



# TOWN OF CULPEPER

## Comprehensive Plan



ADOPTED BY TOWN COUNCIL  
SEPTEMBER 14, 2010

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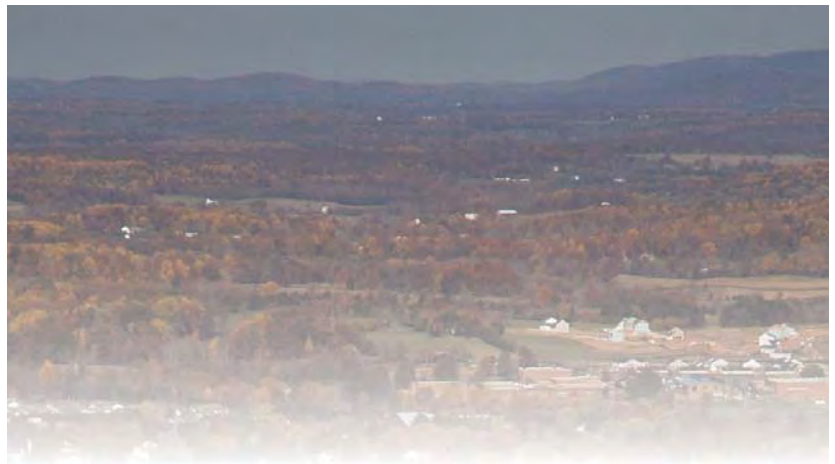
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## TO THE PLANNING COMMISSION

The Steering Committee is pleased to forward 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

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A photograph of a historic street in Culpeper, Virginia. The street is lined with multi-story brick buildings, some with white-painted upper floors. A streetcar is visible in the middle of the street, and several cars are parked along the right side. The scene is captured from a slightly elevated perspective, looking down the street towards a hazy background of trees and hills.

# 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 and 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. This update also incorporates the various recommendations made in planning documents created in the last several years including the Community Design Plan, the **20 year VDOT Major Thoroughfare Plan**, the **2004 Water Supply Master Plan**, and the **Sidewalk, Bikeway, and Trail Master Plan**.

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 ten to twenty 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 the 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 comprehensive 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 comprehensive 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 Comprehensive 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, 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 comprehensive 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 State of Virginia mandates** that 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 to 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.

Since the last update of the Town's comprehensive plan completed in 2002, the State has mandated additional elements for the comprehensive plan, including:

- \* Secondary street connectivity requirements for VDOT acceptance, and
- \* Urban Development Areas.

Through Section 33.1-4.1, the State connects funding for maintenance of roadways to a set of design standards maintained by the Virginia Department of Transportation (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 run-off and reduce impervious surface area through reduced street widths, and address performance bonding and cost recovery. These new 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.

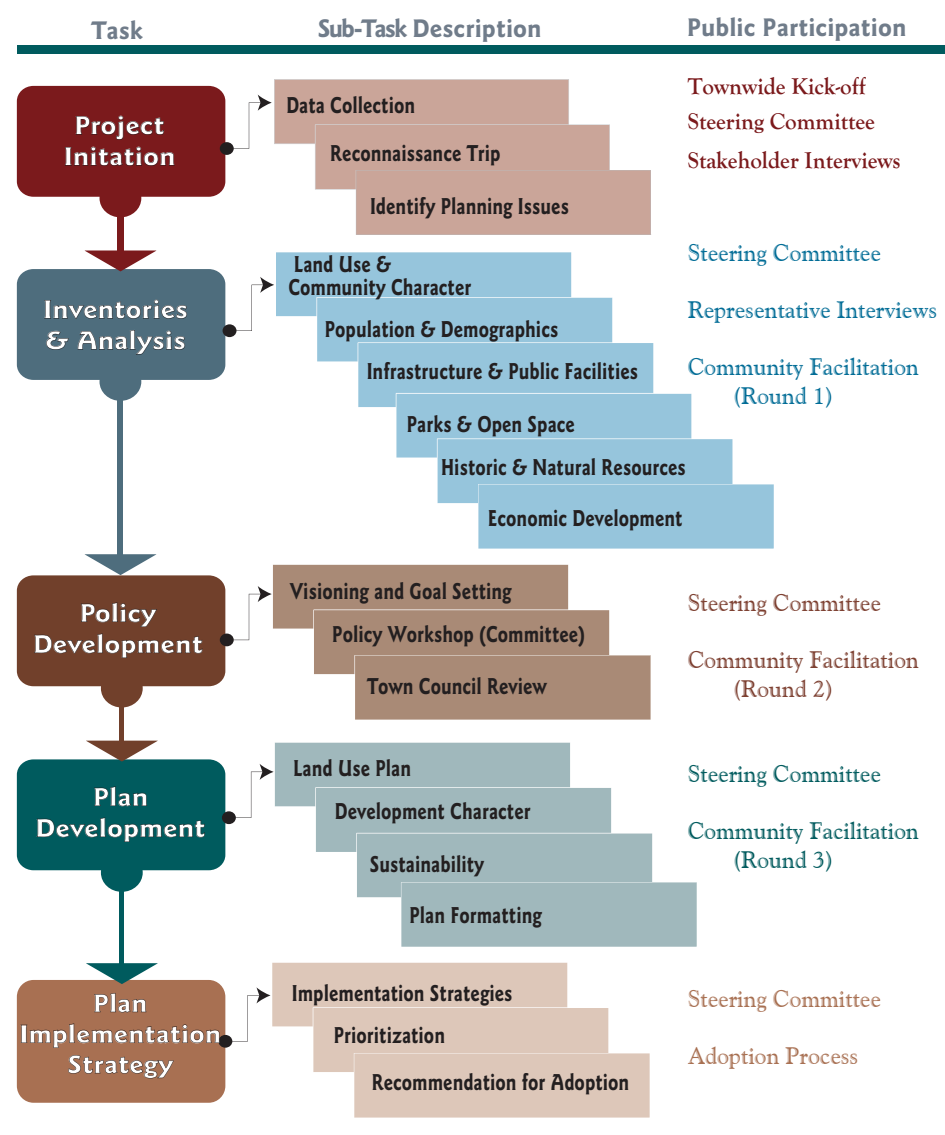
## URBAN DEVELOPMENT AREAS

**There are no special requirements for the Town of Culpeper's Comprehensive Plan. However, the new state regulations will require that Culpeper County include designated Urban Development Areas in their plan. Given the Town's position as County Seat and most urban character in the county, it is likely the town will be included within the County's designated Urban Development Area. The recommendations in this plan conform to the State requirements for New Urbanism and residential development over four units per acre within the UDAs.**

# Planning Process

**The plan was created over** a period of eighteen 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 then the creation of the plan maps and recommendations contained in this document. This plan has been thoroughly reviewed and modified as needed by Planning Commission who recommended it for adoption to Town Council for consideration. Town Council reviews the plan at public hearings and then makes a decision for adoption of the plan.

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.
- \* **Goal:** a statement of desired end-state or target. They are tied very closely to the vision statement and focus on a specific element of the plan. A goal provides particular guidance for where the Town should be in the future, and sets 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 chapter provide guidance for the Town and public on how land use and other 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 citizen's. 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 diverse population of the Town of Culpeper.

**Chapter 6: Investment Areas** includes and broad town wide assessment of areas with potential for investment. The chapter presents specific recommendations for investment in key locations within Town and Neighborhood and Business Investment Areas are identified for future planning actions and investment.

## content of technical appendix

### CURRENT FINANCE AND BUDGETING DOCUMENTS

- \* Town of Culpeper Fiscal Budget,
- \* Capital Improvements Plan,
- \* Proffer Guidelines
- \* Credit Presentation – Davenport and Company 3/18/08

### 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)
- \* Major Residential Development Projects
- \* Current Town of Culpeper Official Zoning Map

### NON-REGULATORY DESIGN GUIDELINES OR HANDBOOKS

- \* Current Community Design Plan
- \* Current Fairview Cemetery Master Plan
- \* Current Parking Inventory and Garage Study
- \* **TOPICAL OR AREA PLANS & STUDIES**
- \* Current Culpeper Historic District Handbook
- \* Current Depot District Plan
- \* Current Wayfinding Sign System

### 2009 COMPREHENSIVE PLAN CITIZEN SURVEYS

### OTHER DOCUMENTS RELEVANT TO COMMUNITY CHARACTER

- \* The Town of Culpeper Pattern Book-Pending Adoption by Town Council

**Chapter 7: Transportation & Public Facilities** established background and strategy for the management of the Town's transportation network and public facilities and services to maintain pace with growth and redevelopment. Strategies related to sustainable methods of energy production, and stormwater management, as well as 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 and 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 greenways originally presented in the Sidewalks, Bikes, and Trails Master 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. The last several 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 challenging 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 2008 to reach an estimated population of nearly 14,000 people.
2. The current economic climate indicates that the next several quarters if not years will reflect more modest growth rates and a redirection toward some redevelopment and infill.
3. The significant capacity of 2,340 approved, but yet unbuilt, homes have potential capacity to absorb between 4 and 22 years of growth depending on how rapidly people continue to migrate to Culpeper. In addition, the Town has about 270 acres of unplanned land that is either agricultural or undeveloped offering additional capacity for growth within the current limits of the Town. Given the anticipated slowed growth rate and significant capacity for residential growth, it appears the Town should consider preparing for a slowed or flat growth in the interim but prepare for a comeback in the market.
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 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 the local employment. Government operations also have a significant contribution to the local employment base. However, an effort to identify key economic development sites has not 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 often 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** small but growing community with connections to the past and a vision for the future. The people of Culpeper strive to maintain a sustainable economy, built environment<sup>1</sup>(including historic resources), and natural setting for future generations through smart growth 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 most recent plan it was evident in the early phases of the planning process that these issues have risen to 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 guiding vision supported by the general recommendations in each chapter.

## A SUSTAINABLE VISION

**The theme for the *Culpeper Comprehensive Plan*** is to promote development and investment to create long-term sustainability. Sustainability, for the purpose of this plan, should be defined as 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 for residents and businesses. This sustainability should be achieved through goals in each of the following categories:

- \* Community Character
- \* Economic Viability
- \* Public Health, Safety, and Welfare
- \* Transportation and Public Services

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



## 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 facilitate 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.
- \* 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 is development that 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 AND PUBLIC SERVICES**

**Transportation and public services are** the primary infrastructure and services that 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 include travel lanes, bike lanes, tree lawns, and sidewalks, to encourage walking and biking.
- \* Explore multi-modal 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 commuter 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 option 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 were underway in 2009 to adopt the Federal Complete Streets Act of 2009 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

PIZZA  
MEATS  
SOUPS

The About Town  
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

Special Districts

Central Business & Town Centers

Traditional Neighborhoods

Suburban Neighborhoods

Gateways and Corridors

# Introduction

**The unique small town feel of** Culpeper contributes to its character and identity. The thriving downtown attracts people from around the region, and the last several years of residential growth have spurred the expansion of neighborhoods and growing commercial areas. Early in the planning process, community character and quality rose to the top as high priority issues in Culpeper. The Town has already begun to focus on community character in the downtown by adopting the *Community Design Plan*. However, the Comprehensive Plan offers an opportunity to expand the focus on character to the other districts.

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 seven different Character Areas, where the development form, architecture, and other physical characteristics are similar enough to establish a cohesive set of characteristics. Those 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 for community character, economic viability, public health and safety, and transportation and public services, to tie them back to the Vision and Goals of the Plan.

## CHARACTER AREAS

**Mixed Use Business**

**Neighborhood  
Commercial**

**Special Districts**

**Central Business &  
Town Centers**

**Traditional  
Neighborhoods**

**Suburban  
Neighborhoods**

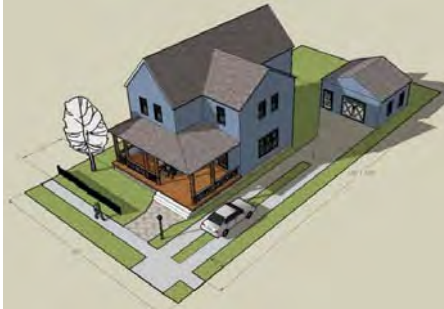
**Gateways &  
Corridors**





## 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 seven categories. 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.

