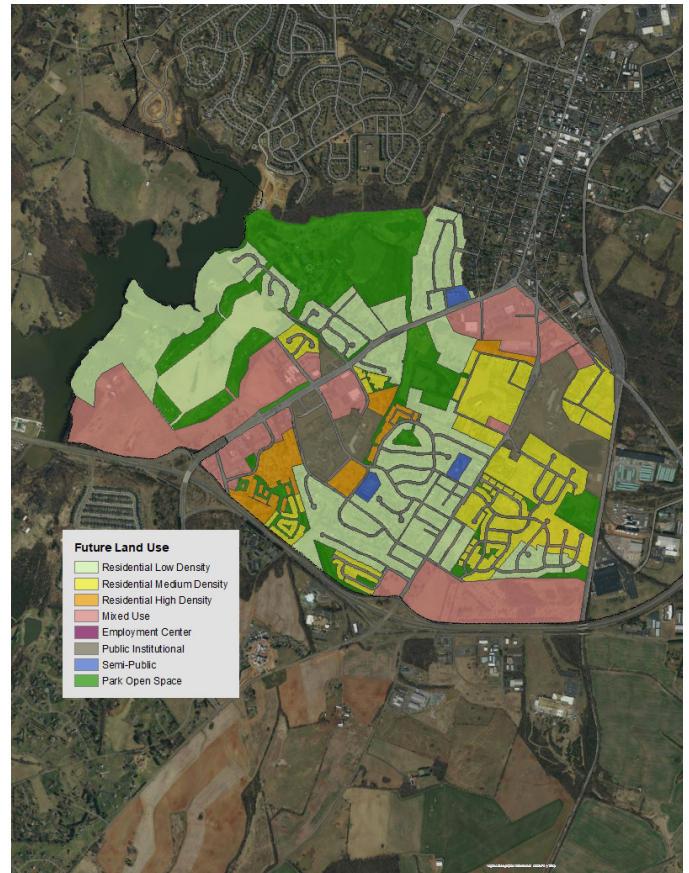
The future land use map encourages mixed-use development along the southern portion of Madison Road that would be supported by the surrounding residential developments and professional staff. The undeveloped property at the southwest corner of the Town has been identified in the Comprehensive Plan as a future growth area. This large area of undeveloped property provides a unique opportunity for a large scale planned unit development. This property could provide space for future expansion of the UVA Culpeper Regional Hospital or a variety of other uses including professional medical offices and upscale apartments with high visibility off of Route 29.

Strategic Goals

- Plan and design potential trail connections to destinations throughout the focus area, providing alternative transportation and outdoor recreation opportunities.
- Promote the development of the 180 acre growth area identified in the Town's Comprehensive Plan. This area should be developed as a large scale planned unit development as shown on the growth area diagram.
- Continue to explore opportunities that would increase public access to Lake Pelham and promote outdoor recreation through Lake Pelham Adventures.



This map from the Comprehensive Plan identifies a growth area for future development located in the southwest portion of this focus area. The growth area calls for a mixed-use development compatible with the hospital. The development is encouraged to include a mix of medical or research facilities, office, hospitality and conference facilities, long term care facilities, and senior care with an active residential component in the northern portion of the site.



