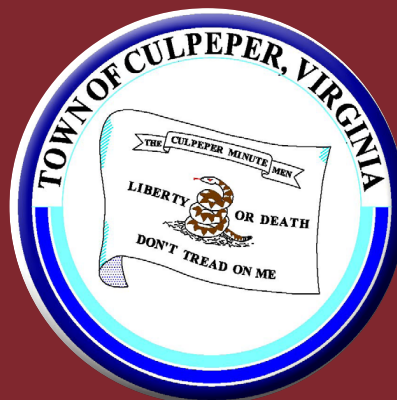




TOWN OF CULPEPER Comprehensive Plan



ADOPTED BY TOWN COUNCIL

May 10, 2016

AMENDED - February 13, 2018

2010 COMPREHENSIVE PLAN

TOWN COUNCIL

Pranas A. Rimeikis-Mayor
William M. Yowell-Vice Mayor
Duke M. DuFrane
James C. Risner
Robert M. Ryan
Christopher H. Snider
Michael T. Olinger
Calvin L. Coleman
Laurel Care Gravatte

PLANNING COMMISSION

Kenton Dunn-Chairman
Meaghan Taylor-Vice Chairman
Win Carithers-Former Chairman
Linda Thornton
James C. Risner
Thomas Huggard

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Kenton Dunn, John Garr
Mary Jane Glass, Laurel Care Gravatte,
Chris Hamilton, Laura Loveday
DeWayne Payne, Jack Rhoades
James C. Risner, Chris Snider
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Maxie Brown AICP/CZA-Zoning Administrator
Marlys Houston CZA-Zoning Assistant
Danny McClung-GIS Technician

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Department of Public Works
Department of Light & Power
Department of Environmental Services
Department of Planning & Community
Development and Engineering
Police Department

OTHER AGENCIES

Virginia Department of Transportation
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TO THE PLANNING COMMISSION

The Steering Committee forwarded the **Culpeper Comprehensive Plan** to the Planning Commission with our recommendation for adoption.

We have worked with the consultant for the last year to review the current plan, prepare a vision for the future, and consider the implications of community character, growth management, and facility management on the future of the Town.

We feel this document and the recommendations contained within represent a positive and desirable future for the Town of Culpeper. The vision of the plan reflects the need to maintain local character, provide for a sustainable future, and balance economic development with sensitive treatment of natural and cultural resources.

We recognize that growth and redevelopment are dynamic and have the ability to change our community for the good. It is our opinion that this Comprehensive Plan sets a course for the Town to pro-actively manage our local resources to maintain local character and move toward the future.

Sincerely,

The Comprehensive Plan Steering Committee

2016 UPDATE

In 2015 - 2016, the Planning Commission worked with Town staff to update the Comprehensive Plan. The revision included new maps incorporating Colonel Jameson Boulevard and Mountain Run Lake Park, as well as updated demographic figures. Demographic and economic data is largely collected from the United States Census and the Virginia Labor Market Information. A digital copy of the plan can be found at the Town of Culpeper's website.

2016 TOWN COUNCIL

Michael T. Olinger - Mayor
William M. Yowell - Vice Mayor
Jamie Clancey
Keith D. Price
Frank Reaves, Jr.
Pranas A. Rimeikis
Jon D. Russell
Robert M. Ryan
Meaghan Taylor

2016 PLANNING COMMISSION

John Cerio - Chairman
David Cubbage - Vice Chairman
Ian Fitzsimmons
John Flanagan
Keith Price

2016 TOWN STAFF

Chris Hively - Town Manager
Charles Rapp AICP/ASLA - Director of Planning and Community Development
Maxie Brown AICP/CZA - Zoning Administrator
Salem Bush - Principal Planner
Marlys Houston CZA - Planning and Zoning Assistant
Autumn Fitch - GIS Coordinator



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*All maps can be provided in a larger format by the Town of Culpeper's Planning and Community Development Department

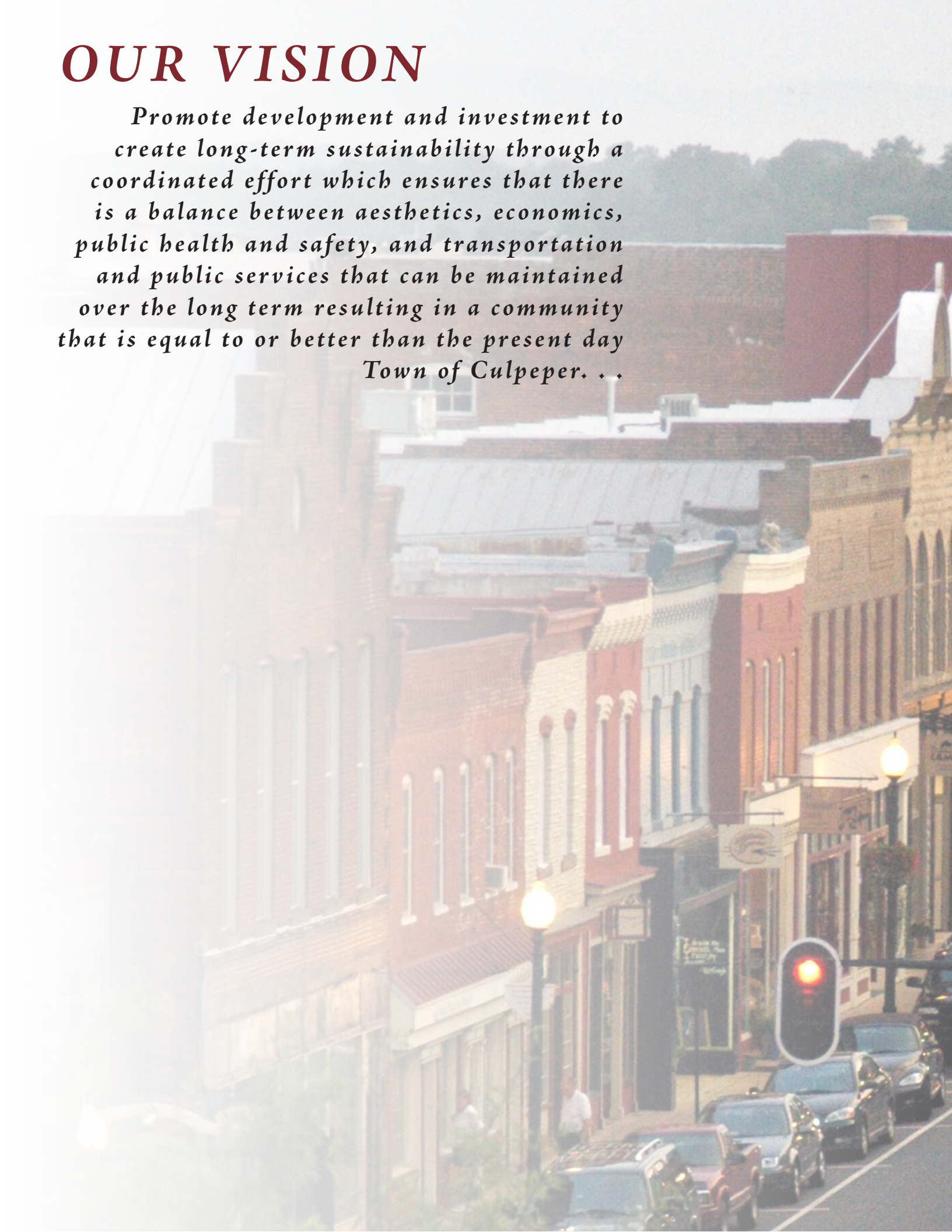
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OUR VISION

Promote development and investment to create long-term sustainability through a coordinated effort which ensures that there is a balance between aesthetics, economics, public health and safety, and transportation and public services that can be maintained over the long term resulting in a community that is equal to or better than the present day Town of Culpeper. . .





1

INTRODUCTION & OVERVIEW

CHAPTER CONTENTS

- Intent & Purpose
- Planning Process
- Executive Summary
- Background & Key Findings
- Vision & Goals

Intent & Purpose

This Comprehensive Plan is an update to the 2002 Town of Culpeper Comprehensive Plan. This update has taken the previous Plan and expanded on the community character component making it the focus of the Plan and addresses infill and redevelopment within the Town's jurisdiction.

A comprehensive plan provides a vision for how a community should grow in the future, maintain public facilities and services in response to growth, and address infill and redevelopment. A comprehensive plan is typically long-range and looks 10 to 20 years in the future and incorporates a wide range of issues and questions relating to land use, including transportation, land-use mix, parks and open space, community facilities, community character and identity, housing and neighborhoods, and economic development.

Once adopted, elected and appointed officials of the Town will use this Plan as a guide for their land-use and public-investment decisions. Additionally, the 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 is intended as a guide to assist the staff, public, and elected and appointed officials in decisions related to development, redevelopment, growth, and provision of public services. The Plan, however, is not the only planning document that the Town may maintain, and is not intended to be an exhaustive list of available resources; rather, the Plan should be a broad depiction of the best possible and realistic future. These recommendations should focus on issues that the Town has the ability to control to attain that future vision.





The various agencies, authorities, and departments of the Town's government will maintain planning documents that relate back to the overall vision from the Plan but provide more in-depth and strategic data and policy for specific areas of interest. Capital improvement plans, annual budgets, facility operation and expansion plans, the Culpeper 2020 Plan and special area land-use plans are all examples of additional documents the Town may employ to expand on and implement the vision of the Comprehensive Plan.

Implementation is a key element in the success of a comprehensive plan. The Plan is a non-regulatory tool. It provides recommendations, but in order to enact these recommendations the Town must utilize other tools consistent with the vision of the Plan. The recommendations contained herein are provided for guidance and will be developed further through regulatory tools like the Zoning Ordinance, Subdivision Ordinance, proffer programs, economic development efforts, and management of public facilities including fees and taxation in the Town.

STATE STATUTES FOR A COMPREHENSIVE PLAN

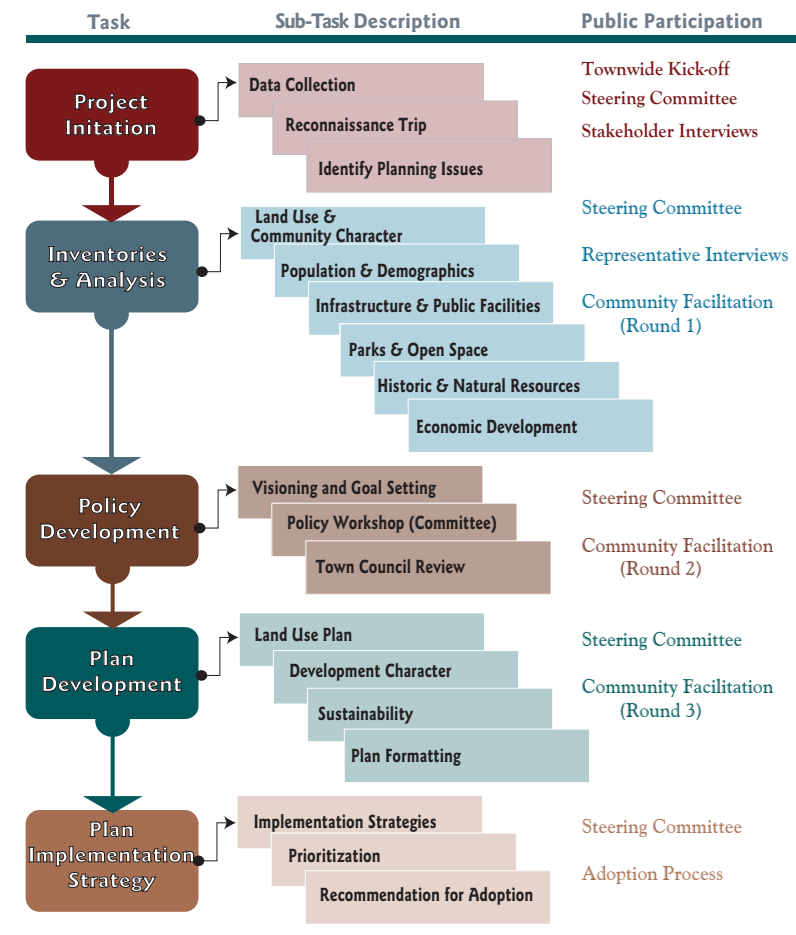
The Commonwealth of Virginia mandates the Town of Culpeper prepare and adopt a comprehensive plan for the physical development of the land within its jurisdiction under SECTION 15.2-2223 OF THE CODE OF VIRGINIA. The plan must include assessments of existing conditions, trends of growth, and the future needs of the order, convenience, prosperity, and general welfare of the inhabitants. The Code of Virginia also requires the plan include transportation and land-use components. The land-use component is encouraged to provide policies for the location of future public facilities such as parks, schools, waterworks and sewage disposal, historical areas, areas for redevelopment, and areas of environmental significance. The plan must also address affordable housing within the Town.

The Commonwealth of Virginia mandates that the Town's Comprehensive Plan include secondary street connectivity requirements for Virginia Department of Transportation (VDOT) acceptance, and through SECTION 33.1-4.1 OF THE CODE OF VIRGINIA the Commonwealth connects funding for maintenance of roadways to a set of design standards maintained by VDOT. In 2009, VDOT updated requirements to address connectivity. Requirements are based on the level of development in an area and are intended to increase connectivity of road and pedestrian networks, minimize stormwater runoff and reduce impervious surface area through reduced street widths, and address performance bonding and cost recovery. These regulations require communities to evaluate transportation and land-use planning in a potentially different light and place more specific requirements on the approval of private development.

Planning Process

The Plan was created over a period of 18 months by a group of citizens who served as the Plan Steering Committee. The Steering Committee met on a regular basis with the Town's planning staff and McBride Dale Clarion to prioritize and review the various elements of the Plan. The planning process included an initial assessment and review of current planning policies, existing conditions inventory and report, a visioning session with the Steering Committee, and the creation of the maps and recommendations contained in this document. This Plan has been thoroughly reviewed and modified as needed by the Planning Commission who recommended it to Town Council for adoption. Town Council reviewed the Plan, conducted a public hearing, and adopted the Plan on September 14, 2010. This Plan was updated in 2013 to reflect the 2012 boundary line adjustment and demographic updates. The most recent update occurred in 2016 to reflect the addition of Colonel Jameson Boulevard and Mountain Run Lake Park on maps, as well as demographic updates. The recommendations, found at the end of each chapter, are updated in accordance with the Town completing each strategy.

CHART 1. PLANNING PROCESS FLOW CHART



Executive Summary

The Plan is a guide for public decision making. Specifically, the Town's elected and appointed officials will use the Plan to evaluate future proposals or policy changes to ensure consistent decisions are made. Furthermore, the Plan provides guidance to landowners and developers on what is appropriate in the Town. This Plan contains a few terms that will be used to describe the various policy recommendations:

- ❖ **Vision:** The comprehensive statement of the desired future of the Town. The vision is the ultimate set of ideals to which the Town should aspire.
- ❖ **Goals:** Statements of desired end state or target. They are tied very closely to the vision statement and focus on specific elements of the Plan. Goals provide particular guidance for where the Town should be in the future and set the tone for individual objectives for each element.

The vision and goals in this introductory chapter contain the themes and direction for the Plan. The subsequent chapters provide guidance for the Town and public on how land use and Town resources will be managed to address growth and redevelopment within the Town's jurisdiction.

The Comprehensive Plan is non-regulatory in nature, but expresses the critical policies of the Town. The Plan does not stand alone and can only be effective when supported by the various implementation measures included in the final chapter and the will of the citizens. The Plan acts as a guide to modify regulations like the Zoning and Subdivision Ordinances. Amendments to the ordinances should be consistent with the Comprehensive Plan.

Chapter 1: Introduction & Overview provides the background and a general summary of the information, process, and content of the Comprehensive Plan. The following are summaries of the content and recommendations of each of the other chapters of the Plan.

Chapter 2: Community Character addresses the management of land development in terms of community character and development quality. This chapter includes recommendations for the creation and maintenance of unique characteristics of various areas of the Town. This chapter should be used in conjunction with the recommendations in "Chapter 3: Land Use & Growth Areas" to create a framework for future zoning regulations and development policies to apply to private development. Community character is the aesthetic and functional design element of land-use management.

Chapter 3: Land Use & Growth Areas addresses the intensity of development and the types of uses which are appropriate on a parcel-by-parcel basis primarily based on existing development patterns. The maps and definitions in this chapter address density of development and specific locations for appropriate land uses. This chapter

also addresses a future vision for the designated Growth Areas within the Town's jurisdiction. Growth Areas are the land areas in the Town where future development is probable. Special recommendations for future land use and community character are given for each of these areas.

Chapter 4: Economic Development provides background on non-residential development and commerce. The chapter provides a general economic development strategy that builds on the location recommendations in Chapters 2 and 3 and provides guidance for additional actions the Town may take to encourage economic development.

Chapter 5: Housing includes housing statistics and cost and presents a housing strategy for the maintenance of a healthy mix of housing options to accommodate the economically diverse population of the Town of Culpeper.

Chapter 6: Investment Areas includes a broad assessment of areas with potential for investment. The chapter identifies key locations within Town, Neighborhood, and Business Investment Areas and presents specific recommendations for future planning actions and investment.

content of technical appendix

CURRENT FINANCE AND BUDGETING DOCUMENTS

- ❖ Town of Culpeper Fiscal Budget
- ❖ Capital Improvements Plan
- ❖ Credit Presentation – Davenport and Company

WATER SERVICE DOCUMENTS

- ❖ Current Tap Privilege Fee Assessment Schedule
- ❖ Water Supply Master Plan

RECREATION AND PARKS DOCUMENTS

- ❖ Current Sidewalk, Bikeways, & Trails Master Plan
- ❖ Master Plan for Neighborhood Parks

MARKET DATA AND CURRENT ZONING REGULATIONS

- ❖ Town of Culpeper: Comprehensive Plan Update Existing Conditions Assessment Report
- ❖ Market Data Analysis (ongoing/updated publication)
- ❖ Current Town of Culpeper Official Zoning Map

NON-REGULATORY DESIGN GUIDELINES OR HANDBOOKS

- ❖ Current Community Design Plan
- ❖ Current Fairview Cemetery Master Plan

TOPICAL OR AREA PLANS & STUDIES

- ❖ Current Culpeper Historic District Handbook
- ❖ Current Depot District Plan
- ❖ Current Wayfinding Sign System
- ❖ Virginia Department of Transportation Six-Year Improvement Program - Town and County
- ❖ Rappahannock-Rapidan Regional Commission 2035 Regional Long Range Transportation Plan
- ❖ Current Culpeper 2020 Plan

2009 COMPREHENSIVE PLAN CITIZEN SURVEYS

Chapter 7: Transportation & Public Facilities establishes background and strategy for the management of the Town's transportation network, public facilities, and services to maintain pace with growth and redevelopment. Strategies related to sustainable methods of energy production, stormwater management, and management of public utilities are addressed in this chapter.

Chapter 8: Natural, Historic & Cultural Resources catalogues the existing resources in the community and presents strategies for the protection and maintenance of these resources through conservation, preservation, and redevelopment activities.

Chapter 9: Parks, Recreation & Open Space includes recommendations and classification for public parks as the Town's population grows as well as incorporating important recommendations for an interconnected bike and pedestrian system with the updated Greenways & Trails Master Plan and the updated Sidewalk Improvements Plan.

Chapter 10: Implementation includes strategic actions or tools the Town could use to carry out the various strategies presented in the chapters of the Plan. Additionally, a recommendation for an annual work plan and a long-term prioritization of actions is included.

The Technical Appendix is a collection of previous Plans and background documents that influenced the creation of this Plan and contain valuable historic data that could be reviewed and compared in future planning updates and efforts. The Technical Appendix is included under separate cover.

Background & Key Findings

The Town of Culpeper is a unique and historic community with many positive features. Recent years of rapid growth have brought both challenges and opportunities to this community. Such rapid growth has prompted the Town to address service provision and protection of the unique character to balance local culture, quality of life, and tradition with growth and change. As the economy slows, it is difficult to estimate what the next few years will hold for Culpeper. However, the key findings of the assessment (included in the appendix) indicate that there are many opportunities and challenges still to come. The key findings are summarized below.

1. The Town has experienced significant growth since the 1970's and very rapid growth from 2000 to 2010 to reach a population of 16,379 people. As of 2014, the town had an estimated population of 17,411.
2. According to Weldon Cooper population projections, an annual growth rate of slightly more than two percent is expected for the next 25 years, likely requiring a redirection toward some redevelopment and infill.
3. The significant capacity of 1,755 approved, but as yet unbuilt, homes have potential capacity to absorb between four and 22 years of growth depending on how rapidly people continue to migrate to Culpeper. In addition, the Town has about 208 acres of unplanned land that is either agricultural or undeveloped offering additional capacity for growth within the current limits of the Town.
4. Although housing costs are lower than they were at the peak of the housing and mortgage boom, there is still considerable need to address affordability of housing in Culpeper. Opportunities to work with the Rappahannock-Rapidan Regional Commission (RRRC) and other state and federal agencies to improve the affordability of homes for the people of Culpeper is a topic for additional consideration in this planning process.
5. The local economy remains based in retail and service with agriculture and manufacturing contributing to local employment. Government operations also make a significant contribution to the local employment base. However, no effort to identify key economic development sites has yet been undertaken. This Plan offers the opportunity to identify key locations for reinvestment or development of businesses and job creation. This should be considered in the development of the Plan. Maintaining a balance between residential land uses and businesses is important in the development of the Plan recommendations and to promote a sustainable local economy.
6. Because of the committed nature of the majority of the land in the Town, the Plan should focus on opportunities for infill, redevelopment, and character of development. However, there are several large areas that do not have approved development plans that offer some opportunity to create a vision for the future (see the Growth Areas).
7. The dominant forms of development (in terms of area) are Suburban Neighborhoods, Business Districts, and Traditional Neighborhoods. However, it is the Central Business District that is the flagship for Culpeper's identity. The Plan offers an opportunity to strengthen the character of the other neighborhoods in the Town of Culpeper.
8. Making the community sustainable includes efforts like improved pedestrian access, redevelopment and infill, affordable or workforce housing, economic development, and adequate park and recreational opportunities. The Comprehensive Plan is the ideal vehicle to bind these themes together to create the vision for Culpeper's neighborhoods.

Vision & Goals



The Town of Culpeper is a growing community with connections to the past and a vision for the future. The people of Culpeper strive to maintain a sustainable economy, built environment¹(including historic resources), and natural setting for future generations through smart growth² principles and responsible development stewardship. This Comprehensive Plan provides the foundation for the future of the Town and establishes the policy the Town will use in the coming years to manage growth and resources to ensure a continuation of a high quality of life for residents, businesses, and visitors.

The Comprehensive Plan Steering Committee provided input to develop the following set of goals early in the planning process to serve as the guide for the policies and recommendations of the Comprehensive Plan. The planning consultants and Town staff conducted a review of the vision, goals, and objectives of the existing comprehensive plan and used an open format discussion with the Steering Committee to refine the vision for this update. While smart growth and community character were part of the 2010 Plan it was evident in the early phases of the planning process that these issues have risen to become the top priorities for the Town. The overall vision for the town is expressed through the concept of sustainability.

The goals are incorporated into the Community Character chapter as major headings for the guideline recommendations in each Character Area.

In the other chapters, the goal categories serve as guides supported by the general recommendations in each chapter.

A SUSTAINABLE VISION

The theme for the *Town of Culpeper* Comprehensive Plan is to *promote development and investment to create long-term sustainability*. Sustainability, for the purpose of this Plan, is defined as a coordinated effort to ensure a balance between aesthetics, economics, public health and safety, transportation and public services that can be maintained over the long term resulting in a community that is equal to or better than the present day Town of Culpeper for residents and businesses. This sustainability should be achieved through goals in each of the following categories:

- ❖ Community Character
- ❖ Economic Viability
- ❖ Public Health, Safety, & Welfare
- ❖ Transportation & Public Services

¹ The built environment indicates all development or man-made changes to the environment including buildings, roads, infrastructure, monuments, etc.

² For the purposes of this plan, smart growth means the promotion of efficient and sustainable land development by balancing economic development investment with the preservation of natural and cultural resources.



COMMUNITY CHARACTER

Community character is the aesthetic and physical form of development. It is the fabric that determines the visual impression of various neighborhoods and establishes how the individual will experience the environment either from their home, on foot, or in the car. Community character encompasses the natural and built environment and influences the social aspects of a neighborhood.

Goals

The goals for community character are to:

- ❖ Preserve and enhance existing neighborhoods;
- ❖ Protect historic areas and landmark integrity;
- ❖ Create context-sensitive infill and redevelopment;
- ❖ Improve aesthetic design guidelines and regulations;
- ❖ Enhance key gateways and corridors.

ECONOMIC VIABILITY

Economic viability is key to achieving a sustainable community. Culpeper needs to have a balance between jobs and residential opportunities that facilitates a positive and sustainable local economy.

Goals

The goals for economic viability are to:

- ❖ Promote and support downtown commercial viability through development and redevelopment;
- ❖ Encourage Town-wide commercial redevelopment;
- ❖ Encourage quality residential and commercial growth;
- ❖ Market positive assets of Town to include tourism;
- ❖ Balance land uses and promote mixed-use land development;
- ❖ Capitalize on the Town's location and situation in the regional market;
- ❖ Seek regional coordination.

WHAT DOES IT MEAN TO BE "SUSTAINABLE"

Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs.



PUBLIC HEALTH, SAFETY & WELFARE

Public health, safety, and welfare are keystones of any local government. This theme is primary to the everyday operations of the Town of Culpeper and provides the human component to the sustainability theme.

Goals

The goals for public health, safety, and welfare are to:

- ❖ Create and sustain pedestrian-friendly neighborhoods and business districts;
- ❖ Provide quality parks;
- ❖ Protect natural resources including air and water quality;
- ❖ Coordinate and participate in regional efforts to promote public health.

TRANSPORTATION & PUBLIC SERVICES

Transportation and public services are the primary infrastructure and services the Town provides. These components can be a major influence on the sustainability of the Town and influence both how the government functions and how residents and businesses experience the Town.

Goals

The goals for transportation and public services are to:

- ❖ Create “complete streets” that encourage walking and biking by including include travel lanes, bike lanes, tree lawns, and sidewalks. Explore multimodal transportation options;
- ❖ Encourage connectivity in new and existing developments;
- ❖ Identify and implement congestion management techniques in key areas including Main Street;
- ❖ Seek and support opportunities for regional coordination of mass transit options including, but not limited to, rail;
- ❖ Implement access management practices;
- ❖ Support new growth with adequate increases in public services including police protection, sewer, and water.





NOTE: COMPLETE STREETS



Many of the existing streets in American Towns and Cities were designed primarily to accommodate vehicular traffic. These streets and roads are often unsafe for people traveling by foot, bike, or using transit. These roadways often lack sidewalks, crosswalks, space for bicyclists, and make no room for transit riders or accommodations for people with disabilities. The concept of a complete street is to design new streets or right-of-ways to take into consideration the needs of travel options other than vehicles.

STRIP GARDENS: Raised and widened medians with plantings serve as refuge, help “calm” traffic, and give the street a boulevard-like feel.



LOUNGE AREAS: Encouraging cycling will require more bike racks and bike parking; making the streets safer for pedestrians will require more bollards and better lighting for sidewalks; and benches, tables, and other places to watch the world go by will foster community in public spaces.

Complete streets are streets that work for all users, not just those using a car. Efforts have been underway to adopt legislation at the national level that will require states to adopt complete street principles. The latest bill introduced to the House of Representatives is the Safe Streets Act of 2015 which would encourage inclusive design of America’s streets. Many states, including Virginia, have adopted local policies supporting this type of roadway design.



CAFE

INN

It's About Thyme
Cafe
EUROPEAN
COUNTRY CUISINE
825-4264

COFFEE
MEATS
PIZZA
SOUPS
BREADS
SWEETS





2

COMMUNITY CHARACTER

CHAPTER CONTENTS

Introduction

Character Areas

- Mixed Use Business

- Neighborhood Commercial

- Institutional

- Central Business & Town Centers

- Traditional Neighborhoods

- Suburban Neighborhoods

- Parks & Open Space

- Gateways & Corridors

Introduction

COMMUNITY CHARACTER GOALS

- ❖ Preserve and enhance existing neighborhoods;
- ❖ Protect historic areas and landmark integrity;
- ❖ Create context-sensitive infill and redevelopment;
- ❖ Improve aesthetic design guidelines and regulations;
- ❖ Enhance key gateways and corridors.

CHARACTER AREAS

Mixed-Use Business

Neighborhood Commercial

Institutional

Central Business & Town Centers

Traditional Neighborhoods

Suburban Neighborhoods

Parks & Open Space

Gateways & Corridors

The unique small town feel of Culpeper contributes to its character and identity. The thriving downtown attracts people from around the region, and residential growth has spurred the expansion of neighborhoods and commercial areas. Early in the planning process, community character and quality of life rose to top priorities for Culpeper. The Town has already begun to focus on community character in the downtown by adopting the *Community Design Plan* in 2007. However, the Comprehensive Plan offers an opportunity to expand the focus on character to the other districts. The Town is currently developing Culpeper 2020, a strategic vision plan that will identify the specific steps, projects and policies that are needed to implement the goals identified in the Comprehensive Plan.

Community character is the combined built, natural, and social environment created or existing in various districts of Town. When combined, the character of these districts contribute to the identity of Culpeper as a small town with connections to the past and a vision for the future. The natural setting in the foothills of the Blue Ridge Mountains provides the backdrop for a traditional central business district; traditional neighborhoods with cherished architectural styles and historic landmarks; and growing suburban neighborhoods and business districts, which were developed to accommodate recent growth and retail trends.

This chapter includes descriptions and guidelines for eight different Character Areas where the development form, architecture, and other physical characteristics are similar enough to establish a cohesive set of characteristics. These classifications are intended to reflect the desired future vision for each Character Area and should apply to infill and redevelopment in existing districts and new development.

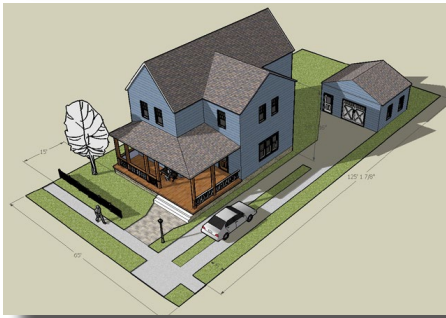
While the future land-use recommendations in the following chapter provide guidance on the intensity and specific location for land uses, the guidelines within the Character Areas should provide direction for the subdivision of land, road network patterns, lot layout, and architectural relativity within the Character Area.

The broad-based nature of the Character Areas allows them to provide a framework for infill and new development within the Town's limits. These principles can also be expanded to address the character of growth in land areas as part of a boundary adjustment. Each Character Area includes a general description and images to illustrate the desired vision and form which is supplemented by a set of guidelines to tie them back to the Vision and Goals of the Plan: community character; economic viability; public health, safety and welfare; and transportation and public services.



DISTRICT CHARACTER

A district is the broadest building block of each Character Area; it primarily sets out how the building sites relate to one another and their relationship to the local street network. A district pattern sets guidance for the form of land subdivision and road networks.



SITE CHARACTER

The site recommendations in each Character Area provide guidance for the preferred layout for individual building lots. These recommendations relate to setbacks and lot coverage requirements.



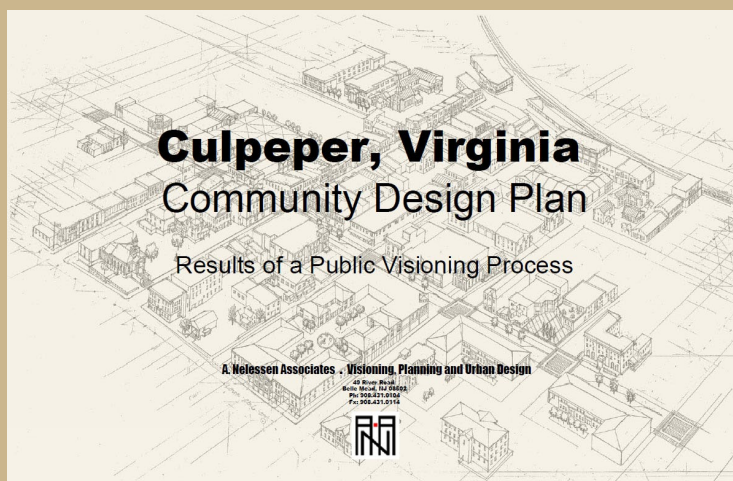
BUILDING CHARACTER

The building recommendations refer to the common characteristics of buildings or architecture within an area.

CHAPTER ORGANIZATION

The *Character Area Map* on the following page illustrates the geographic areas in each of the character area categories, excluding Gateways and Corridors. This map and the guidelines in this chapter should be used in concert with the future land use recommendations to inform development review by Town staff, Planning Commission, and Town Council.

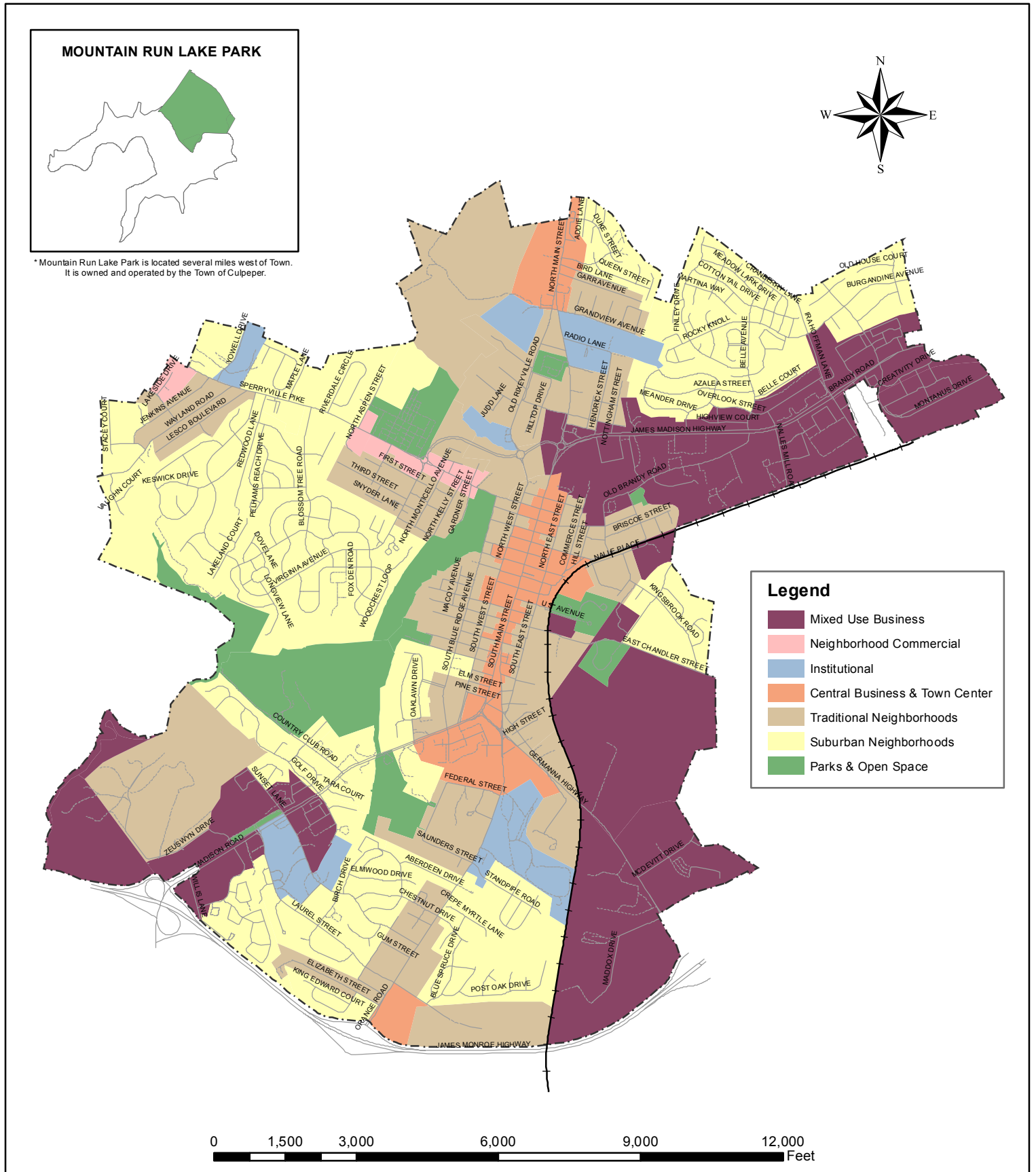
SUCCESS STORY: IMPLEMENTING THE COMMUNITY DESIGN PLAN



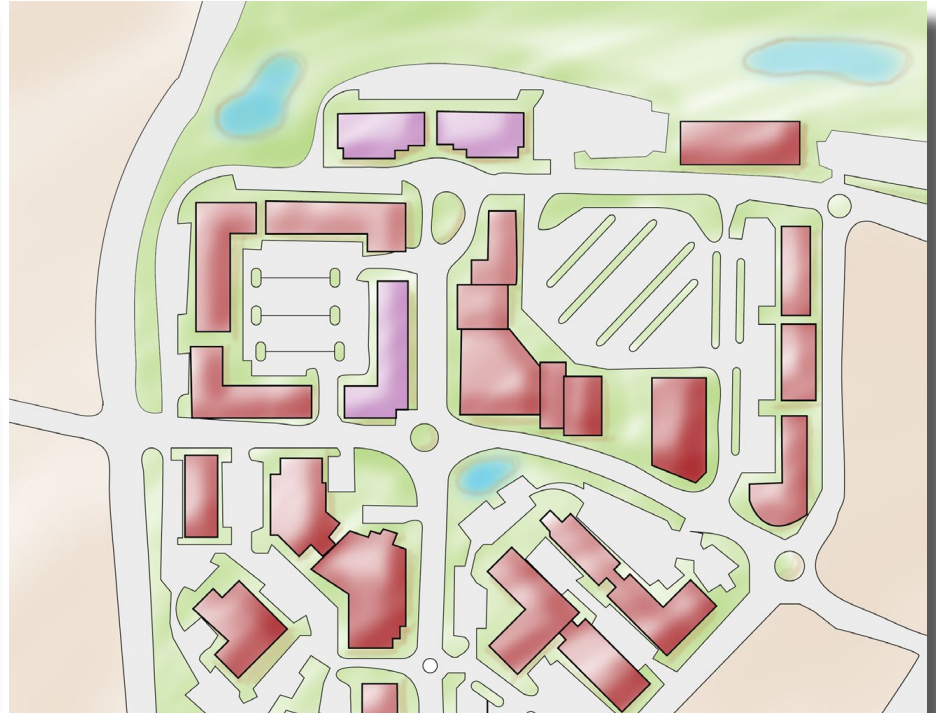
The *Community Design Plan (CDP)* was adopted by Council on February 13, 2007. The CDP is currently being used as a tool during the rezoning process to obtain a higher-quality development. The CDP

has implementation strategies which need to ultimately be incorporated into the zoning ordinance and design guidelines for it to truly be effective. Staff has coordinated closely with developers, such as OPRE, LLC (Old Bailey Building), to develop a mixed-use building in downtown and to obtain the preferred design options laid out in the development plan. The Waters Place project is a mixed-use project. The upscale condominiums provide a variety of one, two, and three bedroom residences, and the upper floor units have access to large outside roof terraces providing sweeping views of historic downtown. The ground floor at Waters Place provides boutique retail storefronts and first-class office space.