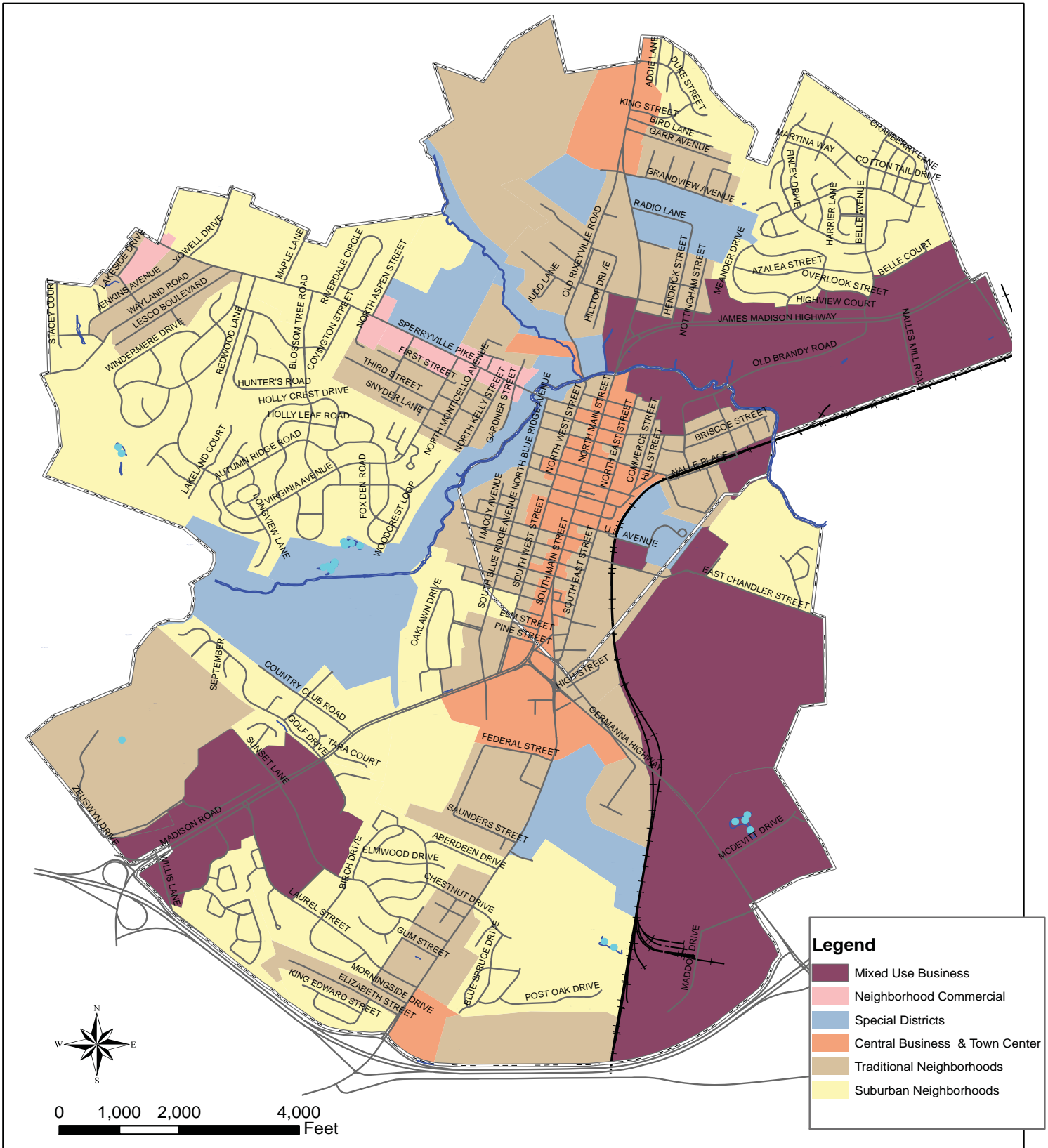
## SUCCESS STORY: IMPLEMENTING THE COMMUNITY DESIGN PLAN



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 implementa-

tion 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 Octagon Partners (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 will house boutique retail storefronts and first class office space.

## MAP 1: CHARACTER AREAS







## CHARACTER AREA 1 DESCRIPTION

# Mixed Use Business

### DISTRICT



Mixed Use Business Districts are a suburban, auto accommodating district for retail and office uses. These districts should combine retail, office, civic, limited residential and open spaces into a cohesive districts of 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.

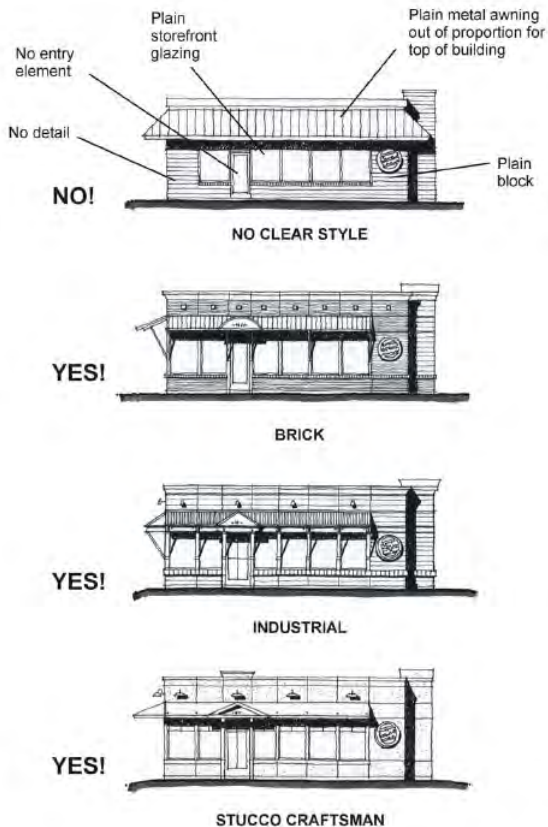
### BUILDING



Buildings in Mixed Use Business districts should display traditional architectural characteristics and should be between one and three 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.



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

## MIXED USE BUSINESS GUIDELINES & STRATEGIES

### COMMUNITY CHARACTER

Community character guidelines & 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 into a series of smaller “blocks” defined by on-site streets, vehicle access ways, 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 type with materials coordinated with the primary structure.
6. Limit the number of signs for a development so that signs are collocated 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, façade widths, window size and placement, and façade details such as cornices or awnings.
  12. Require four-sided architecture on outlot buildings. Although the front façade 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 out-parcel structure facades should include a similar level of architectural detail and treatment consistent with the front façade.
  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, including, but 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 canopy, portico, archway, arcade, or similar overhang that provides 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 sections with required materials and design.
6. Promote infill and intensification in areas already developed with commercial uses.



Above: Example of a 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 fifty (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 that 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, and 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 access ways 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, and when feasible, power lines should be retrofitted and buried in existing developments.
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.*





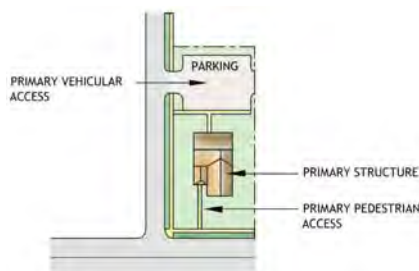
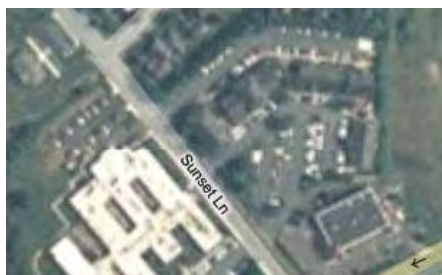
## CHARACTER AREA 2 DESCRIPTION

# Neighborhood Commercial

### DISTRICT

### SITE

### BUILDING

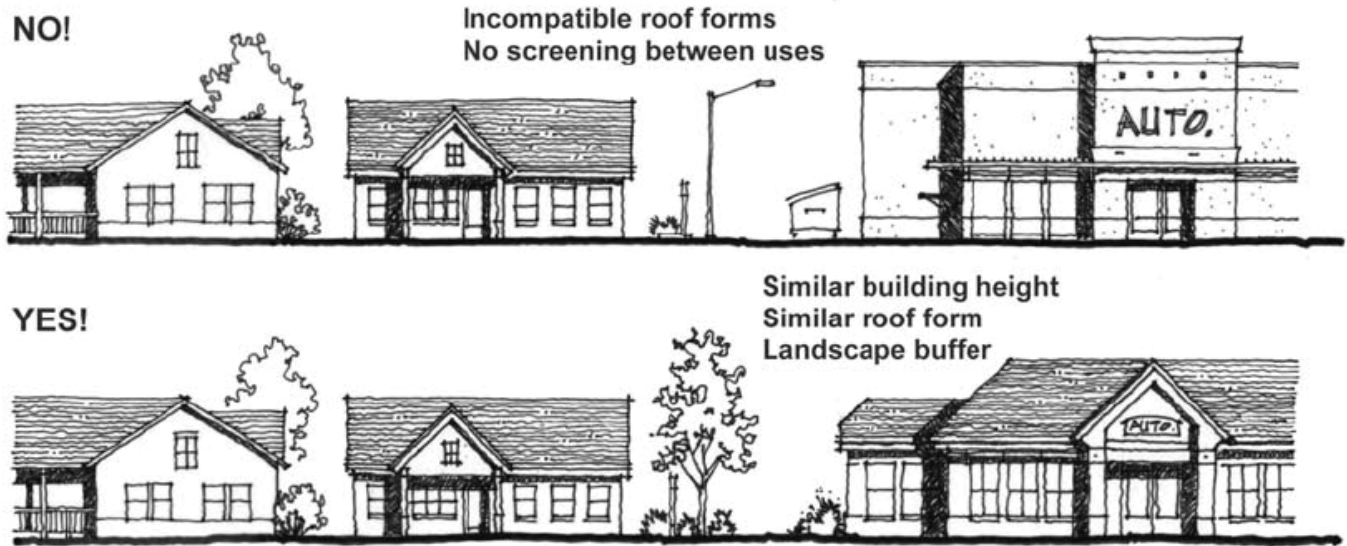


Neighborhood Commercial is a small concentration of retail, office, and service uses that are intended to serve a local population, typically located near street intersections. This subdistrict may occupy the four corners, or only one lot within a neighborhood.

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 & 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 office.

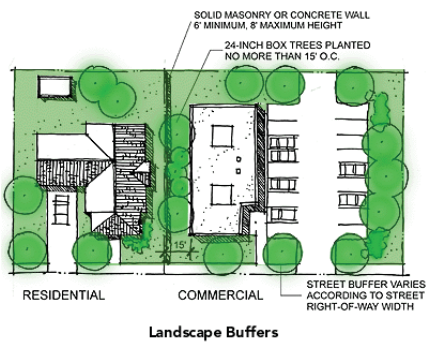
#### *Site*

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



## ECONOMIC VIABILITY

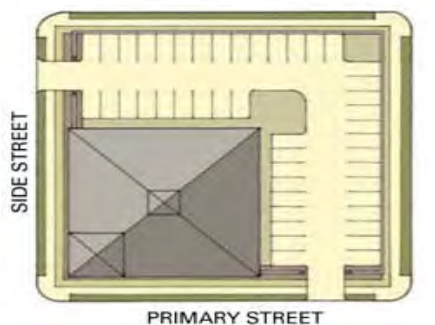
1. Identify locations for new neighborhood commercial.
2. Identify locations which are underutilized and could be redeveloped for neighborhood commercial.
3. Support local needs for services and convenience retail.
4. Limit the number of neighborhood commercial sites in each neighborhood to avoid oversupply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

# Special Districts

DISTRICT

SITE

BUILDING



Each district is unique.



Site and district are interchangeable in each special district.



Architecture will be the product of the districts function and will vary in each special district.

## DESCRIPTION

**Special Districts include existing development** that is completed in a campus style, such as a school or industrial complex; or locations like cemeteries and parks. These special 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 new “special 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.



## SPECIAL DISTRICT GUIDELINES & STRATEGIES

### COMMUNITY CHARACTER

1. Allow for flexibility in design to allow for campus style or park like development pattern. 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 special districts in a manner consistent with their intended use.

### PUBLIC HEALTH AND SAFETY

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

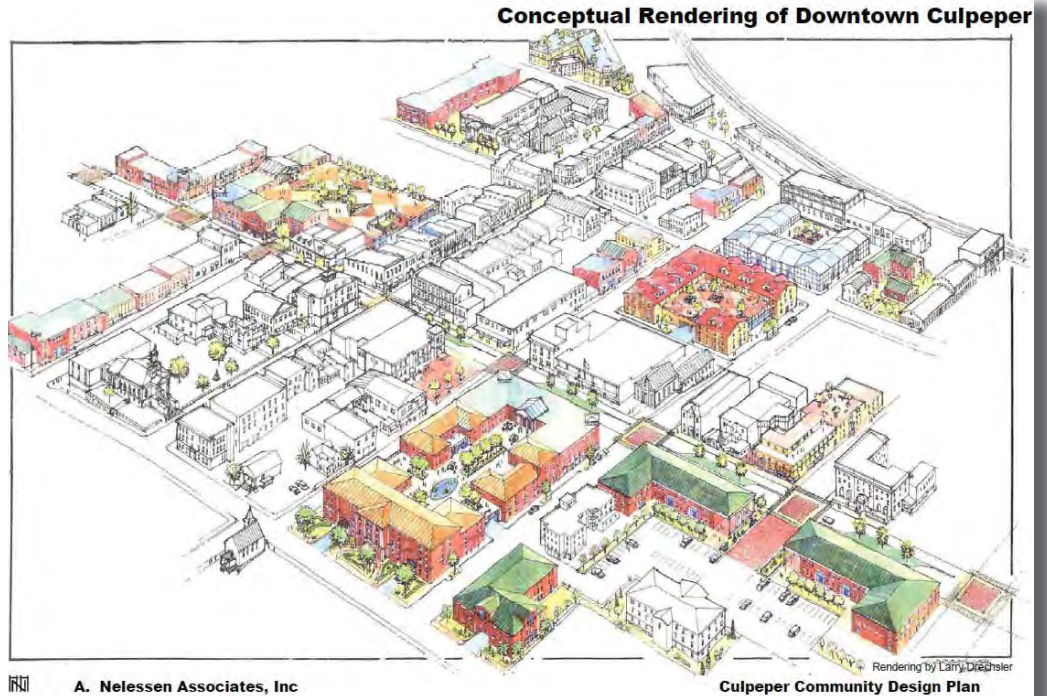
### TRANSPORTATION AND PUBLIC SERVICES

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

SITE

BUILDING



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.