Rockwater Park & Potential Connection Trails



Focus Area – Southern District

Implementation Summary

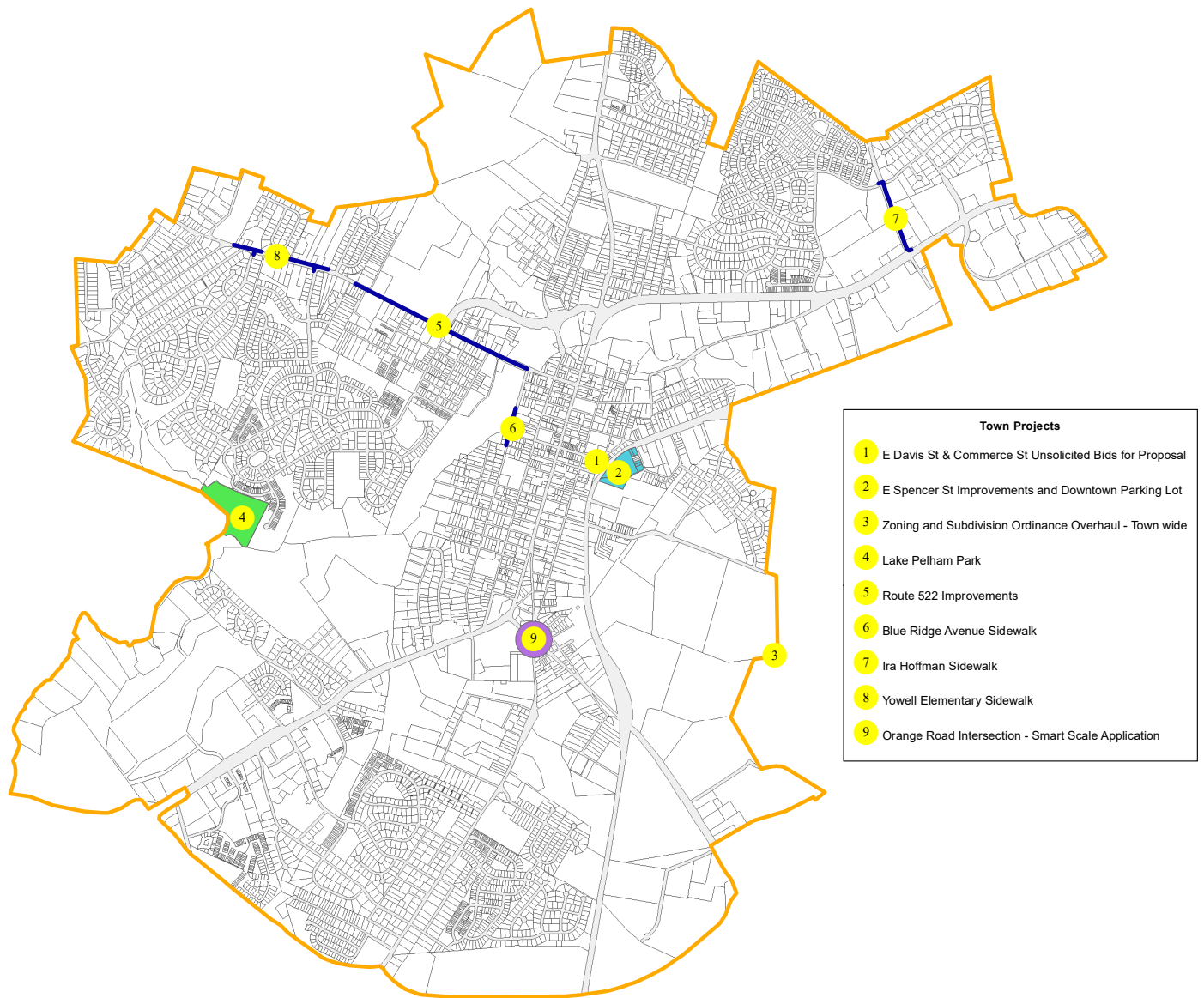
The intent of the Culpeper 2030 plan is to identify specific policies and projects that will assist the Town in accomplishing the community goals identified in the Comprehensive Plan. The Comprehensive Plan establishes a 20 year vision for the Town; whereas, the Culpeper 2030 plan will provide the short term steps needed to reach the long range vision.

Each focus area was examined in this plan to produce an inventory of the existing conditions, identify potential opportunities, and to provide a list of strategic goals specific to that focus area. Ten specific projects have been identified that are recommended for the 2022-2023 fiscal years. A detailed overview examining each of the ten projects is provided on the following project sheets. Most of the projects that have been identified will require several years to complete. Several of these projects may already be underway while others should be started during the current fiscal year.

At the end of this implementation section, a list of long range projects has been provided. The Town should set a goal to complete the long range projects within five years from the adoption of this plan. The long range projects as well as any additional projects that are incorporated into this plan during future revisions should be re-evaluated annually to assign a priority level based on community need and the availability of funding or staff that will be necessary to complete each project.

2022-2023 Fiscal-Year Projects

- E Spencer Street Improvements and Downtown Parking Lot
- E Davis Street and Commerce Street Unsolicited Bids for Proposal
- Zoning & Subdivision Ordinance Overhaul
- Lake Pelham Park
- Route 522 Improvements
- Blue Ridge Avenue Sidewalk
- Ira Hoffman Sidewalk
- Yowell Elementary Sidewalk
- Orange Road Intersection – Smart Scale Applications
- McDevitt Drive Roundabout – VDOT Smart Scale Award
 - Staff secured Smart Scale funding to cover the costs for the new roundabout.
 - Project will be managed and executed through VDOT. Preliminary engineering set for FY24, Right-of-Way acquisition set for FY27, Construction set for FY28-29.