MAP 1: CHARACTER AREAS



Map Updated on August 20, 2015 by the Town of Culpeper GIS Department



CHARACTER AREA 1

Mixed-Use Business

DISTRICT



Mixed-Use Business Districts are suburban, auto accommodating districts for retail and office uses. These districts should combine retail, office, civic, limited residential, and open spaces into cohesive blocks based on a grid or intersecting perpendicular street pattern. Emphasis should be placed on the pedestrian experience with parking accommodated in screened surface lots or structured parking.

SITE



These districts should accommodate sites for large format retail and office uses, mixed-use buildings, well-landscaped surface parking, and parking structures. Buildings should be arranged to create a consistent street wall close to sidewalks, and organization of buildings around a central square or main street is encouraged. Sidewalks, paths, and landscaping should be consistent within a development and are important aspects of site design.

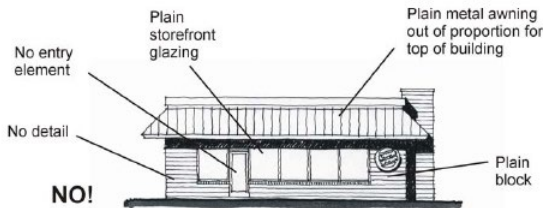
BUILDING



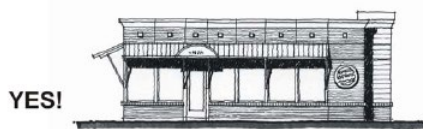
Buildings in Mixed-Use Business districts should display traditional architectural characteristics and should be between one and four stories in height. Buildings should incorporate human scale elements, and a consistent architectural style should be employed within a development. Windows and doors should be arranged to provide transparency along the street wall and create a regular pattern in each building.



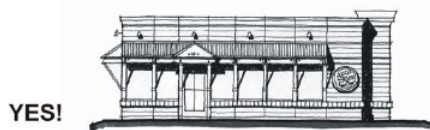
The image above shows how mixed-use buildings can be configured around internal circulation routes.



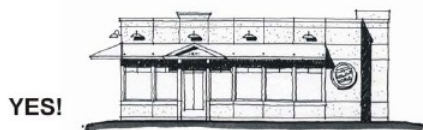
NO! NO CLEAR STYLE



BRICK



INDUSTRIAL



STUCCO CRAFTSMAN

This image illustrates how franchise architecture can be modified to reflect an architectural theme while maintaining elements of the prototype.

MIXED-USE BUSINESS GUIDELINES & STRATEGIES

COMMUNITY CHARACTER

Community character guidelines and strategies define the parameters for the layout of the district, sites and buildings within a Mixed-Use Business area in a manner consistent with the preferred character.

District

1. Discourage single-building developments.
2. Encourage a walkable village/town center development form for retail, commercial, and office uses.
3. Encourage larger, multi-building, village-like developments configured in a manner that breaks the site area into a series of smaller “blocks” defined by on-site streets, vehicle accessways, public plazas and open spaces, pedestrian walkways, or other circulation routes.

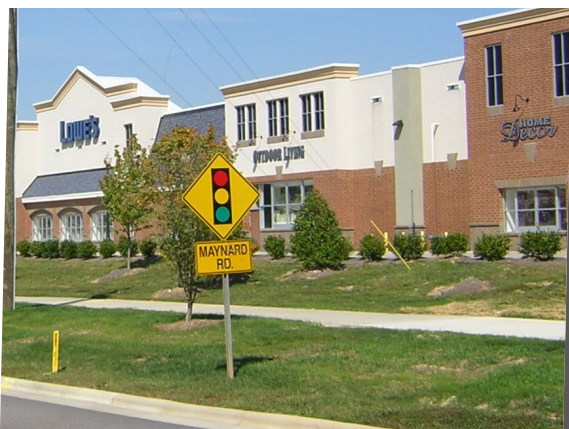
Site

4. Require buildings to be set close to interior streets.
5. Require all commercial signs to be monument style with materials coordinated with the primary structure.
6. Limit the number of signs for a development so that signs are placed on individual panels of a single sign to discourage individual monument signs.
7. Require landscaping materials as a means to soften the appearance of parking areas and reduce the automobile dominance of retail/commercial sites.

Building

8. Require a consistent architectural theme for buildings within a retail/commercial development, including freestanding out-parcel structures. Consistency should be established for the character, materials, texture, color, and scale of buildings. Franchise restaurants, retail chains, and other franchise-style structures should adjust aspects of their standard architectural model to be consistent with a development’s architectural character. Signage and lighting should be consistent with subsequently adopted signage/design standards.
9. Require the mass and scale of retail/commercial buildings, including large retail stores, to be visually

- divided into smaller components to keep the buildings consistent with human scale, and as a means of creating additional visual interest.
10. Encourage multi-story, mixed-use development with structured, underground, or internal parking areas.
 11. Require new development or redevelopment within commercial districts with a recognizable and desirable historic style to be compatible with existing structures in terms of building size, massing, facade widths, window size and placement, and facade details such as cornices or awnings.
 12. Require four-sided architecture on outlot buildings. Although the front facade of a building is expected to be the focal point in terms of level of architectural character and features, all sides of buildings that are visible from off-site views should incorporate architectural detailing that is consistent with the front facade. All outparcel structure facades should include a similar level of architectural detail and treatment consistent with the front facade.
 13. Encourage the selection of exterior building materials with appropriate scale for the proposed building and architectural character.
 14. Encourage all buildings to be constructed or clad with materials that are durable, economically maintained, and of a quality that will retain their appearance over time. These include but are not limited to: natural or synthetic stone; brick; stucco; integrally colored, textured, or glazed concrete masonry units; high-quality pre-stressed concrete systems; water-managed Exterior Installation Finish Systems (EIFS); or glass.
 15. Encourage exterior building materials to be continued to the finished grade on any elevation, or the use of a contrasting building material to create a water table or base for the building.
 16. Require outparcel structures to incorporate materials and colors that are similar to and compatible with those used on the primary building(s) in the development.
 17. Encourage the design of primary building entrances to be visually prominent through the use of a combination of features such as canopies, porticos, archways, arcades, or similar overhangs that provide architectural interest and pedestrian protection. Features like peaked roof forms; raised corniced parapets over the door; outdoor pedestrian features such as seat walls and landscaping with seasonal color or permanent landscape planters with integrated benches; and/or architectural detailing such as tile work and moldings integrated into the building structure are viable options to emphasise the entrances.



An example of facade articulation used to break up the mass of a big-box store. This example is a side facade facing a residential area.

The use of internal landscaping materials in parking lots can provide safe haven for pedestrians, soften the appearance of large areas of pavement, and buffer the view of larger buildings from the road.



ECONOMIC VIABILITY

1. Identify key underdeveloped sites and catalogue them to be marketed for redevelopment.
2. Promote redevelopment of aging or obsolete commercial sites.
3. Evaluate zoning regulations for barriers to redevelopment and reuse.
4. Identify opportunities for the Town to take an active role in supporting new site development or redevelopment.
5. Develop uniform infrastructure design guidelines for streets and sidewalks, including preferred sidewalk and street cross walks with required materials and design.
6. Promote infill and intensification in areas already developed with commercial uses.



Above: Example of an outdoor gathering space as part of a mixed use business development.

Below: Existing commercial development in Culpeper. Future opportunities to redevelop older commercial sites like these with a mix of uses may present themselves.



PUBLIC HEALTH, SAFETY & WELFARE

1. Require a continuous network of on-site pedestrian walkways to provide direct pedestrian access and connections to and between the following:
 - a. The primary entrance or entrances to each retail or commercial building on the site, including outparcel buildings;
 - b. Any sidewalks or walkways on adjacent lands containing residential, office, institutional, recreational, or mixed-use development; or
 - c. Any public sidewalk system along streets adjacent to the development.
2. Require sidewalks with a minimum width of eight feet along the full length of any building facade that includes a customer entrance.
3. Require surface parking lots with 50 or more spaces to include at least one pedestrian walkway or sidewalk that connects the parking spaces with a primary building entrance.
4. Where a designated on-site pedestrian sidewalk or walkway crosses a parking lot, street, or driveway, the walkway should be clearly visible to pedestrians and motorists through the use of one or more of the following delineation methods:
 - a. A change in paving material or paving color;
 - b. A change in paving height;
 - c. Decorative bollards; or
 - d. A raised median walkway buffered by landscaping.
5. Require plazas, pocket parks, patio dining spaces, and other outdoor gathering spaces in retail and commercial development, particularly in multi-building developments. Outdoor gathering spaces should be integrated as part of the overall design of the development and should be located within close proximity of anchor tenants, transit stops (if applicable), or attached to the building they are intended to serve.
6. Encourage outdoor gathering spaces with smaller single-building developments or strip shopping centers with a limited site area to incorporate outdoor gathering and entertainment spaces by expanding pedestrian walkways along the front or side of the building, to the maximum extent feasible.



TRANSPORTATION & PUBLIC SERVICES

1. Require shared access points when feasible to limit the number of curb cuts onto the major roads.
2. Encourage parking and pedestrian areas to be interconnected to allow cross access between uses.
3. Require surface parking to be configured in accordance with the following guidelines to improve appearance, build community, character and a sense of place:
 - a. A portion of the total number of provided parking spaces should be located in areas other than between a building's primary facade and the street it faces.
 - b. Parking lots for mixed-use business developments should be organized into a series of parking bays or "rooms" surrounded by buildings, landscaping, or accessways designed to appear as streets.
 - c. Surface parking lots should include landscaping materials as a means to soften their appearance and reduce the automobile dominance of retail/commercial sites.
 - d. The perimeter of all parking lots should be screened from adjacent off-site streets, pedestrian circulation systems, open space areas, and adjacent uses through the use of canopy trees or other methods.
 - e. A portion of the total area used for parking and access should be dedicated to landscape islands.
 - f. Require power lines for new development to be buried. When feasible, power lines in existing developments should be retrofitted and buried.
4. Allow new mixed-use business development only in areas serviceable by public sewer and water systems including available capacity for treatment.
5. Require accommodations, facilities and furniture for bicycles.



Left: The availability of bike racks promotes bike use in the business districts.



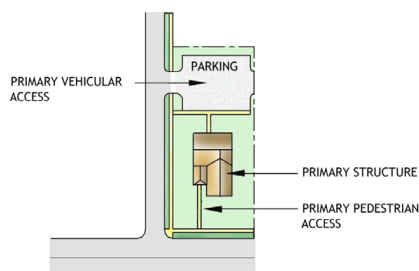
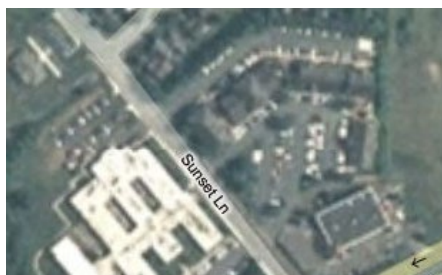
CHARACTER AREA 2

Neighborhood Commercial

DISTRICT

SITE

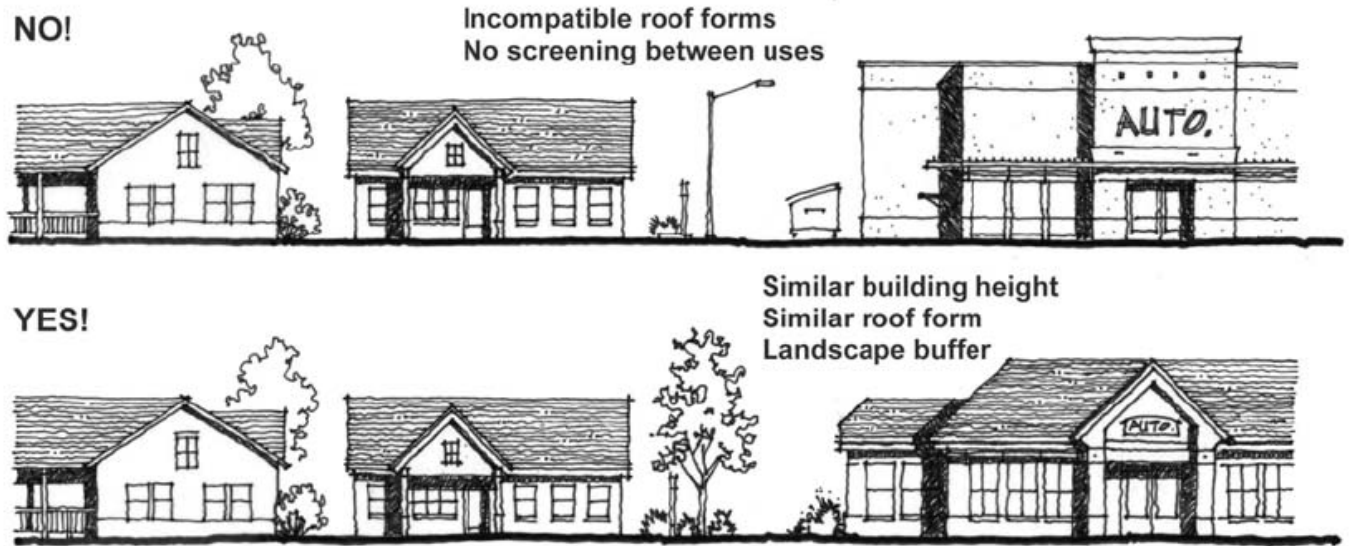
BUILDING



Neighborhood Commercial is a small concentration of retail, office, and service uses that are intended to serve a local population, typically located near street intersections. This subdistrict may occupy the four corners, corners of an intersection, or only one lot, within a neighborhood.

Site design for Neighborhood Commercial is similar to the site design for the local residential neighborhood. Parking is well screened and located to the side or rear of the building. Individual uses are small and have limited impact on surrounding neighborhoods.

Buildings in Neighborhood Commercial are architecturally integrated into the neighborhoods which they serve and should have minimal impact on surrounding homes. The scale of the buildings should be similar to that of adjacent homes. Neighborhood commercial is a feasible reuse of residential structures.



Above: The illustration above shows the wrong and right way to integrate a neighborhood commercial use into a neighborhood through transitions and architectural style.

Below: The images show a variety of neighborhood commercial uses from various communities.

NEIGHBORHOOD COMMERCIAL GUIDELINES & STRATEGIES

COMMUNITY CHARACTER

Community character guidelines and strategies define the parameters for the layout of the district, sites, and buildings within a Neighborhood Commercial area in a manner consistent with the preferred character.

District

1. Limit neighborhood commercial centers to sites less than five acres to accommodate buildings and parking areas for a floor area less than 25,000 square feet total.
2. Create a neighborhood commercial center or district in or adjacent to each of the character areas or neighborhoods.
3. Locate sites along a major corridor or arterial street with easy access from local neighborhoods.
5. Encourage parking to the rear of buildings, and/or side where rear parking is not feasible.
6. Limit signs and lighting to avoid visual impacts on nearby homes.

Building

7. Require compatible building design with surrounding residential areas with regard to materials, scale, massing, and relationship to the streets.
8. Encourage mixed-use structures such as small commercial structures with attached residences or offices.

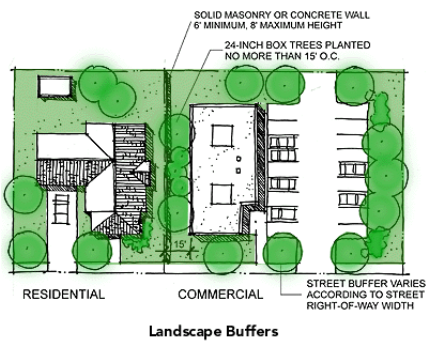
Site

4. Provide landscape buffering between commercial uses and adjacent residential.



ECONOMIC VIABILITY

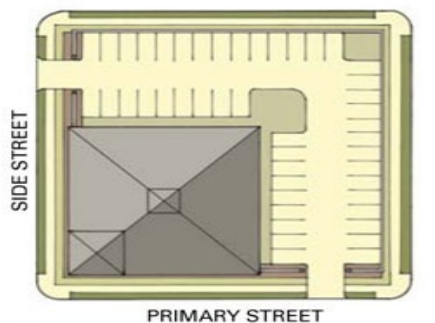
1. Identify locations for new neighborhood commercial.
2. Identify locations which are under-utilized and could be redeveloped for neighborhood commercial.
3. Support local needs for services and convenience retail.
4. Limit the number of neighborhood commercial sites in each neighborhood to avoid oversupply of land.



Transitions between Neighborhood Commercial and adjacent residential should be employed to minimize impacts of business uses near homes.

PUBLIC HEALTH, SAFETY & WELFARE

1. Require pedestrian connections to adjoining sidewalk or trail systems to promote walkability.
2. Maintain adequate buffering for noise and light to protect the residential quality of the surrounding neighborhood.
3. Limit uses in neighborhood centers to those serving the neighborhood population to reduce impact caused by patrons driving into the neighborhood.



Neighborhood Commercial sites should be configured to allow for parking to the rear and side of the building, and when possible access should be from secondary streets.

TRANSPORTATION & PUBLIC SERVICES

1. Limit access, particularly on corners, to reduce turning movement conflicts.
2. Encourage access from secondary streets when feasible to reduce the turning movements from the major corridor.
3. Provide internal connections to adjacent commercial development.
4. The perimeter of all parking lots should be screened from adjacent off-site streets, pedestrian circulation systems, open space areas, and adjacent uses through the use of canopy trees, landscape screening, opaque fences or walls, or other methods. Screening techniques should be consistent with the architectural theme of the buildings.
5. Require power lines to be buried.
6. Allow new development only in areas serviceable by sewer and water systems including available capacity for treatment.



CHARACTER AREA 3

Institutional

DISTRICT



Each district is unique.

SITE



Site and district are interchangeable in each institutional style development district.

BUILDING



Architecture will be the product of the districts function and will vary in each institutional style development.

Institutional districts include existing development that is completed in a campus style, such as a school or industrial complex. These institutional districts are large land areas dedicated to a unique land use with an individual development form and character. They are areas large enough to have internal transportation networks and multiple structures but are dedicated to a collection of accessory uses. Although institutional districts could be created, other than allowing for flexibility, there is not a consistent context for these districts. The primary recommendation for these areas is to allow for their continued use with improvements over time.



INSTITUTIONAL DISTRICT GUIDELINES & STRATEGIES

COMMUNITY CHARACTER

1. Allow for flexibility in design to allow for campus-style development. Promote redevelopment through a planned development process.
2. Assess compatibility with surrounding uses and provide necessary buffering or transitions.
3. Minimize the impact of parking or traffic generated by the use through adequate landscaping and site design.

ECONOMIC VIABILITY

1. Protect and maintain existing institutional districts in a manner consistent with their intended use.

PUBLIC HEALTH & SAFETY

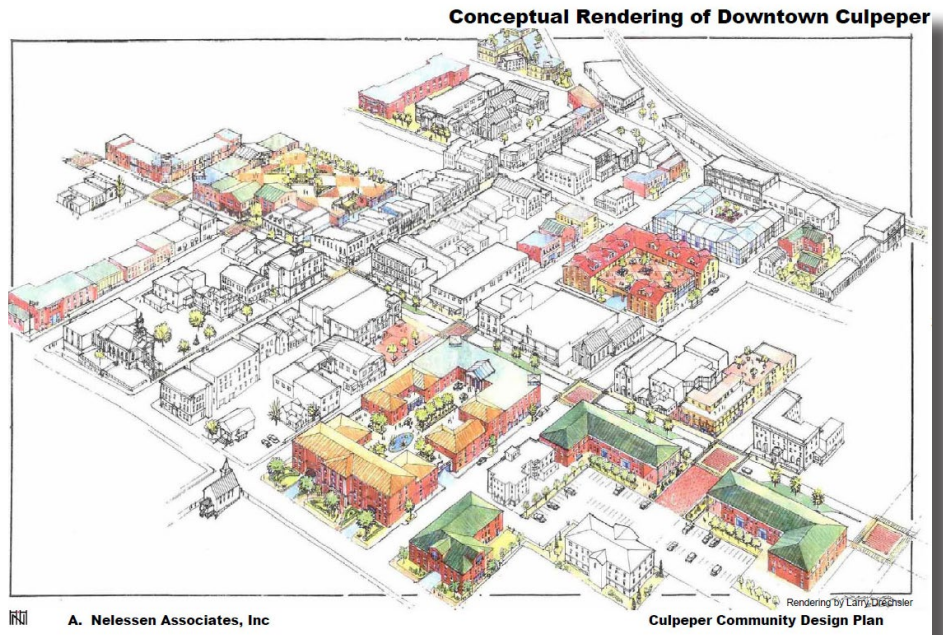
1. Locate institutional districts with potential for groundwater contamination in areas of least sensitivity.
2. Address any potential contamination issues upon identification.



TRANSPORTATION & PUBLIC SERVICES

1. Consider the impact on the transportation network and any public services prior to approval of new or modified institutional districts.

The Central Business District was the subject of the Community Design Plan (CDP), and redevelopment in the Central Business District and new Town Centers should be regulated by the guidelines and policy recommended in the CDP and are restated here.



CHARACTER AREA 4

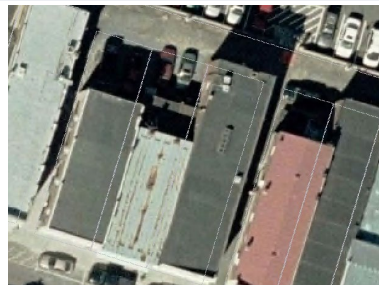
Central Business & Town Centers

DISTRICT



Central Business and Town Centers are districts of regular sized blocks with an interconnected grid of perpendicular streets, usually with one “main street” where vertically mixed use and human scale buildings are set to the sidewalk on small lots in a compact and walkable manner. These districts represent the traditional “main street” character of Culpeper’s historic downtown, and also the preferred pattern for future development associated with new mixed-use development in planned developments.

SITE



Buildings may be set on the lots with zero side lot setback so they are attached. If on-site parking is provided it is in the rear, accessible from alleys. Buildings should be set to the sidewalk, and landscaping is limited on individual lots.

BUILDING



Buildings should have a traditional architectural style and be clad in brick, stone, or other aesthetic and durable materials. Storefronts should be consistent with traditional components, and buildings should accommodate vertical mixed uses in 3-5 stories. Human-scale elements should be utilized in the architecture of Central Business and Town Center buildings.

CENTRAL BUSINESS & TOWN CENTER GUIDELINES & STRATEGIES

COMMUNITY CHARACTER

Community character guidelines and strategies define the parameters for the layout of the district, sites, and buildings within the Central Business District or new Town Centers in a manner consistent with the preferred character.

District

1. Develop a phased plan for mixed-use parking structures as replacement for all surface parking lots in downtown and encourage structured parking in new developments.
2. Maintain or establish the block and street grid pattern.
3. Provide sidewalks on all blocks.

Site

4. Align infill and new mixed-use buildings to the sidewalk edge.
5. Locate parking to the rear of buildings in small lots or in freestanding parking structures, or under buildings with vehicular access from center block alleys.
6. Provide pedestrian shelter with overhangs and awnings.
7. Promote residential, multi-family infill development from two to four stories or in combination with retail, service, or office uses.
8. Set buildings with first floor residential uses back slightly from the sidewalk to establish a semi-public edge.
9. Set single-use residential buildings back from the sidewalk to provide green space.

Building

10. Require infill buildings to be three to five stories in height, with the third and fifth stories stepped back.
11. Require buildings to be finished with masonry and incorporate bays between 25 and 40 feet in width.
12. Incorporate windows and doors which are between 40 and 60 percent transparent into the facade of buildings so they result in approximately 70 percent of the ground level facade being transparent.
13. Require lower and upper cornice lines to be articulated.
14. Promote redevelopment at the highest density possible within the building height envelope.
15. Prioritize vertically mixed-use development for infill buildings.
16. Require retail, service, or restaurant uses on the ground floor to utilize the frontage of buildings with large display windows.
17. Develop mixed-use residential and office building prototypes with parking incorporated into the base or underground levels.
18. Allow for parking to be provided in the base/underground or half levels of mixed-use buildings or in freestanding parking structures.





ECONOMIC VIABILITY

1. Intensify the density of development, maximizing infill and redevelopment potential within the building envelope in the Central Business District.
2. Promote compact development in new Town Centers.
3. Promote vertical mixed-use of existing and new structures.
4. Redevelop surface parking lots with structured parking and mixed-use structures, and discourage the use of surface parking lots in new Town Centers.
5. Promote business development in the downtown through local agencies such as the Town and County's Economic Development Departments, Chamber of Commerce, and Culpeper Renaissance Incorporated.



PUBLIC HEALTH, SAFETY & WELFARE

1. Pedestrian amenities, including lighting and furniture, should be provided.
2. Provide sidewalks wide enough to accommodate projected pedestrian traffic for the development type.
3. Where appropriate, incorporate bump-outs for street trees and textured pavements for on-street parking stalls to extend the pedestrian realm, where rights-of-way are too narrow to accommodate wider sidewalks.
4. Widen sidewalks in front of new mixed-use buildings by setting the buildings back from the build-to line.
5. Provide textured crosswalks.
6. Provide parks and plazas designed to accommodate a range of activities and special events.
7. Open spaces should be designed to be part of the everyday experience as well as for special events.
8. Parks and plazas should include pedestrian furniture and pedestrian-scaled lighting.
9. Walkways and pedestrian alleys should be wide enough to accommodate several persons abreast.
10. Parks should be integrated with, and be part of, a continuous pedestrian realm.
11. Parks and plazas should include well-maintained trees.





The Depot is accessible via sidewalks in the Central Business District and is visible from Main Street when traveling down Davis Street.



Existing sidewalk and streetscaping on Commerce Street.

TRANSPORTATION & PUBLIC SERVICES

1. On-street parking should be provided through parallel or diagonal spaces.
2. Ensure bus stops and the Depot are accessible via well-designed and clearly marked pedestrian connections.
3. Designate bicycle lanes and/or signed bicycle routes to establish a comprehensive bicycle network.
4. Provide bicycle facilities and furniture for bicycle riders.
5. Bury power/utility lines when improvements are made to the public rights-of-way in the Central Business District or in conjunction with new development.



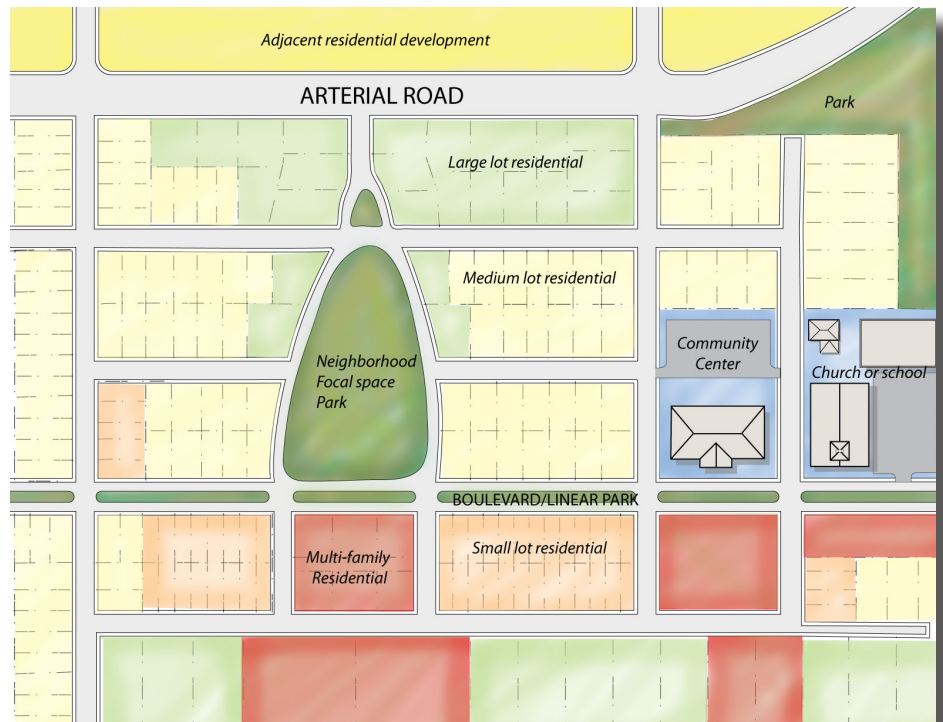
Existing conditions along Main Street at Davis Street.



Example of landscaped median which could be employed in the Central Business District. Recommendation from the CDP.



The upper image is an existing streetscape in the CBD the lower image is an artist rendering from the CDP showing how redesign of the streetscape with infill would improve the aesthetics of the CBD.



CHARACTER AREA 5

Traditional Neighborhoods

DISTRICT



Districts in Traditional Neighborhoods are based on regular blocks formed by an interconnected street grid often extended from the Central Business District. The district contains mixed lot sizes and a mix of residential types including single-family detached, two- or three-family structures, and in some locations, rowhouses. Streets often have narrower cross sections and sidewalks creating a more pedestrian-friendly environment.

SITE



Setbacks and site configurations vary slightly within a block and by the size of the building and lot; however, buildings are oriented to address the street. Garages, when present, are located behind the main facade of the house and are often detached.

BUILDING



Buildings typically are of a traditional architectural style based on the era in which they were built. Most buildings are one or two stories and front porches are common in Traditional Neighborhoods. New and infill buildings in Traditional Neighborhoods should maintain traditional proportions and details common in the existing block. Most existing buildings were built prior to 1970 with the majority built prior to 1950.



A Victorian era two-family house. An appropriate example for two-family homes in a Traditional Neighborhood.



Example of a one and a half story home in a Traditional Neighborhood.



Example of a home in one of Culpeper's Traditional Neighborhoods.

TRADITIONAL NEIGHBORHOOD GUIDELINES & STRATEGIES

COMMUNITY CHARACTER

Community character guidelines and strategies define the parameters for the layout of the district, sites, and buildings within the Traditional Neighborhoods in a manner consistent with the preferred character.

District

1. Require infill development to be of a similar size and scale, and include comparable levels of architectural detailing and style to adjacent contributing homes. Contributing homes shall be defined as those with a defined architectural style or indicated as a landmark or historic structure.
2. Require new subdivisions to include semi-regular blocks based on a grid or modified grid street network.
3. Allow a mix of single-family detached, attached single-family, and multi-family buildings in new Traditional Neighborhood developments (TNDs). Appropriate types of attached single-family residences in existing TNDs include duplexes or two-family units. Multi-family buildings should resemble large single-family homes. Row houses are not appropriate in the existing Traditional Neighborhoods.



A newer Traditional Neighborhood with a modified curvilinear grid street network.



A view down one of the streets in Culpeper's Traditional Neighborhoods.



Picket fences help delineate the separation between public and private spaces without becoming visually dominant and obstructing views.



Example of three-story row houses facing on to a square. Possible option mixed with single-family detached homes in new Traditional Neighborhoods.



This house on a corner lot in Westhaven, Tenn. is designed to have a finished facade on both frontages.

4. Require transitions in lot sizes, setbacks, and building styles when new development is proposed adjacent to existing Traditional Neighborhoods. The new block, street, and setback pattern should be consistent with the existing urban form to create a transition between the older neighborhoods and new styles. Dramatic transitions should be avoided when existing streets are extended to accommodate new developments.

Site

5. Allow variation in front-yard setbacks within a block to provide green space and avoid monotony. However, the variation in setback in a given block should not exceed 20% (in measurement) than the average of the two adjacent structures.
6. Allow low open fences, such as picket or wrought iron in front yards to delineate between the public and private realm.

Building

7. Encourage two- or three-story buildings in new neighborhoods. The context of infill projects should establish the building height and number of stories that are appropriate.
8. Require detached garages or side- or rear-loading attached garages. The facade of a garage should be set back from the primary facade of the home, and all detached garages should be located in the side or rear yard only.
9. Encourage front porches on homes in Traditional Neighborhoods. However, infill homes in existing neighborhoods should reflect the contextual architectural features rather than including a porch by default.
10. Require infill homes located on corners to present a “front” facade to both streets. In new TNDs, buildings on corner lots should follow similar rules.



The detached garage is located behind the house with a portico over the drive for access.



This street in Belmont, Va., shows a paved sidewalk with a tree lawn along both sides.



Stream corridors like Mountain Run can be incorporated into the design of traditional neighborhoods, like this stream in Westhaven near Nashville, Tenn.



The stream corridor above was incorporated as an amenity into the design of the traditional neighborhood development Westhaven near Nashville, Tenn.

ECONOMIC VIABILITY

1. Promote redevelopment and infill of under utilized, non-historic, or deteriorating properties.
2. Promote rehabilitation of historic or landmark properties.
3. Consider adaptive reuse of existing residential structures for business uses when the proposed use will not conflict with adjacent residential uses. Compatible uses will have limited hours of operation, limited parking needs, and appropriate buffers for both sound and light.

TRANSPORTATION & PUBLIC SERVICES

1. Improve and maintain the public right-of-way to serve as an example for quality development.
2. Maintain narrow street widths to promote a pedestrian-friendly environment.
3. Coordinate public improvement projects to bury utility lines underground when feasible, and require all utilities be buried in new development.
4. Designate alternative routes, such as the proposed bypass, to divert commuter traffic away from residential streets.
5. Bury power/utility lines when improvements are made to the public rights-of-way in existing neighborhoods or in conjunction with new development.

PUBLIC HEALTH, SAFETY & WELFARE

1. Incorporate sidewalks with tree lawns on both sides of streets in new developments. Sidewalks should be constructed in accordance with local regulations.
2. Provide pedestrian connections to nearby commercial areas.
3. Incorporate open spaces, parks, and greenways (including the areas around Mountain Run) into the design of new and existing neighborhoods when feasible.
4. Comply with the recommendations of the *Sidewalk, Bikeway, & Trail Master Plan*.
5. Preserve mature canopy trees in redevelopment or infill, and when possible in the development of new neighborhoods.



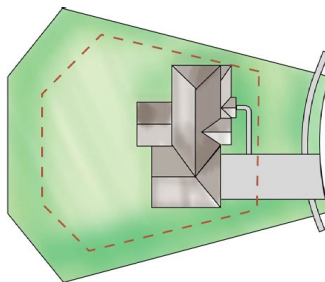
CHARACTER AREA 6

Suburban Neighborhoods

DISTRICT

SITE

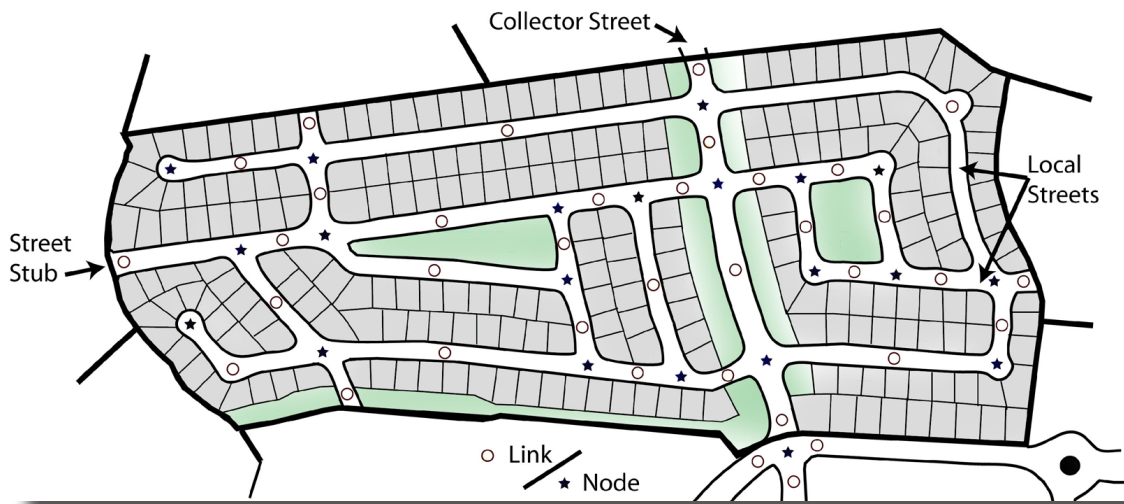
BUILDING



Suburban Neighborhood Districts are based on semi-regular to irregular blocks or pods created by a curvilinear street network. Streets have a narrow to moderate cross section. Sidewalks and paths are provided on both sides of the street and paths may be provided through common open spaces. Districts may include subdistricts of different housing types including single-family detached, townhouses, and multi-family structures.

Individual lots in Suburban Neighborhoods are uniform in size and may be rectilinear or irregular in shape (wedges are common around culs-de-sac). Front and side yard setbacks are very regular within a neighborhood or subdistrict, and buildings typically sit near the center of the lot. Garages are typically attached and may be side or front loading.