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.



Buildings should have a traditional architectural style and be clad in brick, stone, or other aesthetic and durable materials. Store fronts 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 & 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 2-4 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 3-5 stories in height, with the 3rd-5th 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 façade of buildings so they result in approximately 70 percent of the ground level façade 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.

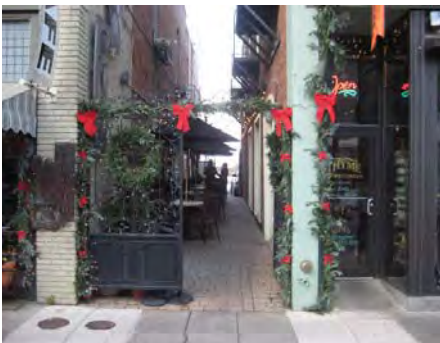
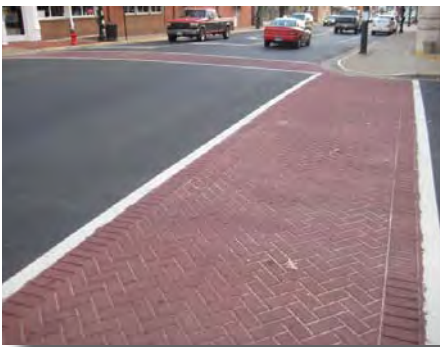
18. Allow for parking to be provided in the base/underground or half levels of mixed use buildings or in freestanding parking structures.





## 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 Economic Development Department, Chamber of Commerce, and Culpeper Renaissance Incorporated.

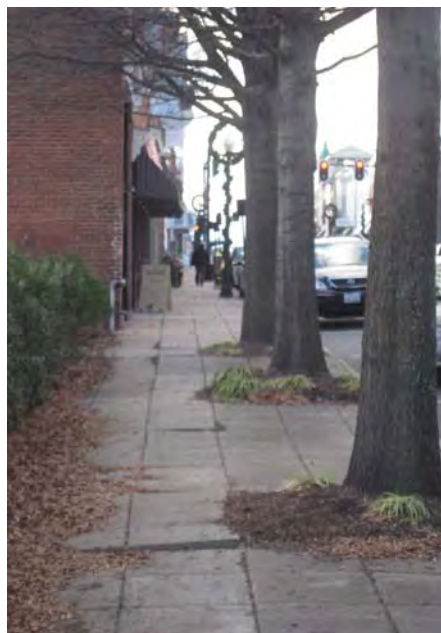


## PUBLIC HEALTH, SAFETY & WELFARE

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 Davis Street.*

## TRANSPORTATION AND 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.*



*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 being 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 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 & 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 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 Westhaen, TN 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 façade of a garage should be set back from the primary façade 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” façade 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 the stream to the right in Westhaven near Nashville, TN.



## ECONOMIC VIABILITY

1. Promote redevelopment and infill of underutilized, 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 AND 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 by-pass to divert commuter traffic away from residential streets.
5. Bury power/utility lines when improvements are made to the public rights-of-way in the 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 and Trail Master Plan*.
5. Preserve mature canopy trees in redevelopment or infill, and when possible in the development of new neighborhoods.



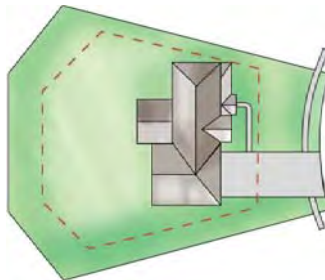
## CHARACTER AREA 6

# Suburban Neighborhoods

### DISTRICT

### SITE

### BUILDING



Suburban Neighborhood Districts are based on semi-regular to irregular blocks or pods created by curvilinear street network. Streets have a narrow to moderate cross section. Sidewalks and paths are provided on at least one side 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 cul-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 & 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 4 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 façade 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, and Trail Master Plan*.
3. Employ and/or construct traffic calming devices or street cross sections in residential areas to increase pedestrian safety.
4. Include useful open spaces and recreation areas in subdivision design as a community amenity.



## TRANSPORTATION AND 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, and Trails Master Plan*.





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

## CHARACTER AREA 7

# Gateways & Corridors

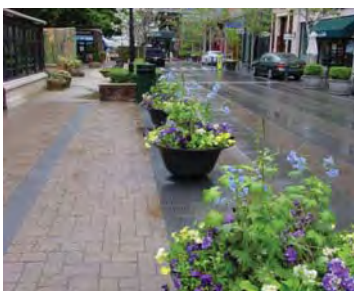
### DESCRIPTION

**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

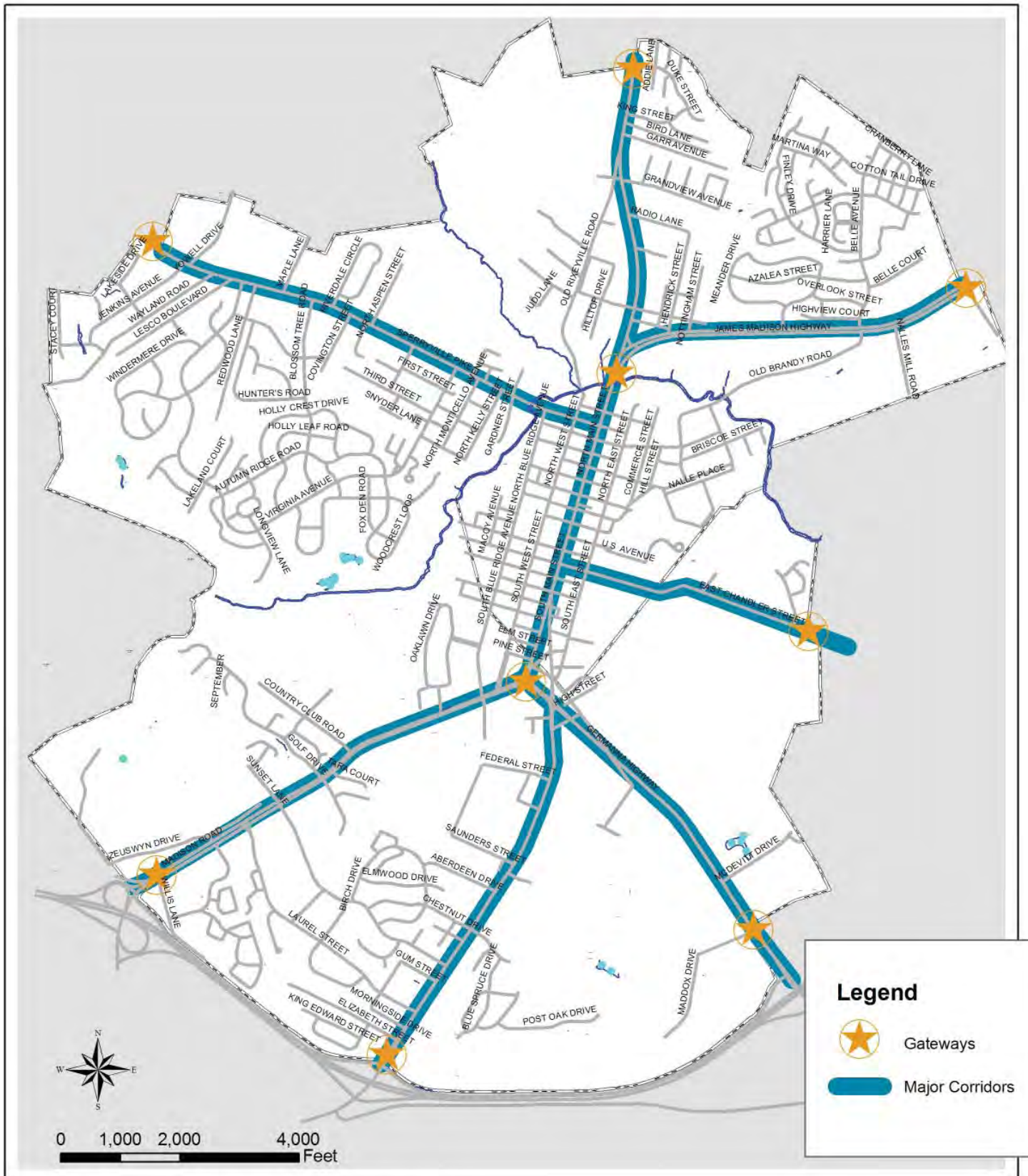


### SIGNS





## MAP 2: GATEWAYS AND CORRIDORS



Map Printed on March 30, 2009 by McBride Dale Clarion.



## GATEWAYS AND CORRIDORS GUIDELINES

1. Create unique landmarks, landscapes, and signage at key entries into Town, and update and use the *Comprehensive Sign and 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. Regulate signage with strict control of lighting, color and font and coordinate commercial signage with the architecture of buildings.
10. Remove, over time, billboards and off-premise signs, and adopt regulations to prohibit installation of new billboards.
11. Require dedication of adequate easement or right-of-way for streetscaping through development review and site plan approval.
12. 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 burring 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 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 seven-percent of the land area (270 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 2008 conditions.

## *Not Planned*

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 Fletchers Glen, 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.

## *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)*

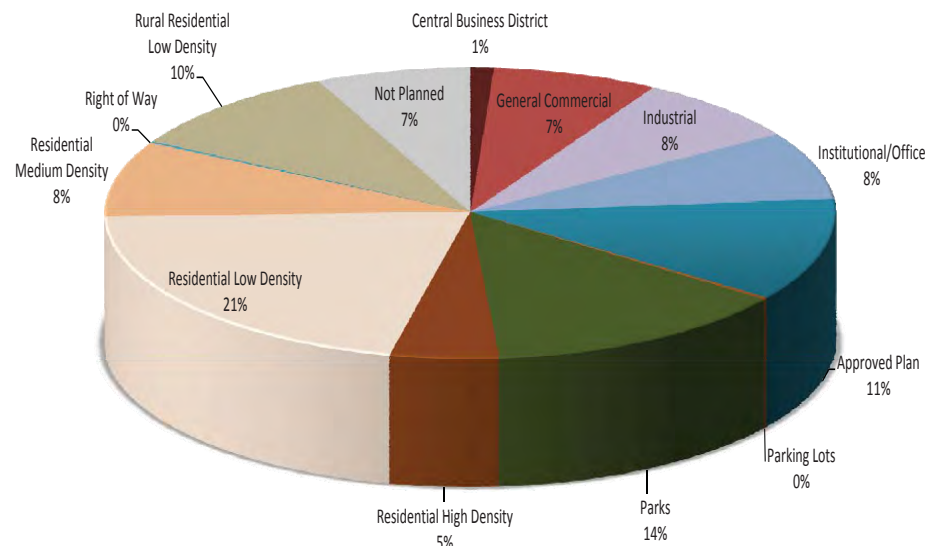
Single family detached homes on lots between 10,000 square feet and 1 acre, or about 1-4 units per acre, including most homes in subdivisions.

## *Residential Rural Estates*

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

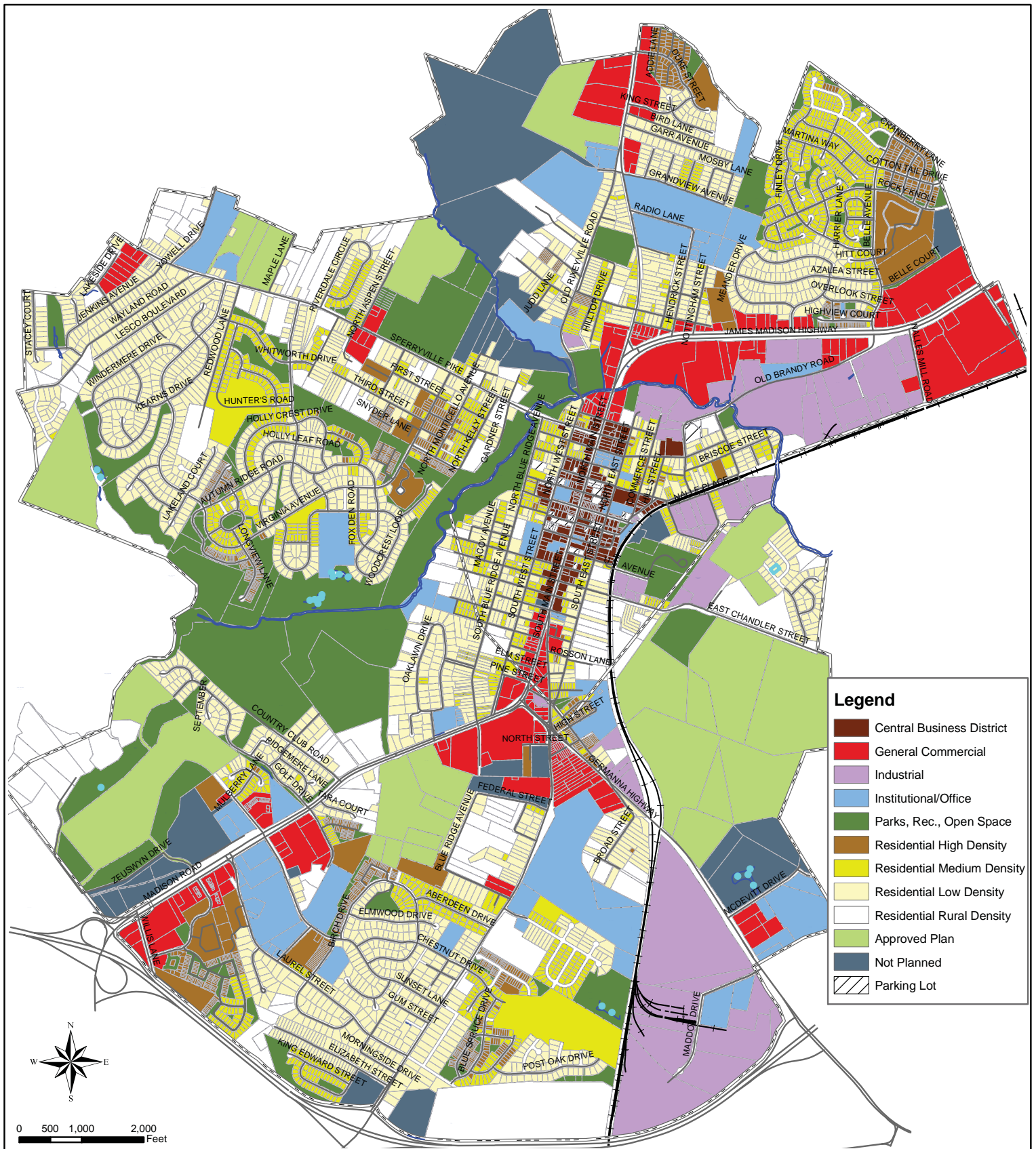
## EXISTING LAND USE DISTRIBUTION

CHART 2. EXISTING LAND USE DISTRIBUTION





**MAP 3: EXISTING LAND USE (TOWNWIDE)**



Map Printed on January 9, 2010 by McBride Dale Clarion.