0 2,500 5,000 10,000 Feet

Map prepared by the Town of Culpeper GIS Department on 1/18/2022

DISCLAIMER: GIS is a visual representation of land records data. Please see recorded documents in Clerk of Circuit Court for actual legal reference.



Implementation

Implementation – E. Spencer Street Improvements and Parking Lot

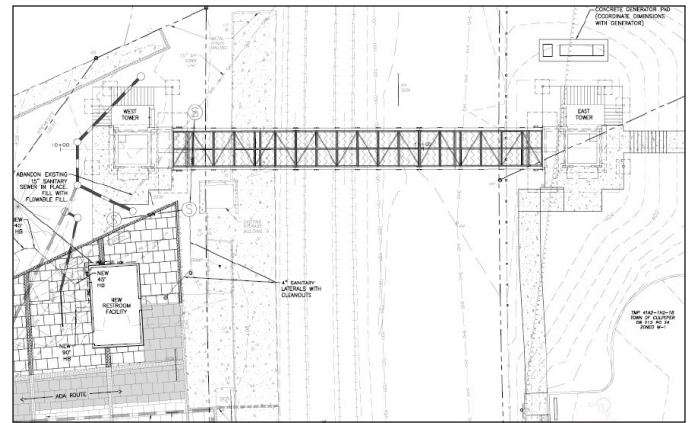
Project background

The Culpeper Urban Development Area Plan adopted in 2018 identified opportunities to redevelop existing downtown parking lots with a combination of commercial uses and structured parking. It was recognized that this was always going to be a costly venture and likely require a public/private partnership to successfully accomplish. In 2020, land across the railroad at the terminus of Davis Street became available for the Town to purchase which presented an opportunity to pivot from the originally envisioned concept within the Culpeper UDA Plan. This pivot involved the construction of a new large surface parking lot on the site which could absorb the majority of the parking demand from the historic downtown area and free up the existing parking lots for potential redevelopment should the right opportunity arise.

To ensure access to the site, the Town also purchased several of the properties on East Spencer Street. East Spencer Street is currently a substandard Town road as it is too narrow to meet current Town standards. Bingham and Taylor, who operate a foundry on the property on the east side of the street, have expressed an interest in working with the Town to improve the road. This would benefit the Town by providing a safer road once the volume of traffic upon it increases with the construction of the parking lot, and benefit Bingham and Taylor by providing a safer access for the tractor-trailers that visit their site.

Project Summary

The Town is in the process of designing the parking lot to accommodate approximately 250 parking spaces. In order to provide access to the historic downtown, an elevated pedestrian bridge has been proposed to safely cross the railroad tracks and tie into the terminus of Davis Street. A multimodal transit hub is also envisioned to be incorporated into the site to enable easy transitions for pedestrians, motorists, bus transit and rail riders. East Spencer Street is proposed to be widened to fully accommodate two-way traffic and to



reduce the potential safety concern of traffic blocking the Norfolk Southern Railroad crossing. This will involve the replacement of an existing failing storm water culvert as well as the boring and installation of new conduits, wires and electrical equipment to replace the existing overhead lines and poles.

Project Timeline

Town staff are currently working with a consultant on the design of the projects as well as permitting with Norfolk Southern for the pedestrian bridge. Site plan and permit submissions to the Town and DEQ are anticipated to take place during the second half of FY2022 with construction commencing shortly after approval of those applications. It is expected that the East Spencer Street improvements and the parking lot construction will precede the pedestrian bridge construction due to the uncertainty on the timeline of the Norfolk Southern approvals.

Project Funding

The estimated cost for the East Spencer Street road improvements is \$581,000 which is distributed between the Electric Fund Reserves (\$336,000) and the Major Capital Improvement Fund (MCIF) (\$245,000), though \$130,000 of these funds will be covered from the Town's existing streets budget related to the maintenance of existing road infrastructure. The pedestrian bridge is estimated at \$1.5M and the parking lot is estimated at \$1.75M with current plans to use the Major Capital Improvement Fund (MCIF) to finance both.