Buildings are typically similar in style and scale within a neighborhood or subdistrict and styles vary based on the era in which the homes were built. Most homes in Suburban Neighborhoods were built after 1970.



This diagram illustrates how a suburban subdivision can be designed and evaluated for connectivity. The Virginia Department of Transportation has recently established new guidelines for connectivity to accept secondary roads into the state system. Additionally, connectivity provides alternative routes to relieve congestion on primary roads and improves access and response times for emergency response vehicles.

SUBURBAN NEIGHBORHOOD GUIDELINES & STRATEGIES

COMMUNITY CHARACTER

Community character guidelines and strategies define the parameters for the layout of the district, sites, and buildings within the Suburban Neighborhoods in a manner consistent with the preferred character.

District

1. Emphasize connectivity between subdivisions to avoid creating isolated islands of development in new Suburban Neighborhoods.
2. Require open spaces and parks designed as integral parts of the development.
3. Allow traditional suburban-style development for new subdivisions with no more than four units per acre. More dense developments should follow the Traditional Neighborhood character.
4. Enhance the pedestrian friendliness of these areas through required sidewalks that connect to adjacent neighborhoods, schools, commercial areas, and parks and trail networks.
6. Vary the architectural types and building setbacks along a street to reduce monotony. A minimum and maximum setback should be established with variation depending on the topography of the land.
7. Promote the planting of trees in front, side, and back yards.
8. Encourage the retention of natural features and grades of the site, and provide incentives for the preservation of certain types of vegetation and trees.

Building

9. Encourage side-loaded garages. On homes with front-loaded garages, the garage should not extend beyond the front facade and architectural treatments such as material and color selection should de-emphasize the garage.
10. Encourage center courtyards by giving density bonuses or other incentives.

Site

5. Require townhouses and multi-family buildings to face onto residential streets rather than surface parking lots. Alleys can be employed to allow for rear access garages.





ECONOMIC VIABILITY

1. Require variation in unit type to supply a wide range of housing options for diverse families.
2. Encourage a range of price points in new construction either through variation in size of units or amenities.
3. Monitor older neighborhoods for signs of deterioration or neglect.
4. Promote improvements to sites and buildings.

PUBLIC HEALTH, SAFETY & WELFARE

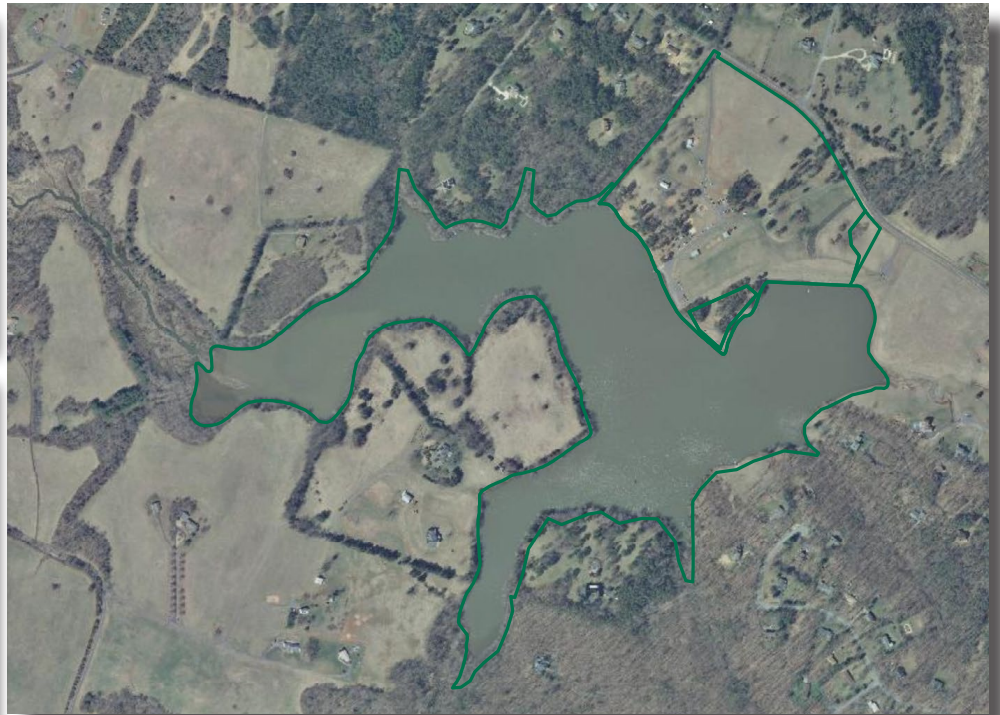
1. Require new subdivisions to include sidewalks on both sides of the street with tree lawns.
2. Promote walking and biking through sidewalks and trails, using the Towns' *Sidewalk, Bikeway, & Trail Master Plan*.
3. Employ and/or construct traffic-calming devices or street cross walks in residential areas to increase pedestrian safety.
4. Include useful open spaces and recreation areas in subdivision design as a community amenity.



TRANSPORTATION & PUBLIC SERVICES

1. Consider narrower street width when on-street parking is not needed.
2. Prohibit double frontage lots.
3. Require connectivity within the development and to adjacent developments.
4. Include bike facilities in accordance with the *Sidewalk, Bikeway, & Trails Master Plan*.





CHARACTER AREA 7

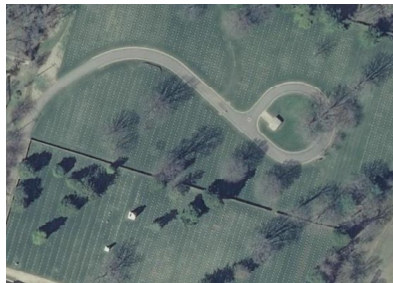
Parks & Open Space

DISTRICT



Each district has a unique recreational or historical use.

SITE



Site and district are interchangeable in each Park or Open Space designation.

BUILDING



Architecture should be compatible with the natural or historic surroundings.

DESCRIPTION

Parks and Open Space include designated outdoor passive or active recreation areas and cemeteries. Designated parks can range in size from smaller neighborhood parks such as Wine Street Memorial to larger parks such as Yowell Meadow or Mountain Run Lake. Included in the Parks and Open Space designation are large areas of open space, such as cemeteries or golf courses. Generally Parks and Open Space should have the most development restrictions attached to their land use designation. Transportation circulation networks should be designed to protect the most amount of open space while allowing for access and parking. Development of buildings should be limited to community recreational facilities such as community centers or pavilions.



PARK AND OPEN SPACE GUIDELINES & STRATEGIES

COMMUNITY CHARACTER

1. Prevent excess development at sites.
2. Building design and roadways should be compatible with the natural and historic surroundings of the site.
3. Encourage expansion of parks at locations that will further protect natural or historic resources.
4. Minimize the impact of parking or traffic generated by the use through adequate landscaping and site design.



ECONOMIC VIABILITY

1. Protect and maintain existing Parks and Open Space in a manner consistent with their intended use.
2. Encourage mixed-use infill development near park locations.

PUBLIC HEALTH & SAFETY

1. Plan and design parks with uses that promote positive health and wellness.
2. Parks should be designed with the consideration of all user's ages and abilities.

TRANSPORTATION & PUBLIC SERVICES

1. Parks should be accessible to all residents and multi-modal transportation options should be available to allow for better park accessibility.
2. Parks and Open Spaces should be viewed in a holistic approach through interconnectivity of the Town's open space system by means of trails, bicycle lanes, sidewalks and other means of transportation.



In 2014 new gateway signs were installed at five gateway locations entering and leaving the Town limits.



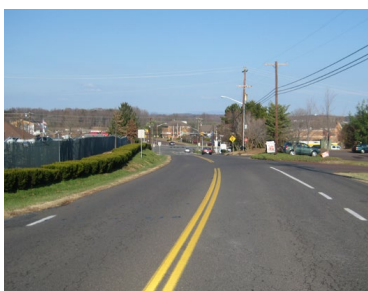
Entrance gateways into the Town should be attractive. Visual clutter should be minimized and landmark signage and monuments can be employed.

CHARACTER AREA 8

Gateways & Corridors

Gateways & Corridors are a unique Character Area type that relates to the treatment of the primary corridors and gateway points in Town. In effect, these guidelines apply as an overlay to the other areas and to the treatment of the public rights-of-way. The appearance and functionality of the Town's Gateways and Corridors create a strong impression of the overall community and are important components to the overall community character. Many of the Gateways into the community are in need of modification and enhancement and the following recommendations are provided to focus the efforts toward that improvement. The locations of the key Gateways and Corridors are illustrated on the map on the following page.

VIEWS



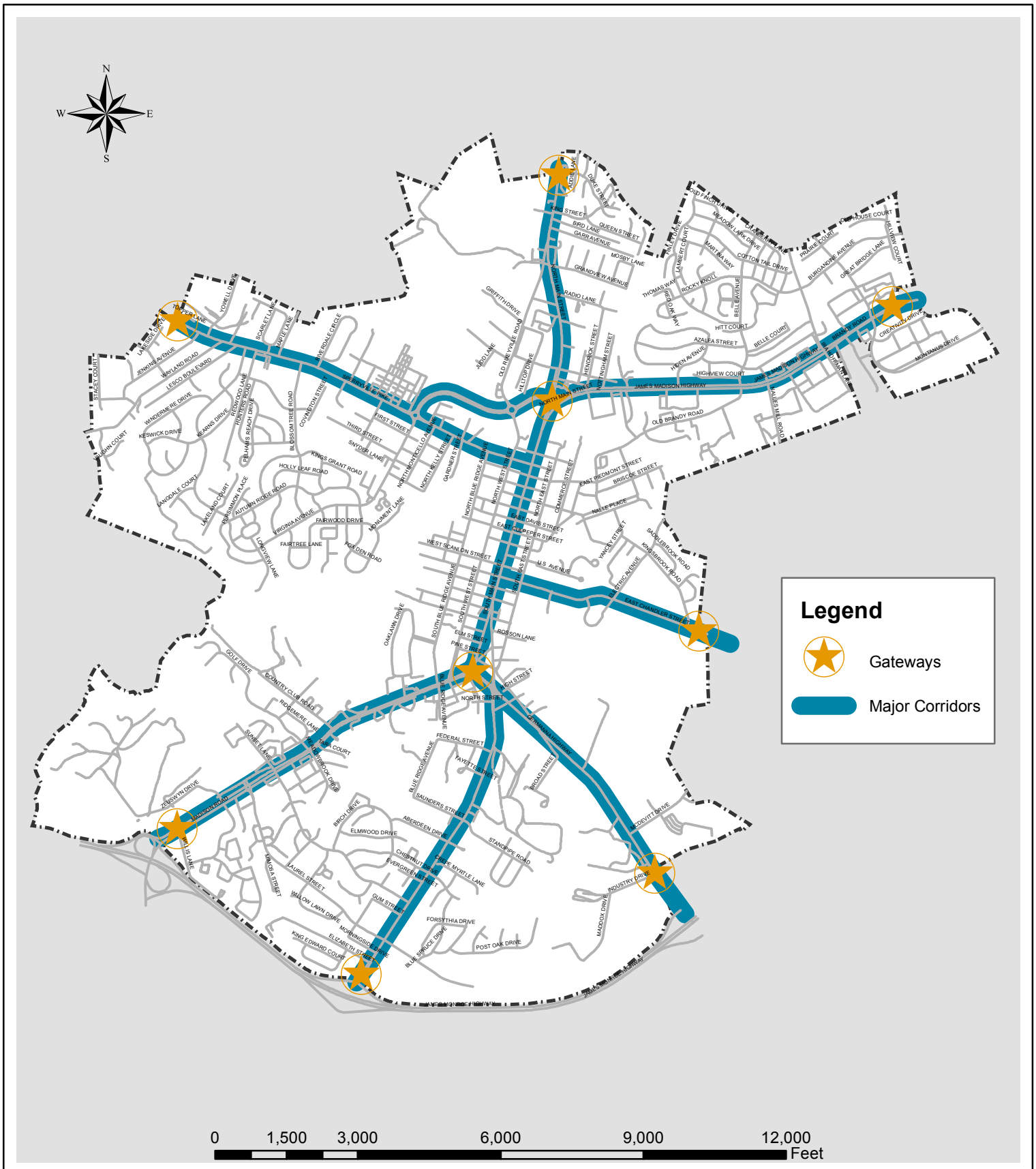
LANDSCAPING



SIGNS



MAP 2: GATEWAYS AND CORRIDORS



Map Updated on August 20, 2015 by the Town of Culpeper GIS Department

GATEWAYS AND CORRIDORS GUIDELINES

1. Update the *Wayfinding Plan*.
2. Streetscapes should be configured in response to the primary function of the development on which they front and the street serving the development.
3. Developments at Gateways and along Corridors should be designed to minimize the removal of existing mature trees in streetscape areas.
4. Trees should be sited and spaced so as to avoid conflicts with overhead and underground utilities or lighting fixtures.
5. When undertaking improvements to the right-of-way, coordinate efforts to locate utility lines underground to reduce the impact on views.
6. Where possible, streetscape landscaping should be retained or planted directly adjacent to sidewalks to help maintain a pedestrian-friendly atmosphere.
7. In cases where off-street parking is located adjacent to the right-of-way of an arterial or collector street, emphasis should be given to screening the parking area from off-site views through the use of a mixture of plant types, heights, and shapes.
8. Institute and maintain design standards for both commercial and public wayfinding signs.
9. Remove, over time, billboards and off-premise signs.
10. Require dedication of adequate easement or right-of-way for streetscaping through development review and site plan approval.
11. Create a prioritized list of improvements for the Gateways and Corridors to take advantage of available public grants.



Example of retaining wall and landscaping used to enhance the corner of a major intersection.



Example of a Culpeper Corridor which could be enhanced with landscaping and burying of power lines. These Corridors should be kept free of billboards and visual clutter.



Example of a community Gateway feature in another community. Features like this could be employed in key locations in the Town of Culpeper.

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3

LAND USE & GROWTH AREAS

CHAPTER CONTENTS

- Introduction
- Existing Land Use
 - Land Demand & Capacity for Growth
- Future Land Use
- Growth Areas

Introduction

LAND USE GOALS

- ❖ Preserve and enhance existing neighborhoods;
- ❖ Protect historic areas and landmark integrity;
- ❖ Create context-sensitive infill and redevelopment;
- ❖ Promote and support downtown commercial viability through development and redevelopment;
- ❖ Encourage Town-wide commercial redevelopment;
- ❖ Encourage quality residential and commercial growth;
- ❖ Balance land uses and promote mixed-use land development;
- ❖ Create and sustain pedestrian-friendly neighborhoods and business districts;
- ❖ Provide quality parks;
- ❖ Protect natural resources including air and water quality;
- ❖ Encourage connectivity in new and existing developments.

Land use is traditionally the core physical and geographic component to a community's comprehensive plan. The impact to the future quality of life, economic sustainability, and provision of services can all be tied in some way to the recommendations and conditions associated with the land use plan. Any rezoning or action that is required by State law to be consistent with the Comprehensive Plan must be found consistent not only with the ***Future Land Use Map*** and definitions in this chapter but also meet the recommendations for the Character Areas and the other elements of this plan. So while this chapter provides guidance on the future use of specific parcels of land, it is not the only element of the plan that is important in guiding decisions by the Planning Commission and Town Council about the future of the Town.

A majority of the Town of Culpeper is already developed with committed land uses. (The existing land use inventory is included in this plan's technical appendix). Only about 6.5 percent of the land area (269 acres) is in large lots or agriculture, which could be considered for development. Additionally, the Town has several large areas that have been rezoned or approved for residential development. So the future land use for a majority of the land within the Town limits is already determined by the existing land uses and permit activity. In these locations planning is less a question of use but of maintenance and investment. In addition to the recommendations made in this chapter, issues regarding redevelopment and housing are addressed in ***Chapter 4: Economic Development & Housing***, and locations and land needed for the expansion of public facilities are addressed in ***Chapter 5: Public Facilities***.

This chapter focuses on two components of future land use. The parcel-specific ***Future Land Use Map*** and categories provide recommendations for the use of individual lots and density recommendations based on the existing pattern of development. The Growth Area's recommendations provide more specific strategies and visions for the remaining undeveloped land in the current Town limits. The intent is to retain some flexibility in the Growth Areas to respond to the market while maintaining the desired community character stated in the previous chapter.

Existing Land Use

Existing land use establishes the **current** status of the development pattern in Culpeper. The following definitions and map illustrate the location and intensity of land use based on 2015 conditions.

Undeveloped

Undeveloped land with no planned development or existing structure. There are several larger lots throughout the Town.

Approved Plan

Land with committed development proposals or approval which has either not broken ground or is partially developed, and land that will be, but is not yet subdivided for residential use. The category includes Greens on Lake Pelham, Ridge Pointe, Copper Ridge, Powell, Covington Heights, and Ashglow.

Parking Lots

Lots, primarily in the downtown, dedicated to surface parking lots.

Right of Way

A form of easement dedicated to the town for public use.

Central Business District

Retail, service, and office uses in the downtown area.

General Commercial

Retail, service, and office uses along major corridors or in clusters outside of downtown.

Industrial

Manufacturing, warehousing, or agricultural industrial uses.

Institutional/Office

Government offices, hospitals, medical and professional office services,

schools, churches, libraries and other government or quasi-governmental uses.

Parks, Recreation, Open Space, Floodplain

Town parks, cemeteries, protected open spaces in private subdivisions, and protected open areas including floodplains.

Residential (High Density)

Small lot residential with more than eight units per acre includes attached or detached residential units, townhouses, condos, and apartments.

Residential (Medium Density)

Single-family detached homes on small to medium lots at a density of 5-7 units per acre.

Residential (Low Density)

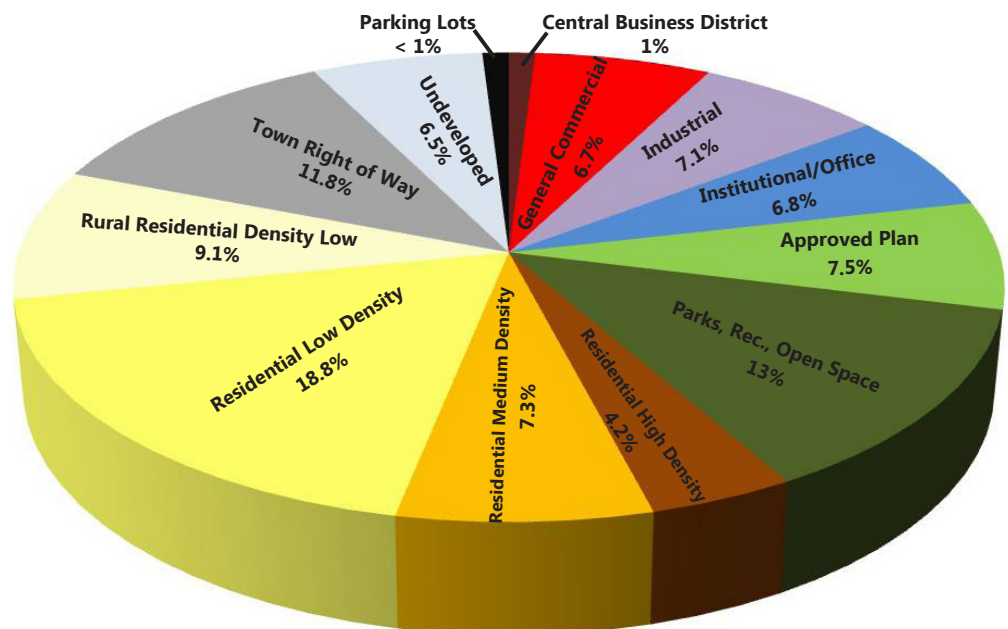
Single-family detached homes on lots between 10,000 square feet and 1 acre, or about 1-4 units per acre, including most homes in subdivisions.

Rural Residential (Low Density)

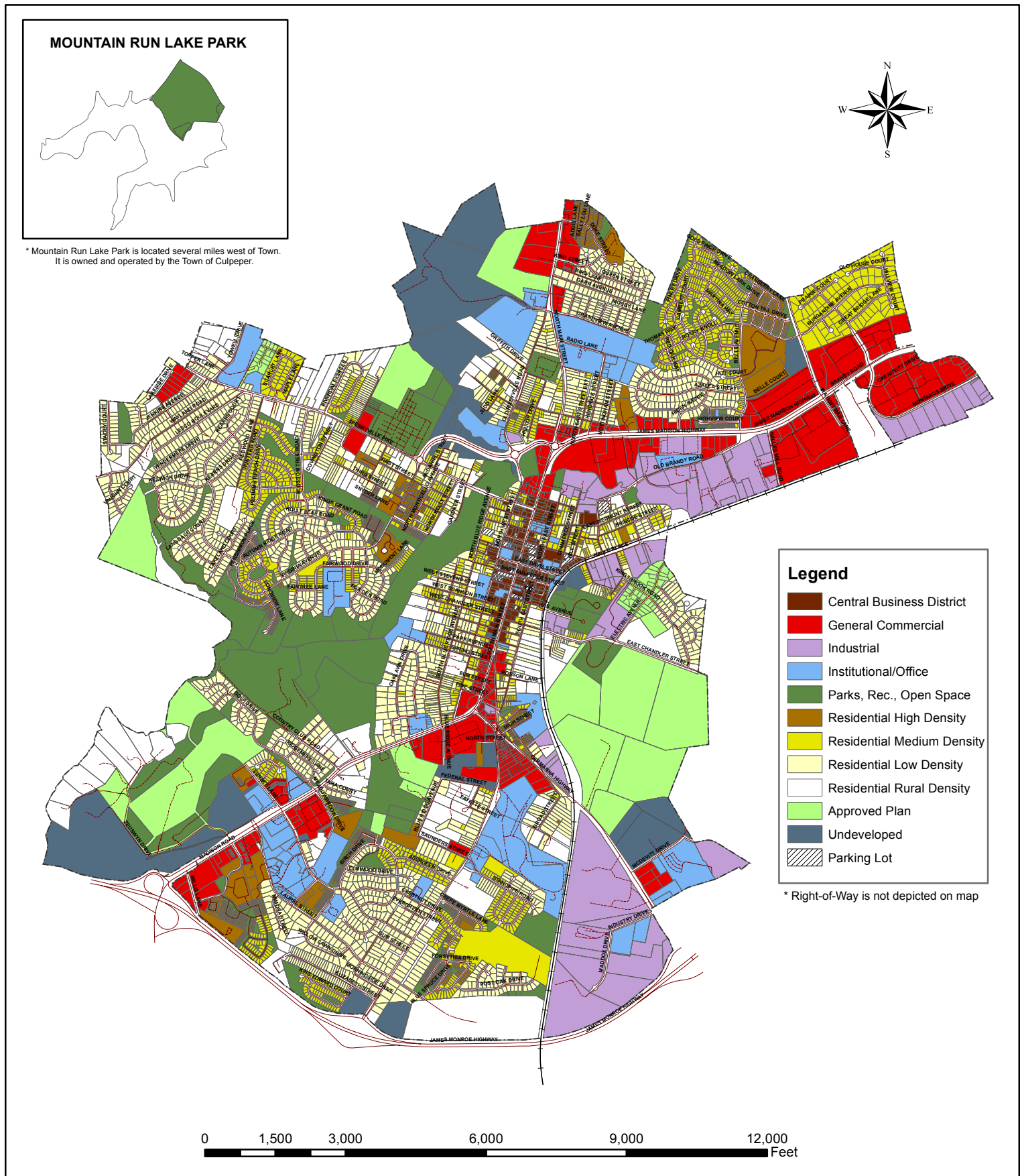
Single-family detached homes or primarily residential use located on lots in excess of 10,000 square feet including residential estates and small farms.

EXISTING LAND USE DISTRIBUTION

CHART 2. EXISTING LAND USE DISTRIBUTION



MAP 3: EXISTING LAND USE (TOWNWIDE)



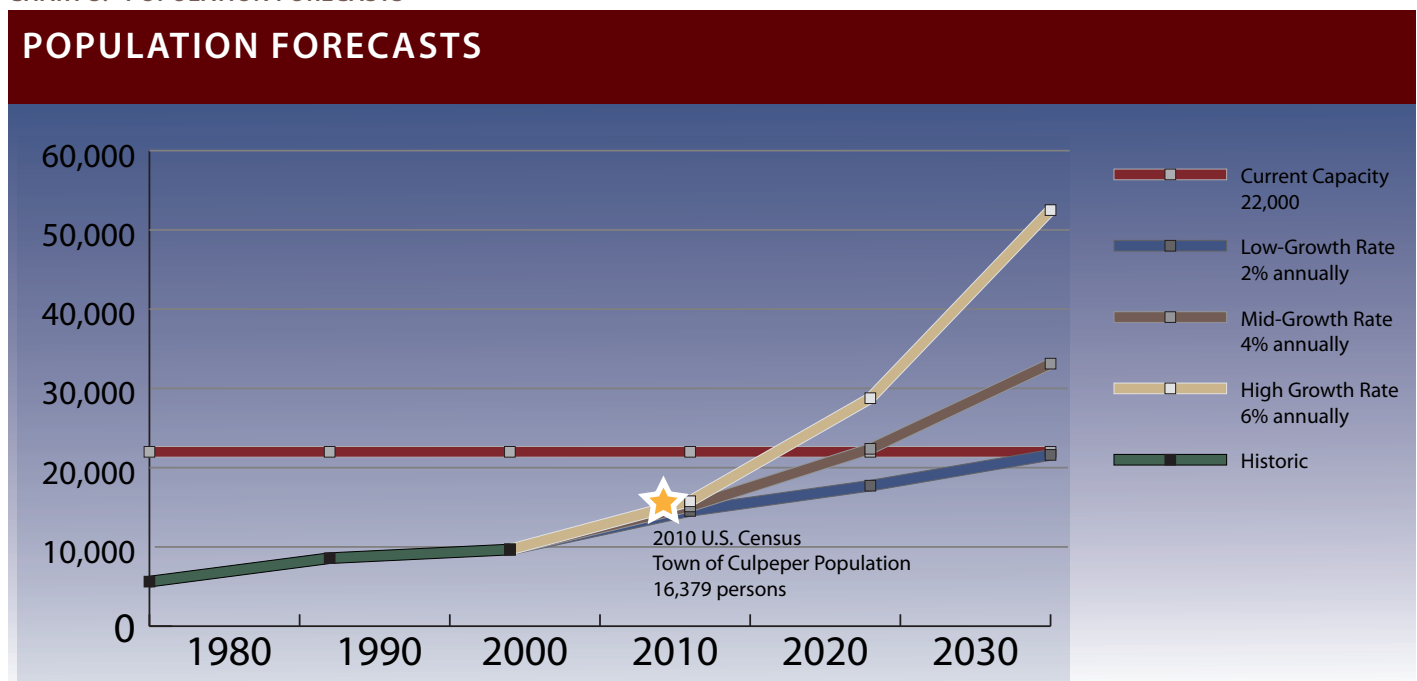
LAND DEMAND AND CAPACITY FOR GROWTH

This plan was completed in 2008 and 2009 during an economic recession that dramatically altered development and growth trends in a remarkably short period of time. During the seven years leading up to the period of recession, the County and Town of Culpeper experienced unprecedented rates of residential development and growth, resulting in rapid growth rates and large numbers of new lots being approved. Starting in 2007, the Town saw a dramatic decline in the number of units approved. The amount of time to recover from this recession is unpredictable, and traditions of looking at long historic periods of time to smooth out annual fluctuations in growth rates are likely not as reliable as they have been in the past.

Planners often consider a community to be growing when it has an annual population growth rate of around 2 percent or more. Much lower than this and a community will not experience the demand for public services and infrastructure expansion that a “growing” community would. The consultants prepared population forecasts to examine possible future scenarios for growth using a 2 percent, 4 percent, and 6 percent annual growth rates. A chart illustrating the possible future population under these scenarios is shown below.

Based on the 2010 U.S. Census, the population for the Town of Culpeper was 16,379. The consultants compared the estimated growth rates against the approved buildable lots in Town (2,340) and projected that these lots would be built-out somewhere between 2011 and 2030 depending on how quickly growth continues. In addition to the approved but unbuilt lots, there are approximately 270 acres of land in the current Town boundaries that do not have approved development plans. These areas hold additional capacity beyond the 22,000 people shown below in the chart. These areas were designated as growth areas and special recommendations are provided for them in this chapter.

CHART 3. POPULATION FORECASTS



Source: Historic data U.S. Census. 2008 Estimate, Weldon Cooper Center for Public Services, University of Virginia. Forecasts for 2010 -2030 by MDC.

Future Land Use

The future land use categories and recommendations should be used in combination with the *Future Land Use Map* to identify the recommended use of the individual parcels or lots in the various Character Areas. The land use will have slightly different design characteristics based on the Character Area in which it is located. In addition to the land use for individual lots, this chapter includes density recommendations and ties the plan recommendations to a zoning district.

The land use plan is intended to provide for the continuation of existing land uses and promote character-appropriate development and redevelopment within the various neighborhoods and districts of Town. In pursuit of sustainability it is important to balance the land-use recommendations to promote “smart growth” and integrate residential, business, and open space uses into cohesive well-designed districts that support one another as part of the whole Town. The recommended future land use categories are described below and a Town-wide *Future Land Use Map* and a series of larger-scale maps of the quadrants of the Town are provided on the following pages.

CHART 4. FUTURE LAND USE REFERENCE CHART

CLASSIFICATION	MAX. DENSITY	CHARACTER AREAS	ZONING
<i>Residential Low Density</i>			
• <i>Town Agriculture</i>	1 unit per 3 acres	Rural agricultural	TA
• <i>Residential Estates</i>	1 unit per 1 acres	Low density residences	RE
• <i>Residential-1</i>	4 units per acre	Traditional Neighborhoods, Suburban Neighborhoods	R-1
<i>Residential Medium Density</i>	12 units/acre	Traditional Neighborhoods, Suburban Neighborhoods	R-2 and PUD
<i>Residential High Density</i>	24 units/acre by-right; or higher densities subject to a conditional use permit	Traditional neighborhoods, Suburban Neighborhoods, Mixed Business, Central Business & Town Center, Neighborhood Commercial	R-3, Mixed Use, R-MHP, and PUD
<i>Mixed Use</i>	24 units/acre by-right; or higher densities subject to a conditional use permit	Mixed Business, Central Business & Town Centers, Neighborhood Commercial	Mixed Use or PD-MC
<i>Commercial</i>	24 units/acre by-right; or higher densities subject to a conditional use permit	Mixed Business, Central Business & Town Centers, Neighborhood Commercial	C-1, C-2, C-3, and C-4, Mixed Use, and PD-MC
<i>Employment Centers</i>	Varies	Mixed Business, Special Districts	M-1, M-2, and PD-MC
<i>Public Institutions</i>	Varies	Special Districts, Mixed Use Business, Traditional Neighborhoods (schools), Suburban Neighborhoods (schools)	Varies
<i>Semi-Public</i>	Varies by Character Area	All	Varies
<i>Parks & Open Space</i>	Not applicable	All	Varies



RESIDENTIAL LOW DENSITY

Uses

Agriculture, Single-family detached homes, village homes

Maximum Density

4 units/acre

Character Areas

Rural Agriculture, Low Density Residences, Traditional Neighborhoods, Suburban Neighborhoods

Zoning District

TA, RE, R-1

The Residential Low Density land-use category is the basic residential classification for detached single family homes on medium to large lots. As an existing land use this category represents significant portions of the downtown residential areas and many other neighborhoods in the perimeter areas of the town. Traditional agriculture areas are primarily rural in character and are often a transitional area between large agricultural areas and residential developments. Conservation of natural resources and lands are recommended for the Traditional agricultural areas.

This land use is recommended for future areas where a neighborhoods of single-family homes at low densities are desired.

More specific recommendations related to future locations for residential low-density development is included in the Growth Areas section of this chapter.



RESIDENTIAL MEDIUM DENSITY

Uses

Single-family detached homes, duplex, two-family, zero-lotline

Maximum Density

12 units/acre

Character Areas

Traditional Neighborhoods, Suburban Neighborhoods

Zoning District

R-2 and PUD

The Residential Medium Density category allows for slightly higher density residential development. This category is not limited to single-family structures but also includes options for attached units including two-family homes, multi-family, and zero-lot line structures with shared party walls.

As an existing land use this category accounts for some areas of newer subdivisions and some sections of the downtown neighborhoods.

This land use is recommended for future areas where a mix of single-family homes at moderate densities, two-family homes, and attached units for two or three families are appropriate.

More specific recommendations related to the future locations for residential medium density development are included in the Growth Areas section of this chapter.



RESIDENTIAL HIGH DENSITY

Uses

Zero-lotline, townhouse, multi-family flats, (mixed residential and commercial uses including office, service and retail.

Maximum Density

24 units/acre by-right; or higher densities subject to a conditional use permit

Character Areas

Traditional Neighborhoods, Suburban Neighborhoods, Mixed Business Central Business & Town Center, Neighborhood Commercial

Zoning District

R-3, R-MHP, Mixed Use, and PUD

Residential High Density allows for the highest intensity of purely residential development. Although this classification could be applied in mixed-use zoning to allow for vertically mixed structures with commercial uses on the ground floor and residential uses on upper floors, this category is primarily intended for multi-family development including higher density town homes, and multi-family flats.

As an existing land use this category accounts for some areas within newer neighborhoods in the outer areas of town.

As a future land use it is recommended for areas where higher intensity residential development can transition between commercial areas lower density residential neighborhoods, and in locations within mixed-use developments to accommodate a diverse housing type within town. More specific recommendations related the future locations for residential high density development are included in the Growth Areas section of this chapter.



MIXED USE

Uses

Vertically mixed-use structures with retail, personal services, professional offices, medium to high density residential uses, commercial, entertainment, hospitality, restaurants, public, semi-public uses, parks, recreation, open spaces.

Maximum Density

24 units per acre by-right ; or higher densities subject to obtaining a conditional use permit

Character Areas

Mixed Business, Central Business & Town Centers, Neighborhood Commercial

Zoning District

C-1, C-2, C-3, C-4, Mixed Use Zoning, and PD-MC

The Mixed Use category represents areas of the Town of Culpeper where a range of uses are acceptable adjacent to each other and in the same building. Uses that in other land use categories may be separated into districts. Mixed Use is applied to areas adjacent to the core blocks of downtown and in currently commercial areas along major corridors to encourage infill and redevelopment with a mix of uses to better utilize the land area and create reinvestment in aging commercial areas. Mixed use areas should contain a minimum of 30 percent commercial and office and a maximum of 70 percent residential.



COMMERCIAL

Uses

Retail, personal services, professional offices, hospitality, convention centers, medical, restaurants, filling stations

Maximum Density

24 units per acre by-right ; or higher densities subject to obtaining a conditional use permit

Character Areas

Mixed Business, Central Business & Town Centers, Neighborhood Commercial

Zoning District

C-1, C-2, C-3, and C-4, Mixed Use Zoning, and PD-MC

The Commercial category represents significant areas of existing land uses within the Town but is applied with limited application to areas as a future land use and is not mapped. Commercial type uses listed above are still appropriate and viable as part of a mixed-use development or redevelopment. The intent of the plan is to promote a more integrated land use pattern along major corridors and in that attempt the plan recommends many of the current commercial areas be transitioned and redeveloped with mixed-use development. However, areas along the eastern portions of James Madison Highway are designated for future commercial development and redevelopment.



EMPLOYMENT CENTERS

Uses

Manufacturing, wholesale businesses, warehousing, distribution, retail support, office

Maximum Density

Varies depending on the development

Character Areas

Mixed Business, Special Districts

Zoning District

M-1, M-2, C-1, C-2, C-3, C-4, and PD-MC

The Employment Center category represents areas where a mix of employment generating uses are appropriate. These areas incorporate current industrial development and a significant portion of the southeastern area of town adjacent to the railroad. These areas are intended to support significant development of businesses and to take advantage of local transportation access via road and railroad and increase the application of and availability of high-tech communications infrastructure including broadband and wireless technologies.

More specific recommendations related to the future locations for residential high-density development are included in the Growth Areas section of this chapter.



PUBLIC INSTITUTIONS

Uses

Government facilities, government offices, cemeteries, utilities, public schools, hospitals

Maximum Density

Varies

Character Areas

Special Districts, Mixed Use Business, Traditional Neighborhoods (schools), Suburban Neighborhoods (schools)

Zoning District

Varies

The Public Facilities category represents locations occupied by publicly owned or operated uses. As an indication of existing facilities these areas are represented on the future land use map to indicate intent to maintain these areas as public facilities.

As future land-use designation public facilities are appropriate in locations within this and other land use classifications and character areas. Specific recommendations for public facility locations, needs and treatment are included in the subsequent chapters of this plan related to the individual facilities and services provided by public agencies.

SEMI-PUBLIC

Uses

Churches, religious institutions, private schools

Maximum Density

Varies by Character Area

Character Areas

All

Zoning District

Varies

The Semi-Public category represents institutional non-governmental uses. These locations as mapped provide indication of where existing semi-public uses are and should be maintained. As a future land use these uses are appropriately mixed with other land uses in various character areas.