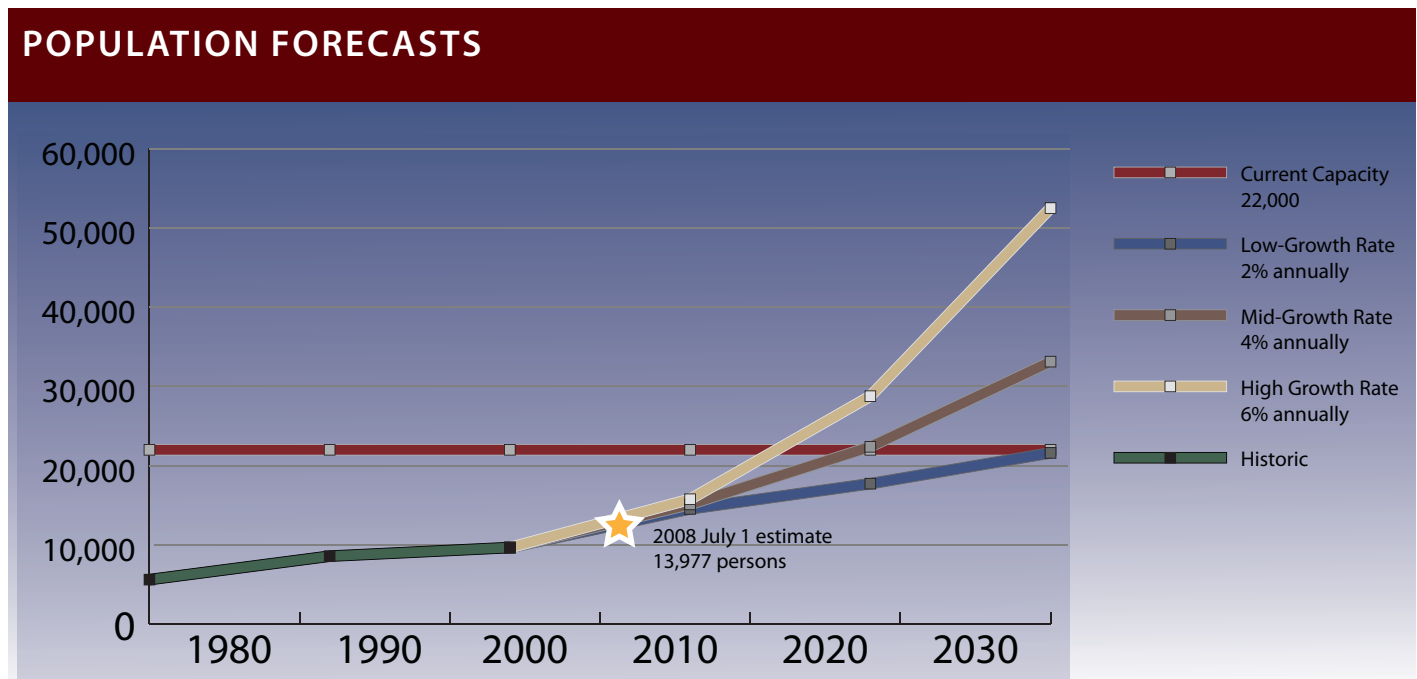
## LAND DEMAND AND CAPACITY FOR GROWTH

**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 two-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 two-percent, four-percent, and six-percent annual growth rates. A chart illustrating the possible future population under these scenarios is shown below.

The Weldon Cooper Center at the University of Virginia estimated the Mid-2008 population for Culpeper was 13,977. 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

## Note: Floor Area Ratio

Floor Area Ratio (FAR) is a common measure for the density of mixed-use, and non-residential buildings and development. FAR is the total square footage of the building divided by the total square footage of the site. Using a FAR helps stipulate the appropriate size of buildings as well as accounting for other site features. A FAR in excess of 1.0 indicates full lot coverage or a multi-story building.

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>	3 units/acre	Traditional Neighborhoods, Suburban Neighborhoods	R-1
<i>Residential Medium Density</i>	5 units/acre	Traditional Neighborhoods, Suburban Neighborhoods	R-2
<i>Residential High Density</i>	12 units/acre	Traditional neighborhoods, Suburban Neighborhoods, Mixed Business, Central Business & Town Center, Neighborhood Commercial	R-3 or Mixed Use
<i>Mixed Use</i>	12 units/acre or higher or 1-4.0 FAR	Mixed Business, Central Business & Town Centers, Neighborhood Commercial	Mixed Use
<i>Commercial</i>	2.0 to 4.0 FAR depending on Character Area	Mixed Business, Central Business & Town Centers, Neighborhood Commercial	C-1, C-2, C-3, and C-4 and Mixed Use
<i>Employment Centers</i>	.23 FAR or	Mixed Business, Special Districts	M-1, and M-2
<i>Public Facilities</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 &amp; Open Space</i>	Not applicable	All	Varies





## RESIDENTIAL LOW DENSITY

### *Uses*

Single-family detached homes  
Village homes

### *Maximum Density*

3 units/acre

### *Character Areas*

Traditional Neighborhoods  
Suburban Neighborhoods

### *Zoning District*

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.

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*

5 units/acre

### *Character Areas*

Traditional Neighborhoods  
Suburban Neighborhoods

### *Zoning District*

R-2

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, 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*

12 units/acre

### *Character Areas*

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

### *Zoning District*

R-3 or in Mixed Use zoning

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 and lower density residential neighborhoods, and in locations within mixed use developments to accommodate a diverse housing type within town. More specific recommendations related to 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, and residential, medium to high density residential uses, commercial, entertainment, hospitality, restaurants, public, semi-public uses, parks, recreation, open spaces.

### Maximum Density

In Mixed Use Business: 3.0 FAR with structured or shared parking

In Central Business & Town Centers: 4.0 FAR with underground or structured off-site parking

In Neighborhood Commercial: 2.0 FAR with on street parking or 5,000 sq. ft/parcel not to exceed 25,000 total sq. ft. in any district

### Character Areas

Mixed Business, Central Business & Town Centers, Neighborhood Commercial

### Zoning District

C-1, C-2, C-3, and C-4 or in Mixed Use Zoning

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% commercial and office and a maximum of 70% residential.

## COMMERCIAL

### Uses

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

### Maximum Density

In Mixed Use Business: 3.0 FAR with structured or shared parking

In Central Business & Town Centers: 4.0 FAR with underground or structured off-site parking

In Neighborhood Commercial: 2.0 FAR with on street parking or 5,000 sq. ft/parcel not to exceed 25,000 total sq. ft. in any district

### Character Areas

Mixed Business, Central Business & Town Centers, Neighborhood Commercial

### Zoning District

C-1, C-2, C-3, and C-4 or in Mixed Use Zoning

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. Although 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 currently 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, office

### Maximum Density

.23 FAR or 10,000 sq.ft /acre (five acre minimum lot size)

### Character Areas

Mixed Business, Special Districts

### Zoning District

M-1, and M-2

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 rail road. These areas are intended to support significant development of businesses and to take advantage of local transportation access via road and rail-road 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 FACILITIES

### Uses

Government facilities, government offices, cemeteries, utilities, schools (public)

### 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

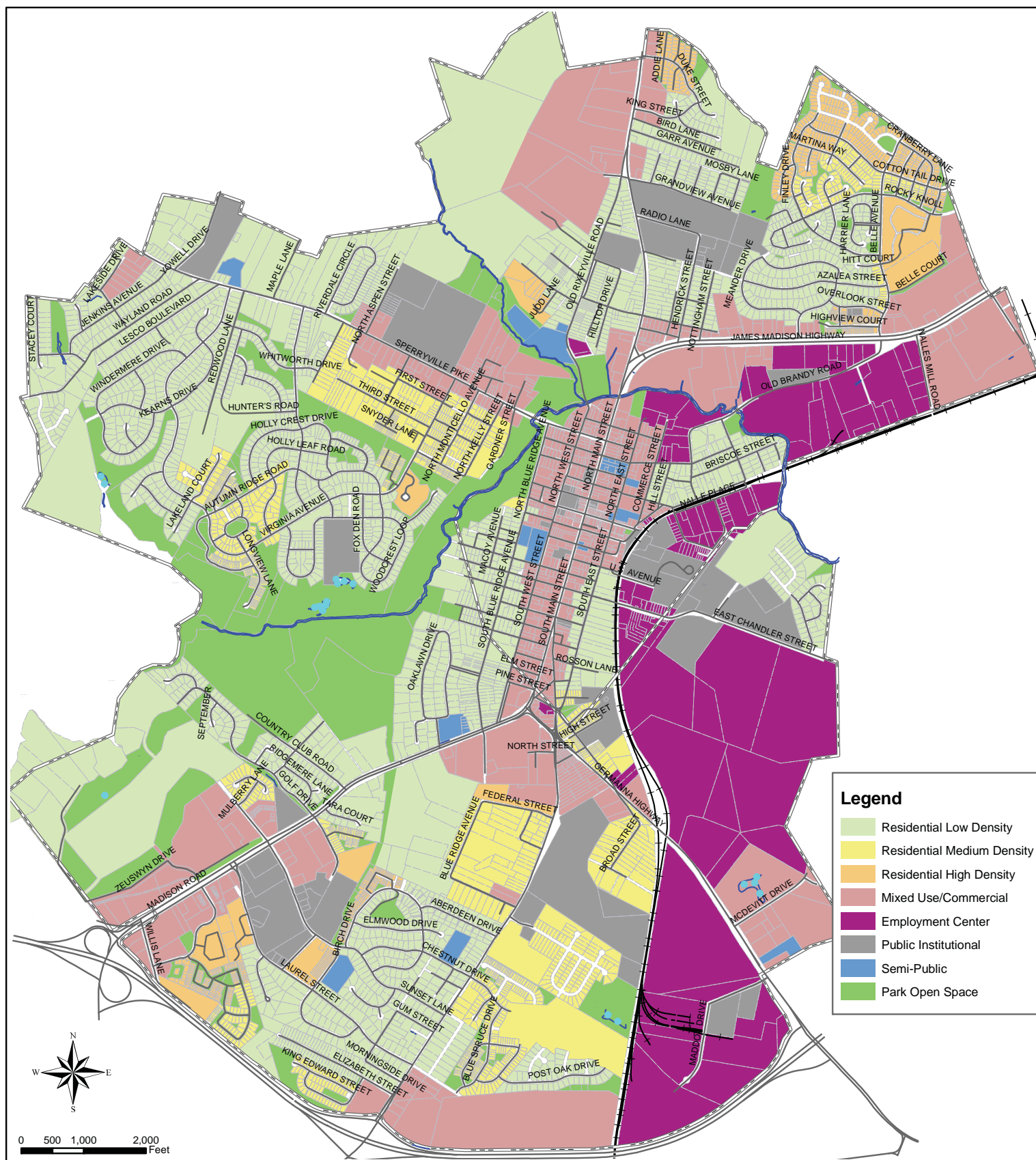
### Zoning District

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.