FY2022-FY2023 E. Spencer Street Improvements and Parking Lot



Implementation – E. Davis Street and Commerce Street Unsolicited Bids for Proposal

Project background

In Fall 2016, the Town was awarded an Urban Development Area (UDA) planning assistance grant through the Virginia Office of Inter-modal Planning and Investment. The grant of \$65,000 provided consultant assistance to develop master plan for downtown Culpeper incorporating UDA principles.

A consultant team and Town planning and economic development staff worked with a steering committee of downtown stakeholders throughout a 12 month period to develop the plan. It was officially adopted in November of 2017.

The plan identified 6 focus areas that could provide catalyst developments within the downtown. A preferred development scenario was created for each focus areas that addressed specific elements including the potential building types, commercial space, residential units, parking, transportation improvements, and public improvements.

The plan encouraged the redevelopment of town owned parcels at the end of E. Davis Street across from the Depot property. In recent years, there have been several concepts developed that included a public plaza, open market, and potentially a mixed-use building. With the development of the new parking lot across the railroad tracks, the concepts for this site now includes a book-end style infill project developing the north and south end of E. Davis Street/Commerce Street.

Town staff has been discussing this site with developers in recent years, outlining the concepts approved by Council for a public-private partnership. These discussions resulted in the acceptance of two unsolicited bids for proposal in July and September 2021.

Project Summary

Town staff is working with both potential developers under the Public-Private Education Facilities and Infrastructure (PPEA) Guidelines for unsolicited bids for proposal, as adopted by Town Council in 2013.

Both projects propose two mixed-use buildings – ranging from a two-story 12,000 square foot building to a three-story 20,200 square foot building at 260 East Davis Street with a 25,000 to 26,500 square foot building across from 111 South Commerce Street consisting of five stories, underground parking, and rooftop restaurant or patio access. The buildings in each proposal will have apartments on the upper levels and commercial spaces on the ground levels. The proposals also offer competing versions for a public hardscape open market and park.

Project Timeline & Funding

The percentage of private investment vs. public investment will depend upon which proposal is accepted, if any. Timeline will also depend on which proposal is selected, if any. Staff has discussed overlapping the construction timeline to compliment the construction timeline of the E. Spencer Street Improvement and Downtown Parking Lot project in an effort to reduce the length of disruption to our historic downtown.



Farmers Market Lot Development Site



Commerce Street Development Site



FY2022-FY2023 E. Davis Street and Commerce Street Bid



Implementation – Zoning & Subdivision Ordinance Overhaul

Project background

Traditionally the Town's Planning Commission has worked with staff to recommend annual updates to Town Code Chapters 22 (Subdivisions) and 27 (Zoning). Over the years, the numerous changes to State Code, Federal regulations, Town demographics, local development patterns and housing preferences along with emerging business models have resulted in the Code struggling to keep pace with the evolving 21st century. The piecemeal approach to changes has become problematic as far as creating inconsistencies in the vision and practice of the Code. In 2019, the Town issues a Request For Proposals (RFP) for assistance in completely updating and overhauling its Zoning and Subdivision Ordinances. Duncan Associates and Codametrics submitted the selected proposal.

Project Summary

The objectives identified within the RFP were:

- Restructuring the zoning ordinance into a streamlined, clear, and user-friendly document. This should include combining the subdivision and zoning ordinances into one consistent ordinance.
- Updating the ordinances to fully comply with all of the zoning and subdivision provisions required by the Code of Virginia
- Updating the definitions in both the subdivision and zoning ordinance to enhance clarity and reduce the need for interpretation
- Updating the development standards for each zoning category and approval process for site plans and other permit applications
- The zoning ordinance should reinforce the vision and goals of the Town's Comprehensive Plan
- Incorporating public input from various stakeholder groups to include but not limited to the Town Council, Planning Commission, Town staff, local citizens, business owners, and members of the development community.