PARKS & OPEN SPACE

Uses

Passive or active recreation facilities, park land, undisturbed natural areas, floodplains, parks, public/community gardens, greenways

Maximum Density

Not applicable

Character Areas

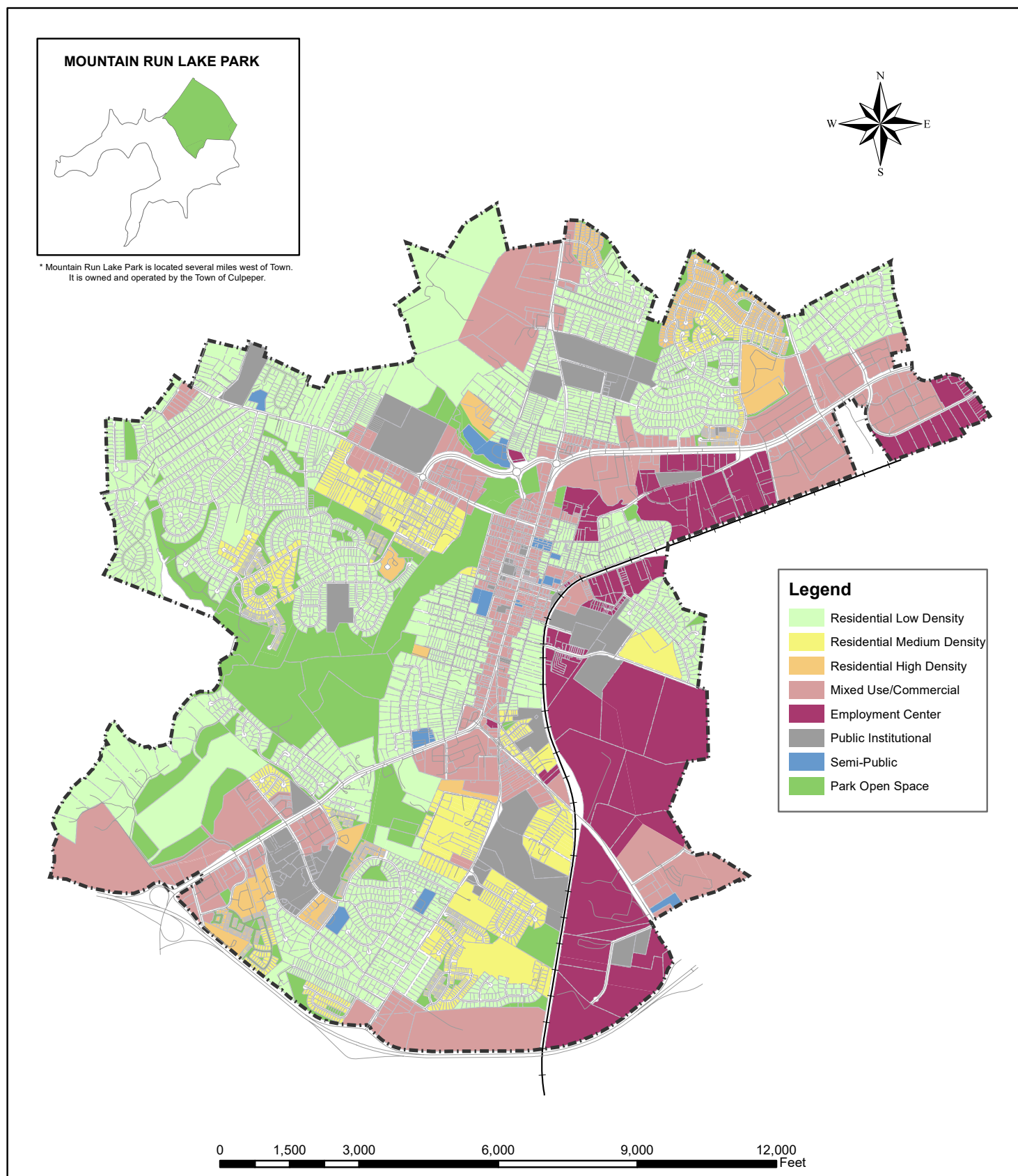
All

Zoning District

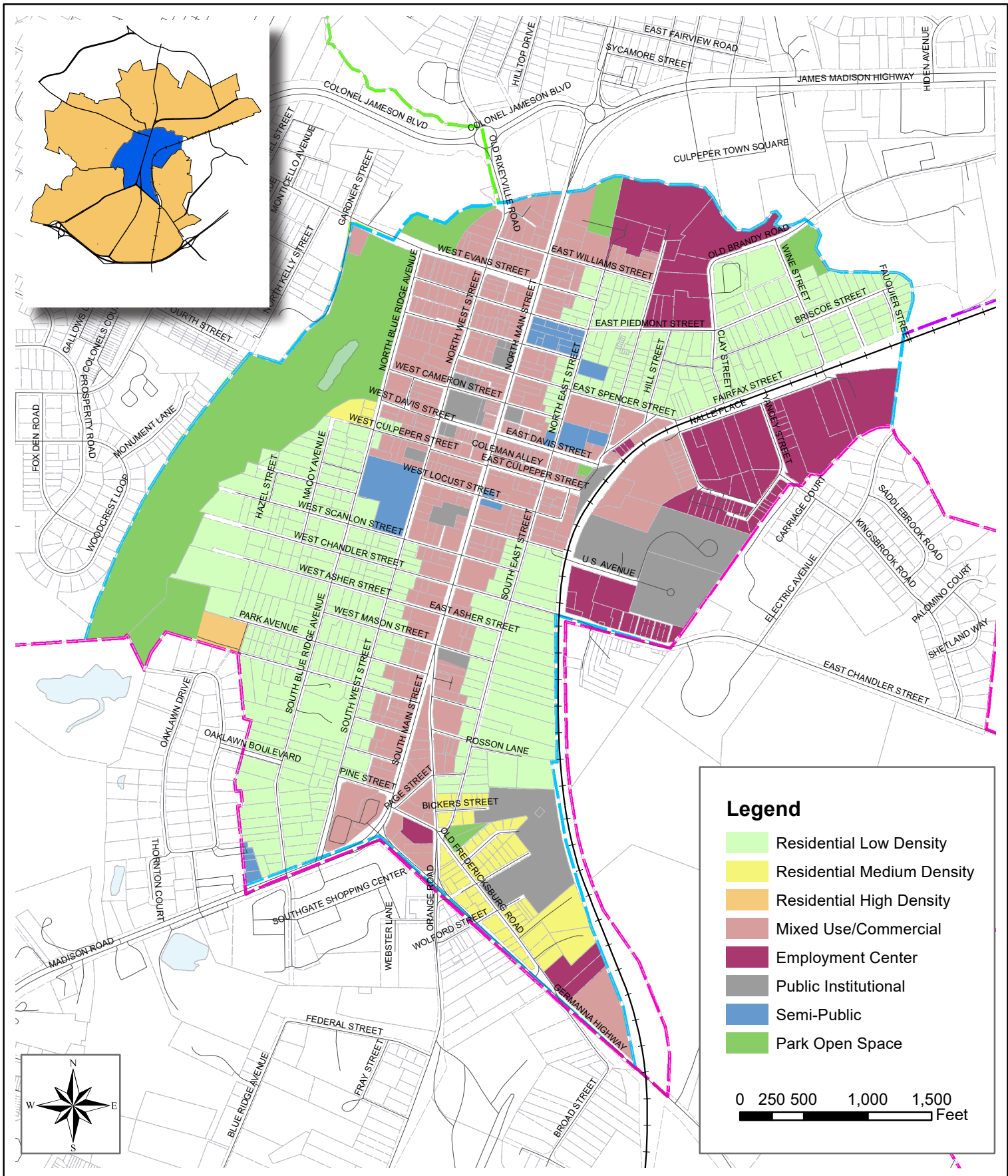
Varies

The Parks and Open Space category represents locations in town where preservation of natural landscapes, recreation, or open spaces is prioritized. As an inventory of existing conditions, existing parks and open spaces are illustrated on the land use maps. As a future land use the general location of these features are addressed in the following chapters of this plan in the Natural, Historic & Cultural Resources chapter and the Parks, Recreation & Open Spaces Chapter.

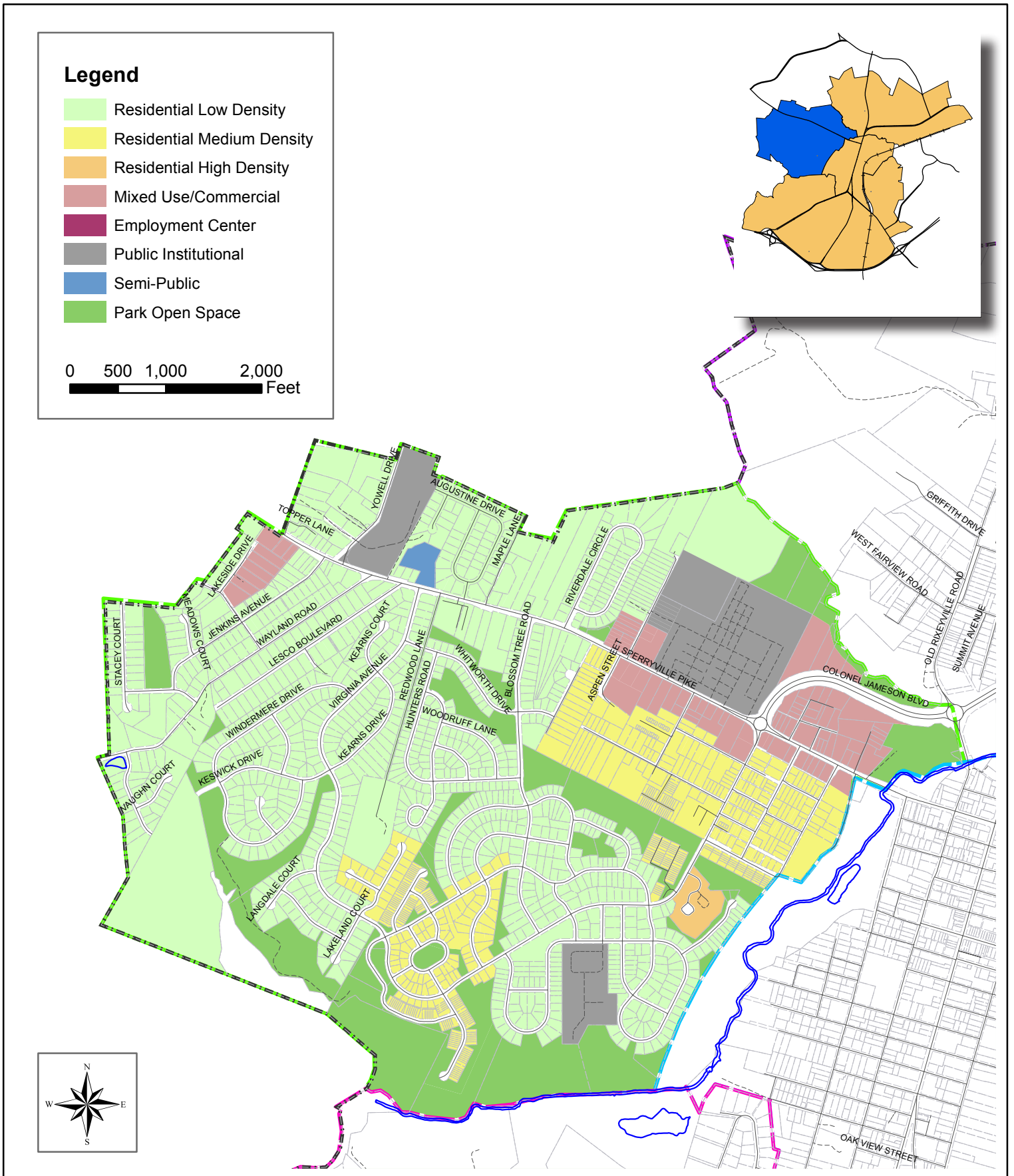
MAP 4: FUTURE LAND USE (TOWN-WIDE)



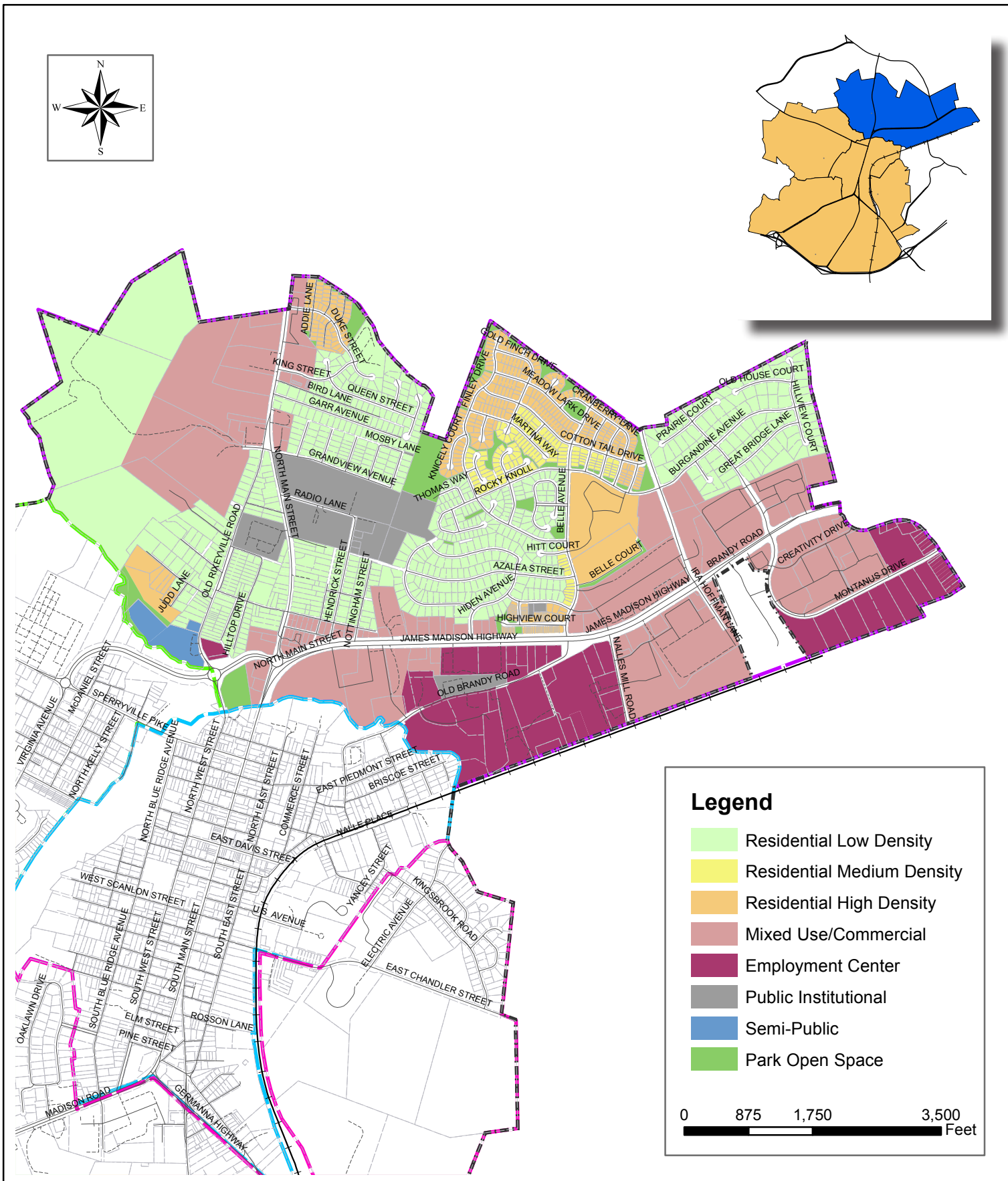
MAP 5: FUTURE LAND USE (DOWNTOWN)



MAP 6: FUTURE LAND USE (WEST)

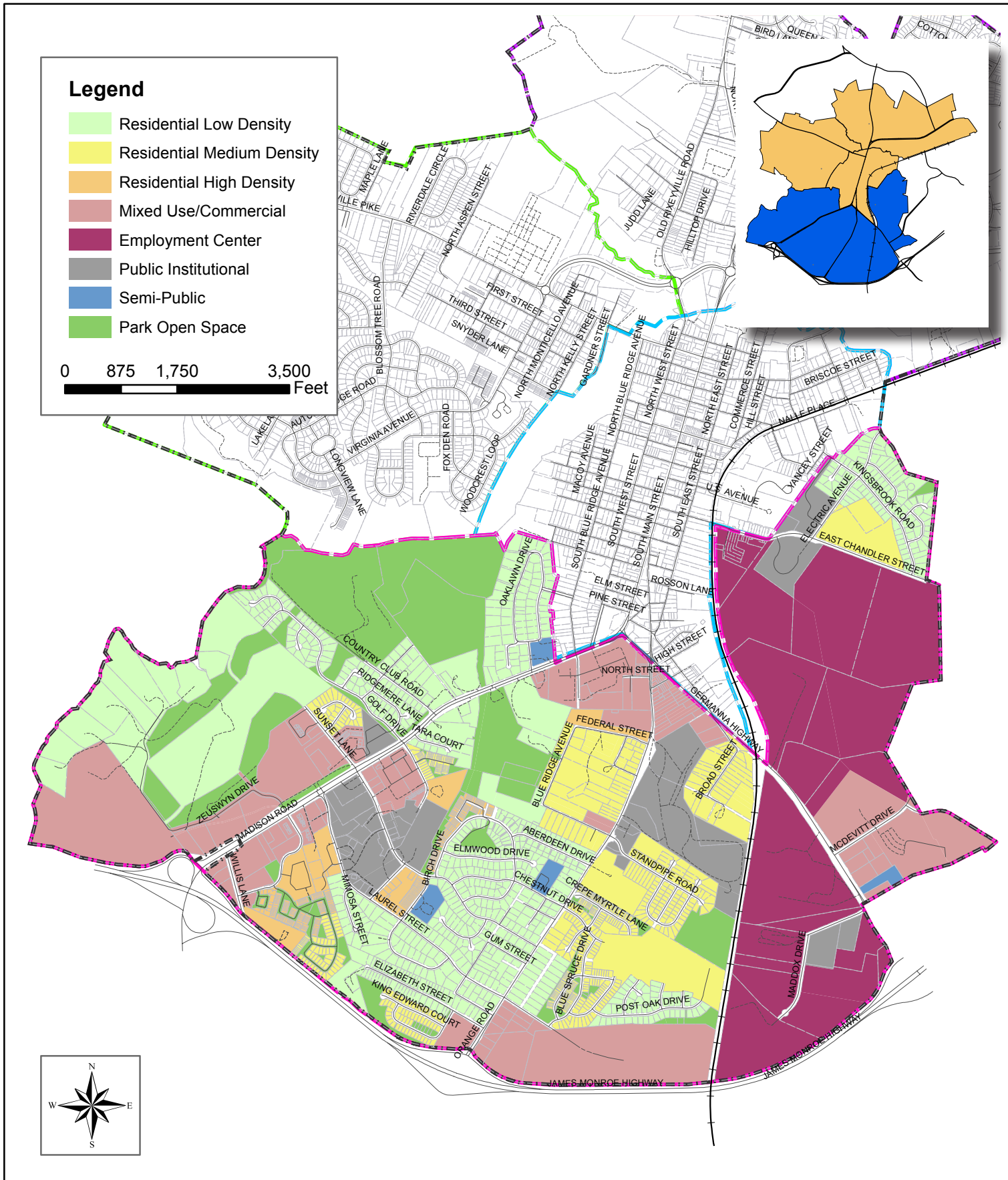


MAP 7: FUTURE LAND USE (NORTH)



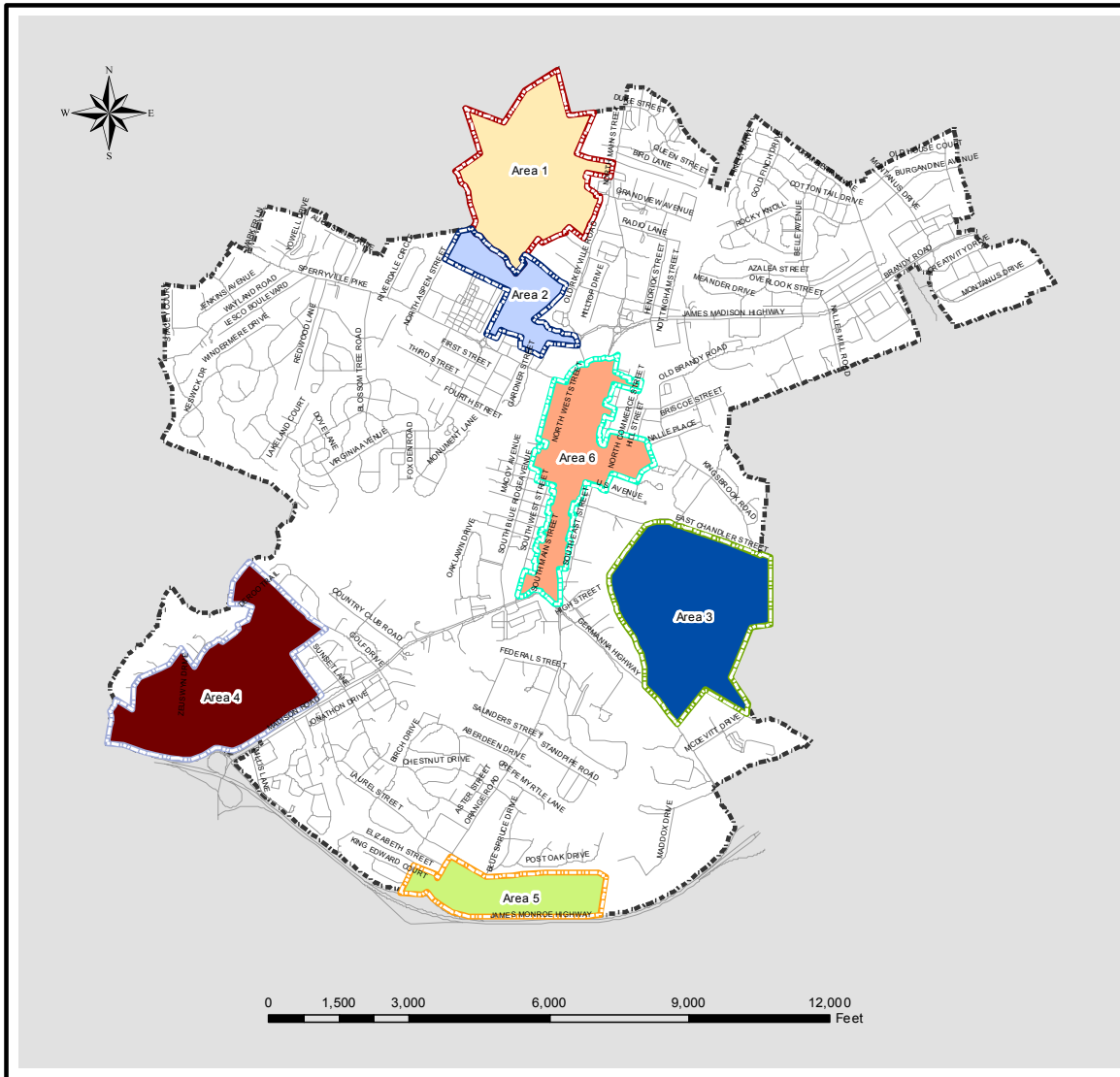
Map Updated on November 3, 2015 by the Town of Culpeper GIS Department

MAP 8: FUTURE LAND USE (SOUTH)



Map Updated on November 3, 2015 by the Town of Culpeper GIS Department

MAP 9: GROWTH AREAS



Growth Areas

The majority of the land area within the current Town limits is committed to an existing land use. However, there are six areas with potential to accommodate future growth. Some of these areas have pending plans associated with rezoning, but with the recent slowdown in residential development there is some potential that even these Growth Areas present opportunity for future changes. The recommendations for these areas represent the preferred vision for their development in a form consistent with this plan update and fit with the overall vision for the Comprehensive Plan. The recommendations provide specificity for character, land use, and transportation recommendations in each of the areas and should be used in combination with the general recommendations in the other parts of the plan.



Positive example of a three family home.



Example of small-scale "cottage-style" single-family detached homes appropriate in Area 1.

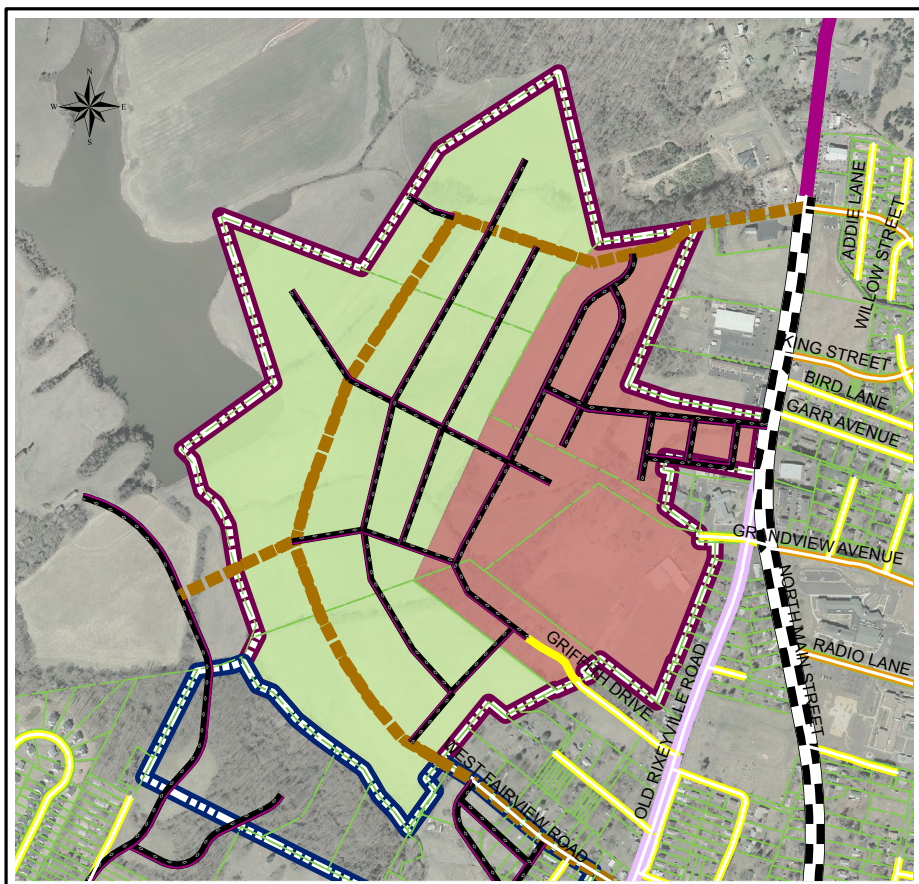


Example of medium-scale single-family detached homes appropriate in Area 1.

AREA 1

Area 1 is located in the northern part of Town to the west of North Main Street with access to the lake off Bald's Run. There are about 183 acres in this location. This area is recommended for a Traditional Neighborhood development with decreasing densities toward the current Town boundary and the lake. Residential types should be limited to single-family detached and two- or three-family buildings. A green buffer or linear park should be provided along Bald's Run. Development of this area would be enhanced by the completion of the outer loop road and a new collector road running through the site. Until public services and access are available, this location should remain in a rural/agricultural state. The neighborhood components of the development in this area should be evaluated based on the Traditional Neighborhood guidelines.

MAP 10: AREA 1



Map Created on January 11, 2013 by Town of Culpeper GIS Dept.

0 250 500 1,000 Feet



Examples of various layouts for traditional neighborhoods appropriate in Area 1.

Legend

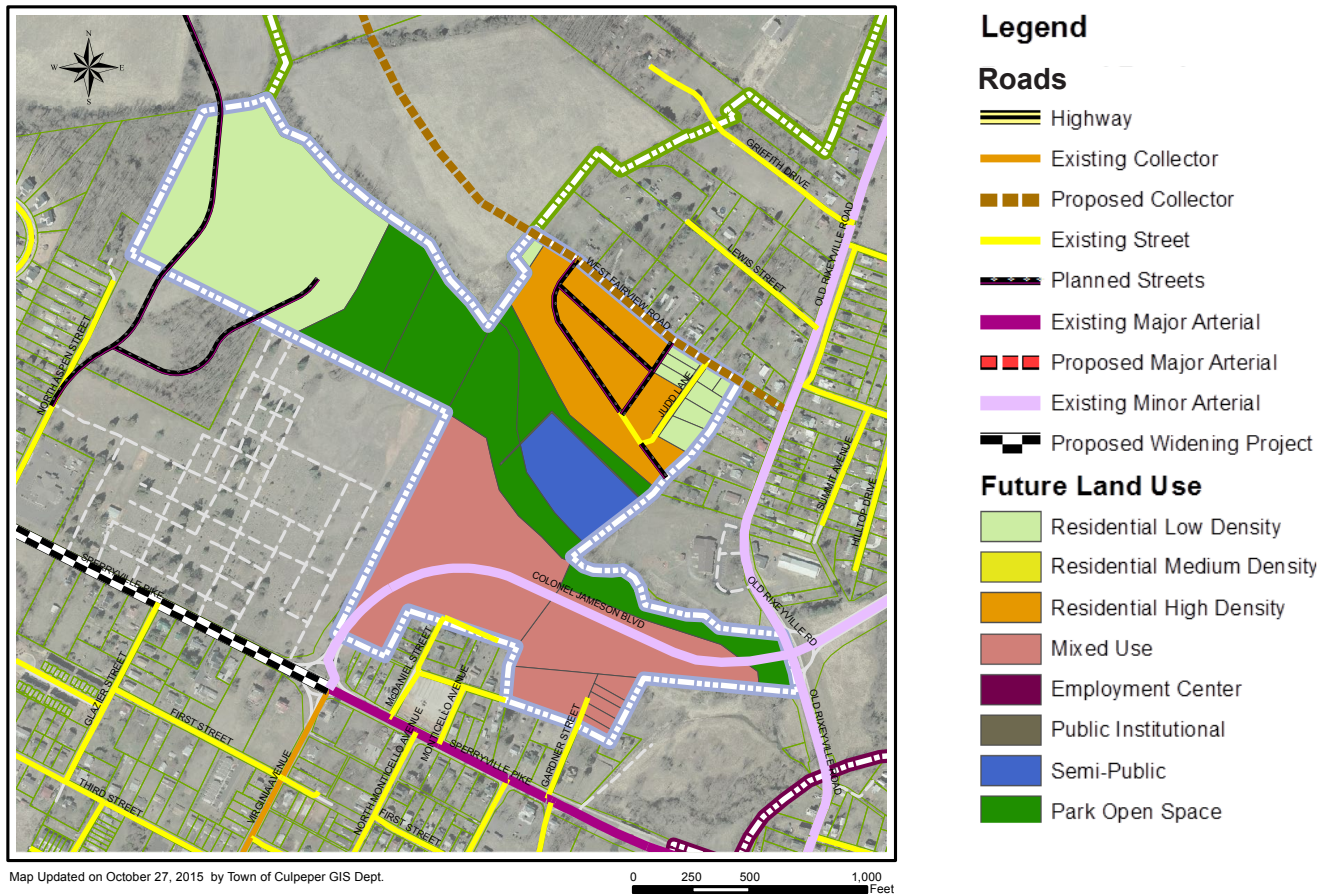
Roads

- Highway
- Existing Collector
- Proposed Collector
- Existing Street
- Planned Streets
- Existing Major Arterial
- Proposed Major Arterial
- Existing Minor Arterial
- Proposed Widening Project

Future Land Use

- Residential Low Density
- Residential Medium Density
- Residential High Density
- Mixed Use
- Employment Center
- Public Institutional
- Semi-Public
- Park Open Space

MAP 11: AREA 2



AREA 2

Area 2 is located in the northern part of Town to the west of North Main Street along Bald's Run. There are about 64 acres in this location. This area is recommended for a Town Center development with a mix of retail/commercial and high-density residential. Residential types may include units over commercial, townhouses, and medium-density detached single family. A green buffer or linear park should be provided along Bald's Run. Development of this area would be enhanced by the completion of the inner loop road (west). The more western portions of this area (north of the Fairview Cemetery) could be developed with low-density single-family residential. The development in this area should be evaluated based on the Central Business and Town Centers District guidelines. The western residential component should be evaluated with either the Suburban Neighborhood Guidelines or Traditional Neighborhood Guidelines.



A mix of industrial and office uses would be appropriate.



A manufacturing facility of a type appropriate in Area 2.



A two-story office building using brick which would be appropriate in Area 2 and fit with the character of other industrial and office buildings in Culpeper

MAP 12: AREA 3

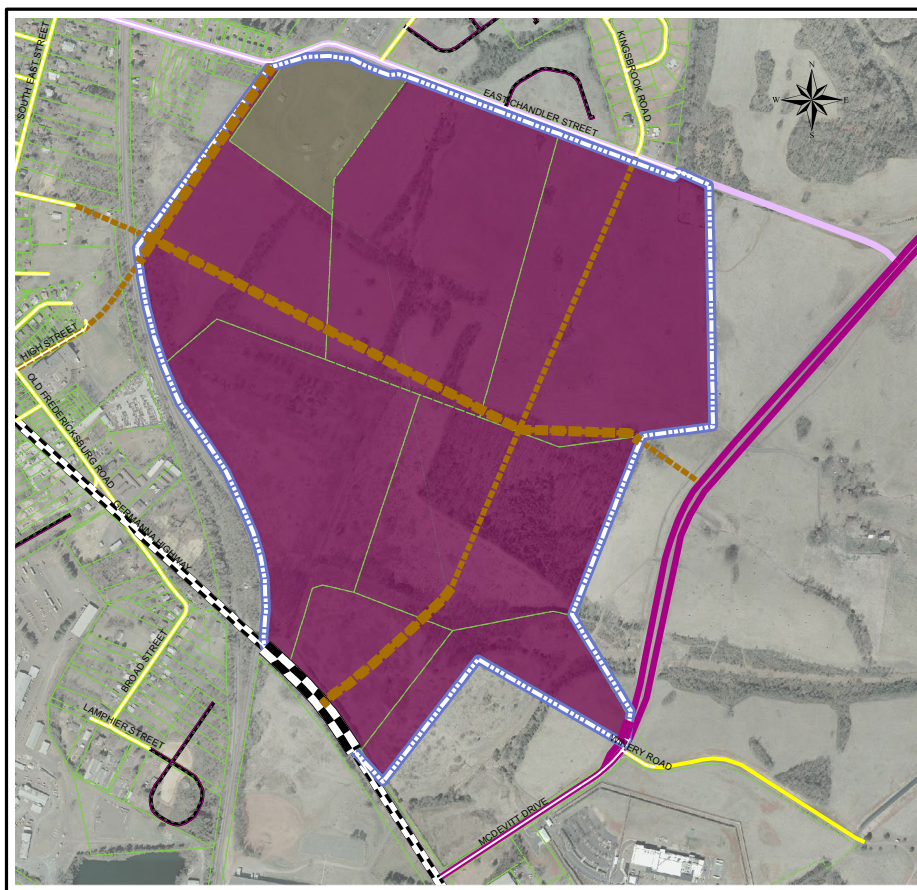
Legend

Roads

- Highway
- Existing Collector
- Proposed Collector
- Existing Street
- Planned Streets
- Existing Major Arterial
- Proposed Major Arterial
- Existing Minor Arterial
- Proposed Widening Project

Future Land Use

- Residential Low Density
- Residential Medium Density
- Residential High Density
- Mixed Use
- Employment Center
- Public Institutional
- Semi-Public
- Park Open Space



Map Created on January 11, 2013 by Town of Culpeper GIS Dept.

0 250 500 1,000 Feet

AREA 3

Area 3 contains 228 acres east of downtown, south of East Chandler Street. The large area has an approved plan associated with rezoning for a mixed residential development. The long held vision for this area has been for industrial and business development. Although the land has been rezoned for residential development, no permits have been issued. The Town should monitor this area and consider development as a mixed-business district, with a focus toward industrial and office uses. The access to rail lines and good road network connections make this a prime candidate for business use. A mix of employment and residential uses could be considered for this area in the future to create a balance of residential and employment growth. Guidelines for the Mixed Use Business Districts should apply to this area.

AREA 4

Area 4 includes approximately 215 acres around portions of the golf course located north of Madison Road at the western edge of Town, near U.S 15/29. The recommendation for this site is a mixed-use development compatible with the hospital facility located on the south side of Madison Road. 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 portions of the site. Uses should transition in intensity from most intense along Madison Road toward detached residential units along the northern portion of the site. Mixed Use Business District and Traditional Neighborhood guidelines should be applied to the development of this site.



Images above: Examples of high-quality medium scale office buildings which would be compatible in the commercial areas of Area 4. Similar architectural styles to those used in the Mulberry development could be used to create a cohesive appearance with larger scale hospitality development.



Images above: Examples of mid-scale "cottage-style" single family homes set in a traditional neighborhood. Use of detached garages allows for variation in architectural styles and in the lower image alleys have been employed to allow rear access to the properties.