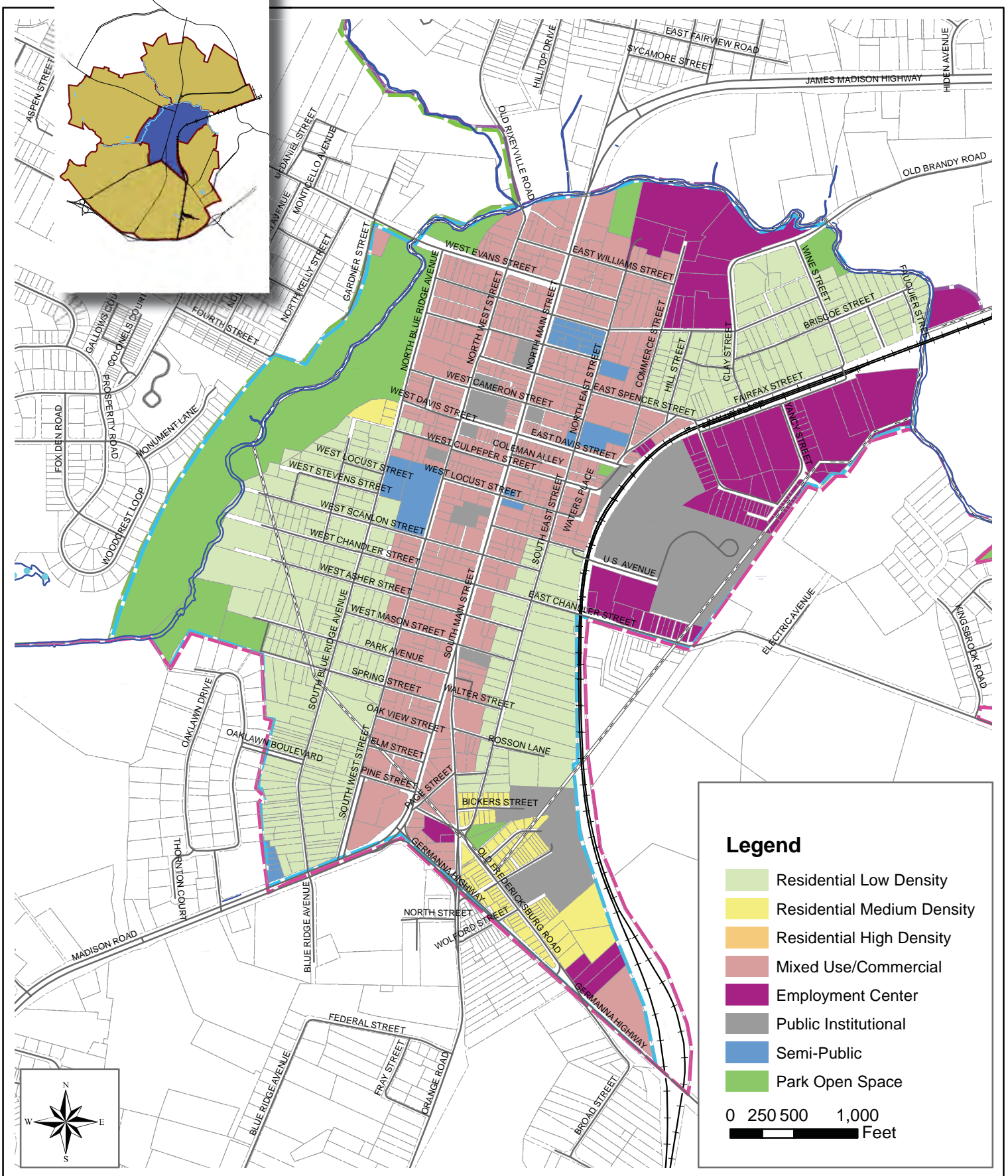


## MAP 4: FUTURE LAND USE (TOWN-WIDE)



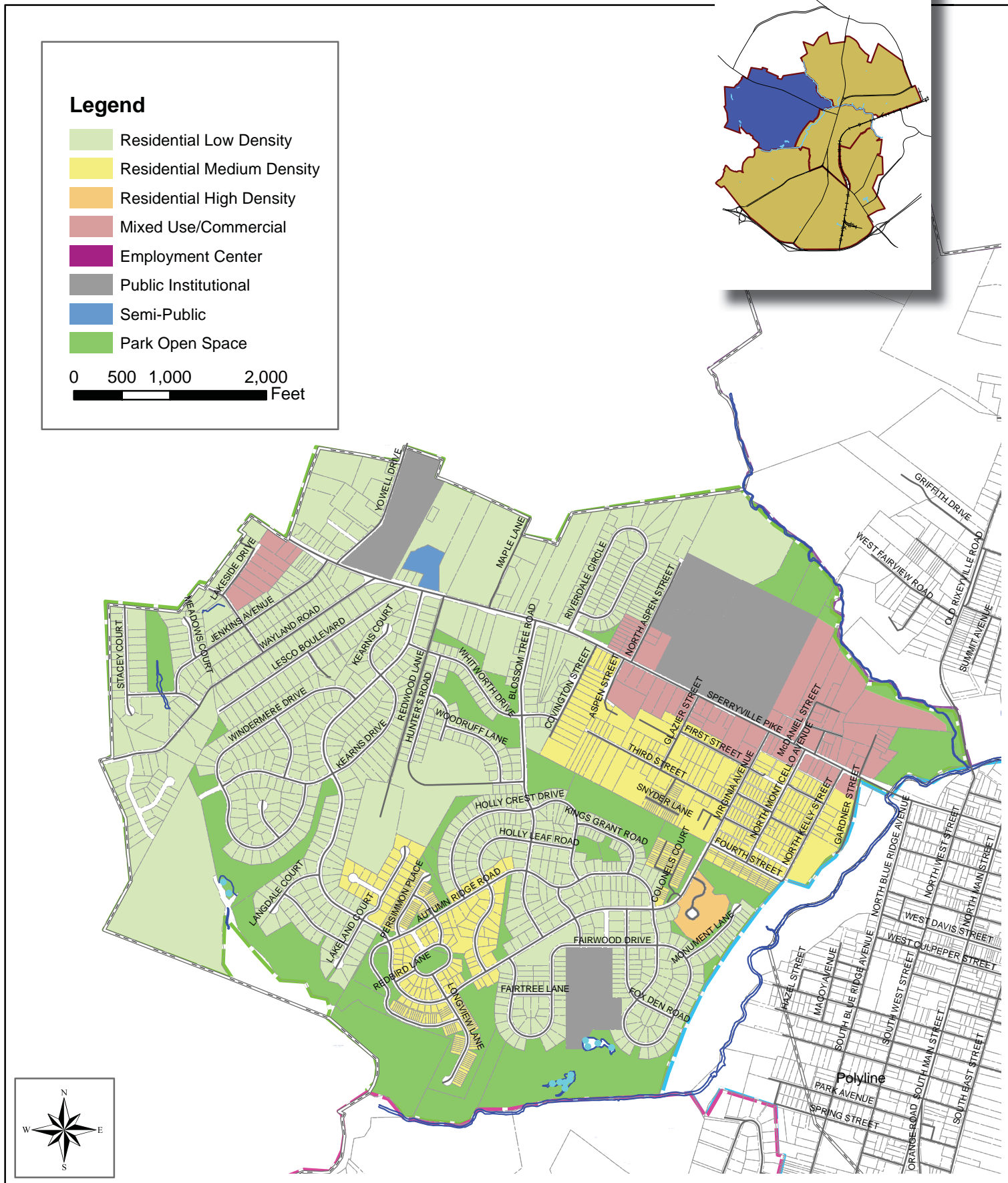
Map Printed on September 20, 2010 by McBride Dale Clarion.