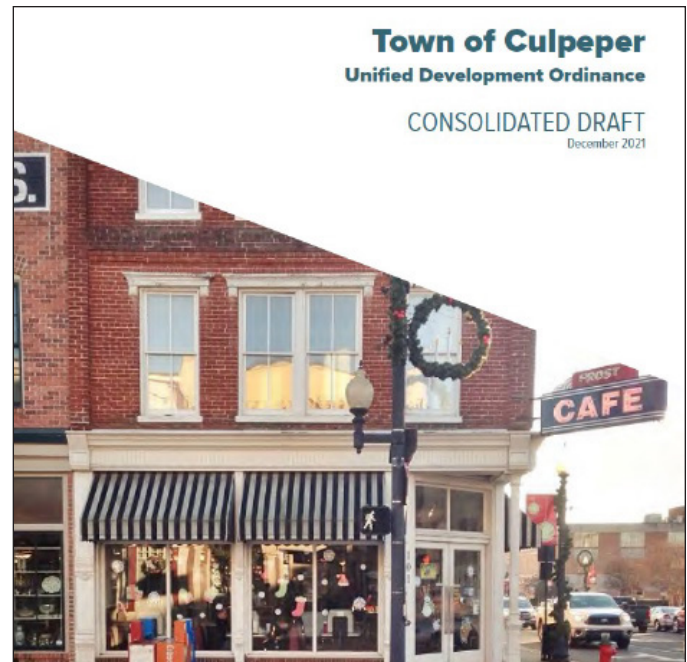
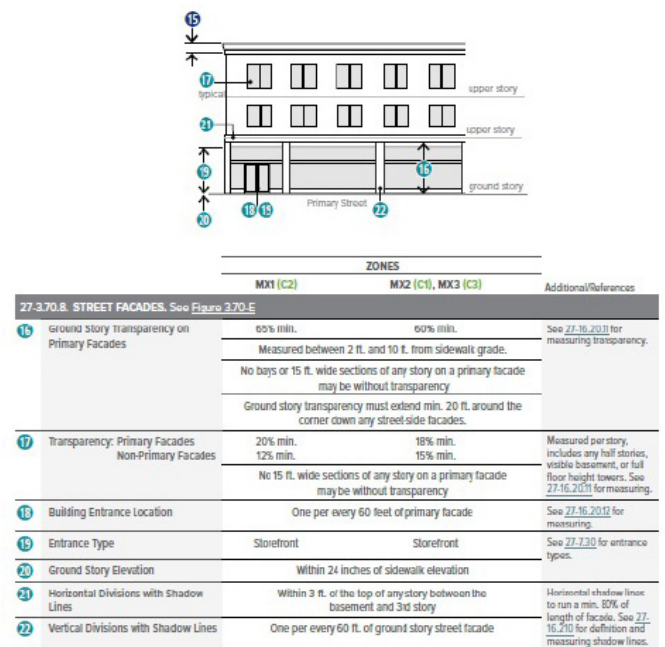


Figure 3.70-E. Storefront Building Facade



These objectives have been incorporated through the introduction of a hybrid code that utilizes both traditional zoning and a more flexible form-based approach particularly within the historic downtown area that will help to preserve the character of our Town's heart. As of the start of 2022, staff and the Advisory Committee are finalizing the draft ordinance and preparing to share it with the full Town Council and Planning Commission before seeking feedback from the public on the draft.

Project Timeline

As noted above, the draft is to be completed in FY2022 and introduced to the public. Depending on the level of input received during the public outreach, public hearings are anticipated to take place late in FY 2022 or FY2023.

Project Funding

The consultant costs of \$147,180 were allocated from the general fund reserves in FY2020.

Implementation – Lake Pelham Park

Project background

Lake Pelham's major renovations to integrate a labyrinth spillway is complete. The labyrinth spillway dam is a much more efficient dam and takes up much less space than the previous dam and spillway. This has opened up more functional Town owned property along Lake Pelham.

The Lake Pelham dam property will provide four to five acres of undeveloped land formerly used as the emergency spillway for potential park development. Existing access to the property is provided through the Lakeview subdivision. The property is surrounded by a high number of residential developments that include Lakeview, Redwood Lakes, and Pelhams Reach.

The graded site can easily accommodate a variety of uses, which is connected to Yowell Meadow Park via the Lake Pelham Connector multi-use trail.

Project Summary

The four to five acres of undeveloped property, formerly used as an emergency spillway, provides additional land ideally situated for parks and recreation. Preliminary concepts incorporated a multi-use recreation field, jogging track, bathroom and pavilion structure, and a potential dog park. These ideas and concepts shall be vetted through the Town's Parks and Recreation Commission in greater detail prior to allocating funding in future fiscal years. Ideas for this future park were incorporated into the Parks and Greenways Master Plan.

Project Timeline

Town planning staff should work with the Parks and Recreation Commission to develop a master plan for the property during FY2023 utilizing input from the Parks and Greenways Master Plan.