MAP 13: AREA 4

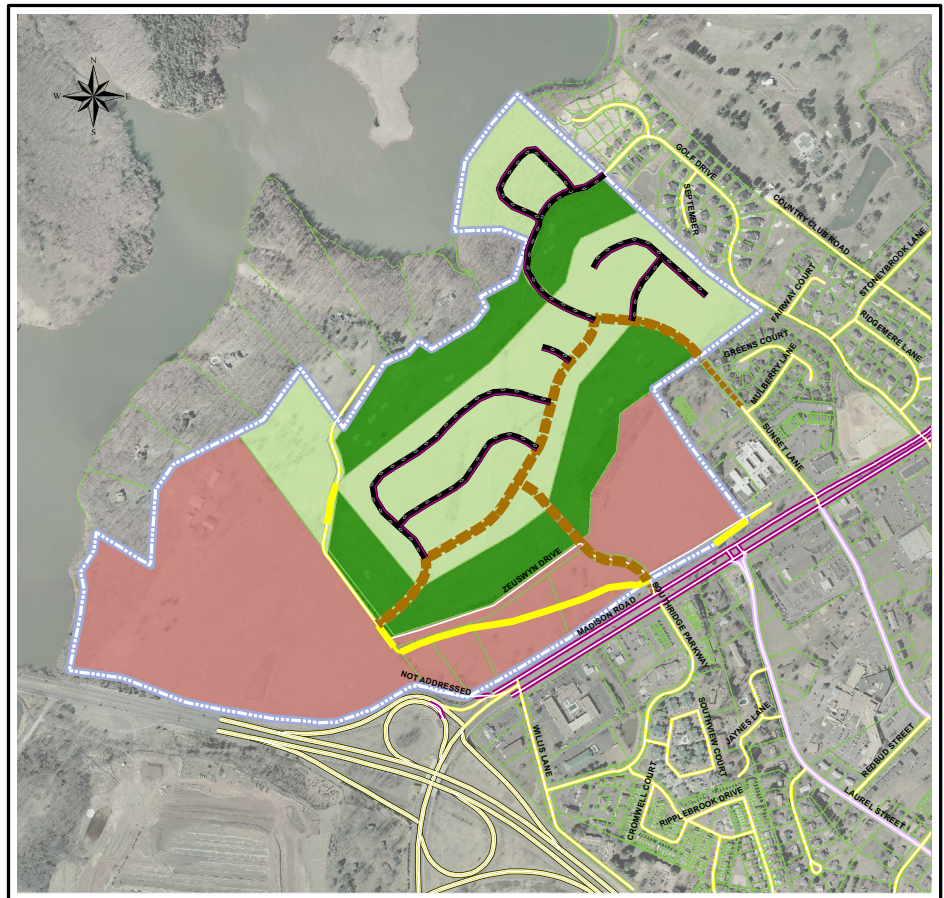
Legend

Roads

- Highway
- Existing Collector
- Proposed Collector
- Existing Street
- Planned Streets
- Existing Major Arterial
- Proposed Major Arterial
- Existing Minor Arterial
- Proposed Widening Project

Future Land Use

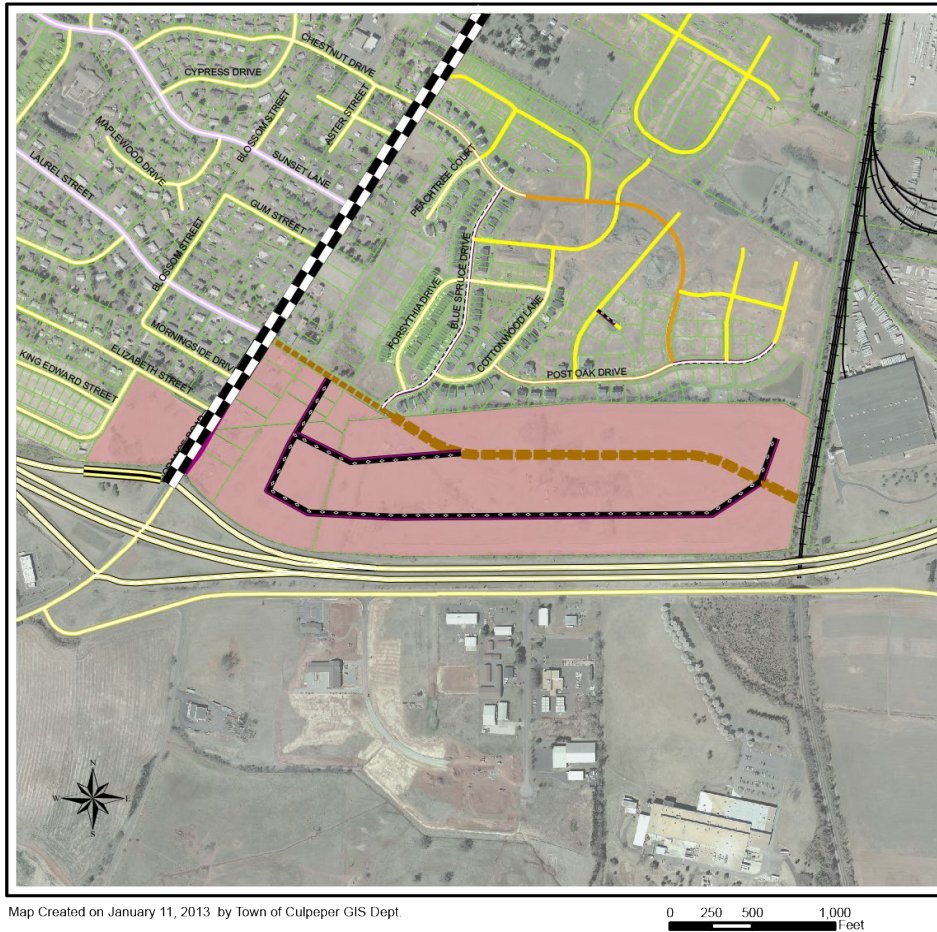
- Residential Low Density
- Residential Medium Density
- Residential High Density
- Mixed Use
- Employment Center
- Public Institutional
- Semi-Public
- Park Open Space



Map Created on January 11, 2013 by Town of Culpeper GIS Dept.

0 250 500 1,000 Feet

MAP 14: AREA 5



AREA 5

Area 5 is approximately 84 acres with frontage along Orange Road and U.S. 15/29. The current land-use pattern in this area includes a combination of larger lot residential uses and undeveloped land. It is bound to the east by the Norfolk Southern Railroad. This area is recommended for a mixed-use style development with Town Center, Gateway and Corridor, and Traditional Neighborhood components with a range of housing (single-family detached, Townhouses, multi-family mixed-use buildings), and live/work options. This area will serve as a southern gateway into Culpeper and should be designed to enhance the key gateway location. The images on this page can provide inspiration for the design of this area.



Live-work mixed-use building in a Town center.



Above: Townhouse in Belmont Bay on a courtyard.
Below: Townhouses in Belmont Bay on street.





AREA 6 - DOWNTOWN URBAN DEVELOPMENT AREA

Area 6 includes approximately 140 acres centered in downtown Culpeper.

The Downtown Urban Development Area (UDA) was adopted by the Town as part of an amendment to the Comprehensive Plan in 2018 after a year-long planning process with the assistance of consultants to develop the boundaries of the UDA and a Downtown Master Plan to target investment areas. Additionally, the Downtown UDA Master Plan is adopted as an appendix to the Comprehensive Plan where more details are available regarding the specifics of the plan.

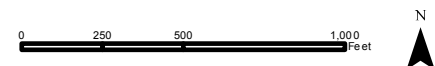
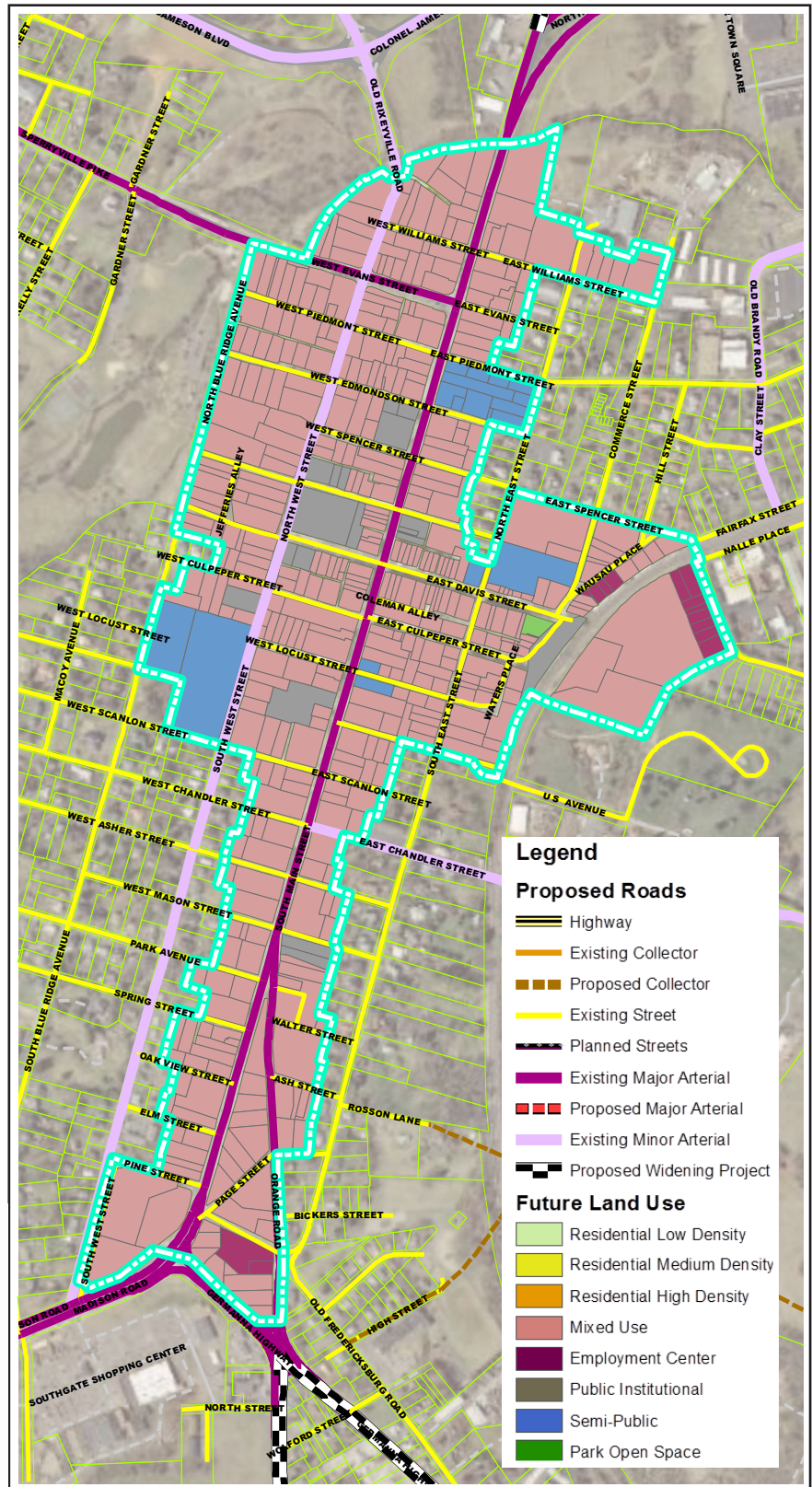
The primary goal of an urban development area is protect established rural and suburban areas from sprawl at tax payers expense, by planning for future population growth by targeting areas within the UDA for adaptive reuse and new infill development investment that have high levels of transportation access and utility infrastructure availability.

The Downtown UDA Master Plan promotes infill development and reinvestment in under utilized areas of downtown. The goals of the Downtown UDA Master Plan are to target growth areas while maintaining the historic charm of Culpeper by using traditional neighborhood design (TND) concepts such as well-connected streets and blocks, better access to public spaces, and a mix of land uses throughout the downtown.



This rendering is taken from Focus Area 3 of the Downtown UDA Plan that proposes a public-private partnership to construct a mixed-use development with structured parking at the existing parking lot at Main, Spencer and Cameron Streets.

MAP 15: AREA 6



GROWTH AREA RECOMMENDATIONS

1. Evaluate the goals and objectives of the designated growth areas as development pressures increase as a result of community changes.
2. Develop detailed plans and policies to promote the type of development and density most appropriate for each growth area.
3. Monitor state policies regarding Urban Development Areas (UDAs). Consider designating UDAs within the Town based on the benefits and consequences of UDAs, particularly related to possible utility and transportation funding opportunities.
4. Monitor and consider applying for the UDA Technical Assistance Grant offered through the Virginia Office of Intermodel Planning and Investment.
5. Reference and implement the Downtown UDA Master Plan that was adopted as an amendment to the Comprehensive Plan in 2018.
6. Use the Culpeper 2020 Plan to prioritize and implement plans for growth areas.



Typical mixed-use building with commercial located on the first floor and residents on the top floors.



Typical mixed land use block with offices and commercial on the first floors and residents on the second and third floors. Similar types of mixed use development may be appropriate for some of the growth areas located in Culpeper.

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An aerial photograph of a town, likely in a rural or semi-rural area, showing a mix of residential and commercial buildings. The trees are in various shades of autumn, including yellows, oranges, and reds. The town is nestled in a valley, with rolling hills in the background.

4

ECONOMIC DEVELOPMENT

CHAPTER CONTENTS

Introduction
Economic Climate
Economic Strategies

Introduction

ECONOMIC DEVELOPMENT GOALS:

- ❖ Promote and support downtown commercial viability through development and redevelopment;
- ❖ Encourage Town-wide commercial redevelopment consistent with existing zoning;
- ❖ Encourage quality residential and commercial growth;
- ❖ Market positive assets of Town to include tourism;
- ❖ Capitalize on the Town's location and situation in the regional market;
- ❖ Seek regional coordination.

Economic development and housing are integral parts of the Town's future and relate to one another through the effort to provide jobs and affordable homes for the people of Culpeper. The economic vitality and long-term sustainability of the Town are direct functions of the residents living in Culpeper, their skills and occupations, and the businesses that are attracted to Culpeper. The available housing must be compatible with the accessible employment to ensure a local balance between the population and economic development.

More detailed economic data is available for Culpeper County than for the Town; therefore, this chapter approaches economic development at both a town and county level. Furthermore, the Town of Culpeper and Culpeper County have recently joined efforts to promote economic development through a collaborative approach.

This chapter should be used in concert with the recommendations in the Community Character, Land Use & Growth Areas, and Investment Areas chapters to provide strategies for economic development and provision of housing. While these other chapters cover the geographic location for residential and business development, this chapter will address specific strategies when other programs or regulations will be necessary to promote economic development and affordable housing opportunities. This chapter provides a general economic development strategy, a general housing strategy, and addresses key locations where resources could be invested to promote a sustainable community.



Economic Climate

Culpeper County is located in the north-central Piedmont Region of Virginia. Situated in a predominantly rural setting at the junction of several major highways, Culpeper has developed a thriving and diversified economy with strong tourism, manufacturing, trade, services, and agricultural sectors. The community offers an attractive residential environment coupled with the proximity to eastern markets via easy access to interstate, rail, and air transportation.

Located within the Washington-Arlington-Alexandria Metropolitan Statistical Area (MSA), the county is 65 miles southwest of Washington, D.C.; 89 miles northwest of Richmond; and 174 miles northwest of Norfolk. The community has convenient access to I-95, I-66, I-64, and I-81.

Culpeper offers a unique blend of technological infrastructure, skilled workforce, and small-town charm. In addition, Culpeper offers a progressive local government, Small Business Administration Historically Underutilized Business Zone (SBA HUB), Tourism Zone, jet-ready Airpark, Foreign Trade Zones, and a free-flowing transportation system. Culpeper boasts an educated workforce, exceptional real estate values, abundant and reliable power, a robust fiber optic network, and a high quality of life.

In the past, a diverse portfolio of industries have chosen to build or relocate in Culpeper. Recent additions to the community include new retail and commercial facilities, technology and finance based businesses, the Library of Congress National Audio Visual Conservation campus, and the Germanna Community College Daniel Technology Center. The University of Virginia recently acquired the Culpeper Regional Hospital, which will help stimulate new growth in the health and science sectors.

Looking forward, Culpeper County has a projected population growth rate per decade averaging 15.99% through 2040, compared to the State average of 9.58%. Coupled with the above average number of green field sites and proximity to the Northern Virginia/Washington D.C. metro area, Culpeper is a prime location for Science, Technology, Engineering, Arts, and Manufacturing industry sectors. Healthcare industry sectors will also see a spike in growth as a result of our nation's aging population. The U.S. Census Bureau reports that nearly one in five U.S. residents will be aged 65 and older by 2030. With this change in demographics, it is anticipated that growth occupations between now and 2030 will include medical professions ranging from General Practitioners, Physicians Assistants, Medical Assistants, Home Health Aides, Physical Therapists, Mental Health, and other health related fields.

Culpeper County has a large and educated local labor force, with 84.6% of the population aged 25 to 64 years holding a bachelor's degree or higher. In 2015, the Virginia Employment Commission reported over ten thousand daily 'out-commuters' in Culpeper County, who would likely consider similar professions with similar wages if available in Culpeper. It is also possible that Culpeper commuters would accept similar jobs with slightly less wages to reduce the cost and time spent on commuting. To potential employers considering Culpeper as a location, the commuters represent an available and valuable source of skilled employees.

Economic Strategies

ECONOMIC DEVELOPMENT ACCOMPLISHMENTS:

- ❖ In 2014, the Town expanded the role of Director of Tourism to include economic development and create the position of Tourism and Economic Development Director.
- ❖ The Town and County have recently formed a much more cooperative partnership in approaching economic development. Both economic development departments work very closely on business retention and recruitment and will soon share offices at the new Economic Development Center in downtown Culpeper.

In an effort to promote sustainable economic growth for the Town of Culpeper, the following strategies have been identified:

1. Use the Culpeper 2020 Plan as a template for developing new projects that have a positive effect on economic development and quality of life.
2. Invest in outdoor recreation and greenspace improvements throughout the Town and surrounding areas to improve quality of life. A higher quality of life in Culpeper will assist in the recruitment of a more skilled labor force.
3. Continued coordination with local, regional, and state economic development partners including Culpeper County, Culpeper Chamber of Commerce, Central Virginia Partnership for Economic Development, Rappahannock-Rapidan Regional Commission, Small Business Development Centers, Virginia Economic Development Partnership, and the Virginia Department of Commerce and Trade.
4. Provide a mix of residential and business land uses to promote a balance of labor force and jobs (consistent with the Community Character and Land Use Chapters).
5. Survey and monitor the current inventory of potential economic development sites and ensure the necessary infrastructure is in place to retain and attract businesses. Work with property owners to enhance marketability of sites when applicable.
6. Coordinate with appropriate agencies to promote Culpeper as a destination location, while working to create a recognizable brand for economic development in the Town.
7. Coordinate with appropriate agencies to preserve and protect historically significant properties throughout town in an effort to maintain the historic character and small-town charm.
8. Coordinate with Culpeper County to actively endorse, support and guide business retention and business attraction efforts through incentive programs and local policy.
9. Use the Culpeper 2020 Plan, alongside the Town and County Comprehensive Plans to guide public improvement investment, infrastructure needs, and applicable land-use regulations.



10. Coordinate efforts with local, regional, and state education programs ranging from Kindergarten through College to ensure quality of life for Town citizens and to meet evolving workforce demands.
11. Monitor and review regional, state, and federal economic development incentive programs in an effort to attract new investment and retain existing industry.
12. Identify the terms and conditions with which Town Council would offer local incentives to attract new business development.

SUCCESS STORY: THE ECONOMIC DEVELOPMENT CENTER



The Economic Development Center was created in 2015 as a joint effort of the County and Town economic development departments. The building was rehabilitated from the old Museum of Culpeper. There are advantages to approaching economic development at the County level because of availability of quality economic development data and there are advantages for the Town and County to cooperate in business recruitment. Also, the building will have the capability to house new businesses by acting as an incubator office. Additionally, the Economic Development Center will be used for conducting economic development related meetings and other Town business.





5



HOUSING

CHAPTER CONTENTS

Introduction
Housing Strategies

Introduction

HOUSING GOALS

- ❖ Preserve and enhance existing neighborhoods;
- ❖ Create context-sensitive infill and redevelopment;
- ❖ Improve aesthetic design guidelines and regulations;
- ❖ Encourage quality residential and commercial growth;
- ❖ Balance land uses and promote mixed-use land development;
- ❖ Create and sustain pedestrian-friendly neighborhoods and business districts;
- ❖ Create “complete streets” that encourage walking and biking by including include travel lanes, bike lanes, tree lawns, and sidewalks. Explore multimodal transportation options;
- ❖ Encourage connectivity in new and existing developments.

In 2013, the Town’s housing inventory included approximately 6,726 dwelling units, and from 2000 to 2010, the Town issued 2,105 building permits for new homes. Since 2010 there have been 727 building permits for new homes. These statistics indicate that 42 percent of the total number of units in Culpeper were built since 2000. The majority of the existing housing units in Town are single-family, including Townhouses and village homes, and account for almost 79 percent of the housing stock. The inventory of housing shows relatively good diversity; however, affordability has been an increasing challenge. Typically when a housing cost is higher than 30 percent of a household’s income then it is considered a cost burden and unaffordable. In 2013, the median value of a home in the Town of Culpeper was \$196,400. The reported median estimated household income for Culpeper County at the time was \$53,940. This indicates that the median value of a home in Culpeper at the time was 3.64 times the average household income. This index is used to determine the affordability of a home. The typically recommended ratio for affordability is 3.0. The 2013 ratio indicates that housing in the Town of Culpeper was more expensive than the average household could afford to purchase. According to the 2013 American Community Survey 45.7 percent of households were paying 30 percent or more of their household income to housing cost. For 2013, the national average of households paying greater than 30 percent of their household income on housing cost was 36 percent. The cost burden percentage was greater in the Town of Culpeper for a greater percentage renters at 57 percent compared to 36.6 percent of owner occupied units experiencing a cost burden. Of the 5,996 occupied housing units in the Town of Culpeper, 2,656 are renter-occupied units.

In 2013, City-Data.com reported a cost of living index of 108.5 for the Town of Culpeper area. The U.S. Average is 100, indicating that it was somewhat expensive to live in Culpeper.

The 2013 American Community Survey shows that 51.6 percent of the Town’s working population is employed within Culpeper County, which leaves another 45.2 percent working outside of the county. The top five places Culpeper County commuters are traveling to are Fairfax County, Prince William County, Fauquier County, District of Columbia, Manassas city, and Loudoun County. The mean travel time for all commuters traveling from Culpeper County was about 33 minutes each way.

One possible trend that may develop is that the Town may experience population growth through increased household sizes. In 2009, the reported average household size for Culpeper was 2.36 persons per household down from 2.79 in 1990. For 2013, nearly 60 percent of households in Culpeper were 1 to 2 person households. During the housing boom of the mid-2000’s it was estimated that household sizes were declining as a result of more single-person households and households with few children. However, as a result of escalating housing costs, and shifting family types (three-generations in the same home, adult children returning to live with parents) there have been some indications that household sizes may again be on the rise.

Culpeper’s family friendly atmosphere and proximity to the Washington D.C. Metro Region are indicators that the Town may experience some growth from an increase in household sizes.

Housing Strategies

Housing as a component of the Comprehensive Plan is a function of affordability and diversity of housing stock as it relates to the quality of life, balance with local economy and availability of land for residential growth. Sustaining the community over time requires that housing be affordable to the people who work and live in the community. Housing is influenced by the land use plan and impacts the quality of life and economic development opportunities in the Town of Culpeper. Housing is a local issue that is impacted by Culpeper's role in the regional market, 45 percent of the working population is employed outside of Culpeper County.

The current housing stock within Culpeper is diverse and housing prices have declined significantly, but the region still faces challenges when providing housing that is affordable to the average or median household. Housing strategies have diversified from the traditional topic of providing housing for low-income families to include housing opportunities that are affordable to the working class population earning in the ranges of 50 to 80 percent of the area median household income. In addition to the land-use recommendations, the Town should consider the following policies and those in the Investment Areas to promote the maintenance and development of diverse housing options that support affordability and quality of life for the residents of Culpeper, and thereby support efforts for economic development.

1. Support mixed income and inclusionary housing developments that include a variety of housing options in unit type, sizes and price points to provide housing alternatives for an array of family types.
2. Allow for the development of "accessory units" in traditional and suburban neighborhoods to provide options for extended family or rental units within neighborhoods.
3. Promote compatible infill in developed neighborhoods to intensify development densities in areas where infrastructure is already in place, and provide a permitting fee structure and process to alleviate costs associated with lot development in these areas.
4. Promote the availability of rental housing in balance with owner occupied units to provide diversity in the local housing stock.
5. Promote rehabilitation and redevelopment of existing housing stock to maintain existing units as an affordable option.
6. Promote construction methods using sustainable and low- or no-maintenance materials to reduce long-term operating cost of new housing.
7. Allow for flexibility in new construction methods in new neighborhoods to promote cost-effective, quality construction of homes including methods which use local materials and labor, or manufactured components as regulated by the **Building Code**.
8. Coordinate with the Rappahannock-Rapidan Regional Commission, Virginia Department of Housing and Community Development and Chamber of Commerce to participate in the workforce housing forum.
9. Continue to seek opportunities to utilize and implement available federal funding.







6

INVESTMENT AREAS

CHAPTER CONTENTS

- Introduction
- Investment Areas Tool Box
- Investment Area Map
- Neighborhood Investment Areas
- Business Investment Areas

Introduction

INVESTMENT AREA GOALS

- ❖ Preserve and enhance existing neighborhoods;
- ❖ Create context-sensitive infill and redevelopment;
- ❖ Promote and support downtown commercial viability through development and redevelopment;
- ❖ Encourage Town-wide commercial redevelopment;
- ❖ Encourage quality residential and commercial growth;
- ❖ Balance land uses and promote mixed-use land development.

The investment areas are a group of developed properties in Town that are showing signs of deterioration, under-utilization, or were identified in the planning process as locations for possible redevelopment opportunities. These areas are potential locations to use the economic development and housing strategies. These areas have an established built form but are in need of investment and improvement. While the guidelines for the character areas from Community Character Chapter 2 and Future Land Use recommendations from Chapter 3 will apply to these locations if they redevelop, they will require additional planning or action to ensure comprehensive attention to the particular conditions of the sites. The Investment Areas are identified in two categories.

- ❖ **Neighborhood Investment Areas** - districts or neighborhoods which are showing signs of disinvestment and require additional efforts beyond land-use recommendations to promote investment and sensitive infill; and
- ❖ **Business Investment Areas** - primarily commercial/retail development that has become obsolete and has potential to be redeveloped with newer buildings and site design.

For various reasons, these locations have begun to change, either through the conversion of uses or deterioration in the quality of the built environment and/or quality of life for residents and businesses. The Town has preliminarily identified some districts using a general visual evaluation and input from the Comprehensive Plan Steering Committee. The Town includes these Investment Areas in the Comprehensive Plan to facilitate future identification of influences on the areas, and identify appropriate methods and funding sources, such as grants, to aid in appropriate investment, redevelopment, and infill in these areas.

The Town identifies the following four types of structures as priorities for blight abatement: Structures that present a potential for health and safety hazards; structures along streets with high traffic counts; structures in residential neighborhoods, and structures with historic value where abatement can preserve their historic character. Individual decisions about spot blight abatement are governed by Virginia Code, § 36-49.1:1. Demolition of structures will be pursued only if there is no less drastic alternative that adequately serves the public health, safety, and welfare.

In addition to the identified areas in this Comprehensive Plan, the Town may pursue additional study of properties to identify other areas which could benefit from blight abatement, special planning, or investment. See the **Investment Areas Tool Box** on the next page.

In 2013, the Town adopted a Business Investment Zone Ordinance based on the recommendations in this chapter. The ordinance and guidance document included an official map identifying the business investment areas, established eligibility criteria, and provided a list of incentive options.

Investment Areas Tool Box

The following planning process could be used to identify and address the particular issues in each of the Investment Areas.

STEP 1: INVENTORY AND ASSESS

- ❖ Inventory the existing conditions, such as viable uses/structures; vacant buildings; adaptable buildings; reusable buildings; deteriorated or dilapidated buildings; obsolete space/configurations; level of service on roadways and from other community facilities; and any potential on-site contaminants (Brownfields).
- ❖ Evaluate the market and socioeconomic forces contributing to the current condition. For example, competition from new development in other areas.
- ❖ Identify the need, i.e., investment, redevelopment, or infill.
- ❖ Identify the vision or goals for the area.
- ❖ Assess appropriateness of current zoning, land use/land use designation. For example, determine whether the uses are compatible with one another or the surrounding area.

STEP 2: PREPARE RECOMMENDATIONS

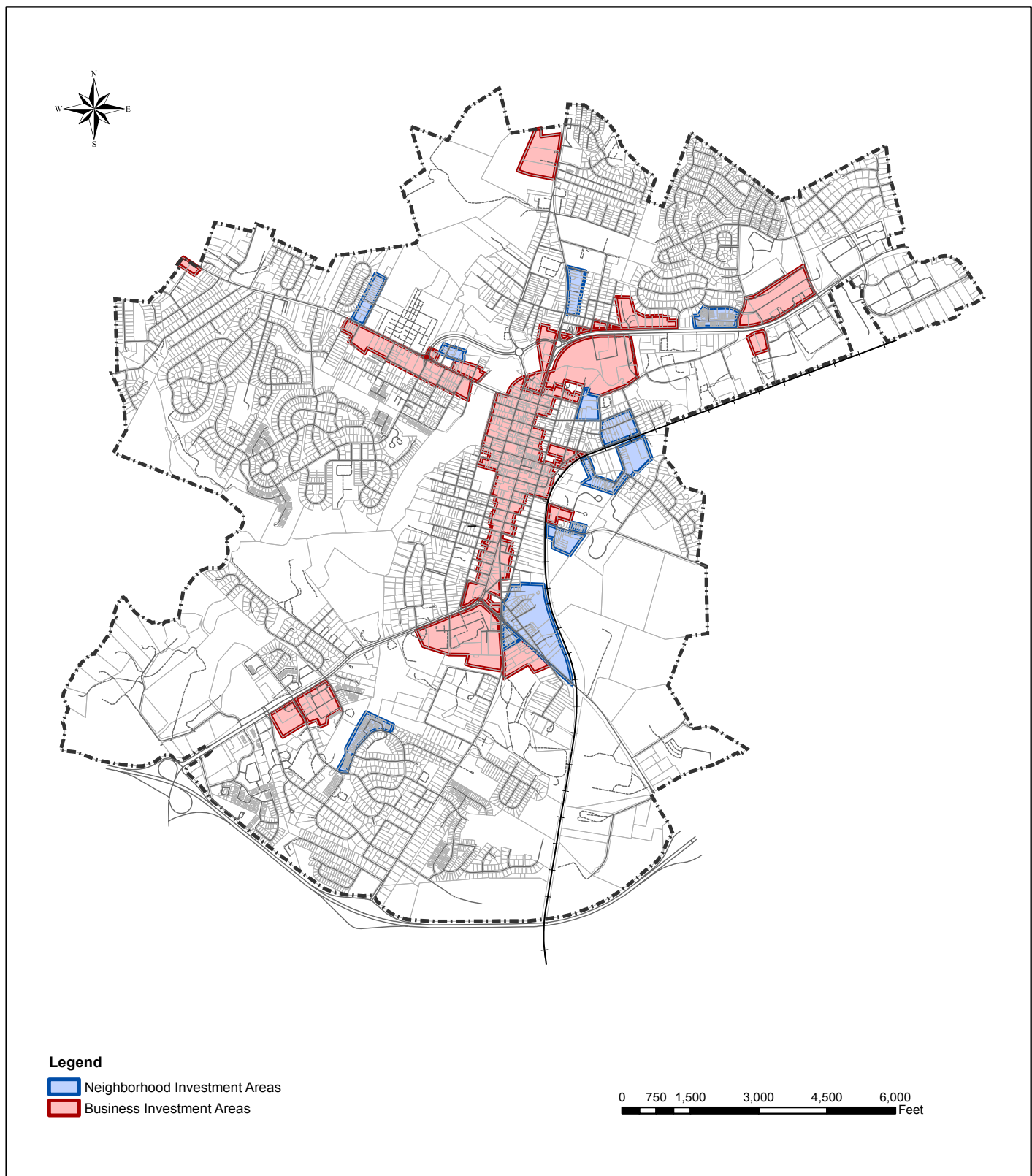
- ❖ Prepare alternative land use scenarios.
- ❖ Recommend specific improvements/changes to public facilities.
- ❖ Establish design guidelines for redevelopment (when applicable).

STEP 3: IMPLEMENT RECOMMENDATIONS

- ❖ Identify the Town's role in the reinvestment or redevelopment of the area.
- ❖ Identify stakeholders.
- ❖ Identify possible sources of funding (public and private) such as:
 - ♦ Enterprise Zones
 - ♦ Community Development Block Grants (CDBG)
 - ♦ Tax Abatements
 - ♦ Tax Increment Financing (TIF)
 - ♦ Special Assessment Districts
 - ♦ Public/Private Investments



MAP 16: INVESTMENT AREAS



Map Updated on December 7, 2015 by the Town of Culpeper GIS Dept.



BUSINESS INVESTMENT AREAS

DESCRIPTION

Business Investment Areas are primarily older commercial and retail developments along major corridors that have become obsolete and are showing increased vacancy or decline in property maintenance. Commercial/retail development is typically planned for a 10 to 15 year useful cycle before redevelopment is likely. The objective in these areas is to ensure redevelopment is consistent with the vision for the Town of Culpeper and is carried out in a coordinated, sustainable, and comprehensive manner.



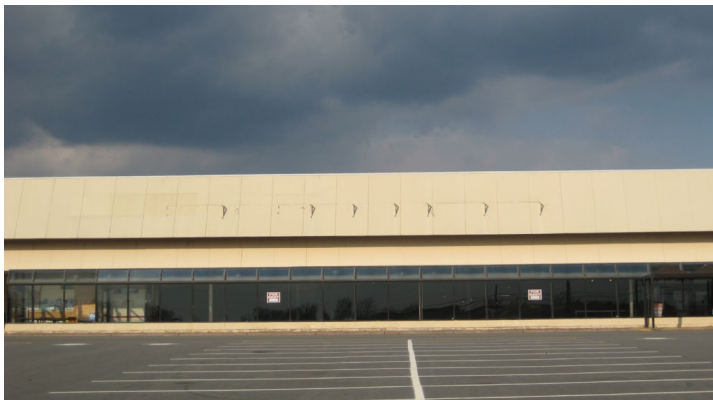
BUSINESS INVESTMENT ACCOMPLISHMENTS:

- ❖ Adoption of the Business Investment Zone Ordinance in 2013.
- ❖ In 2013, the Town Council adopted sections 104, 105, and 106 of the Virginia Maintenance Code.

RECOMMENDATIONS

The Town of Culpeper should consider the following recommendations to address Business Investment Areas.

1. Promote the Business Investment Areas and the incentive packages outlined in the *Business Investment Area Zone Ordinance and Incentive Guidelines Document* to current and prospective businesses.
2. Incorporate projects in the Culpeper 2020 plan that will improve business investment areas. Strategically use the Culpeper 2020 Plan to prioritize the most under-utilized and under-developed business investment areas.
3. Promote redevelopment and infill with mixed-use multi-story development per the recommendations of the Community Character and Land Use Chapters.
4. Adopt revisions to the zoning regulations to enforce recommendations of the future character areas map and recommendations.
5. Work with the Economic Development Director and Chamber of Commerce to catalogue and promote key sites in Town for business development.
6. Work with property owners and developers to promote redevelopment and reuse of existing commercial properties.
7. Support consolidated redevelopment of these areas.
8. Establish special redevelopment review process with dedicated staff to facilitate high-quality redevelopment and investment, include a design center, permit expediter, and assistance with funding options.
9. Invest public funds and/or CDBG funds to improve the appearance and functionality of right-of-ways including improved access management, traffic signals, streetscaping and installation and maintenance of sidewalks and bikeways.
10. Investment in the downtown area to encourage redevelopment and infill consistent with the Community Design Plan and in conformance with the intent of the Character areas and Land Future Land Use Plan.



NEIGHBORHOOD INVESTMENT AREAS

DESCRIPTION

Neighborhood Investment Areas are older neighborhoods which contain buildings in various conditions. These neighborhoods may deteriorate without some intervention by the public sector. The objective for these areas is to stabilize both the housing stock and urban form while maintaining an affordable and safe residential environment.

RECOMMENDATIONS

1. Catalyze or facilitate grassroots involvement by stakeholders to support improvements and investment in the neighborhood.
2. Support neighborhood watches and home owners associations to facilitate a sense of community and create a grassroots network for private property improvements.
3. Adopt and enforce property maintenance regulations.
4. Investigate options for improvements and funds to prevent demolition by neglect for residential properties.
5. Use CDBG or other funds to improve the public spaces like sidewalks, roads and streetscaping to serve as a catalyst for private reinvestment.
6. Identify appropriate locations to retrofit parks or other public open spaces in these neighborhoods.
7. Partner with non-profit or for-profit groups in redevelopment and improvement projects in these neighborhoods.
8. Continue to work to enforce § 36-49.1:1 of the Code of Virginia to abate blight and demolish structures only when other less dramatic options are not feasible.
9. Designate a community resources officer at the Town government to increase efficiency and ease of permitting for improvements in neighborhood





investment areas and to act as a liaison for residents to identify potential sources for funding and options for improvements.

10. Remove obstacles in zoning and permitting processes to make renovation and redevelopment in these neighborhoods more affordable.
11. Continue to implement Town Code §23-9 regarding tax exemptions for certain improvements to real estate, and consider expanding the geographic area to provide tax incentives or abatements for redevelopment and infill in these neighborhoods to promote renovation and redevelopment opportunities.
12. Promote sensitive infill development on underutilized or vacant lots in accordance with the Character Area Guidelines which apply to the neighborhood.
13. Review zoning regulations to ensure potential redevelopment regulated by zoning would not be out of character with or diminish established residential uses.
14. Identify possible opportunities for business uses in limited areas.
15. Recognize that public investment may be necessary to address the conditions and consider acquisition of properties for redevelopment, accept properties when feasible, and identify potential funding for such actions.





7

TRANSPORTATION & PUBLIC FACILITIES

CHAPTER CONTENTS

- Introduction
- Transportation
 - Transportation Recommendations
 - Major Thoroughfare Plan
- Public Facilities
 - Government Facilities
 - Sewer & Water Facilities



Introduction

TRANSPORTATION GOALS

- ❖ Enhance key gateways and corridors;
- ❖ Seek regional coordination.
- ❖ Create and sustain pedestrian-friendly neighborhoods and business districts;
- ❖ Create “complete streets” that encourage walking and biking by including include travel lanes, bike lanes, tree lawns, and sidewalks. Explore multimodal transportation options;
- ❖ Encourage connectivity in new and existing developments;
- ❖ Identify and implement congestion management techniques in key areas including Main Street;
- ❖ Seek and support opportunities for regional coordination of mass transit options including, but not limited to, rail;
- ❖ Implement access management practices.

This chapter identifies policies for maintaining the Town facilities in accordance with residential and commercial growth, and direction for partnerships and coordination on those services and facilities provided by other agencies. Community facilities serve as the infrastructure and grid which supports and influences the developability of the land creating a strong link between transportation, public facilities, and land use. This chapter provides a brief overview of existing conditions, recommendations, and policies related to transportation, government facilities, water and sewer facilities, and cemeteries.

The Town of Culpeper operates the general administrative staff, a professional and police force, water and wastewater treatment and infrastructure, an electric facility, 138 lane miles of Town streets, over 70 miles of sidewalks, garbage service to over 6,700 residences and businesses, cemeteries, and parks, which are addressed in the next chapter. Other essential services which are not directly managed or provided by the Town include state roads which are maintained by the Virginia Department of Transportation (VDOT), fire protection which is provided by the Culpeper County Fire and Rescue Association and the volunteer fire company, and education which is part of the Culpeper County School system.