## MAP 5: FUTURE LAND USE (DOWNTOWN)



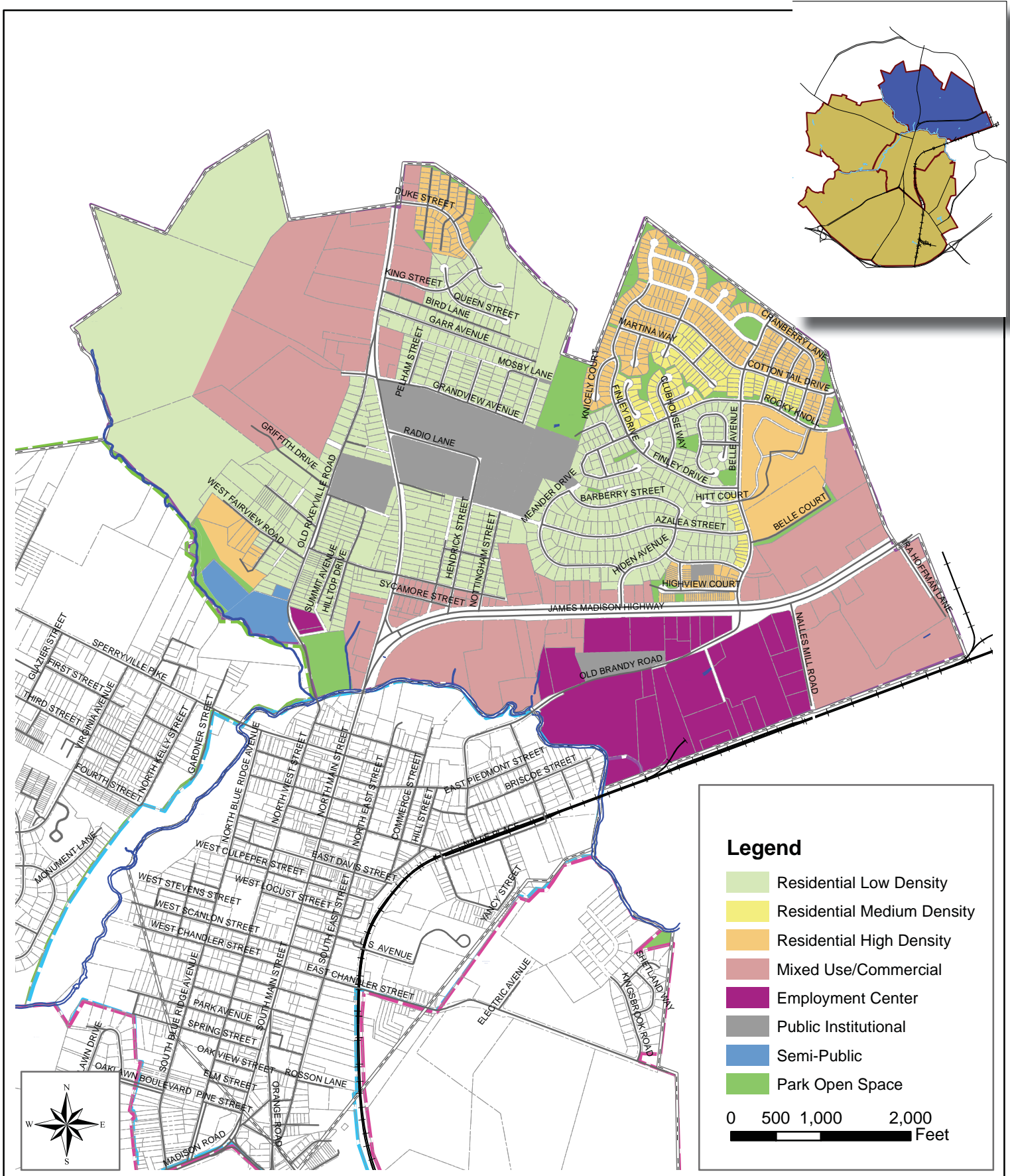


## MAP 6: FUTURE LAND USE (WEST)

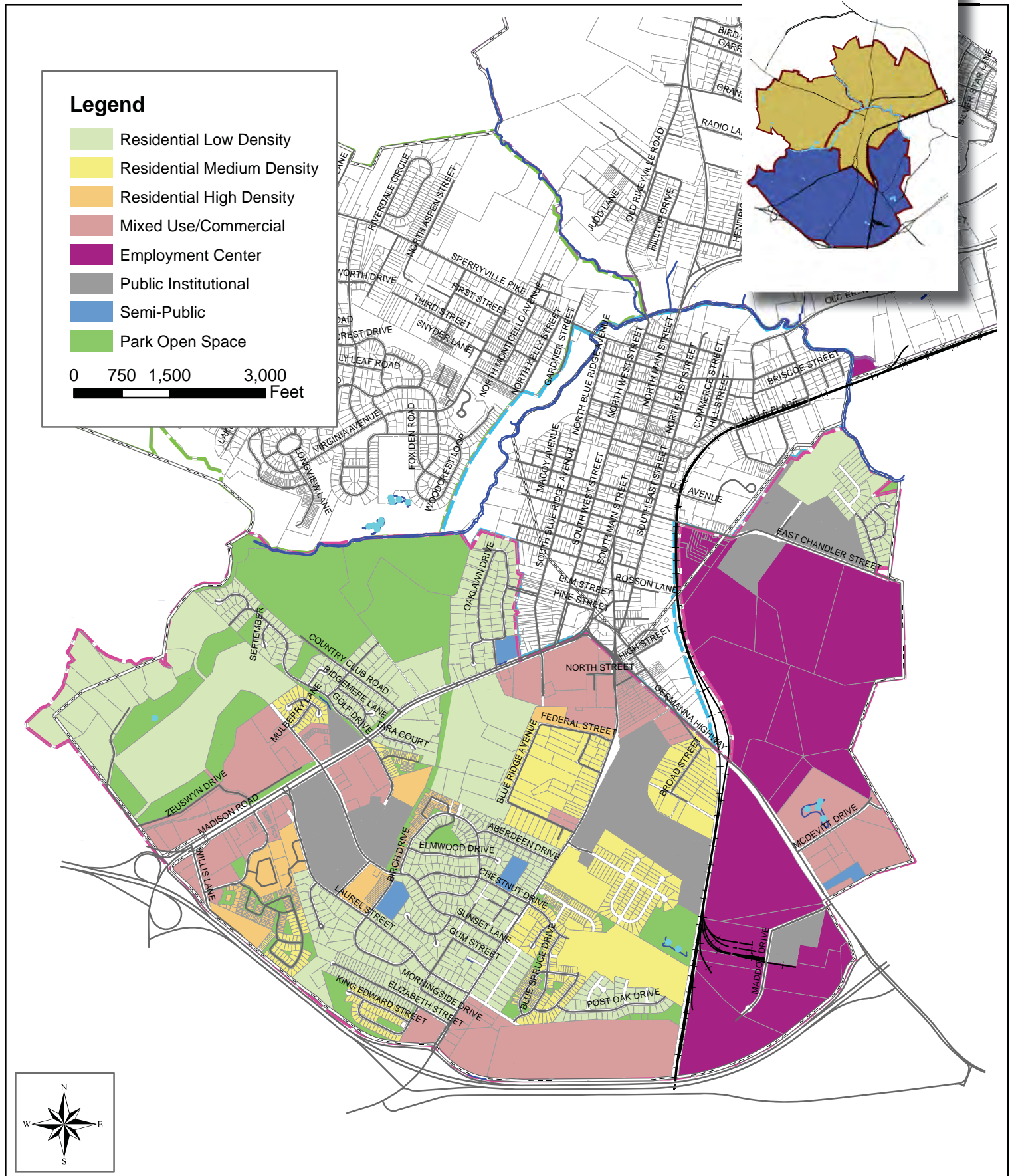




## MAP 7: FUTURE LAND USE (NORTH)

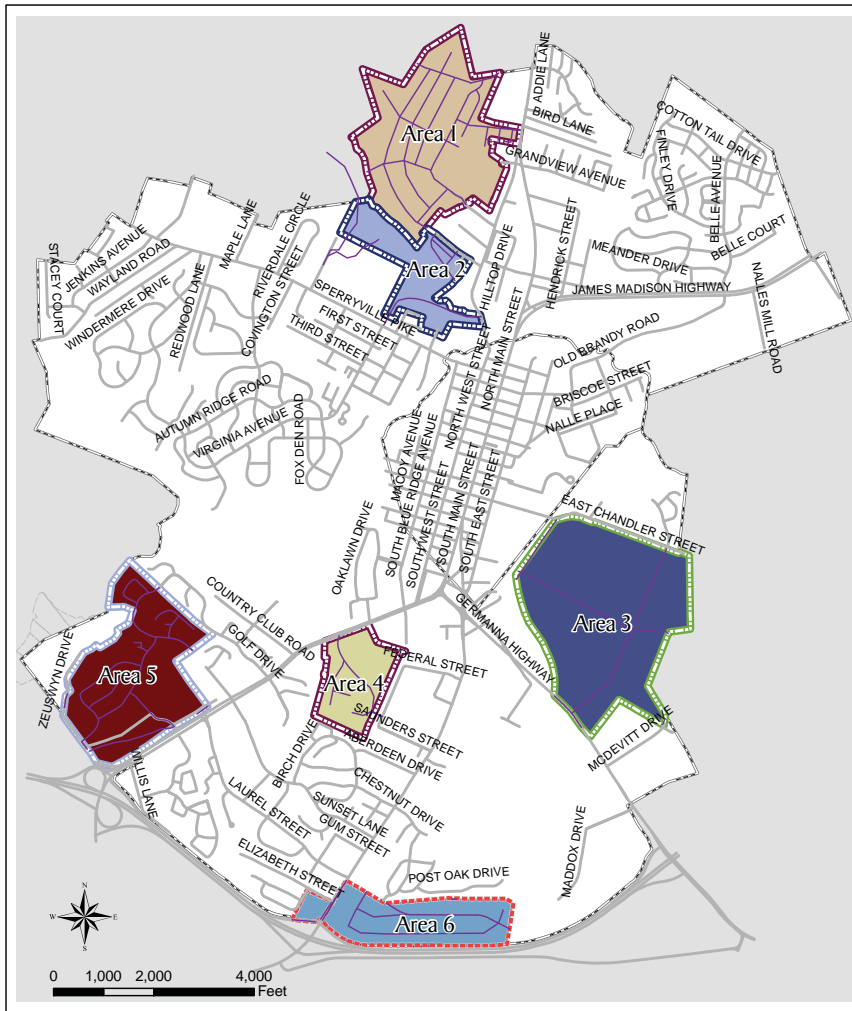


## MAP 8: FUTURE LAND USE (SOUTH)





MAP 9: GROWTH AREAS



Map Printed on May 26, 2009 by McBride Dale Clarion.

# 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.

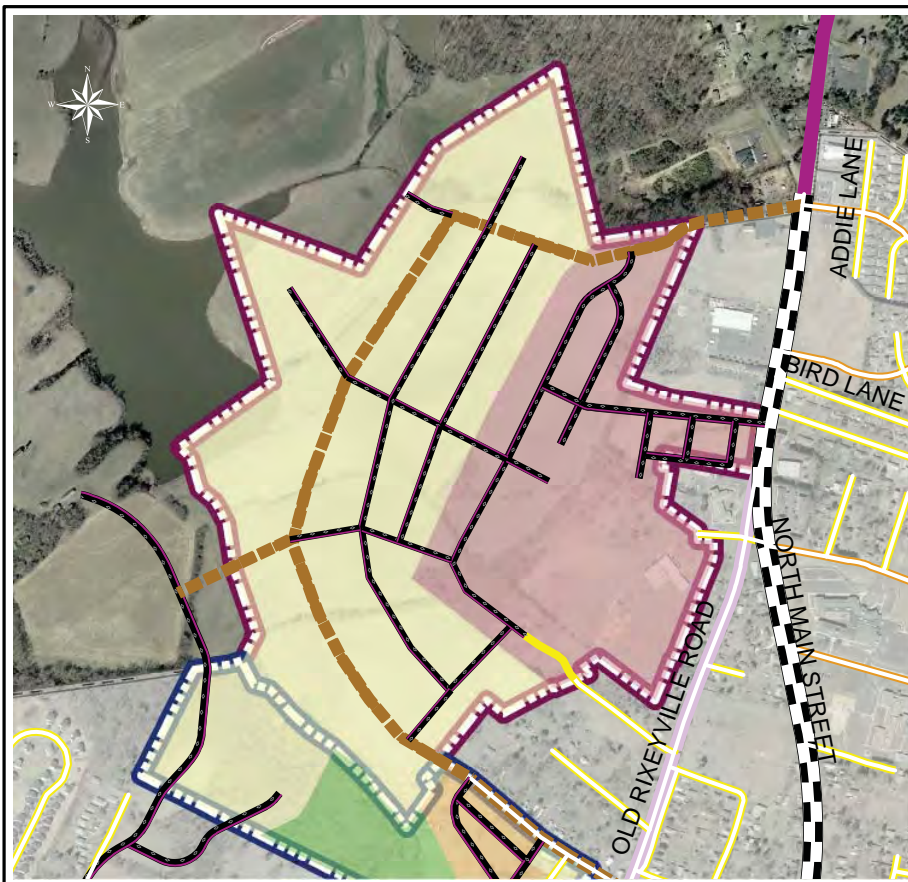


Example of medium-scale single-family detached homes appropriate in Area 1.

## 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 Printed on January 8, 2010 by McBride Dale Clarion.

0 250 500 1,000 Feet



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

## Legend

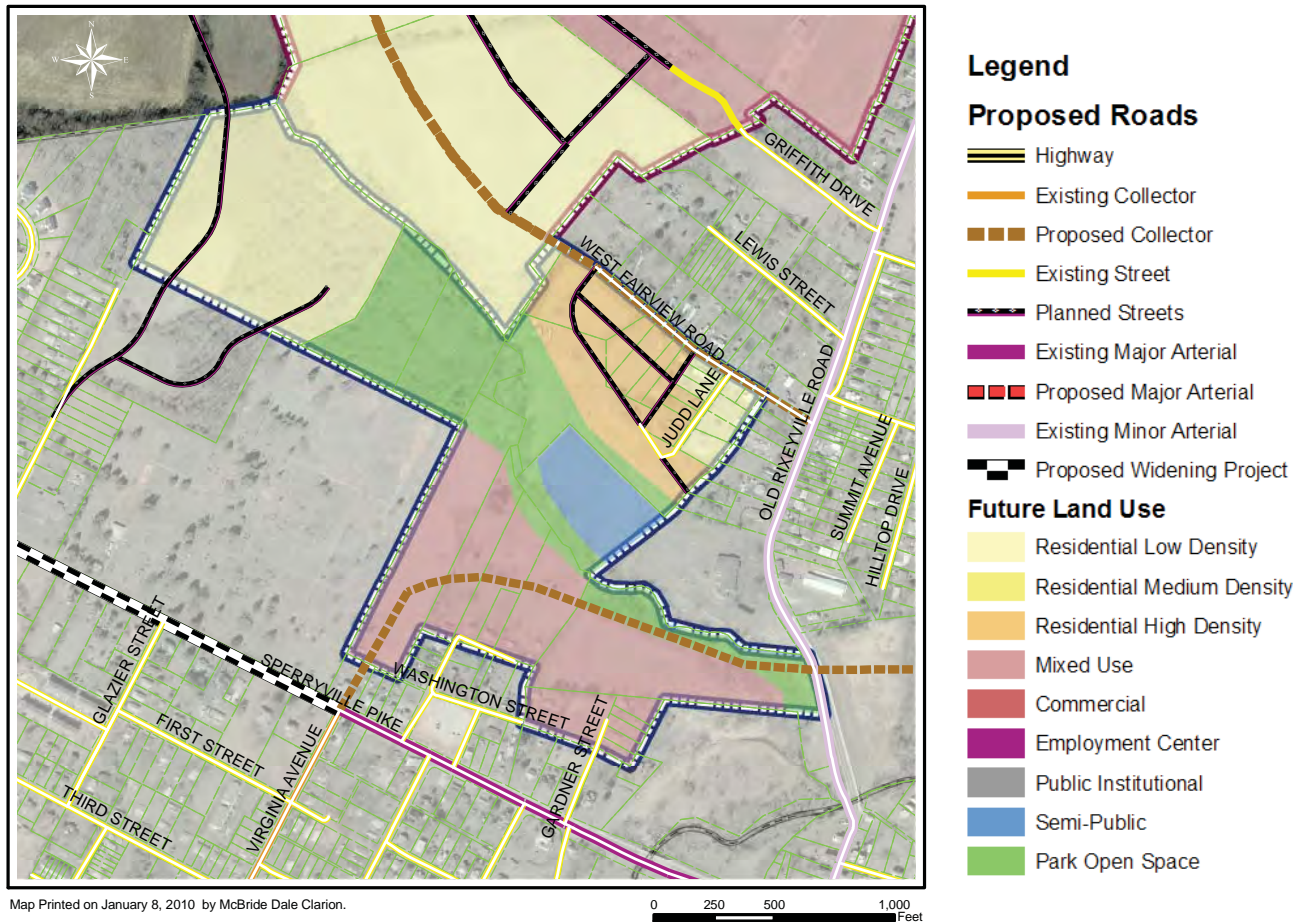
### Proposed Roads

- 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
- Commercial
- 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 District, Town Center 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

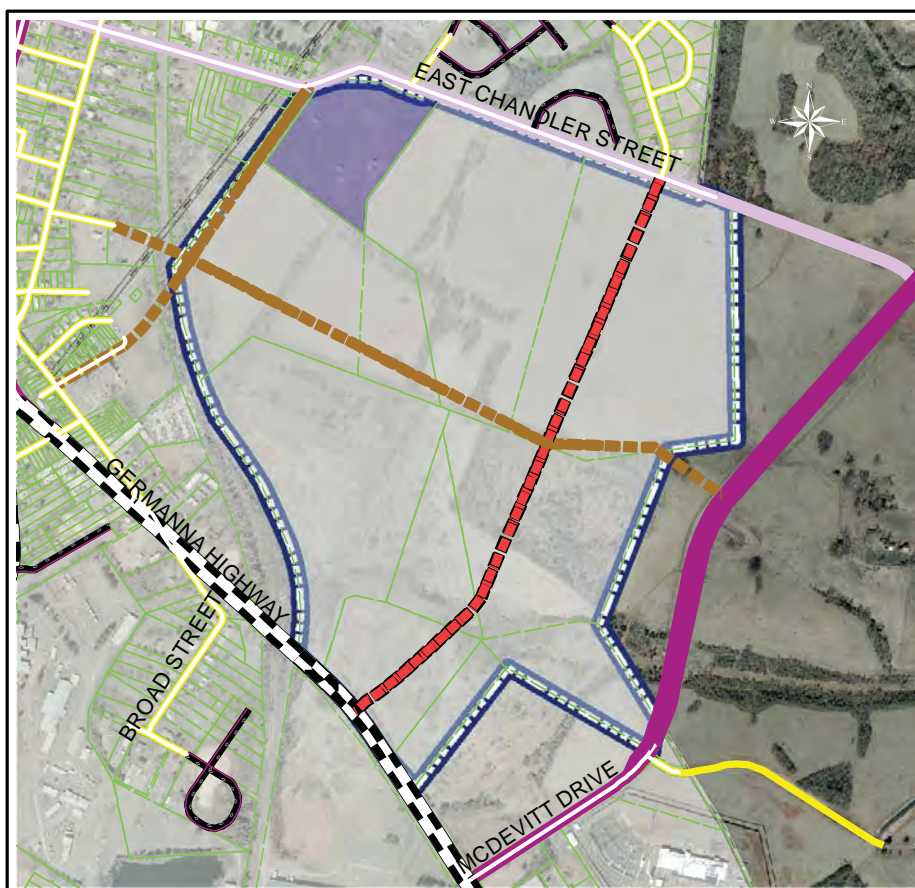
### Legend

#### Proposed 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
- Commercial
- Employment Center
- Public Institutional
- Semi-Public
- Park Open Space



Map Printed on March 30, 2009 by McBride Dale Clarion.