Project Funding

There will be no cost to the Town to develop a master plan for the property. Funding for implementing the master plans will be dependent upon the availability of funds during future fiscal years. Staff will explore funding options and to incorporate the project into the Town's Capital Improvement Plan.





During the engineering design for the Lake Pelham dam modifications, this preliminary concept to the right was prepared to illustrate the potential park that could be developed on the former spillway site. This concept should be vetted through the Parks and Recreation Commission in greater detail and incorporated into the CIP.

Implementation – Route 522 Improvements

Project background

In recent years, pedestrian safety has become a growing concern along Route 522 West due to increased traffic and lack of infrastructure. Two pedestrian deaths have occurred along this corridor, one in October 2013 and another in October 2014. Additionally, there have been 53 collisions along Route 522 West within the Town from January 2012 to April 2015. Traffic speeds are a concern along with adequate pedestrian and bicycle infrastructure. There are no sidewalks on either side of the roadway between the roundabout at Colonel Jameson Boulevard and North Aspen Street. Furthermore, there is growing pressure for additional pedestrian infrastructure along this stretch of Route 522 West because of the recent and continuing residential growth in the neighborhoods surrounding the corridor. Many residents of these neighborhoods use Route 522 West to get to and from downtown, as well as to and from Yowell Meadow Park. The Town's Comprehensive Plan and the Sidewalks, Bikeways, and Trails Master Plan both call for additional pedestrian and bicycle infrastructure along Route 522 West.

Project Summary

This project proposes to convert four existing travel lanes into two travel lanes, one turning lane/ landscaped median, and bike path from the bridge on Sperryville Pike in between North Blue Ridge Avenue and Gardner Street to the roundabout on the south side of Colonel Jameson Boulevard. A mini-roundabout is proposed at the intersection of Sperryville Pike and Blue Ridge Avenue in order to improve left-hand turning movements and calm traffic.

The project also proposes to extend a 5' sidewalk connection from the existing multi-use trail along Colonel Jameson Boulevard to the existing sidewalk in front of the Riverdale subdivision along the northern side of the Route 522 West roadway. This segment will include the construction of curb and gutter on this side of the roadway to improve drainage. This project will primarily use existing right-of-way for the improvements and will only require limited additional right-of-way acquisition on two parcels.

Project Timeline

Engineering design for the project was completed in the winter of 2020. Construction is scheduled to begin in the Spring of 2022 with an estimated completion timeline of 9 months.

Project Funding

This project is 100% funded with state and federal dollars through the Highway Safety Improvement Program (HSIP).





Northwest Section



Southeast Section

Implementation – Blue Ridge Avenue Sidewalk

Project background

North Blue Ridge Avenue is an important connection to Sperryville Pike and Yowell Meadow Park. The Annual Average Daily Traffic count for North Blue Ridge Ave prepared by VDOT indicates that 4,600 vehicles travel the road daily with high pedestrian traffic as well. Much of the road has adequate sidewalk and pedestrian infrastructure, but from approximately West Culpeper Street to Sperryville Pike, there are no sidewalks. Many people use North Blue Ridge as a walking route into Yowell Meadow Park, including the children at the Child Development Center, which is located in the Culpeper Baptist Church. Additionally, there is a bus stop on the Culpeper Trolley at the entrance to Yowell Meadow Park that has no sidewalk connections. The new segment of sidewalk will provide a continuous pedestrian route with connection to Sperryville Pike and Yowell Meadow Park.

Project Summary

Initial work was completed in 2020 and involved constructing sidewalk from West Culpeper Street to the existing sidewalk off of West Locust Street on the western edge of North Blue Ridge Avenue. During construction, repairs were also made to the existing retaining wall, the handrail was replaced, and new outlet protection was provided for the existing culvert.

The remaining work has been divided into two phases. The first phase of the project extends the sidewalk from West Culpeper Street to Yowell Meadow Park. The second phase would continue from the Yowell Meadow Park entrance to Sperryville Pike.



Project Timeline

The project was submitted for VDOT Transportation Alternatives Program (TAP) funding in FY 2022 but the award of those funds have not yet been made. TAP grants tend to have a 3-4 year project duration. Alternatively, the Town may elect to construct this project independently of VDOT which would expedite the timeline.