TRANSPORTATION AND PUBLIC SERVICES GOALS:

- ❖ Create “complete streets” that encourage walking and biking by including include travel lanes, bike lanes, tree lawns, and sidewalks. Explore multimodal transportation options;
- ❖ Encourage connectivity in new and existing developments;
- ❖ Identify and implement congestion management techniques in key areas including Main Street;
- ❖ Seek and support opportunities for regional coordination of mass transit options including, but not limited to, rail;
- ❖ Implement access management practices;
- ❖ Support new growth with adequate increases in public services including police protection, sewer, and water.



Transportation

BACKGROUND

Culpeper's transportation network is comprised of locally maintained roads, highways, and rail. The local network is connected to the region via U.S. Routes 15, 29, and 522; and State Routes 229 and 3. Automotive travel is the primary form of transportation. Passenger transportation services are offered by Amtrak and Culpeper Connector, a bus service operated by Virginia Regional Transportation Association. Cargo hauling is offered by Norfolk Southern and various trucking companies. The Manassas Line of the Virginia Railway Express (VRE) is the nearest commuter rail offering services to the Washington D.C. metro region and beyond. The street network is the transportation feature with the most local impact and the greatest Town influence.

There are three decision-making bodies that have jurisdiction over the local street network within the Town of Culpeper corporate limits: the Town Council, the Culpeper County Board of Supervisors, and the Virginia Department of Transportation (VDOT). The Culpeper Town Council is responsible for managing the construction of new roads, abandoning rights-of-way, accepting easements, providing for the needs of commuters, and protecting the Town's business areas and neighborhoods. The Town must maintain a full and multi-route transportation network with a clear hierarchy of functionality. The Culpeper County Board of Supervisors works in conjunction with VDOT to make decisions about where new roads will be located and what improvements will be made to existing roads in the County.

Transportation improvements within either the Town or County have the potential to affect the other jurisdiction. Therefore, transportation decisions should be coordinated between the Culpeper County Board of Supervisors and the Town Council. Local transportation goals and recent state legislation regarding secondary streets both support increased connectivity. These policies call for a hierarchical street network with connectivity that will allow for alternative routes to local destinations through redundancy, improved regional travel as major routes are better utilized for regional trips by transferring local trips to local roadways, and reduced travel and emergency response times through more direct access and reduced congestion on arterials.

TRANSPORTATION ACCOMPLISHMENTS:

- ❖ The Route 229 widening project is planned to be completed in 2017 that will include 0.8 miles of multi-use path and other road improvements.
- ❖ Colonel Jamison Boulevard was completed in 2014 and connects several roundabouts in town, improving congestion issues along Routes 522 and 29 business.
- ❖ Culpeper Greenway Network Plan was completed in 2013 and outlines trail connections throughout town and promotes multi-modal transportation.
- ❖ Sidewalks were extended along the southern portion of James Madison Highway in 2013.

TRANSPORTATION RECOMMENDATIONS

The Town of Culpeper should consider the following recommendations in pursuit of the Transportation Goals of this plan.

1. Coordinate with other relevant transportation agencies to direct Commonwealth and regional transportation improvement efforts to the advantage of the Town of Culpeper. Key agencies include: the Culpeper County Board of Supervisors, the Commonwealth Transportation Board (CTB), VDOT, the Virginia Department of Rail and Public Transportation (VDRPT), Amtrak Virginia, and the Rappahannock-Rapidan Regional Commission (RRRC).
2. Pursue opportunities to acquire funds, grants or other resources for the completion of local projects.
3. Coordinate with the VDRPT on issues of concern, particularly the development of rail and other modes of public transportation and coordinate with Amtrak Virginia to assure that operations planned for the Town run efficiently.
4. Work with VDRPT on any grant funds for public transportation projects.
5. Coordinate with the RRRC to establish a performance of transportation demand analyses to site projects, such as coordination on park-and-ride facilities.
6. Coordinate with private transportation groups to identify potential extension of mass transit options into Culpeper including buses or vans, and extension of the VRE commuter rail line to the Town of Culpeper.
7. Acquire funds from the 5311 Rural Transportation Program and VDOT grants such as the Highway Safety Improvement Program (HSIP) and the Transportation Alternatives Program (TAP) or other sources as they become available, designating a staff position to monitor available and relevant funding options for local projects, and use the coordination with other agencies to focus the funding opportunities.
8. Design future road system to:
 - a. Minimize lives lost and the number and severity of personal injuries;
 - b. Efficiently move traffic through the Town;
 - c. Be affordable and capable of being implemented in a timely manner;
 - d. Be fair in impact and access for the vast majority of its citizens; and
 - e. Minimize the amount of private land that has to be acquired and the number of residences impacted.
9. Adopt land-development regulations to:



Example of a roundabout, or traffic-circle.

- a. Require street connectivity in conformance with the Virginia Department of Transportation's Secondary Street Acceptance requirements for compact areas, a connectivity index of 1.6; and
- b. Promote a hierarchical network of streets to reduce the impact on the major arterials due to growth and expand options for transportation improvements beyond street widening.

10. Allow narrower street widths for local streets and encourage other street design options proven to calm traffic and lessen the impact of cut-through traffic on local streets. Other traffic calming options preferable to culs-de-sac include:

- a. marked pedestrian crossings,
- b. short block lengths,
- c. chicanes,
- d. on-street parking,
- e. roundabouts or traffic-circles,
- f. raised or textured crosswalks,
- g. curvilinear street segments and
- h. bump-outs

11. Adopt land-development regulations to require the inclusion of sidewalks on both sides of all secondary and subdivision streets.

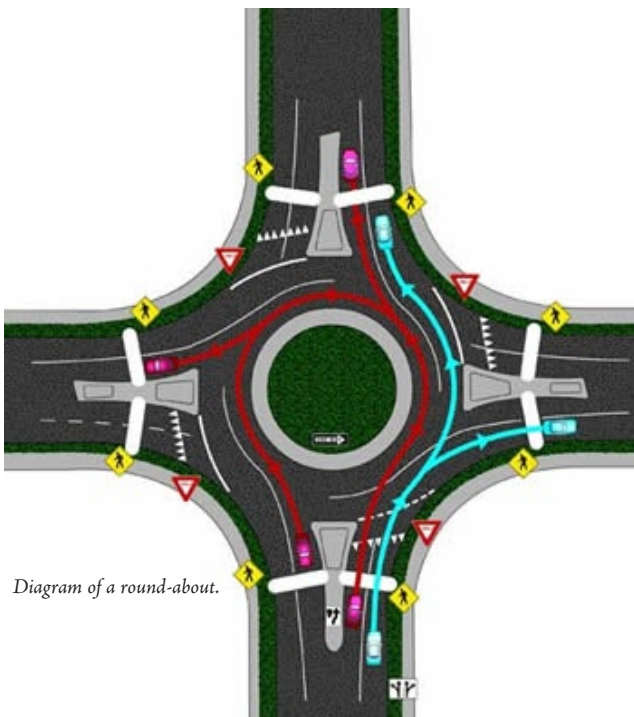


Diagram of a round-about.

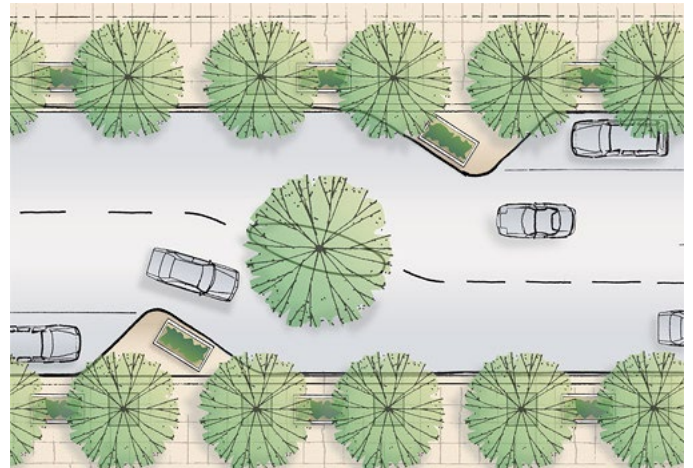


Diagram of a chicane.

12. Require all new developments to provide a fair share of funding for off-site improvements as shown on the Transportation Plan Map. Construct new roads shown on the Transportation Plan Map when the new thoroughfare is located on site.
13. Implement Access Management Standards, limiting direct access onto arterial and collector streets, whenever the development can be served by a local street system.
14. Limit the number of creek crossings, to the minimum required, to provide a safe and functional street network.
15. Update the *Sidewalk & Bicycle Master Plan and the Greenways & Trails Master Plan*.



NOTE: ACCESS MANAGEMENT

Access management means the systematic control of the location, spacing, design, and operation of entrances, median openings, traffic signals, and interchanges for the purpose of providing vehicular access to land development in a manner that preserves the safety and efficiency of the transportation system.

VDOT works with the Town to prepare access management studies or plans along major corridors to create a set of local standards which are intended to improve the physical design of access to and from the public right-of-way in order to more safely and effectively provide access to private development, while maintaining the necessary functionality of the roadway. Access management can also positively effect the pedestrian safety of an area by limiting vehicular access points along a block.

SUCCESS STORY: CULPEPER DEPOT REHABILITATION

In partnership with Culpeper Renaissance Incorporated (CRI) and other civic groups, the Town secured a \$700,000 grant to rehabilitate the historic train depot through the Intermodal Surface Transportation Efficiency Act (ISTEA) funds. In addition to serving as the local Amtrak Station, the building currently houses the Culpeper Department of Tourism the Museum of Culpeper History, and serves as visitor's center. The redevelopment project serves as an example of a successful partnership that enhanced the function of the rail line and added vibrancy to the downtown through the revitalization of a local landmark.



FUNCTIONAL CLASSIFICATIONS

VDOT classifies the streets according to a number of factors, including the volume of traffic, destination, and function within the overall street system. This classification includes principal arterials, minor arterials, collectors and local streets. This Plan uses the VDOT classifications for consistency. However, local collectors have been added to indicate local streets which should connect through from one collector or arterial creating new links and connections in the local street network.



PRINCIPAL ARTERIALS

- ❖ Serves the major centers of activity for a metropolitan area
- ❖ Highest traffic volume corridors
- ❖ Roads serving the longest trip
- ❖ Carry a high proportion of the total urban area travel on a minimum of mileage
- ❖ Carry significant amounts of intra-area travel
- ❖ Multiple (more than 3) travel lanes, medians preferred, dedicated turning lanes, pedestrian/bicycle facilities on both sides of street

MINOR ARTERIALS

- ❖ Interconnect with and augment the urban principal arterial system and provide service to trips of moderate length at a lower level of travel mobility than principal arterials
- ❖ Include all arterials not classified as a principal and contains facilities that place more emphasis on land access, and offer a lower level of traffic mobility
- ❖ Two or more travel lanes, medians, dedicated turn lanes, pedestrian/bicycle facilities on both sides preferred



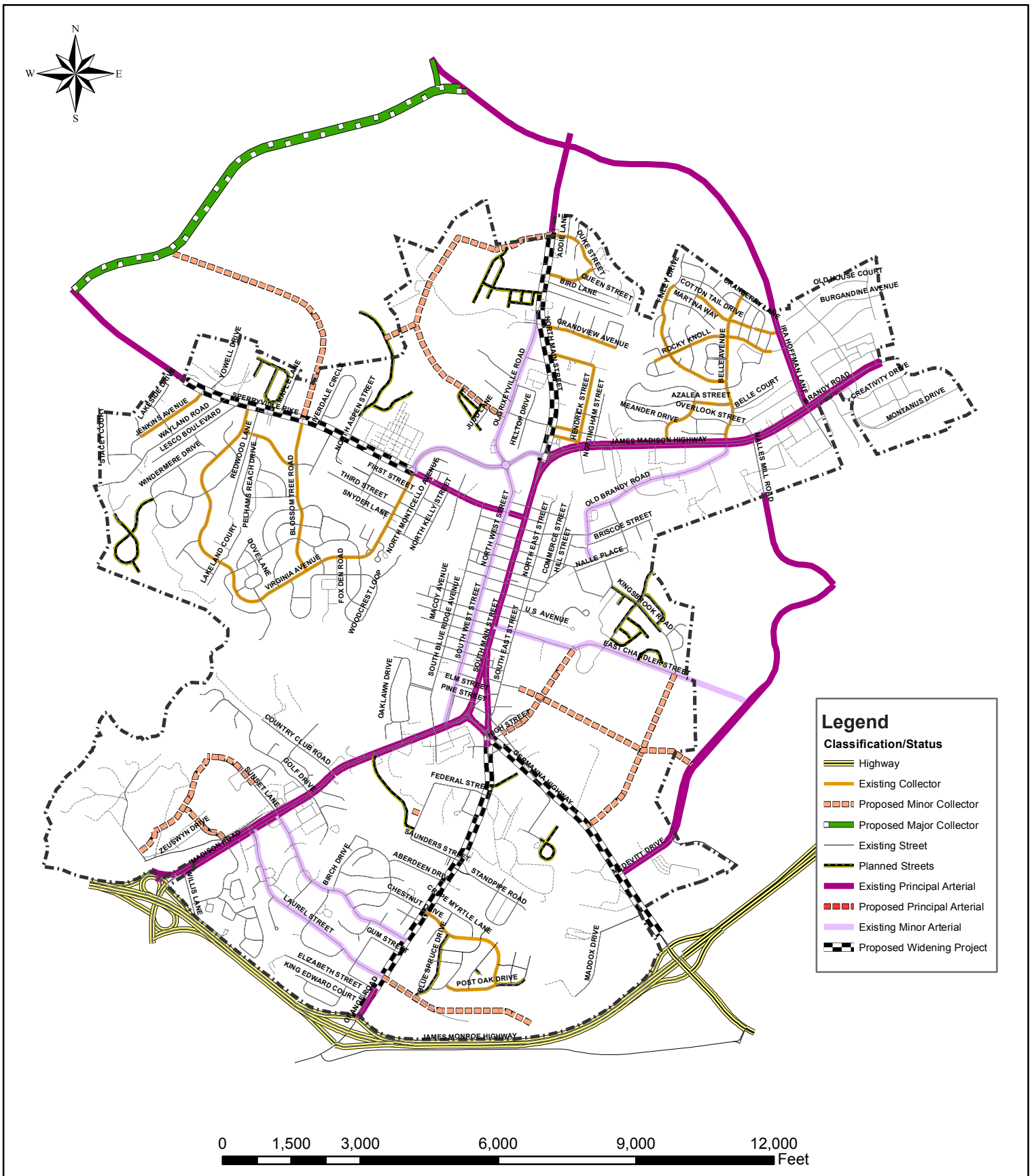
COLLECTORS

- ❖ Provides land access and traffic circulation within residential neighborhoods, commercial, and industrial areas
- ❖ Distributes trips from the arterials through these areas to their ultimate destination
- ❖ Collects traffic from local streets and channels it to the arterial system
- ❖ Two travel lanes, dedicated turn lanes, parking lanes, and pedestrian facilities on both sides preferred

LOCAL STREETS

- ❖ All facilities not on one of the higher systems
- ❖ Serves primarily as direct access to abutting land
- ❖ Serves as access to the higher order systems
- ❖ Through traffic movement is deliberately discouraged
- ❖ Two travel lanes, parking lanes (except in older areas), pedestrian facilities on at least one side of the street preferred

MAP 17: MAJOR THOROUGHFARE PLAN



Map Updated on August 24, 2015 by the Town of Culpeper GIS Department

VDOT SIX-YEAR IMPROVEMENT PROGRAM

The Six-Year Improvement Program outlines planned transportation projects for localities for the next six years. The plan is approved by the CTB and is updated annually to reflect prioritization based on revised project schedules, estimates and funding. Chart 5 and 6 show FY16 projects for Culpeper County and the Town of Culpeper. Map 18 on the following page shows the location of the Six-Year Improvement Program projects for the County and Town. The current Six-Year Improvement Plan is attached as an appendix.

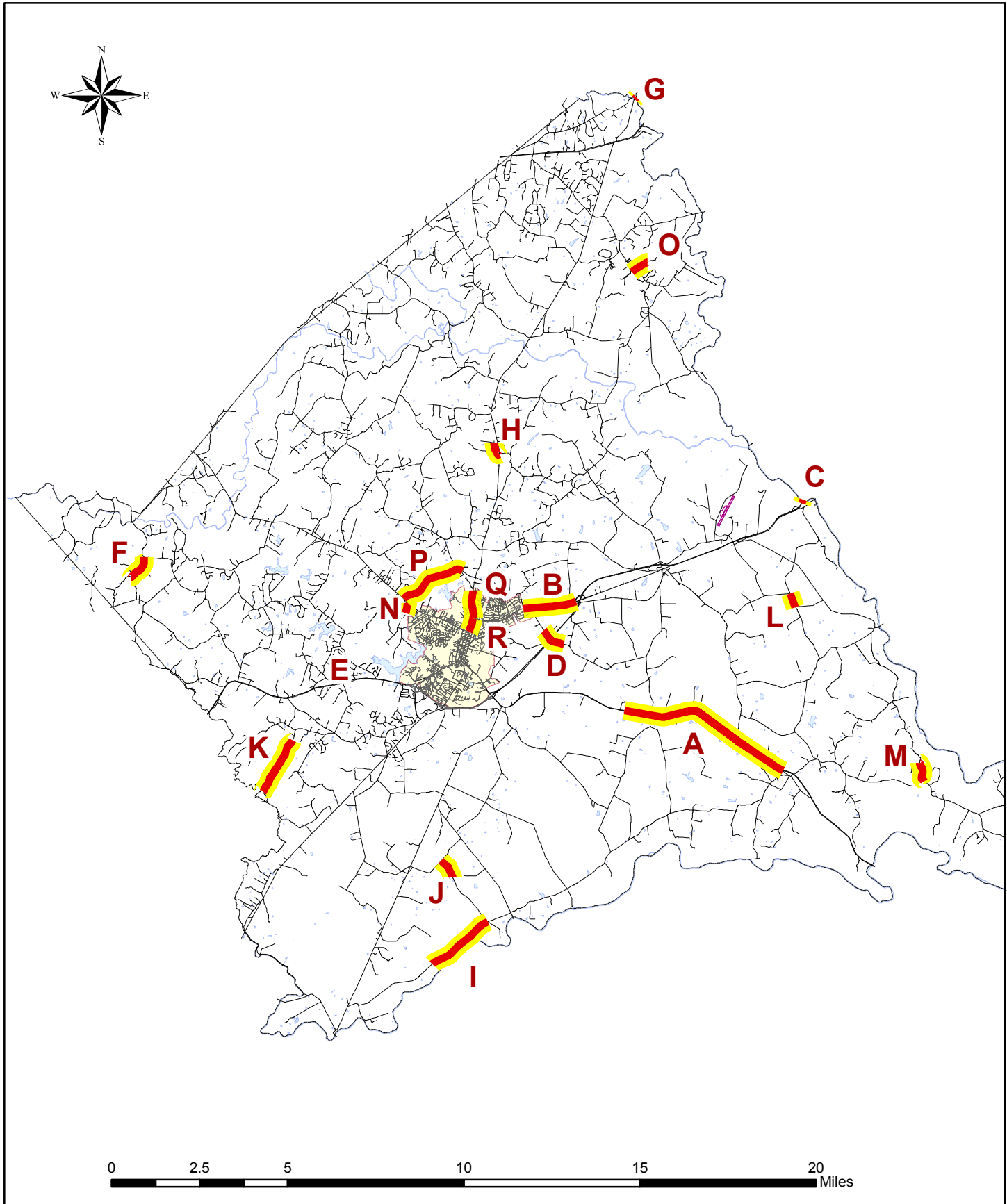
CHART 5. CULPEPER COUNTY SIX-YEAR IMPROVEMENT PROGRAM

- A** - RTE 3 - PARALLEL LANE (EAST OF STEVENSBURG TO LIGNUM) - Reconstruction w/ Added Capacity
- B** - RTE 15 BUSINESS - PARALLEL LANE - Reconstruction w/ Added Capacity
- C** - BRIDGE REHABILITATION RTE 15 OVER RAPPAHANNOCK RIVER - Bridge Rehab w/o Added Capacity
- D** - INTERCHANGE ROUTE 29 AT ROUTE 666 - Reconstruction w/ Added Capacity
- E** - RTE 29/718 - INTERSECTION IMPROVEMENTS & SIGNALIZATION - Safety
- F** - RTE 607 - RURAL RUSTIC RD (SURFACE TREAT NON-HARDSURFACE RD) - Resurfacing
- G** - RTE. 613 OVER RAPPAHANNOCK RIVER BRIDGE REHABILITATION - Bridge Rehab w/o Added Capacity
- H** - RTE 631-RURAL RUSTIC RD (SURFACE TREAT NON-HARDSURFACE ROAD) - Resurfacing
- I** - RTE 647 - RURAL RUSTIC RD (SURFACE TREAT NON-HARDSURFACE RD) - Resurfacing
- J** - RTE 655 - RURAL RUSTIC RD (SURFACE TREAT NON-HARDSURFACE RD) - Resurfacing
- K** - RTE 657 - RURAL RUSTIC RD (SURFACE TREAT NON-HARDSURFACE RD) - Resurfacing
- L** - RTE 673 - RURAL RUSTIC RD (SURFACE TREAT NON-HARDSURFACE RD) - Resurfacing
- M** - RTE 682 - RURAL RUSTIC RD (SURFACE TREAT NON-HARDSURFACE RD) - Resurfacing
- N** - RTE 748 - RURAL RUSTIC RD (SURFACE TREAT NON-HARDSURFACE RD) - Resurfacing
- O** - RTE 775 - RURAL RUSTIC RD (SURFACE TREAT NON-HARDSURFACE RD) - Resurfacing
- P** - RTE 784 - CONSTRUCT LOOP ROAD - New Construction Roadway

CHART 6. TOWN OF CULPEPER SIX-YEAR IMPROVEMENT PROGRAM

- Q** - RTE 229 - WIDEN FROM 2 LANES TO 5 LANES - Reconstruction w/ Added Capacity
- R** - RTE. 229 - Reconstruction w/ Added Capacity

MAP 18: CULPEPER SIX-YEAR IMPROVEMENT PROGRAM



Public Facilities

PUBLIC FACILITY GOALS

- ❖ Provide quality parks;
- ❖ Protect natural resources; including air and water quality;
- ❖ Coordinate and participate in regional efforts to promote public health;
- ❖ Support new growth with adequate increases in public services including police protection, sewer, and water.

The Town of Culpeper provides various services from Town-managed facilities and coordinates with other agencies to provide governmental and quasi-governmental services to the residents and businesses of the Town. This section of the Plan covers public facilities which are located within the corporate limits of the Town of Culpeper.

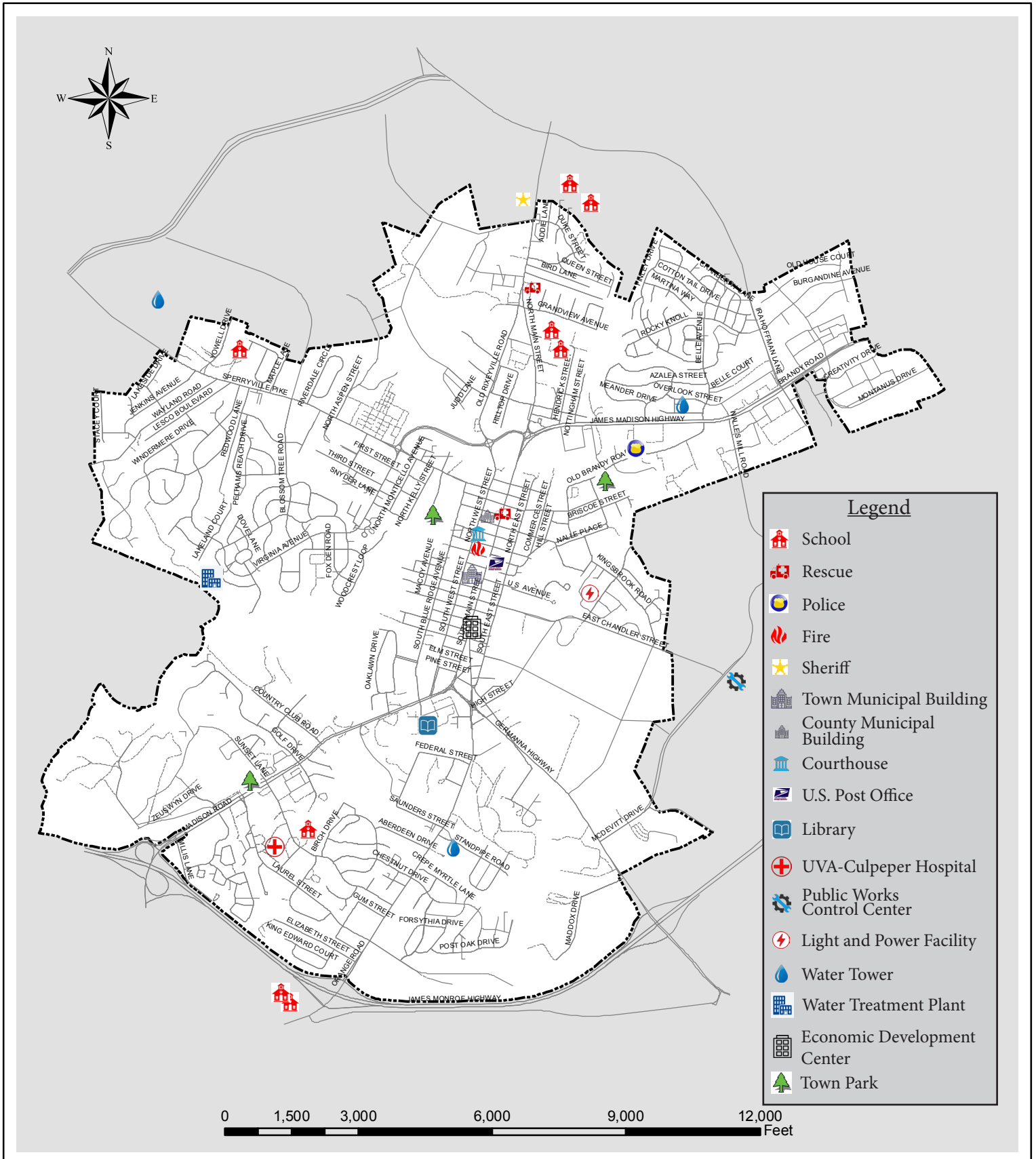
The facilities and utilities are necessary to support residential and economic development, and are essential to the safety, health, and general welfare of the Town. The Town provides general government, public utilities, and police protection. Culpeper County is the agency responsible for public education, library services, social services, courts and detention facilities. Fire and rescue is staffed by local volunteers, with administrative functions provided by the Countywide Fire and Rescue Association.

Additionally, as the Town moves toward the future, there are opportunities to improve the sustainability of the community through the exploration of alternative energy sources. The Town has a power plant that links into the Dominion Power grid. As the facility ages and growth in the area continues, the Town has the opportunity to explore more sustainable forms of energy production through technologies like wind turbines and solar farms.

The Town should pursue the following recommendations for the management and provision of public facilities. Locations for public facilities are shown on **Map 18** on the following page.



MAP 19: PUBLIC FACILITIES



Map Updated on September 9, 2015 by the Town of Culpeper GIS Department

PUBLIC FACILITY RECOMMENDATIONS

1. Continue general government operations from the Town building located on Main Street. The facility is anticipated to be adequate to house government services for many years. Additional capacity was designed into the building which allowed leasing of space to private entities in the time it was not needed for government services.
2. Utilize the conditional zoning (proffer) system and rezoning process to obtain sites during private development for needed public facilities, including but not limited to sites for new schools, water storage facilities, and parks.
3. Continue to operate its utilities in a timely and efficient manner, and offer competitive rates with the industry for services.
4. Coordinate with Culpeper County on County facilities which serve the Town, including schools and parks which are located within the corporate limits.
5. Strive to maintain the County Seat status and the County facilities within the Town limits.
6. Coordinate with the Culpeper County School Board and encourage the concept of neighborhood elementary and middle schools, coordinated (as needed) with proposed new development in the northwest and southern portions of Town.
7. Pursue an agreement with the School Board to allow for after-school use of recreational facilities on school grounds and promote co-location of future parks on or adjacent to new school facilities (see also the parks and recreation section of the plan).
8. Establish a recycling program for the reduction of solid waste. A targeted reduction of at least 10% should be pursued. In conjunction, develop recycling centers to increase residential recycling.
9. Continue to coordinate with the fire and rescue associations to provide services within the Town of Culpeper.
10. Require telecommunications providers to meet the requirements of the *Town of Culpeper Zoning Ordinance, Art. XVIII. Telecommunications Towers and Facilities*, and utilize existing telecommunication structures or public-owned water storage tanks as a base for new telecommunications facilities.
11. Consider implementing renewable energy such as wind turbines or solar farms in the event the power generating facilities need to be modified or temporarily replaced.
12. Lead by example in provision of high-quality well-maintained green spaces and public facilities.

PUBLIC FACILITY ACCOMPLISHMENTS:

- ❖ Completed construction of the W.T. Beales Jr. Operation Center that houses the Public Works, Environmental Services and Engineering Departments;
- ❖ Relocation of the Museum of Culpeper History to the historic Depot that also serves as the Tourism and Visitors Center;
- ❖ Renovation of the former Museum of Culpeper History into the Economic Development Center.



The Municipal Building



Lake Pelham-Town Drinking Water

WATER AND WASTE WATER MANAGEMENT

1. Continue to implement the Watershed Protection policies using the adopted Watershed Overlay Protection District (Town Code, Part II, Chapter 27, Article XVI).
2. Collaborate with the County of Culpeper to comply with state requirements and to coordinate long-term water supply planning with the County. Explore and develop ground water sources for future drinking water supplies.
3. Require developers in major rezonings, or extensions of water to service areas outside the Town corporate limits, to analyze the capacity of the system to meet peak demand. Determine if adequate capacity exists to meet the increased demand on the distribution system.
4. Require all rezoning applicants requiring a substantially more intensive use, or for connection to or extension of wastewater services outside the Town corporate limits, to conduct a capacity analysis to demonstrate that the project can be adequately served by the wastewater collection system.
5. Adoption of an ordinance allowing reimbursements to developers where their development provides substantial excess capacity in the water distribution system or wastewater collection system.
6. Develop an inflow and infiltration plan as required by the Department of Environmental Quality (DEQ) and continue the inflow and infiltration abatement program

to maximize the capacity of the wastewater collection system.

7. Continue to serve water and sewer customers within and/or outside the corporate limits. Additionally, the Town will provide water and sewer services to all areas added to the Town.
8. Review local stormwater management regulations and assess the environmental sustainability of those regulations regarding stormwater retention, management and treatment through “Best Management Practices” or BMPs.
9. Establish local BMPs for stormwater management and require all new developments to meet local and state standards for stormwater management and effective treatment of the water pollution control facility.

PUBLIC FACILITY ACCOMPLISHMENTS:

- ❖ Initiation of required rehabilitation projects for Lake Pelham and Mountain Run Lake earthen dams to ensure compliance with Virginia’s new dam safety standards. This effort involves a Town partnership with the U.S. Department of Agriculture Natural Resource Conservation Service and the Virginia Department of Conservation and Recreation. Both projects are scheduled for design in 2016 followed by construction in 2017 and 2018.
- ❖ Completion and startup of the East Chandler Street groundwater well system in 2015 to diversify raw water supply and increase production capacity needed for the Town’s future growth and supplying customers in the County water and sewer service area. Three additional production wells have been constructed and are planned for construction in 2016 and 2017.
- ❖ Continuation of distribution system improvements to include the recent replacement of water mains on E. Wolford Street in 2015 and planned improvements on Morningside Drive and Elizabeth Street in 2016.
- ❖ Continued optimization of Water Pollution Control Facility processes to improve treatment system performance and ensure continued compliance with Virginia’s new Chesapeake Bay cleanup standards for nitrogen and phosphorus. Utility staff continues to enhance system monitoring by updating continuous monitoring equipment and identifying new ways to reduce the operational costs of sewage treatment.





8



NATURAL, HISTORIC & CULTURAL RESOURCES

CHAPTER CONTENTS

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Introduction

NATURAL, HISTORIC & CULTURAL RESOURCE GOALS

- ❖ Preserve and enhance existing neighborhoods;
- ❖ Protect historic areas and landmark integrity;
- ❖ Encourage quality residential and commercial growth;
- ❖ Market positive assets of Town to include tourism;
- ❖ Seek regional coordination.
- ❖ Provide quality parks;
- ❖ Protect natural resources including air and water quality.

Natural, historic, and cultural resources are existing features of the Town of Culpeper which contribute to the overall quality of life for residents, thereby supporting economic development by making the community an attractive place to live, and providing a draw for tourism. Because of the value of these existing features they are worth protecting and enhancing through preservation, conservation, and regulatory practices. The natural resources should be protected through sensitive development practices and conservation of natural areas. The historic and cultural resources should be protected through preservation and reuse options maintaining both the built and cultural history of the Town. The following sections of this chapter present the key features in these categories and recommendations to address the maintenance of these features for the future.

Natural Resources

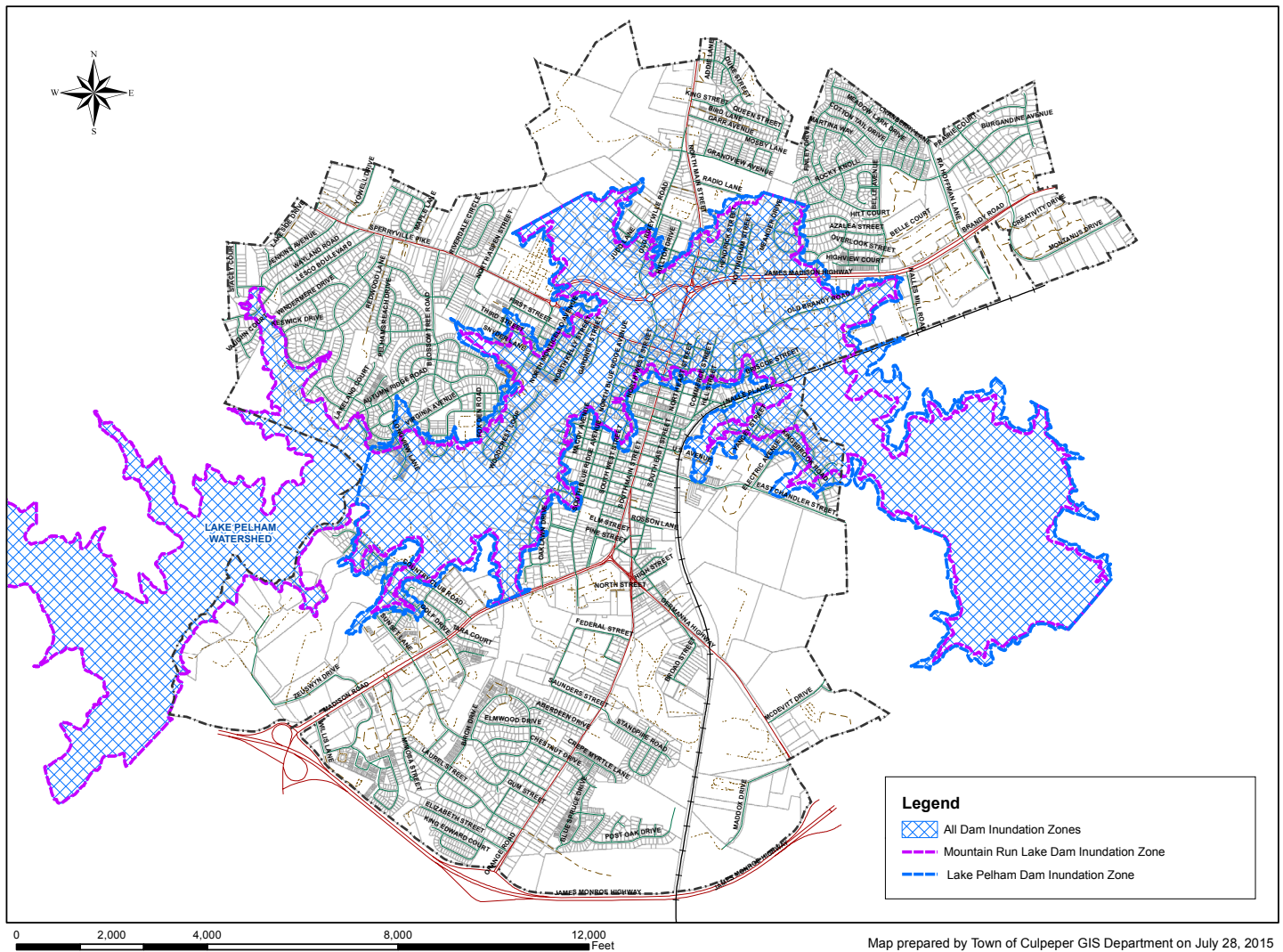
The Town's geographic location in the Piedmont Plateau provides naturally rolling topography and views of the Blue Ridge Mountains. In addition to the visual beauty of the natural environment, there are many important natural processes that are part of the Town. One of the most important systems is the Rappahannock River drainage basin. This drainage basin includes a water system that drains into the Chesapeake Bay and provides the potable water supply for the Town. The major water features included are Mountain Run and the Lake Pelham Watershed. The water quality in this system is influenced by the human activities that take place in wetlands, on steep slopes and locations with permeable soils that feed into the groundwater areas. Human activities that impact these areas include soil disturbances and vegetation loss during development activity; erosion; on-site sanitary systems; sanitary sewer effluence; stormwater; industrial effluence; vegetation removal; agricultural effluence including fertilizers and pesticides; and modifications of wetlands. The Town has already adopted regulations to prevent development within floodplains, to limit development intensity through the *Watershed Protection Overlay District (WPOD)* (Map 21), and to require wetland protection and review of impacts by the Army Corps of Engineers. In order to receive Flood Prevention and Protection Assistance Funds, the Virginia Department of Conservation and Recreation requires localities to consider dam-break inundation zones and potential impacts to downstream lives and properties. All future subdivision plans within the dam-break inundation zones must be reviewed by the Department of Conservation and

Recreation to determine the development's potential impacts on the spillway design flood standards required of the dam. Below *Map 19* shows the dam break inundation zones. A dam inundation zone is any area downstream of a dam that would be flooded because of dam failure.