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.












## MAP 13: AREA 4

**Legend****Proposed 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
-  Commercial
-  Employment Center
-  Public Institutional
-  Semi-Public
-  Park Open Space



Map Printed on March 30, 2009 by McBride Dale Clarion.

0 250 500 1,000 Feet

Top: Example of an orchard preserved as part of cluster subdivision, Key hillsides could be preserved in the same way in Area 3 using conservation easements and a clustering design for the lot layout.

Below: Images of a cluster subdivision that is arranged like a small village to reduce road lengths, and build homes on the most appropriate sites while preserving larger green areas.



Below: Sidewalks with street trees can be incorporated into a conservation subdivision design and provide a semi-rural appearance while providing a more urban amenity.

**AREA 4**

**Area 4 is approximately 42**

acres centrally located in the southern portion of Town off of Madison Road. The property has rolling topography and ponds. The recommended use for this area is low density single-family residential with use of clustering of lots to protect the hillsides. Clustering allows development of the site with the same number of lots as under standard subdivision practices but allows smaller building lots to conserve open space.



## AREA 5

**Area 5 includes approximately 150 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 14: AREA 5

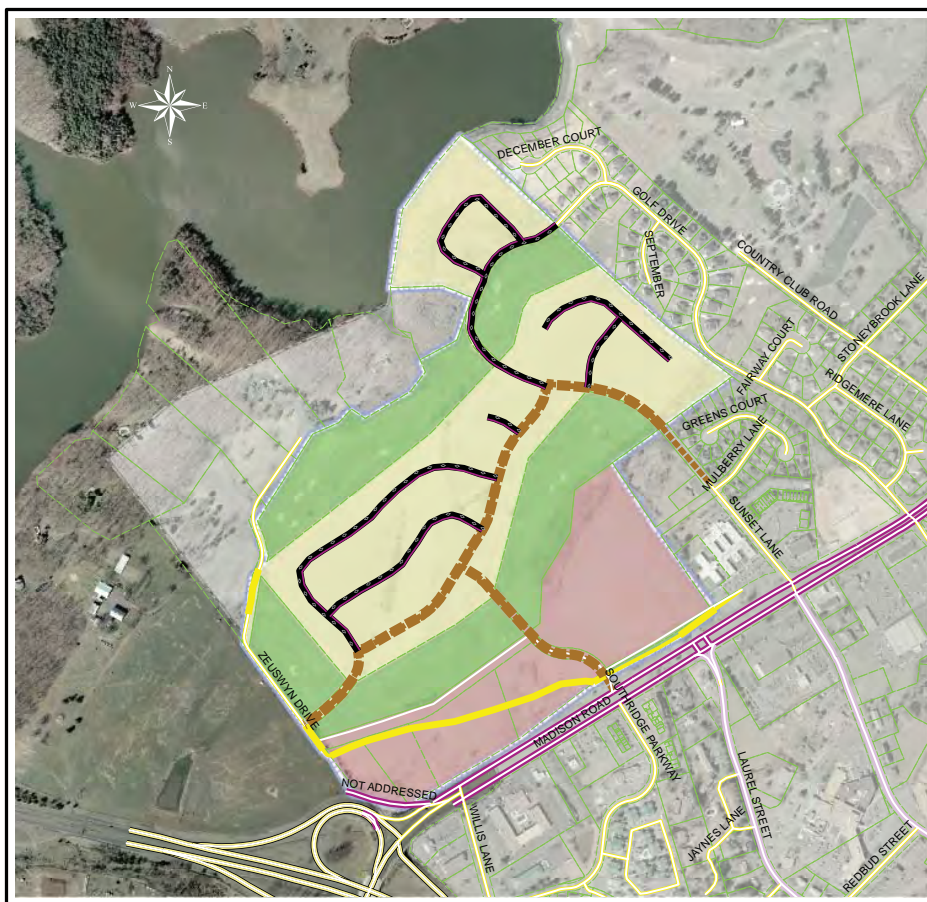
### Legend

#### Proposed 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
- Commercial
- Employment Center
- Public Institutional
- Semi-Public
- Park Open Space

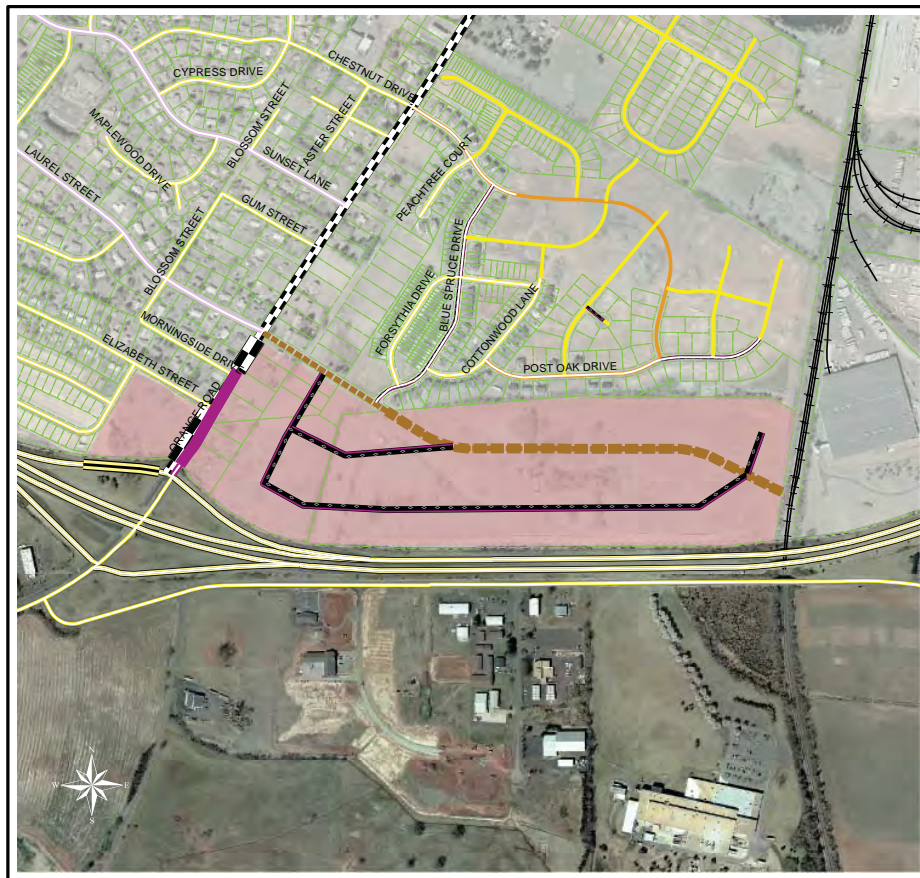


Map Printed on January 8, 2010 by McBride Dale Clarion.

0 250 500 1,000 Feet



## MAP 15: AREA 6



Map Printed on January 8, 2010 by McBride Dale Clarion.

0 250 500 1,000 Feet

## AREA 6

**Area 6 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.



Small-scale mixed-use Town center development on .75 acres with structured parking.



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









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 greens, yellows, oranges, and reds. The town is nestled in a valley, with hills visible in the background.

# 4

## ECONOMIC DEVELOPMENT

### CHAPTER CONTENTS

Introduction  
Economic Climate  
Economic Strategies

# Introduction

**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 housing 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.

This chapter should be used in concert with the recommendations in the Community Character and 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 for where 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

**Historically, businesses and employers have** located in the Town of Culpeper where the labor force and services were concentrated. The Town of Culpeper offers access to a strong transportation network, with a integrated system of airports, highways, railroads, and transportation facilities for rapid shipment anywhere in the world. Culpeper is within 45 minutes of four interstate highways offering surface transportation connections to many different regions. The area is also well-connected by electronic media, with a substantial network of fiber-optic lines available for business needs.

As part of the previous comprehensive planning effort an *Economic Development Data* document was created and updated on an annual basis to track socioeconomic trends in the region. This document provides the inventory of current economic conditions, and is included in the technical appendices, along with the *Existing Conditions Report*.

In 2007 the recorded civilian labor force in Culpeper County was 20,429 and the unemployment rate was 3.6- percent, which was slightly higher than the statewide statistic of three-percent.

The largest local employers are the Culpeper Regional Hospital, Wal-Mart, Culpeper County School Board, and the State of Virginia which includes the Virginia Department of Transportation, Coffeewood Correctional Center, Department of Juvenile Justice and the State Police. The trend evident in the 1990's has continued, with the largest employers being those in the public administration and service oriented industries. Manufacturing still holds a portion of employment including Merillat Corporation and Rochester Corporation. Retail and service sector employees were on a rapid rise through 2008.

There are opportunities in the community for economic development in a variety of sectors beyond manufacturing, service, and retail. The recent addition of the Library of Congress film preservation facility is a notable example of the niche' market economic development to which Culpeper is suited.

# Economic Strategies

**The following are the general policies** the Town should consider for economic development. Additional recommendations are provided in the Investment Areas section of this chapter.

1. Continue interagency coordination with economic development partners, including Culpeper County Chamber of Commerce, Culpeper Renaissance Incorporated (CRI), Culpeper Town and County Tourism Commission, and the Culpeper County Economic Development Commission.
2. Continue to work with the Chamber of Commerce and Economic Development Director to monitor and inventory the economic climate of the region and regularly update the *Economic Development Data* reports.
3. Work with Chamber of Commerce and Economic Development Director to inventory available sites for economic development and promote redevelopment and development of these areas.
4. Provide a mix of residential and business land uses to promote a balance of workers and jobs (Consistent with the Community Character and Land Use Chapters).
5. Survey and inventory properties or districts which could benefit from investment; and establish a set of criteria or benchmarks to identify locations for investment opportunities.
6. Coordinate with appropriate agencies to promote Culpeper as a destination location and work together to create a recognizable brand or identity for the Town, including a potential gateway enhancement program that builds on the Town's historic resources and gateway to the Blue Ridge Mountains.
7. Coordinate with Culpeper County to actively endorse, support and guide economic development, marketing the Town of Culpeper as a business community, utilizing public/private partnerships, and if necessary, public improvement investments. The Town and County Comprehensive Plans should guide this development, indicating suitable districts, infrastructure needs, and applicable land use regulations.
8. Retain its dual function as a regional marketing center and a Town in its own right. This can best be accomplished by maintaining or decreasing the ratio of residential land uses to industrial, commercial, and other non-residential land uses, and by pursuing an industrial development strategy aimed at job creation. The Town should focus on improving "quality of life" factors that will make it more attractive to professionals, managers, technical people, and industry.

9. Attract industries which will help diversify the local economy including: industries needing fiber-optic cables, medical services, government, quasi-governmental and association's administrations, agri-businesses, rail oriented business, lumber and wood products, and green industries.
10. Enhance its economic development program by increasing support for organizations involved in economic development, including providing visitor and tourist information and business advertising to promote local products, identifying areas for public/private partnerships to create loan pools, and creating programs to leverage federal and state programs requiring a local share.
11. Determine the terms and conditions with which Town Council would offer local incentives to attract businesses.
12. Support efforts to maintain "quality of life" factors including recreation activities and low crime rates.
13. Participate in the regional economy. This may include de-centralized federal institutions or shipping facilities for software companies. This may also include computer and technology firms located away from the Northern Virginia Technology Corridor, who take advantage of the existing fiber-optic connections and reduced traffic congestion.

## SUCCESS STORY: RC THEATERS PARTNERSHIP



The RC Theater redevelopment was the result of an important public/private partnership – a cooperative venture between the Town and RC Theaters. In 1998, the Culpeper Town Mall did not renew the lease with RC Theaters. The Town realized that it would lose an important cultural asset if the theater closed; therefore, in 1999, the Town and Theater worked together to find a new site. The site chosen was a Main Street parking lot owned by the Town. This location provided prime downtown location and plenty of parking. The Town contributed \$50,000 toward parking lot improvements and the RC Theaters committed to a 20-year lease and built a \$2 million state-of-the-art 4-screen, stadium seating theater. The Town obtains approximately 4% of the gross receipts and receives a 1% administration tax paid by the theater.







# 5



## HOUSING

### CHAPTER CONTENTS

Introduction  
Housing Strategies

# Introduction

**In 2007, the Town's housing** inventory included approximately 6,100 dwelling units, and from 2000 to 2007, the Town issued 2,045 building permits for new homes. These statistics indicate that thirty-three-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 fifty-seven-percent of the housing stock. The inventory of housing shows relatively good diversity; however, affordability has been an increasing challenge. In 2007, City-data.com reports the average purchase price of a home in Culpeper County was \$318,000. The reported median estimated household income at the time was \$54,200. Indicating that the average purchase price at the time was 5.87 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 2007 ratio indicates that housing in the Town of Culpeper was more expensive than the average household could afford to purchase.