Project Funding

The grant funding request made to VDOT identified the probable cost at just under \$600,000 for the project, of which the Town would be responsible for 20% (\$120,000). The Town believes that the project can be completed at a significantly lower cost which may result in the exploration of other funding avenues outside of VDOT's TAP grant program.



Implementation – Ira Hoffman Sidewalk

Project background

The Town's sidewalk plan identifies major and minor projects to be submitted for grant funding every two year cycle through the Transportation Alternatives and/or Highway Safety programs. All of the projects within the Plan's implementation section are located in areas of critical need and would require minimal right of way acquisition to be completed. When the projects below are constructed, they will continue the long range goal to provide sidewalk connectivity throughout the Town in areas of need and promote alternative transportation options for local residents.

Project Summary

This project proposes to construct a sidewalk connection along Ira Hoffman Lane between Rocky Knoll and James Madison Highway. The proposed sidewalk will provide a continuous connection from the existing multi-use path leading from the county to the commercial shopping centers along James Madison Highway. Preliminary analysis indicates that no additional right of way would be required to construct the sidewalk. There are several residential neighborhoods in the surrounding area that contain existing sidewalks and their residents would benefit from the sidewalk connection.

The project is located along Ira Hoffman Lane between Route Business Route 15 and Rocky Knoll/Bergandine Ave. Ira Hoffman lane is a 4-lane Major Collector with a posted speed of 45 MHP. Based on available GIS resources it appears that the right-of-way along this corridor has capacity to accommodate this pedestrian facility with one potential exception.

The retro-fit sidewalk location is proposed along the East margin of the roadway, which would be on the right- hand-side of each of the site photos shown below.



The roadway has existing curb and gutter along both sides of the road for the entire length of the project. Additionally, an existing stormwater conveyance network exists along the corridor. For the purposes of this study we have assumed that this work will require the replacement of the curb and gutter adjacent to the proposed sidewalk.

No utility relocations and/or replacements are required as a part of this work.

Given the estimated disturbance limits of this project, Stormwater Management criteria will not be required as a part of the permitting compliance.



FY2022-FY2023 Ira Hoffman Sidewalk

Implementation – Yowell Elementary Sidewalk

Project Background

The Sperryville Pedestrian Improvement/Road Diet projects is expected to be completed in late 2022 or early 2023. This project will provide pedestrian sidewalk connections along Sperryville Pike west to the Riverdale Subdivision. There are two remaining segments along Sperryville Pike to connect to Yowell Elementary School. By connecting the remaining sidewalk segments along 522, students will be able to walk and bike to school without safety barriers. The project proposes to install two sidewalk connections connecting the Riverdale subdivision to the Cardinal View subdivision and Yowell Elementary School. With completion of the Route 522 improvements and this project, there would be a continuous sidewalk from Yowell Elementary School to downtown.

Project Summary

The purpose of this project is to create a much needed pedestrian connection along Sperryville Pike (Route 522) from the adjacent Route 522 Improvement project to Yowell Elementary School. This infill project will create safe pedestrian accommodations from several adjacent residential neighborhoods to the Yowell Elementary school and to the Town of Culpeper, including Yowell Meadow Park.

This project consists of 2 sections. Both sections are along the North side of Sperryville Pike. The first infill section starts adjacent to Lesco Boulevard (on South side of street) and connects to an existing sidewalk near Culpeper Free Methodist Church. The second section begins near Maple Lane and continues toward Colonel James Boulevard (to the East) and connects with an existing sidewalk near Riverdale Circle. Work within Section 1 is comprised of approximately 500 linear feet of concrete sidewalk (5' wide) which would be constructed along with curb and gutter. A verge will be introduced at varying widths to match the existing conditions on either end of the infill sidewalk.

The second section along the corridor will result in very similar improvements as the previously mentioned section and will extend nearly 780 linear feet. New Sidewalk and Curb with a variable width buffer strip. That said, this portion of the sidewalk will need to navigate conflicts with several more utilities, including transformer pads and several above ground utility poles which appear in direct conflict with the preferred/potential alignment.

Project Timeline

The project was awarded funding by VDOT during FY2020. Town staff has advertised for design engineering services in January of 2022 with a goal of having plan approval during calendar year 2022 and construction completed during calendar year 2023.

Project Funding

The project was awarded funding through VDOT's TAP program which covers 80% of the project costs. The project is anticipated to cost a little under \$800,000, of which the Town would be responsible for just under \$160,000.