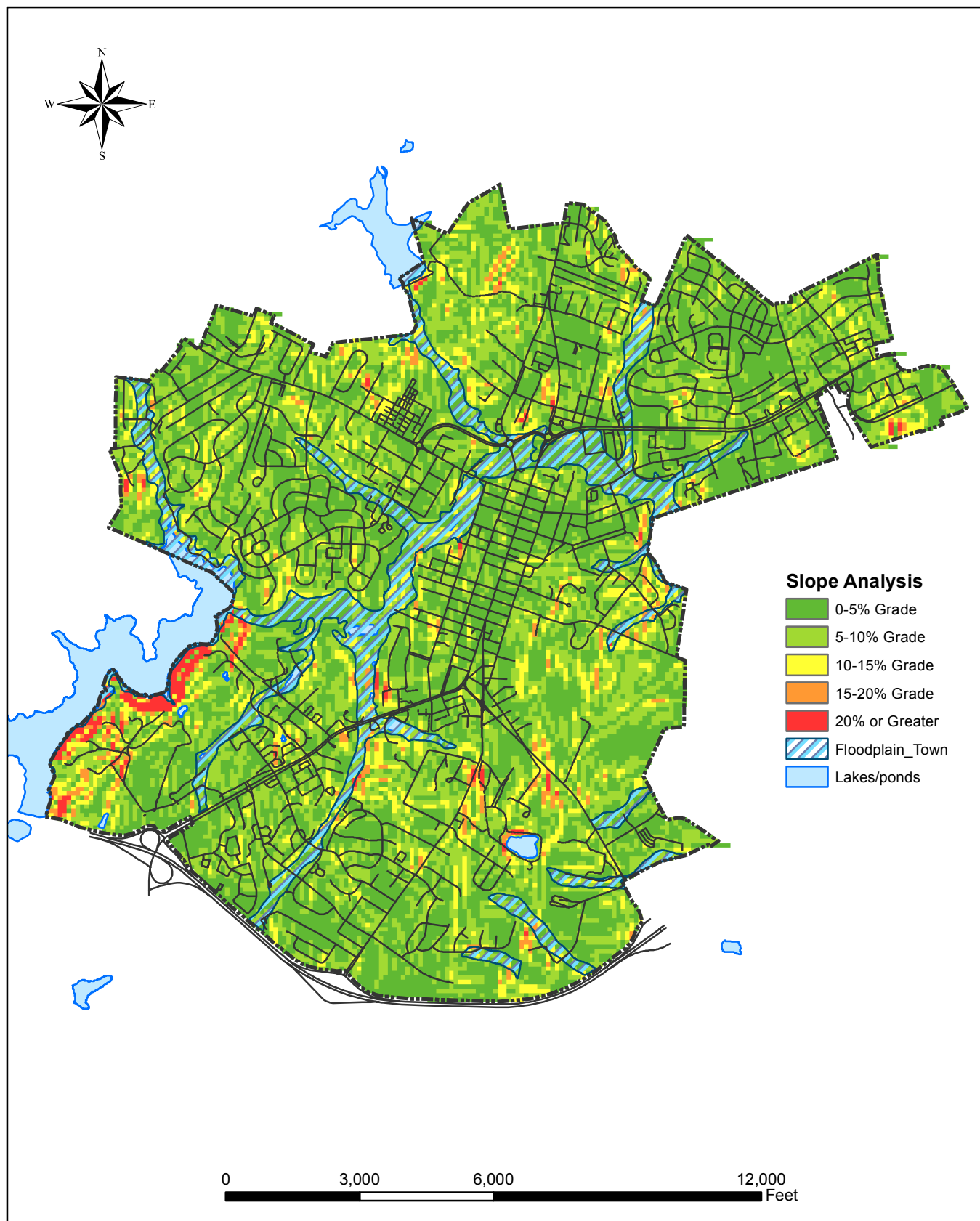
Map 20 on the following page identifies areas with sensitive natural resources that are protected by current regulations.

Map 21 shows the WPOD. The purpose of this district is to achieve the protection of the public health and safety, the assurance of minimal degradation and the prevention of future deterioration in the water quality of the Lake Pelham watershed. Development within the WPOD should be consistent with the watershed protection policies.

MAP 20: DAM-BREAK INUNDATION ZONES



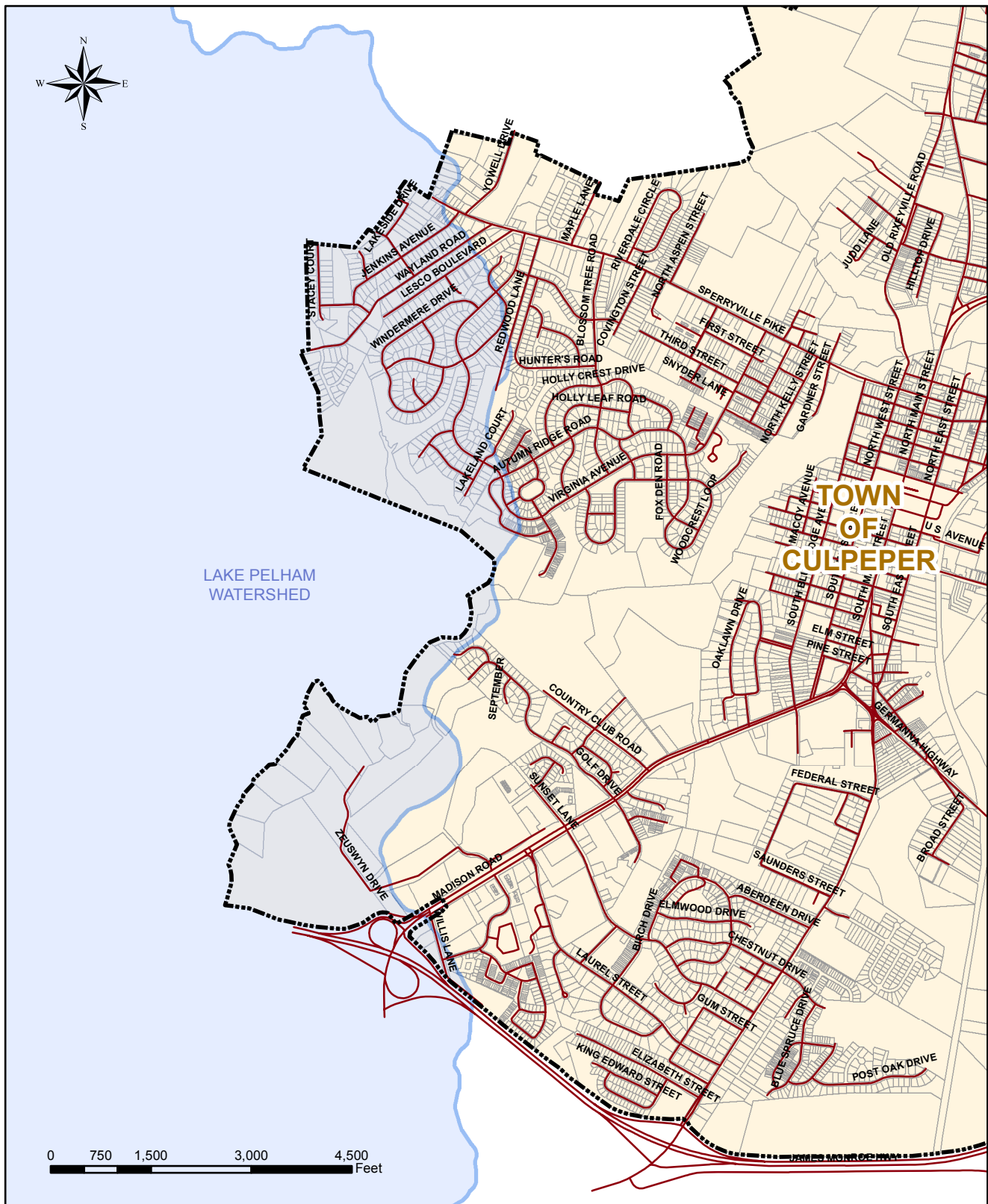
MAP 21: NATURAL RESOURCES AND DEVELOPMENT CONSTRAINTS



Map Updated on August 20, 2015 by the Town of Culpeper GIS & Planning Departments



MAP 22: WATERSHED PROTECTION OVERLAY DISTRICT



Map updated by Town of Culpeper GIS Department January 8, 2016



NATURAL RESOURCE ACCOMPLISHMENTS:

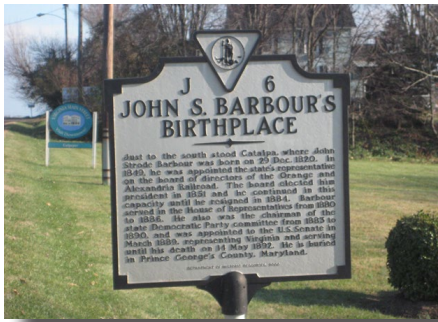
- ❖ New park master plan approved at the Waugh Property, protecting town well water and 32 acres of open space.



NATURAL RESOURCE RECOMMENDATIONS

The Town of Culpeper should consider the following recommendations in pursuit of the Goals of this Plan.

1. Continue to implement **Chapter 7 Erosion and Sediment Control of the Town of Culpeper Code of Ordinances** to manage the impacts of development on the water quality in the Lake Pelham Watershed and throughout the Town of Culpeper.
2. Continue to implement **Chapter 27 Zoning, Article XVI. Watershed Protection Overlay District** to regulate the development activity in the Lake Pelham Watershed and land draining into Mountain Run.
3. Continue to place emphasis on identification and protection of wetlands, and review the impact on all identified wetlands in conjunction with site plan review.
4. Continue to monitor and update all relevant regulations related to air and water quality in accordance with state and federal regulations.
5. Consider encouraging environmentally friendly development practices that reduce the impact on the local and global environment through “green” or Leadership in Energy & Environmental Design (LEED) building and neighborhood design.
6. Lead by example and complete civic building projects and land stewardship in an environmentally sensitive manner utilizing “green” or LEED building and site design and construction techniques.
7. Encourage protection of natural resources and open space areas as recommended in the **Community Character Chapter**.



Historic & Cultural Resources



The survey of historic sites and landmarks has been limited to the central portions of Town. Additional sites or landmarks not indicated in this plan may exist and have not yet been identified.

Although not yet part of the local historic district, properties along Blue Ridge and West Streets are historically significant to the community.

The Town of Culpeper is rooted in history. The Town exhibits architectural examples from various periods ranging back to 1749 and continuing to the modern time. In addition to the built environment, the Town has other sites of archeological and cultural significance. These historic resources contribute to the identity of Culpeper and are a valued asset to the community. While Culpeper remains forward thinking in its economic development policies, the Town has a tradition of historic preservation and conservation that helps support tourism and promote a community character that is uniquely Culpeper's. In the 1980's the Town established a Historic Resources Program to revitalize the central business district. Much of the other historic preservation activity has sprung from this effort. The Town Council established the Historic and Cultural Conservation Board in 1980 which transitioned and became the Architectural Review Board to oversee appropriate preservation and conservation of buildings within the Historic District.

The Town adopted a historical cultural district in 1982 and expanded this district over the subsequent years until it encompassed its current boundaries to include the Town of Culpeper National Register District in a local district with over 140 structures. The National Register District was established in 1987 and centers around the intersection of Davis and Main Streets, a principle intersection from the Town's founding and still the center of downtown activity. In 2013, the Town contracted Brockingham and Associates, a cultural resource consulting group, to resurvey and evaluate existing structures within the Culpeper Historic District. At that time, Brockingham and Associates recommended expansion of the local Culpeper Historic District to include expansion of the South Historic District along West Culpeper Street on the west side of the district, and north of E/W Scanlon Street on the south side of the district. Also, recommended was expansion to the North Historic District including several blocks north of the current district. Any improvements in the Culpeper Historic District are overseen and permitted by the Architectural Review Board (ARB). The ARB uses the Secretary of the Interior's Standards for historic preservation and the guidelines in the *Town of Culpeper Historic District Handbook and Design Guidelines*.

As a result of actions of the Virginia General Assembly, effective July 1, 2009, §15.2-

Town of Culpeper Comprehensive Plan

1129.1 of the Code of Virginia was amended to enable all Virginia localities to establish by ordinance, an arts and cultural district within its boundaries to increase awareness and support the arts and culture. Each locality may provide incentives for the support and creation of venues for arts and culture in that district. The locality may also grant tax incentives and provide regulatory flexibility to these ends. The tax incentives may be provided for up to ten years and may include the reduction of permit and user fees, and reduction of gross receipts tax.

In 2010 the Town of Culpeper established an arts and cultural district that provides incentives for arts and cultural businesses located within the area. In addition to the currently identified National and Local Historic District the Town has other potentially historically significant structures and neighborhoods which could benefit from some form of historic preservation or conservation at the local level, including but not limited to Blue Ridge Avenue, West Street, and Macoy Avenue. The following maps and lists identify historic sites and resources within the Town. Additional recommendations for the protection of Historical and Cultural Resources are also provided. The *Historic Sites Charts 7-10* note significant historic sites in the downtown Culpeper area. The numbers in the charts for each site correspond to the location of each site in *Map 22* on the following page.



The regular Farmers Market held in downtown is a current expression of a cultural resource.

TOWN OF CULPEPER HISTORIC SITES AND AREAS

CHART 7. HISTORIC SITES PART 1

SITE/DATE	LOCATION
● ■ A.P. Hill Boyhood Home/1774	① 102 N. Main Street
Alcocke Homes/1860	② 402 S. East Street
Alcocke Homes/1860	③ 406 S. East Street
Allan House/1871	④ 306 E. Piedmont Street
Antioch Church/1866	⑤ 202 S. West Street
⊗ Asher Street	Asher Street
Baby Jim's Snack Bar/c. 1950	⑥ 701 N. Main Street
Ball Cottage/1870	⑦ 302 E. Piedmont Street
Bill Fray House/1850	⑧ 710 S. East Street
Billy Fray Feed Shop/1835	⑨ 195 E. Davis Street
Bowie House/1830	⑩ 114 N. East Street
Broadus-Apperson/Old Stone House/1858	⑪ 121 E. Edmondson Street

Symbol notes:

① Site with no associated structures ⊙ Historic Use Removed/Structure Demolished ⊗ Significant Neighborhood ❖ Historic District ● Listed on National Register of Historic Places ■ Listed on Virginia Landmarks Register

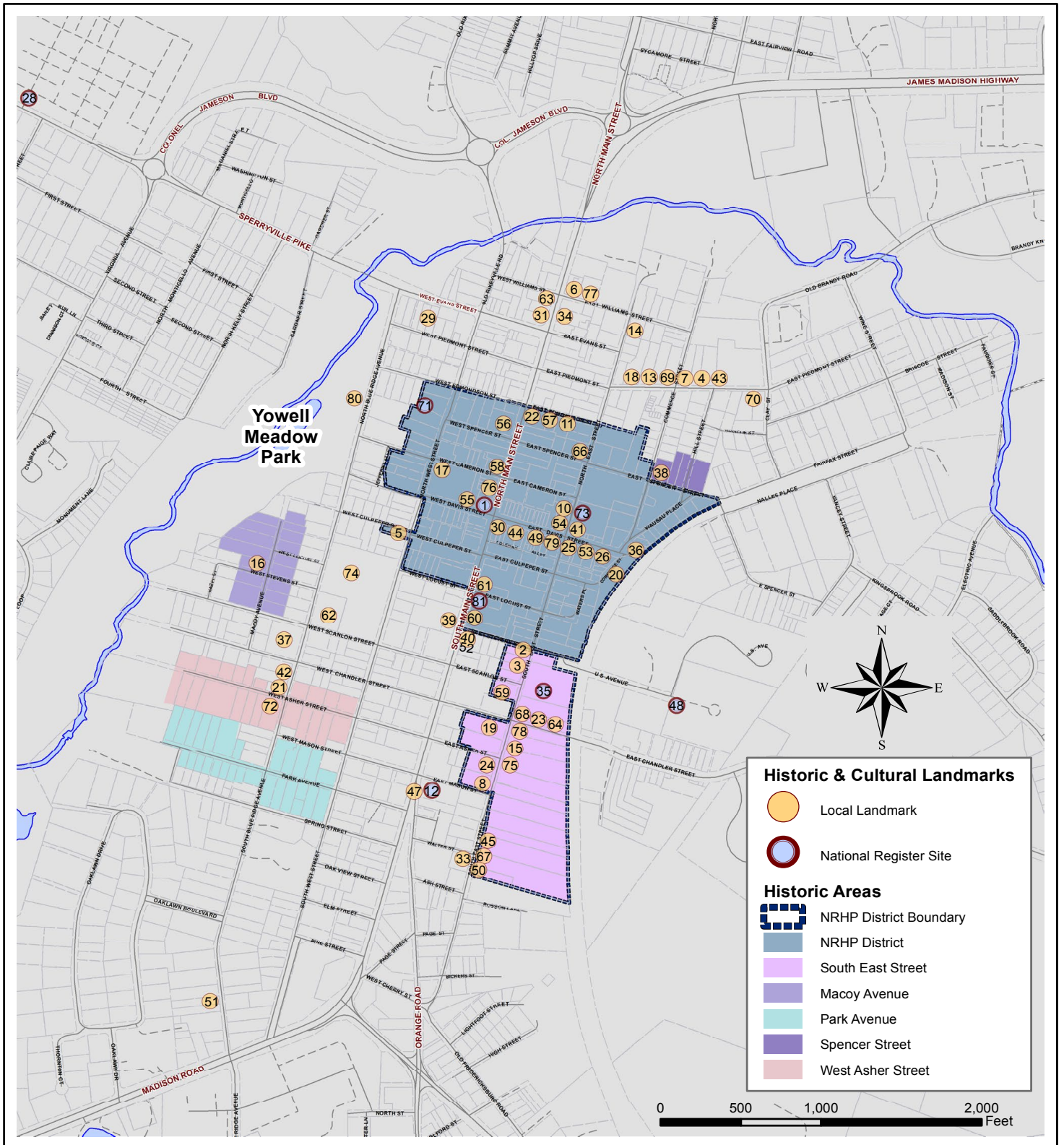


Davis Street - Historic District



Source: Culpeper 21 Plan, 1994. The Museum of Culpeper History, 2009. National Register of Historic Places, 2009. Virginia Department of Historic Resources, Virginia Landmarks Register, 2009.

MAP 23: HISTORIC & CULTURAL RESOURCES



Map Updated on October 28, 2015 by the Town of Culpeper GIS Department

TOWN OF CULPEPER HISTORIC SITES AND AREAS

CHART 8. HISTORIC SITES PART 2

SITE/DATE	LOCATION
●■Burgandine House/ 1749 (12)	807 S. Main Street
Burrows House/Nalle House/1850 (13)	214 E. Piedmont Street
Bywaters Cottage/1830 (14)	609 N. East Street
Chelf House/1858 (15)	605 S. East Street
Clyde Lewis House/c. 1900 (16)	306 Macoy Avenue
County Courthouse/1874 (17)	135 W. Cameron Street
Covington House/1858 (18)	206 E. Piedmont Street
Crimora Waite House/1885 (19)	602 S. East Street
●■❖Culpeper Historic District	Downtown
Depot/1904 (20)	109, 111, 113 W. Commerce Street
Dr. Humphries House/ early 1900s (21)	610 S. Blue Ridge Avenue
Dr. Lewis House/1870 (22)	409 N. Main Street
Eastern View (23)	204 E. Chandler Street
Episcopal Rectory/1835 (24)	702 S. East Street
Fairfax Masonic Lodge/1902 (25)	201 E. Davis Street
Fairfax Theater/NA (26)	237 E. Davis Street
●■Fairview Cemetery (28)	Sperryville Pike
Fairview/1830 (27)	231 Fairview Road
① Gallows Hill (29)	100 Block of N. West Street
Grayheart's Drug Store/1898 (30)	101 E. Davis Street
Greenlawn/1870 (31)	606 N. Main Street
●■Greenwood/1760 (32)	1007 Orange Road
Guinn House/1920 (33)	1002 S. East Street

Symbol notes:

① Site with no associated structures Ⓢ Historic Use Removed/Structure Demolished ⊗ Significant Neighborhood ❖ Historic District ● Listed on National Register of Historic Places ■ Listed on Virginia Landmarks Register

Source: Culpeper 21 Plan, 1994. The Museum of Culpeper History, 2009. National Register of Historic Places, 2009. Virginia Department of Historic Resources, Virginia Landmarks Register, 2009.



Davis Street - Historic District



TOWN OF CULPEPER HISTORIC SITES AND AREAS

CHART 9. HISTORIC SITES PART 3

SITE/DATE	LOCATION
Herndon Smith House/1855 (34)	605 N. Main Street
● ■ Hill Mansion/1854, (35)	501 S. East Street
James Hotel/1890-1900 (36)	302 E. Davis Street
John W. Yowell House/1900 (37)	506 S. Blue Ridge Avenue
Jones-Jefferies House/1850 (38)	302 E. Spencer Street
Lightfoot House/Magnolia Inn/1835 (39)	402 S. Main Street
Lord Culpeper Hotel/1933 (40)	700 S. Main Street
Macoy Avenue	Macoy Avenue
Macoy's Drug Store/Piedmont Masonic Lodge/pre-1880 (41)	202 E. Davis Street
Major Edwin Gibson House/early 1900s (42)	606 S. Blue Ridge Avenue
Makle-Bragg House/c. 1900 (43)	310 E. Piedmont Street
Martin Furniture Building/1890s (44)	125 E. Davis Street
Martin House/1855 (45)	901 S. East Street
Masonic Cemetery (46)	500 Old Rixeyville Road
Minutemen Monument (47)	Old Orange Road/U.S 29 Business
● ■ National Cemetery/1866 (48)	U.S. Avenue
Old Armory/1890s (49)	171 E. Davis Street
Old Ashby House/1860 (50)	1009 S. East Street
⓪ ⓪ Old Confederate Cemetery Site/ 1880-82 (51)	1220 S. Blue Ridge Avenue
Old Hill House/1840 (52)	401 S. Main Street
Old Masonic Hall/ 1800 (53)	126 N. Main Street
Old Mt. Pony Church/1895 (54)	176 E. Davis Street

Symbol notes:

⓪ Site with no associated structures ⓪ Historic Use Removed/Structure Demolished ⊗ Significant Neighborhood ❖ Historic District ● Listed on National Register of Historic Places ■ Listed on Virginia Landmarks Register

Source: Culpeper 21 Plan, 1994. The Museum of Culpeper History, 2009. National Register of Historic Places, 2009. Virginia Department of Historic Resources, Virginia Landmarks Register, 2009.



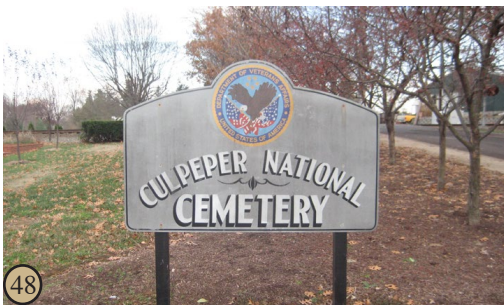
35



40



Culpeper 1863 - Union Encampment



48



25

TOWN OF CULPEPER HISTORIC SITES AND AREAS

CHART 10. HISTORIC SITES PART 4

SITE/DATE	LOCATION
Old Municipal Building/1927, (55)	118 W. Davis Street
Old Post Office/1932 (56)	302 N. Main Street
Old Pulliam House/1860 (57)	113 E. Edmonson
Old Virginia Hotel/1813 (58)	202 N. Main Street
Old Waite House/1870 (59)	502 S. East Street
⊗ Park Avenue	Park Avenue
■ Pitts Theater/1938 (60)	305 S. Main Street
■ Presbyterian Church/1868 (61)	215 S. Main Street
R.F. Booton House/c. 1900 (62)	226 W. Scanlon Street
Randolph Cottage/1830 (63)	610 N. Main Street
Reams House/1840, 1906 (64)	509 S. East Street
Redwood/1830 (65)	500 Sperryville Pike
Rhodes House/1885 (66)	302 N. East Street
Rosson-Walters House/1860 (67)	1001 S. East Street
Rust House/1859 (68)	202 E. Chandler Street
Sims House (69)	218 E. Piedmont
Sister Houses/c. 1900 (70)	501, 505 E. Piedmont Street
● ■ Slaughter-Hill House/1830 (71)	302 N. West Street
Smith-Guinn House/late 1800s (72)	301 W. Asher Street
■ St Stephen's Episcopal Church/1821 (73)	115 N. East Street

CHART 11. HISTORIC SITES PART 5

SITE/DATE	LOCATION
● ■ ❖ South East Street	South East Street
⓪ Sugar Bottom (74)	South West Street
Thompson House/1860 (75)	609 S. East Street
Veranda Building/1851 (76)	138 N. Main Street
Wampler House/1835 (77)	110 E/ Williams Street
Wheatland (78)	203 E. Chandler Street
Yowell House/1835 (79)	195 E. Davis Street
⓪ Yowell's Bottom and Clayton's Field/1775 & 1863 (80)	Yowell Meadow Park
● ■ State Theatre/ 1938 (81)	305 S. Main Street

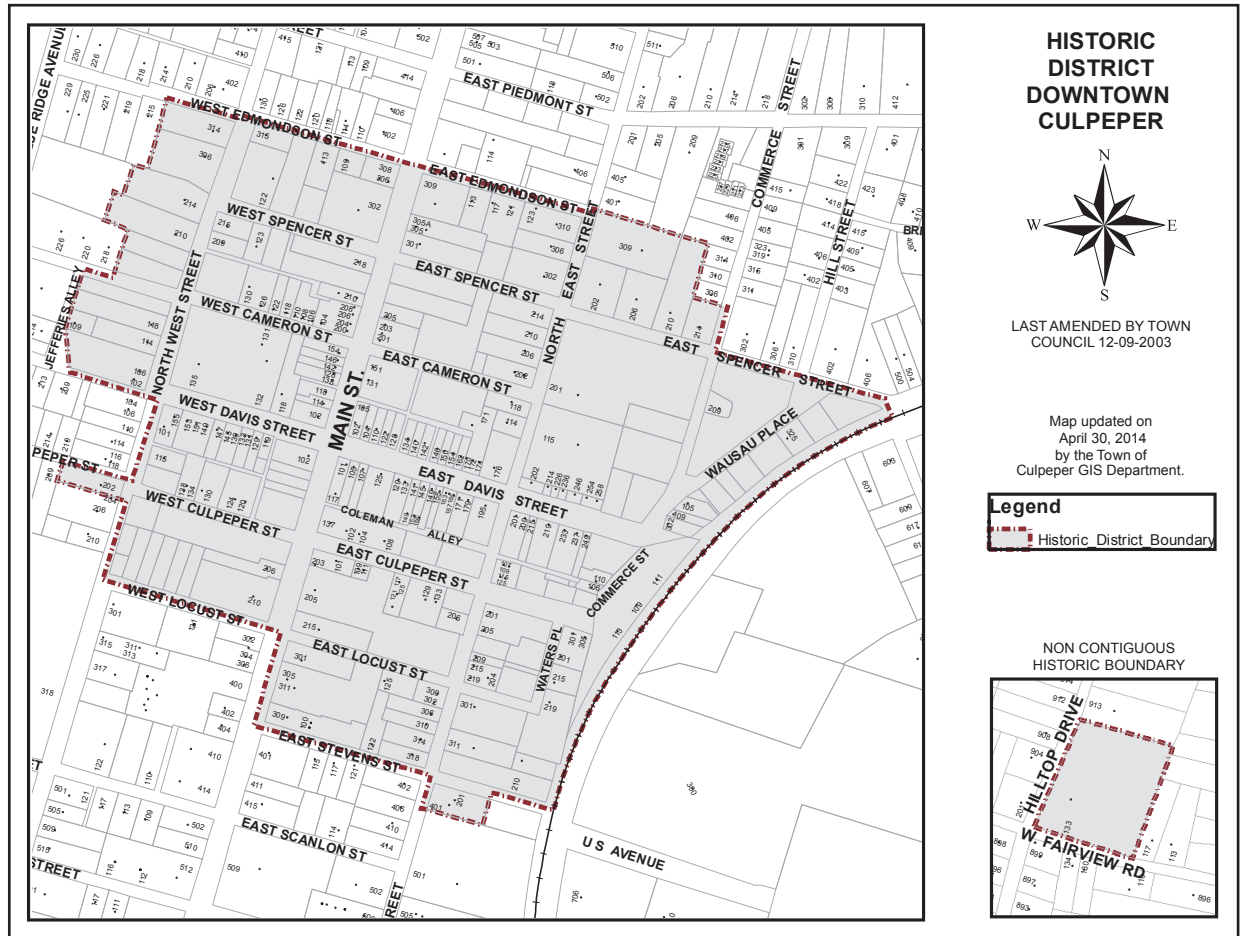
Symbol notes:

⓪ Site with no associated structures ⊙ Historic Use
 Removed/Structure Demolished ⊗ Significant Neighborhood
 ❖ Historic District ● Listed on National Register of Historic Places ■ Listed on Virginia Landmarks Register

Source: Culpeper 21 Plan, 1994. The Museum of Culpeper History, 2009. National Register of Historic Places, 2009. Virginia Department of Historic Resources, Virginia Landmarks Register, 2009.



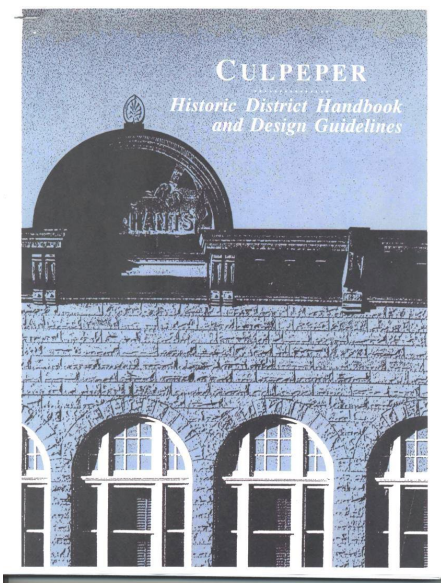
MAP 24: TOWN OF CULPEPER HISTORIC DISTRICT

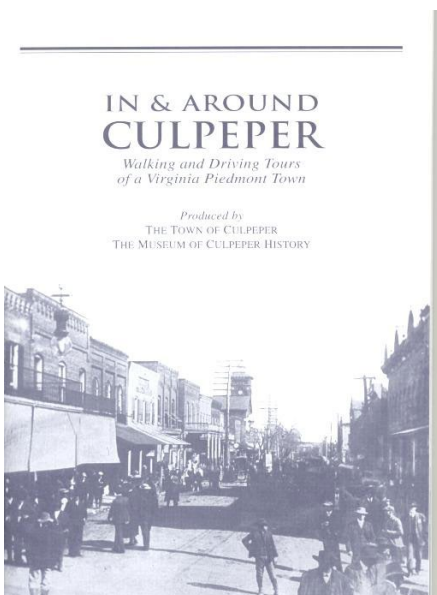


EXCERPT FROM THE "CULPEPER HISTORIC DISTRICT HANDBOOK AND DESIGN GUIDELINES"

The Culpeper Historic District is characterized by a variety of building types and styles representing Culpeper's importance as a county seat of the Virginia Piedmont. The district is centered on the Davis Street/Main Street intersection, the central crossroads of the Town from its earliest days, and extends north to Edmondson Street, west to the rear lines of properties on the west side of West Street, south to West Locust and East Stevens streets, and east to the Norfolk-Southern Railroad tracks.

The area within these boundaries contains the courthouse, and county/municipal government complex, several architecturally and historically significant buildings, and a number of pleasant commercial and residential buildings. Together they create streetscapes that share similar design characteristics and land uses, while including a minimum of noncontributing properties. In addition, the district contains four churches, two schools, a number of traditional industrial buildings and a railway station. Of the 140 buildings and 14 outbuildings within the district, only 21 are considered non-contributing to its historic or architectural character.





HISTORIC & CULTURAL RESOURCE RECOMMENDATIONS

1. Continue to recognize the National Register Districts as recorded with the National Park Service, and implement the local historic district and guidelines from the *Historic District Handbook and Design Guidelines* through the Architectural Review Board's stewardship.
2. Initiate an effort to update the *Historic District Handbook and Design Guidelines*.
3. Determine the practicality of extending the historic district to encompass additional portions of the downtown neighborhoods, or establish a conservation district to help regulate improvements to existing structures and infill development within the neighborhoods.
4. Continue to use its Certified Local Government status to obtain funds to complete historic preservation and reinvestment in historic properties and sites. The Town should continue to work with available sources of funding for historic preservation and monitor public and private sources of funding for preservation projects.
5. Continue to work with programs, such as the CDBG, that seek private investment and matching funds.
6. Participate in efforts to update the inventory of historic sites and buildings and identify additional structures and sites to be listed in the National Register of Historic Places. There are only six historic structures, one historic site, and two historic districts located within the corporate limits. Structures listed as "contributing" within the Historic District are, in theory, eligible for inclusion on the National Register of Historic Places. The Town should seek to increase the number of properties which are listed on the National Register.
7. Coordinate efforts with the Chamber of Commerce and the Department of Tourism to promote the area's historic and cultural resources.
8. In 2010 the Town established an Arts and Cultural District to provide tax incentives to businesses, which through their use and operation promote



and provide cultural resources and opportunities in Culpeper. The district should capture current cultural resources, as well as provide for future and undeveloped resources.

9. Maintain effective partnerships with federal, state and local agencies for historic preservation activities.
10. Continue to work with local historic and community associations.
11. Continue to support private efforts to maintain historic resources and promote cultural heritage.
12. Promote a greater public awareness of the importance of historic resources through education and events in Town.
13. The Architectural Review Board (ARB) will promote historic preservation by providing community education opportunities and/or preservation workshops. These events could include the identification of historical architectural styles, funding sources for National Register properties, maintenance of historic homes, color selection, or techniques of historic renovation.
14. Update the *Historic District Handbook and Design Guidelines* to include changes in the historic preservation field, such as the Americans with Disabilities Act (ADA) requirements, and others which have occurred since 1988 when the Handbook was completed.
15. The ARB will continue to maintain a cooperative stance in working with the community. The ARB, with several members who are professionals in the construction trades, architecture, or historians, should provide the public with practical information and advice and share their wealth of knowledge and experience. The ARB is a valued steward of a substantial investment made by the Town and numerous others in the improvement and rehabilitation of the downtown area.

HISTORIC & CULTURAL RESOURCE ACCOMPLISHMENTS:

- ❖ Updated the cultural resource surveys for the Culpeper National Register District. This was a grant funded effort in 2012 through the Virginia Department of Historic Resources.
- ❖ Sugar Bottom Interpretive Marker established on West Street in 2012.
- ❖ Established the Major General Long Memorial Marker in Yowell Meadow Park in 2015.
- ❖ New monument plaques telling the story of historic Fairview Cemetery and monument wall at the corner of route 522 and Colonel Jamison Boulevard.





9

PARKS, RECREATION & OPEN SPACE

CHAPTER CONTENTS

Introduction

Parks & Recreation

Parks & Recreation Map

Parks & Recreation
Recommendations

Sidewalks, Bikes, and Trails

Sidewalk, Bikeway and Trail
Master Plan

Sidewalk, Bikeway and Trail
Recommendations

Introduction

In recent years the Town has undertaken efforts to increase parks and open spaces. In 2007 *The Town of Culpeper Sidewalk, Bikeway and Trail Master Plan* was completed to provide guidance for an interconnected network of pedestrian and bike facilities throughout the community. In 2012, Town Staff worked with the Parks and Recreation Commission to develop the Culpeper Greenway Network Plan to guide the development of multi-use trails throughout the Town. The inclusion of these elements in the Comprehensive Plan supports the sustainability vision of the plan and integrates an opportunity to provide facilities that promote quality of life and health for the residents of Culpeper. The elements addressed in this chapter are an extension of the public facilities in that these areas are not only regulated by local government but also ultimately managed by the Town.

Parks and Recreation

PARKS, RECREATION & OPEN SPACE GOALS

- ❖ Provide quality parks;
- ❖ Protect natural resources including air and water quality;
- ❖ Coordinate and participate in regional efforts to promote public health;
- ❖ Encourage connectivity in new and existing developments.

The Town currently maintains four parks including Kestner Wayside, Mountain Run Lake Park, Yowell Meadow Park and Wine Street Memorial Park. The Town also maintains a boat launch at Lake Pelham. Yowell Meadow Park contains over 12 acres of land providing recreation fields and courts, a skate park, playground, and walking trails. The Town recently adopted a master plan for a 32 acre property located off of Madison Road. The master plan calls for a variety passive recreation uses as well as a splash park and an outdoor amphitheater. There may also be opportunities for additional outdoor recreation with the use of the former water and electric buildings at the end of Spring Street. Furthermore, Lake Pelham and Mountain Run Lake could provide water recreation based activities that could become a valuable asset to the Town's parks and recreation amenities.

In addition to the Town-operated parks, many recreational opportunities are provided by the local schools through access to school facilities from playgrounds to ball fields. The overall vision for the park system is that these facilities should be community-based and interconnected with the recommendations of the *Sidewalk, Bikeway and Trails Master Plan*. The system should provide an equitable distribution of parks within the Town and supplement the Town's current recreational options.