Implementation – Orange Road Intersection – Smart Scale Application

Project background

Planning staff explored a sidewalk extension along Orange Road from Standpipe Road into downtown Culpeper after citizens requested improved pedestrian accommodations. VDOT recommended that the Town improve the Orange Road/Fredericksburg Road intersection prior to funding projects that would increase pedestrian traffic at the intersection. The project is a first step toward creating a more robust pedestrian network along the Orange Road Corridor. This corridor creates a natural link between the downtown urban center and the adjacent residential neighborhoods to the south, including Rockwater Park. By extending the downtown corridor pedestrian network there is a natural extension to the vibrancy and economic opportunities associated with this larger more inclusive pedestrian network as well as the benefits of a safer, optimized intersection. In observance of the existing conditions one will note that the current pedestrian integration is entirely lacking, and any pedestrian looking to navigate the intersection does so at their own peril.

Project Summary

The purpose of this project is to simplify the geometry of the intersection between Business Route 15 and State Route 522 (Orange Road and Fredericksburg Road) and thus allow an optimized intersection operation that includes clearly defined pedestrian accommodations and pedestrian crossing intervals. This intersection is a natural gateway for the downtown Culpeper district and the proposed improvements shall extend this corridor for pedestrian and other users of non-motorized transit while at the same time promoting economic development opportunities adjacent to the intersection.

This project area consists of improvements within the functional area of the intersection of Fredericksburg Road and Orange Road. The vehicular corridors intersect at a skewed angle, thus any attempt to retrofit the existing intersection with pedestrian

accommodations would leave the situation no safer than is present, and likely much more confusing to pedestrians and drivers alike.

Given the existing geometry and accommodations, an intersection retrofit was explored. This exploration led to the consideration of simplifying the existing geometry to reduce conflict points and make pedestrian and vehicular interaction more predictable. The work within the project limits will include improvements along the margins of the road including new curb (and potentially gutter) as well as pedestrian facilities in the form of a sidewalk with a buffer space. Additionally, the functional area of the intersection will be redefined to create a logical and predictable interaction between pedestrians and vehicles. This work will include the relocation of mast arms and geometry adjustments to the horizontal geometry of the intersection. Under such an arrangement, pedestrian vehicle conflict points have been decreased, pedestrian crossing distance has been reduced, the interaction between vehicles and pedestrians is more predictable, and the integration of a pedestrian interval to the signal time would likely not degrade the Level of Service of the intersection.

The project was unsuccessfully submitted during the FY2020 cycle and so staff will be working closely with VDOT to enhance the application for consideration in the next round of funding.

Project Timeline

The following project applications will be submitted for Smart Scale funding in FY2022 and take anywhere between two to six years for project start. The timeline depends on how well the grant application scores.

Project Funding

VDOT Smart Scale Projects are 100 percent funded and managed by the state.



FY2022-FY2023 Orange Road Intersection



FY2022-FY2023 Orange Road Intersection



Long Range Projects and Projects to be Completed in Future Years

These long range projects should be incorporated into the Town's annual work plan and implemented as funding becomes available. As new opportunities are identified in future years, they should be incorporated into the Culpeper 2030 plan based on the goals and objectives outlined in the beginning.

The Town's Planning Commission should also coordinate future updates to the Comprehensive Plan with the Culpeper 2030 Plan. Projects that are incorporated into this plan should be consistent with the goals and objectives that are identified in the Comprehensive Plan.

Transportation Projects

- Identify key road, sidewalk, and multi-use trail projects to be implemented in an effort to promote interconnectivity throughout town and alternative forms of transportation.
- Explore transportation improvements at the major intersections within the James Madison Highway Corridor Focus Area to increase safety and efficiency
- Consider a functional transportation analysis of the various modal opportunities within the historic downtown

Parks and Recreation Projects

- Explore options to expand the Town's recreational programming and assets, including opportunities to partner with the County and other regional organizations.
- Continue to expand the Town's trail network seeking to connect the trails to the greatest extent possible.
- Continue to explore opportunities to construct an aquatic center.

Policy and Plan making Projects

- Initiate an update to the Comprehensive Plan incorporating Level of Service Standards for the provision of public services and amenities
- Develop a strategic gateway redevelopment plan to feed the Historic Downtown Focus Area
- Develop a strategic infill development plan for the Historic Downtown focus area incorporating the recommendations from the 2017 Urban Development Area Master Plan