PARK CLASSIFICATIONS AND FUTURE NEED

Map 24 shows existing parks, potential parks, existing multi-use paths, and potential multi-use paths. The Parks and Recreation Map shows the Town's commitment to expanding park and public open space facilities and connecting these facilities throughout the town with paved paths and greenway trails. Strategically, parks can be broken down into three categories that can serve residents based on the size of the park and the surrounding population it can serve. The following page summarizes the criteria for a neighborhood park, community park and town park. Based on these classifications there may be a need for more neighborhood parks near neighborhoods that are lacking public open space.



NEIGHBORHOOD PARK

Typical Size:

Generally one acre or less in size.

Need:

One acre (or park) per 1000 residents

General Description:

Designed to be within walking distance (1/2 mile service radius) of the principal users (residents of a single neighborhood). Typically, these parks provide limited recreational opportunities. Recreational facilities may include playground, multi-purpose field and courts and are generally geared toward active recreation and play. Benches, trails, and quiet areas are sometimes included. Recreational offerings are designed to be flexible, seldom containing single-use recreational facilities (i.e. tennis courts). Neighborhood parks have been successfully established on leased property with portable equipment. Pocket parks are also known as mini-parks or play lots.

COMMUNITY PARK

Typical Size:

Generally from 1 to 30 acres in size.

Need:

Two Acres per 1000 residents

General Description:

Designed to serve several neighborhoods or a portion of the Town within a one-mile radius. Community parks may contain both passive and active recreational facilities. Intended to provide facilities beyond the capacity of smaller neighborhood parks. Community parks provide close-to-home recreational facilities which require more space. They provide a reasonable diversity of recreational opportunities for people of all ages including tot lots, a tennis complex, a swimming pool and lighted play fields. Picnic areas, playgrounds, tennis and basketball courts, ball fields and pedestrian trail systems may be included. Open space in community parks allows for picnic areas and walking and jogging trails along with adequate parking and support facilities. No new community parks are proposed.

TOWN PARK

Typical Size:

Generally 30 acres or greater in size.

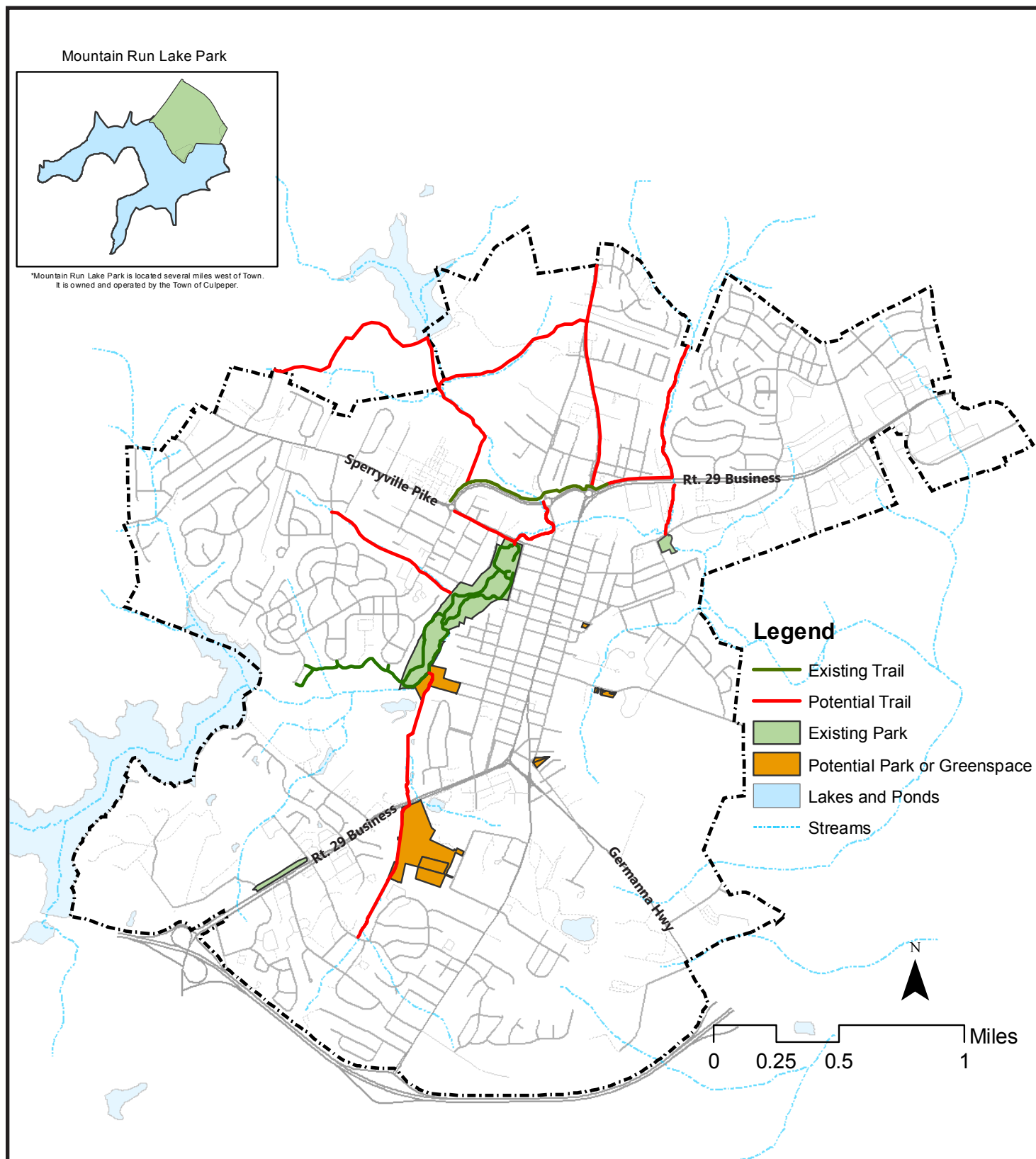
Need:

Four acres per 1000 residents

General Description:

Designed to accommodate a variety of day-use activities. Town parks typically provide the opportunity for a greater emphasis on passive recreation than community parks. In both size and recreational offerings, these parks are intended to serve the entire population of the Town and may also attract County residents. Town parks typically include playgrounds, tennis courts, swimming pools, ball fields, picnic areas and trails, as well as walking and biking facilities. Mountain Run Lake Park and Yowell Meadow Park are both examples of Town Parks.

MAP 25: PARKS AND RECREATION



LOCATION AND DEMAND FOR FACILITIES

A variety of factors should be considered when determining the appropriate number, size and location of parks or open spaces for a locality. Every locality has unique factors that include demographics, population density and infrastructure. Generally, a locality should provide 1 to 2 acres of outdoor recreation for every 200 residents. This indicates that the town should have around 85 to 170 acres of outdoor recreational space. Roughly between 2 and 4 percent of the land mass within the town limits. Currently the Town has approximately 38 acres of dedicated park space. The Waugh Property will provide for an additional 32 acres of outdoor recreational space once developed into a public park. The Town should continue to explore opportunities to develop smaller neighborhood parks in the suburban edges of town as vacant parcels become available and during the planning of new developments.



The Town has approximately 3.2 miles of existing trails and paved multi-use paths with an additional 7.2 miles planned. The proposed system of trails and multi use paths will connect the park system, downtown and other destinations, providing access to more outdoor recreational activities and increase connectivity between local neighborhoods and community destinations.

SUCCESS STORY: NEW PARK MASTER PLAN



Culpeper Town Council approved a new park master plan in October 2015. The name for the park is still being developed. The park master plan calls for pavilions, playground, splash park, 9-hole disc golf course, paved multi use trails, a wetland observation area and an amphitheater. The 32 acre park was purchased with Water and Waste Water funds to construct town wells for drinking water.

PARKS & RECREATION RECOMMENDATIONS

1. Recognize four (4) types of parks: 1) Neighborhood Parks; 2) Community Parks; 3) Town Parks; and 4) Shared Facilities. The individual elements of the park system should be interconnected by trail, bikeway, and sidewalk systems to ultimately form a continuous network.
2. Plan for a distribution of Community and Neighborhood Parks throughout Town. Community parks may be shared among districts, and school parks may be considered as a provision of facilities within an area.
3. Continue working with the schools to provide coordinated and diverse recreation opportunities for Town citizens through cooperative use agreements.
4. Consider possible alternatives to fee-simple ownership (e.g. leased property arrangements with portable equipment).
5. Encourage both passive and active recreation within each park for the overall enjoyment of our residents. The facilities should be developed to serve more than one type of recreational activity.
6. Promote the dedication of suitable park land through proffers, and encourage the provision of open spaces and recreational opportunities within subdivision design to create complete neighborhoods and provide recreational opportunities in conjunction with residential growth. Private recreational facilities in multi-family and mixed use housing developments should supplement the Town's recreational offerings and be made available to residents of the development. In single family developments, land used for parks and recreation purposes, through proffer or donation, should be accepted by the Town.
7. Coordinate its maintenance efforts with the recreational programs provided by the Culpeper County Department of Parks and Recreation, to avoid duplication of recreational facilities for league sports provided by the County.
8. Pursue a joint-use agreement with the Culpeper County School Board concerning the use of recreational facilities within the corporate limits of the Town of Culpeper. The Town should also encourage the School Board to develop recreational facilities, which are in short supply in the Town.
9. Develop a program whereby bequeaths of property to be used for parks and recreation purposes can be made. The Town should also develop a program whereby gifts from corporations and organized groups can be accepted-both in the form of land and recreational equipment.
10. Preserve natural resource areas where appropriate, as passive open space. Recreational facilities may be placed within natural areas, including floodplain and shoreline environments. However, when used, these areas should be protected from degradation, and facilities should be limited to unpaved paths or other facilities that will not impede the functionality of the natural area.
11. Develop and maintain individual park master plans so that the land is efficiently used and needed facilities are provided.
12. The Parks and Recreation Commission should recommend projects to be included in the Culpeper 2020 Plan and to the Capital Improvements Plan on an annual basis.
13. Prioritize the development of outdoor recreation activities at Lake Pelham and Mountain Run Lake. Increase the number of access points for boaters, kayakers, canoers, fisherman, birders and other lake related sports and activities.



PARKS & RECREATION ACCOMPLISHMENTS:

- ❖ Town Council approved a master plan for a new 32 acre park located off of Madison Highway/route 29 business.
- ❖ The Town Skate Park in Yowell Meadow Park was renovated in 2012.
- ❖ Culpeper Dog Park was constructed at Mountain Run LakePark in 2014.
- ❖ New park signs have been implemented at all the Town parks and are consistent with all major public facility site signage.

Sidewalks, Bikeways & Trails

In 2007, the *Town of Culpeper Sidewalk, Bikeway, and Trail Master Plan* was completed by Toole Design Group. The plan was funded through a grant from the VDOT Rural Transportation Planning Grant program and by local matches and commitments from the Town of Culpeper. The intent of the plan was to prepare a coordinated and strategic effort to create a functional bicycle and pedestrian network by building on the system and features already established. *The Plan* is included in its entirety as part of the *Technical Appendix* and the recommendations of the plan are summarized here to illustrate the connection between this and the other elements of the comprehensive plan. Like the goals of this Comprehensive Plan, the *Sidewalk, Bikeway and Trail Master Plan* focuses on connectivity, mobility, safety, quality of life and supporting tourism efforts.

In 2012, Town staff worked with the Parks and Recreation Commission in the development of the Culpeper Greenway Network Plan. The Plan provides the framework for constructing an interconnected network of multi-use trails throughout the town. The Culpeper Greenway Network Plan provides design guidelines for future trail development and identifies 9 proposed trails to be developed.

The recommendations in this section should be used in coordination with subdivision and development review and approval, the siting and provision of future parks and open spaces, and in coordination with public facility improvement projects executed on an annual basis. The physical recommendations from the Plan are provided on the following three maps and the action from the Plan are reiterated in the subsequent recommendations.



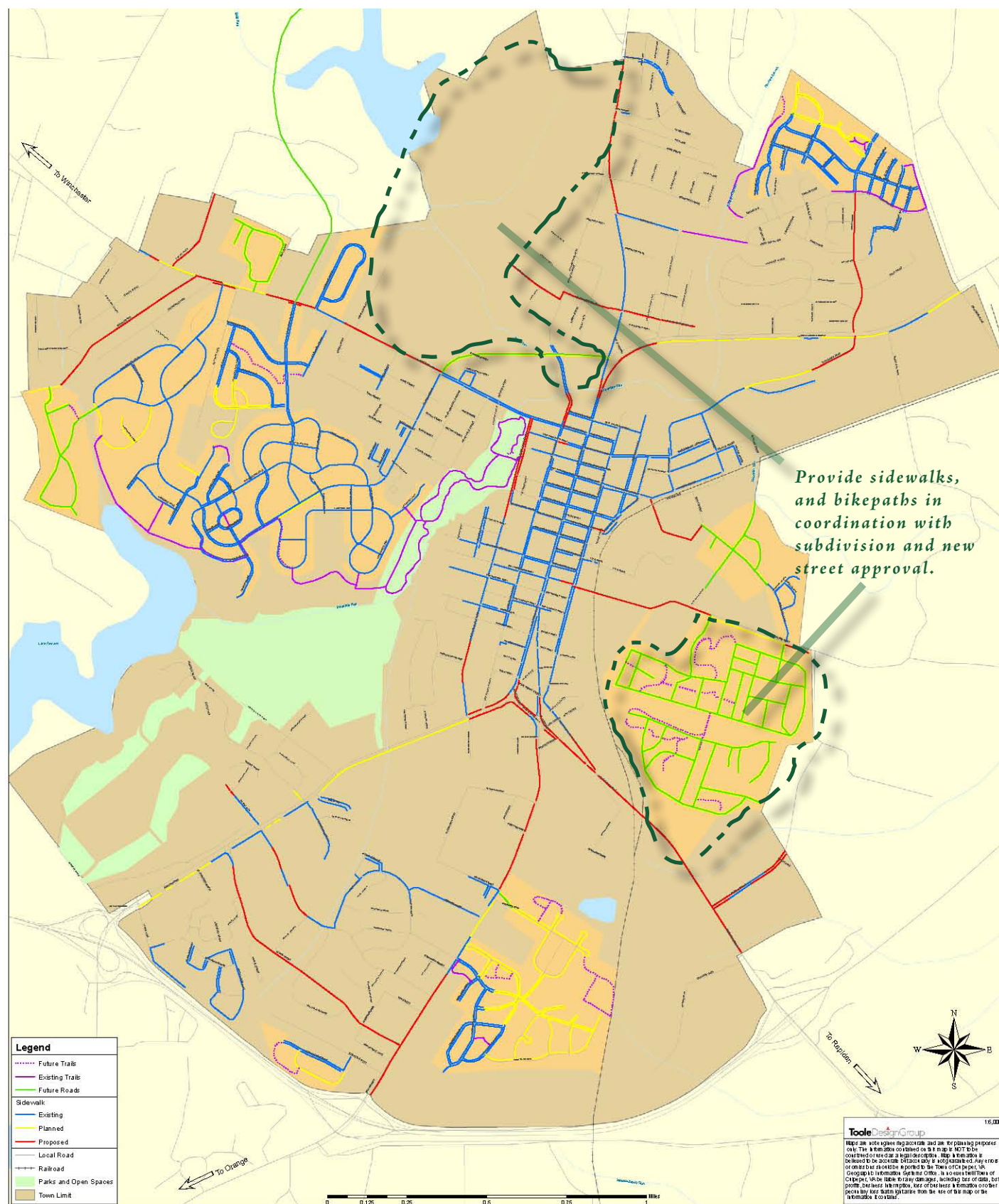
Sidewalk, Bikeway and Trail
Master Plan

July 2007



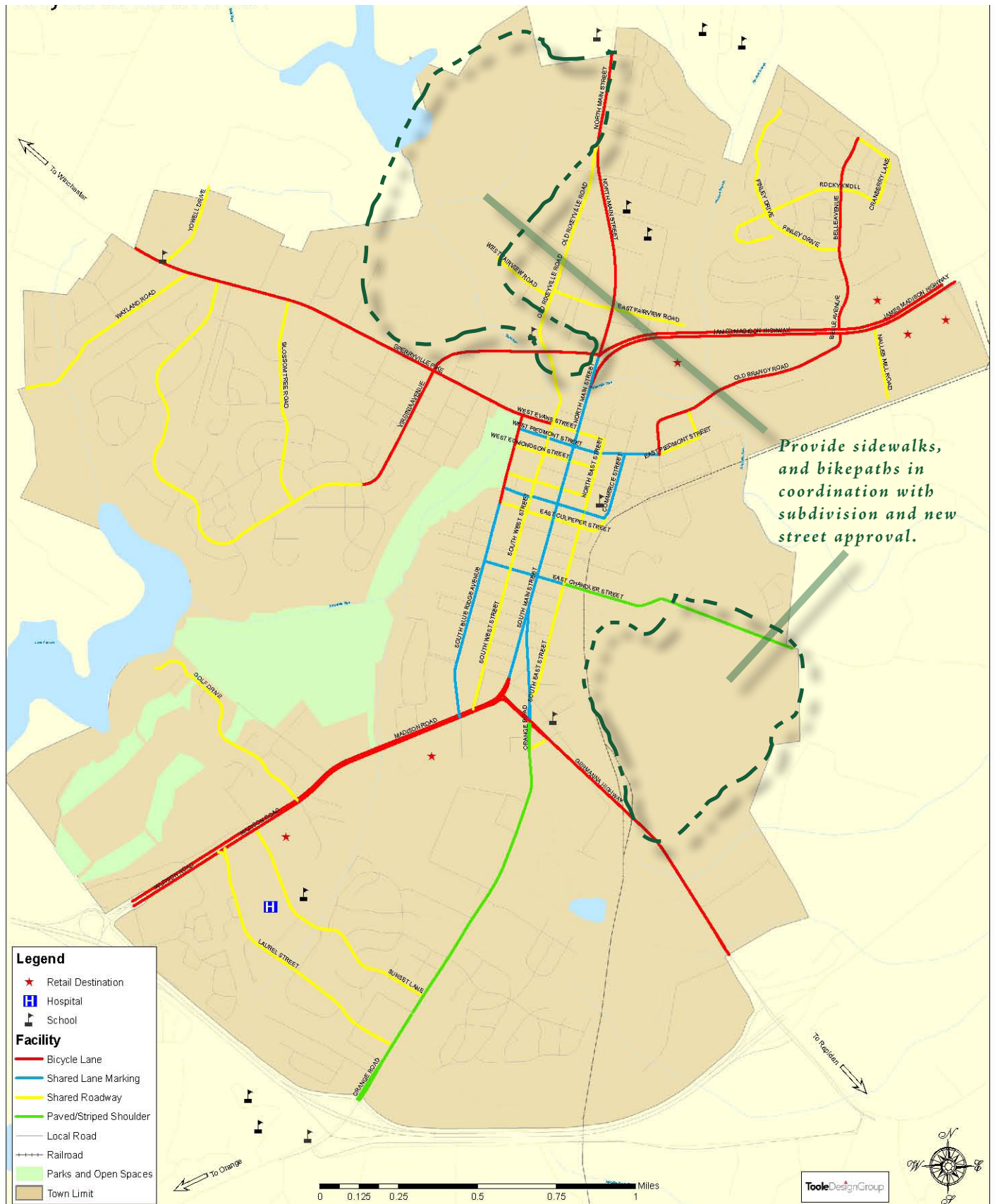
The full recommendations of the Sidewalk, Bikeway and Trail Master Plan are incorporated into the Town of Culpeper Comprehensive Plan by reference. The complete Master Plan is included in the Technical Appendix and is available from the Town Planning Department.

MAP 26: SIDEWALK CONNECTIONS



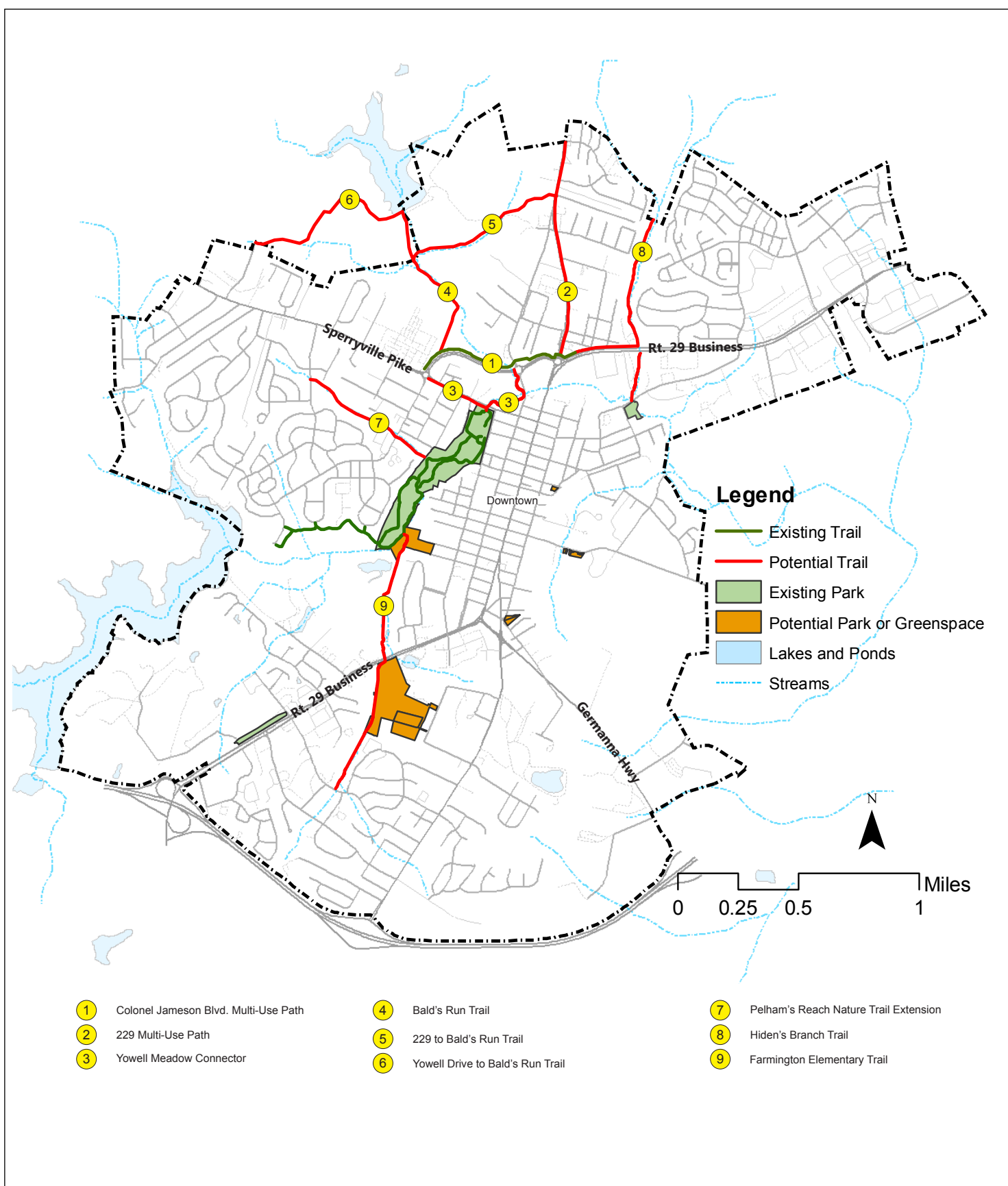
Note: For additional detail, see the full-size color version of this map (available from the Town of Culpeper).

MAP 27: BICYCLE ROUTE NETWORK



Note: For additional detail, see the full-size color version of this map (available from the Town of Culpeper).

MAP 28: CULPEPER TRAIL NETWORK





SIDEWALK, BIKEWAY AND TRAILS RECOMMENDATIONS

1. Update and implement the prioritized actions of the *Sidewalk, Bikeway, and Trail Master Plan*.
2. Provide for facilities that allow pedestrians to travel along and cross road ways safely, either through public improvement projects or through subdivision and development regulations.
3. Pursue the inclusion of on-road bicycle facilities to serve a wide variety of bicyclists. These improvements should be coordinated with VDOT or Town road projects.
4. Work with private and semi-public entities to install and maintain bicycle racks at key destinations including downtown, schools, libraries, hospitals, and parks throughout Town.
5. Create a network of signed bicycle routes that identifies the most suitable roadways for bicycling between community centers, recreation areas, and other key destinations.
6. Implement the specific recommendations for improved or new bicycle and pedestrian facilities included in the recommendations of the *Sidewalk, Bikeway and Trail Master Plan*.
7. Capitalize on the key location of Yowell Meadow Park to create a spine for the pathways and trails connections through a greenway network following the major streams and existing parks.
8. Improve pedestrian and bicycle access along major arterial roads including James Madison Highway, Madison Road, Sperryville Pike and Germanna Highway.
9. Adopt regulations to ensure that new developments (both commercial and residential) are safe for walking and bicycling, and that non-motorized transportation and recreation facilities identified in the *Sidewalk, Bikeway and Trail Master Plan* are constructed during development projects.
10. Conduct a review of the existing zoning ordinance to highlight areas where requirements could be strengthened, changed or added to improve pedestrian and bicycle facilities.
11. Update and adopt the Culpeper Greenway Network Plan to guide the development of an interconnected trail network throughout the Town.
12. Establish an institutional framework and oversight structure necessary to implement the recommendations of the *Sidewalk, Bikeway, and Trail Master Plan*.
13. Develop and maintain a program that ensures facilities are maintained in good repair, both through routine seasonal maintenance and spot repairs.
14. Work with the County to improve pedestrian and bicycle connections and connect to a regional system.
15. Pursue additional grant sources and capital funding as necessary to supplement pedestrian and bicycle facilities.
16. Work with other local organizations to organize bicycling and walking events to educate residents about pedestrian and bicycle safety.
17. Work with the public schools to apply to VDOT for Federal grant funding to establish a "Safe Routes to Schools" program.
18. Work with schools, local businesses and other local stakeholders to coordinate and promote programs that encourage walking and bicycling as a form of transportation.
19. The Town should improve and enforce laws concerning the safe interaction of pedestrians, bicyclists, and motorists in shared environments.

SIDEWALK, BIKEWAY AND TRAILS ACCOMPLISHMENTS:

- ❖ Extended sidewalk on the southern portion of James Madison Highway in 2012.
- ❖ Improved ADA access downtown by installing handicap accessible ramps at intersections and near handicap parking stalls.



St. George's
MORTGAGE

OPEN

IMPLEMENTATION

CHAPTER CONTENTS

Summary

Tools

- Regulations

- Coordination Efforts

- Capital Improvements & Investments

- Strategic or Focus Area Plans

- Comprehensive Plan Updates & Amendments

Work Plan

Prioritization

Summary

This chapter contains the recommended actions and descriptions of how the Town can successfully implement the recommendations contained in the other chapters of the plan. The implementation efforts detailed below describe the kind of action or effort needed. Many of the plan's recommendations are for ongoing policy that should be integrated into the everyday operations of the Town administration and actions. Others, outlined below as "Tools," will require specific efforts or allocation of resources. These categories include:

- ❖ Regulations
- ❖ Coordination Efforts
- ❖ Capital Improvements & Investments
- ❖ Strategic or Focus Area Plans
- ❖ Comprehensive Plan Updates

Tools

NOTE: FORM-BASED CODES

Form-based codes are a newer form of development regulation that focus more on the physical arrangement, size, scale, and aesthetics of development over concerns of separating uses. This approach seeks to regulate building form rather than, or in addition to, land use. It establishes zones of building type based on pedestrian accessibility and the scale and character of surrounding development, but largely allows building owners to determine how the building will be used. Form-based codes typically contain a regulating plan that identifies which building envelope standards apply to which block frontages; building envelope standards that set basic parameters for building height, setbacks, roof design, and fenestration; and architectural and streetscape standards.

REGULATIONS

ZONING ORDINANCE

Updating and amending the Town's Zoning Ordinance (Chapter 27 of the Town Code) is a legislative action of the Town Council. The Town should complete a comprehensive review and update of the Zoning Ordinance to incorporate standards as needed to implement the recommendations of this plan and promote more sustainable character focused development. The Zoning Ordinance is the primary tool the Town has to implement the plan and it provides the regulatory standards for development.

The tone and intent of the land-use and community character recommendations take this Comprehensive Plan toward a decidedly more "form-based" approach to land-use regulations. There are three possible options the Town could pursue in updating the Zoning Ordinance to support the implementation of this plan.

1. Maintain the current zoning structure, modify, and add development standards to address the additional facets of community character addressed in the plan. This alternative would require substantial amendments to all zoning districts and customized development standards for each.
2. Pursue a form-based zoning ordinance and undertake a complete overhaul of the zoning process, and ordinance, to create a zoning approach, which is more responsive to the character driven zoning approach.
3. Create a hybrid version of the current zoning code and more form-based elements for the various character areas or districts within the Town.



OTHER ORDINANCES

The Town may need to adopt special ordinances or regulations to fully implement other elements in the plan, particularly if a full comprehensive rewrite of the zoning ordinance is not undertaken. Other topics that the Town may need to consider for special regulations include:

- ❖ Subdivision Ordinance
- ❖ Street connectivity
- ❖ Sidewalk provision
- ❖ Best Management Practices (BMP) for Stormwater Management
- ❖ Allowances for sustainable energy production

COORDINATION EFFORTS

Many of the topics and recommendations in the plan allude to the need for the Town to coordinate efforts with other jurisdictions, political entities, non-profit agencies, or private parties. Coordination is an ongoing administrative effort that could result in regulatory actions or agreements at various times. This plan recognizes that agencies outside of the Town regulate or affect many elements of the community including transportation and parks. There are aspects of the Comprehensive Plan that the Town can implement if partnerships with other agencies are involved. Also, the Town could better position itself to receive funding for special projects if other agencies are involved. With numerous agencies potentially involved in partnerships for implementation of the comprehensive plan, the simplest strategy for the Town is to communicate with the appropriate agencies and inform them of the Town's policies and the needs of the community.

CAPITAL IMPROVEMENTS & INVESTMENTS

Some of the recommendations made in the plan will require capital improvements and investment of public funds to implement.

ACQUIRE AND IMPROVE NEW PARKS

The recommendations for new neighborhood parks indicate demand for several new park locations. The Town should consider acquisition of land either through direct purchase or through dedication in the proffer system. Implementation will require an ongoing identification and prioritization action by the Parks and Recreation Commission and Town Council based on available resources. As the plan recommends, master plans should be developed for each park.

SERVICE PROVISION

The Town should monitor the availability of, and constraints to, the provision of water and sewer services in pursuit of growth management. The 2004 Water Supply Plan addresses future expansion of treatment capacity for water. This function of provision of water and sewer services is a key component to the Town's ability to manage growth. Consistent monitoring of the demand

placed on the system by new development will be important in successful implementation of the utility provision recommendations. The Town should continue to evaluate the policies in place for the provision of services to new development to ensure the general goals and intent of the plan are being upheld.

STRATEGIC OR FOCUS AREA PLANS

Recommendations, particularly those in the Economic Development and Housing Chapters, revolve around the need to conduct additional planning activities. The Comprehensive Plan is a broad look at what the overall future of the community should be. As part of the Comprehensive Plan, the team identified key locations in the Town that may need special or focused planning attention to fully address the special circumstances of each area. These focus area plans are better able to drill down to very local issues that cannot be adequately addressed in the context of a Comprehensive Plan. The Investment Areas and the Growth Areas are both categories where strategic or focus area plans should be used to implement the recommendations of the Comprehensive Plan. There may be other opportunities the Town finds to develop special topic or strategic plans. One example of this type of planning is the Town's Capital Improvement Plan that itemizes the needed capital improvements and identifies allocation of funding for various projects.

COMPREHENSIVE PLAN UPDATES & AMENDMENTS

Predicting the future is impossible. Planning is the best proactive activity the Town can undertake to prepare for the future based on best available data and trends. The role of the Comprehensive Plan is to establish a framework for decision making, but keeping the plan a living, flexible document is vitally important to its success. As time progresses and the Town achieves the recommendations of the plan, the Town should monitor the success of the plan and benchmark its achievements.

This plan is a long-term visionary document that looks at a planning horizon of 10 to 15 years. However, the Town may achieve recommendations of the plan before that time period is over, or changes in development trends, local economy, or other unforeseen factors may change the way the Town wants to vision the future. In these cases, the Town should complete and update the plan to keep the document relevant and applicable to the challenges the Town faces.



ANNUAL REVIEW

The goals and recommendations in each chapter of this plan create an effective checklist for monitoring the plan. Each year, the Town officials should meet to determine which recommendations to work on over the upcoming year. At the same time, the Town should look back over the previous year and evaluate what the community accomplished and where there is a need for improvement. This review allows for flexibility in determining the tasks the Town will undertake based on budgetary constraints or changing community priority and input.

FIVE-YEAR REVIEW

Major changes can occur in a very short time. Boundary adjustments, changes in infrastructure, the transportation system, development methods, and even changes in elected officials, state law, or other regulations can have a significant impact on the recommendations of this plan. The Town should periodically review the document for substantive changes. It may not be necessary to go through a long and intensive review process, but the Town should take steps to involve the public in this review process to ensure the goals and recommendations are still relevant. The review should also identify major changes in infrastructure, land use, and transportation that may change the recommendations of the plan.

LONG-TERM REVIEW

This plan sets a vision for an end-state or build out future, and while it is clear on the long-term vision, it is intended to be a dynamic document. As time progresses, the Town should continue to work toward the overall vision and goals of this plan and by 2025 will have accomplished many of the specific recommendations outlined in the plan. For this reason, the Town should go through an extensive comprehensive planning process every 10 to 15 years, similar to the one that led to this plan and its predecessors.

Work Plan

CULPEPER 2020 PLAN

The Culpeper 2020 Plan was developed by Town staff in 2015 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. The Plan also identifies, locates, and visualizes catalyst projects of various sizes throughout the Town to promote and sustain economic growth. The plan will be re-evaluated annually and updated with new projects and/ or policy sheets for the upcoming fiscal year. Town Council will have the opportunity to either incorporate projects into the Capital Improvement Plan (CIP) or adopt a new policies that are incorporated into the Culpeper 2020 Plan.



Many of the plan recommendations imply that the Town either continue or shift efforts in the everyday administration of town policy which requires a conscious effort on the part of Town staff and officials but will require relatively little allocation of resources. On the other hand, the topics listed on page 132 as “Tools” are broad descriptions of the kind of efforts or actions the Town will need to pursue to implement the more complex recommendations of the plan. It is important to have a long-term guide designating which of these items are of the highest priority (provided on the adjacent page). It is also important that the Town annually prepare a work plan for the implementation of the Comprehensive Plan.

The annual work plan should be prepared by the Town’s Director of Planning and Community Development in concert with the Planning Commission. This annual work plan should seek to prioritize planning efforts for the year and should be influenced by a number of timely factors, including but not limited to, available resources, potential grants or outside funding opportunities, available staff resources; current growth and economic trends; and facility or service demand.

The annual plan should draw from the various recommendations contained within the chapters of the plan and the tools in the implementation chapters. Additional actions may also be added as necessary to effectively operate the Town’s Planning and Community Development Department and address the contemporary needs of the community.

The annual work plan should also influence the prioritization of items for inclusion in the Town’s Capital Improvements Plan, and detail which strategic or focus areas plans should be prepared. The Prioritization chart on the adjacent page illustrates this relationship.

Prioritization

CHART 12. WORK PLAN PRIORITIZATION CHART

Effort Type	(Yr 1) Short-term	(Yrs 2-5) Mid-term	(Yrs 5+) Long-term
REGULATIONS	Update Zoning Ordinance		
	Update or Create Land Development, Design, or Other Ordinances as needed		
COORDINATION	Work cooperatively with other agencies and departments including but not limited to Schools, County of Culpeper, Commonwealth of Virginia, Virginia Department of Transportation		
COMP PLAN UPDATES	Annual Work Plan	5-Year Review	10-Year Update
CAPITAL IMPROVEMENTS	Update and maintain the Town's Capital Improvement Plan as needed to allocate resources and funding to various CIP projects in accordance with the Comprehensive Plan. Coordinate with Annual Work Plan.		
	Acquire and improve parks as needed per CIP and Annual Work Plan		
STRATEGIC OR FOCUS AREA PLANS	Prepare Focus Area Plans or Studies for Targeted Investment Areas per Annual Work Plan		
	Prepare Strategic Plans for specific operations or facilities as needed per Annual Work Plan		
	Prepare Focus Area Plans or Studies for Growth Areas when growth pressures manifest per Annual Work Plan		



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TECHNICAL APPENDIX



TOWN OF CULPEPER COMPREHENSIVE PLAN



content of technical appendix

CURRENT FINANCE AND BUDGETING DOCUMENTS

- ❖ Town of Culpeper Fiscal Budget
- ❖ Capital Improvements Plan
- ❖ Credit Presentation – Davenport and Company

WATER SERVICE DOCUMENTS

- ❖ Current Tap Privilege Fee Assessment Schedule
- ❖ Water Supply Master Plan

RECREATION AND PARKS DOCUMENTS

- ❖ Current Sidewalk, Bikeways, and Trails Master Plan
- ❖ Master Plan for Neighborhood Parks

MARKET DATA AND CURRENT ZONING REGULATIONS

- ❖ Town of Culpeper: Comprehensive Plan Update Existing Conditions Assessment Report
- ❖ Market Data Analysis (ongoing/updated publication)
- ❖ Current Town of Culpeper Official Zoning Map

NON-REGULATORY DESIGN GUIDELINES OR HANDBOOKS

- ❖ Current Community Design Plan
- ❖ Current Fairview Cemetery Master Plan

TOPICAL OR AREA PLANS & STUDIES

- ❖ Current Culpeper Historic District Handbook
- ❖ Current Depot District Plan
- ❖ Current Wayfinding Sign System
- ❖ Virginia Department of Transportation Six-Year Improvement Program - Town and County
- ❖ Rappahannock-Rapidan Regional Commission 2035 Regional Long Range Transportation Plan
- ❖ Current Culpeper 2020 Plan
- ❖ Urban Development Area Master Plan

2009 COMPREHENSIVE PLAN CITIZEN SURVEYS

*All technical appendix documents are located on the Town website at <https://www.culpeperva.gov/>