Housing purchase prices have been on a decline since their all time peak in 2006, when the average purchase price was \$350,000. The most recent statistics indicate that the average purchase price has continued to decline and in the second quarter of 2009 had reached approximately \$190,000. However, similar statistics for the effect the recession has had on household income are not available.

In 2007, City-Data.com reported a cost of living index of 113.5 for the Town of Culpeper area. The U.S. Average is 100, indicating that it was somewhat expensive to live in Culpeper. With housing costs on the decline, it is likely that it will become more affordable to live in Town.

City-data.com shows that about sixty-percent of the Town's working population is employed within Culpeper, which leaves another forty-percent working in another statistical area. With the rapid changes in the last eight years, and now the downward swing in employment and housing values, the next few years will likely be a challenging time for the Town.

One possible trend that may play out is that the Town may experience population growth through increased household sizes. In 2000, the reported average household size for Culpeper was 2.48 persons per household down from 2.79 in 1990. 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 Culpeper 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, as at least forty-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 fifty- to eighty-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-use developments that include a variety of housing options in unit type and 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 well maintained 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

## **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 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 of housing 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.



# 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 type 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.

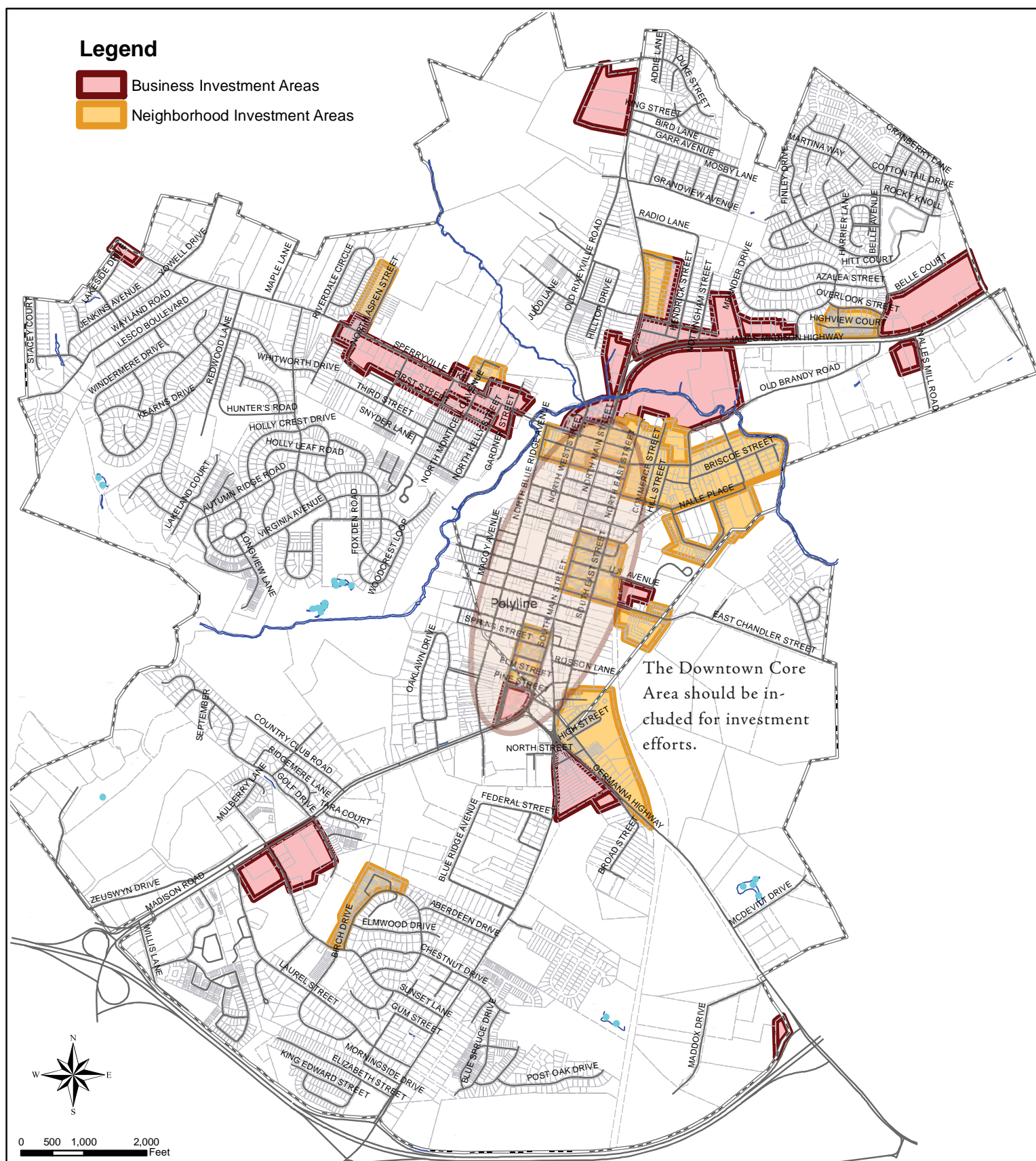
## STEP 2: PREPARE RECOMMENDATIONS

- \* 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
  - ✧ Tax Abatements
  - ✧ Tax Increment Financing (TIF)
  - ✧ Special Assessment Districts
  - ✧ Public/Private Investments

## MAP 16: INVESTMENT AREAS







## 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 ten to fifteen 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.



### RECOMMENDATIONS

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

1. Promote redevelopment and infill with mixed-use multi-story development per the recommendations of the Community Character and Land Use Chapters.
2. Adopt revisions to the zoning regulations to enforce recommendations of the future character areas map and recommendations.
3. Work with Economic Development Director and Chamber of Commerce to catalogue and promote key sites in Town for business development.
4. Work with property owners and developers to promote redevelopment and reuse of existing commercial properties.
5. Support consolidated redevelopment of these areas.
6. 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.
7. 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.
8. Investment in the downtown area is 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

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

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

**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 accredited police force, water and wastewater treatment and infrastructure, an electric facility, fifty-six miles of Town owned streets, trash collection, 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

## 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, 211, and 522; and State Routes 229 and 3. Automotive travel is the number one form of transportation with no local mass transit. Transportation services are offered by Amtrak, Norfolk-Southern, and Greyhound provides passenger travel by bus, and cargo hauling is provided via the Norfolk-Southern rail. The Manassas Line of the Virginia Railway Express (VRE) is the nearest commuter rail offering services to the Washington D.C. metro region. The street network is the transportation feature that has the most local impact and which the Town has the greatest influence over.

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 construction of new roads, abandoning rights-of-way, accepting easements, providing for the needs of commuters, and protecting the Town's neighborhoods. The Town must maintain a full and multi-route transportation network with a clear hierarchy of functionality. The Culpeper County Board of Supervisors work 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, all 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.

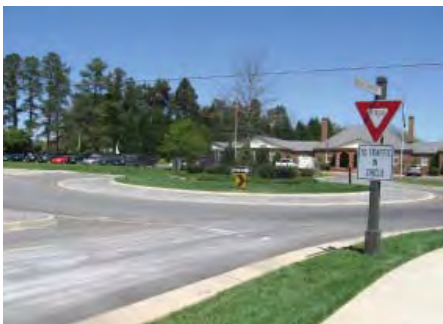
## TRANSPORTATION RECOMMENDATIONS

**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, the Virginia Department of Transportation, the Virginia Department of Rail and Public Transportation, Amtrak Virginia, and the Rappahannock-Rapidan Regional Commission.
2. Pursue opportunities to acquire funds, grants or other resources for the completion of local projects.
3. Coordinate with the Virginia Department of Rail and Public Transportation (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 smoothly.
4. Work with VDRPT on any grant funds for public transportation projects.
5. Coordinate with the Rappahannock-Rapidan Regional Commission to establish a performance of transportation demand analyses to site projects, such as coordination on the park-and-ride lot facility project.
6. Coordinate with private transportation groups to identify potential extension of mass transit options into Culpeper including bus or vans, and extension of Virginia Railway Express (VRE) commuter rail line to the Town of Culpeper.
7. Acquire funds from TEA-21 and the 5311 Rural Transportation Program 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 its 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 destroyed.



This diagram provides an example of how to calculate the connectivity index. The connectivity index for a development is calculated by dividing its links by its nodes. Nodes (stars) exist at street intersections and cul-de-sac heads within the development. Links (circles) are stretches of road that connect nodes. Street stub-outs are considered as links, but temporary dead-end streets internal to a development or alleys are not counted as links. One link beyond every node that exists in the development and provides access to off-site streets is included in the index calculation. In the diagram above, there are thirty-six (36) links (circles) and twenty-one (21) nodes (stars); therefore the connectivity index is 1.71 ( $36/21 = 1.71$ ).



Example of a roundabout, or traffic-circle.



Use of bump-outs and pergola in a center divider used to calm traffic.

9. Adopt land development regulations to:

- 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
- 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 slow traffic to lessen the impact of cut-through traffic on local streets. Other traffic calming options preferable to culs-de-sac include:

- frequent marked pedestrian crossings,
- short block lengths,
- street trees,
- on-street parking,
- roundabouts or traffic-circles,
- raised or textured crosswalks,
- curvilinear street segments,
- bump-outs, or
- street jogs

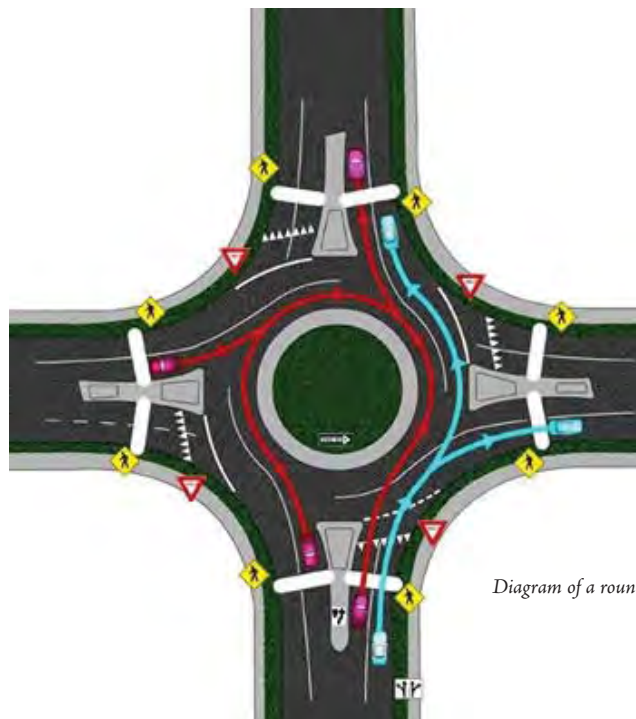


Diagram of a round-about.



11. Adopt land development regulations to require the inclusion of sidewalks on at least one side of all secondary and subdivision streets.
12. Require all new development to provide a fair share of funding for off-site improvements as shown on the Transportation Plan Map and/or construct new roads show 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. Any roads or bridges constructed within the floodplain or wetlands should be designed in accordance with the Town's floodplain ordinance (The Code of the Town of Culpeper, Section 27-91 et. Seq.) and good engineering practice.
15. Continue to implement the *Sidewalk, Path and Bikeway Plan* as included in this comprehensive 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 can work 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 and other civic groups, the Town secured a \$700,000 grant to rehabilitate the historic train depot. Intermodal Surface Transportation Efficiency Act (ISTEA) funds were utilized to rehabilitate the building. In addition to serving as the local Amtrak Station, the building currently houses the Culpeper Department of Tourism and Chamber of Commerce, and serves as a conference and 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.



### MAJOR THOROUGHFARE PLAN

**The Culpeper 2020 Transportation Plan** was completed by VDOT and adopted by The Culpeper Town Council in 2002. The Plan makes recommendations for improvements to the State Routes in Culpeper, including widening, and intersection improvements. The full plan is included in the technical appendix but the summary recommendations and *Major Thoroughfare Plan* including local recommendations are include below. A list of the recommended improvements from the 2020 Plan and their current status is included in the table on pages 84 and 85.

### FUNCTIONAL CLASSIFICATIONS

**VDOT classifies the streets according** to a number of factors, including the volume of traffic carried, its destination, and its 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 to another to create new links and connections in the local street network.

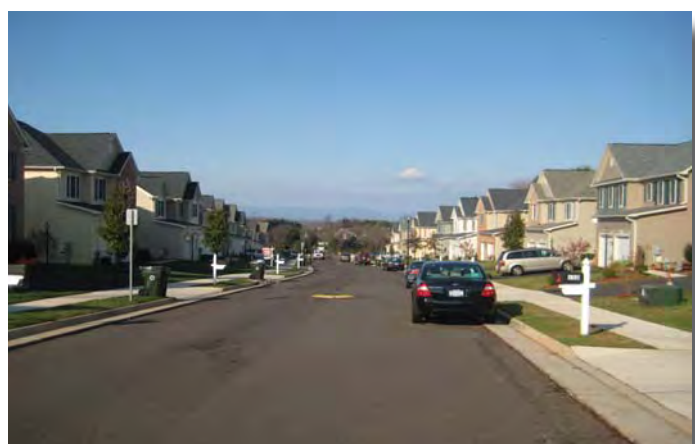


## PRINCIPAL ARTERIALS

- \* Serves the major centers of activity of 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

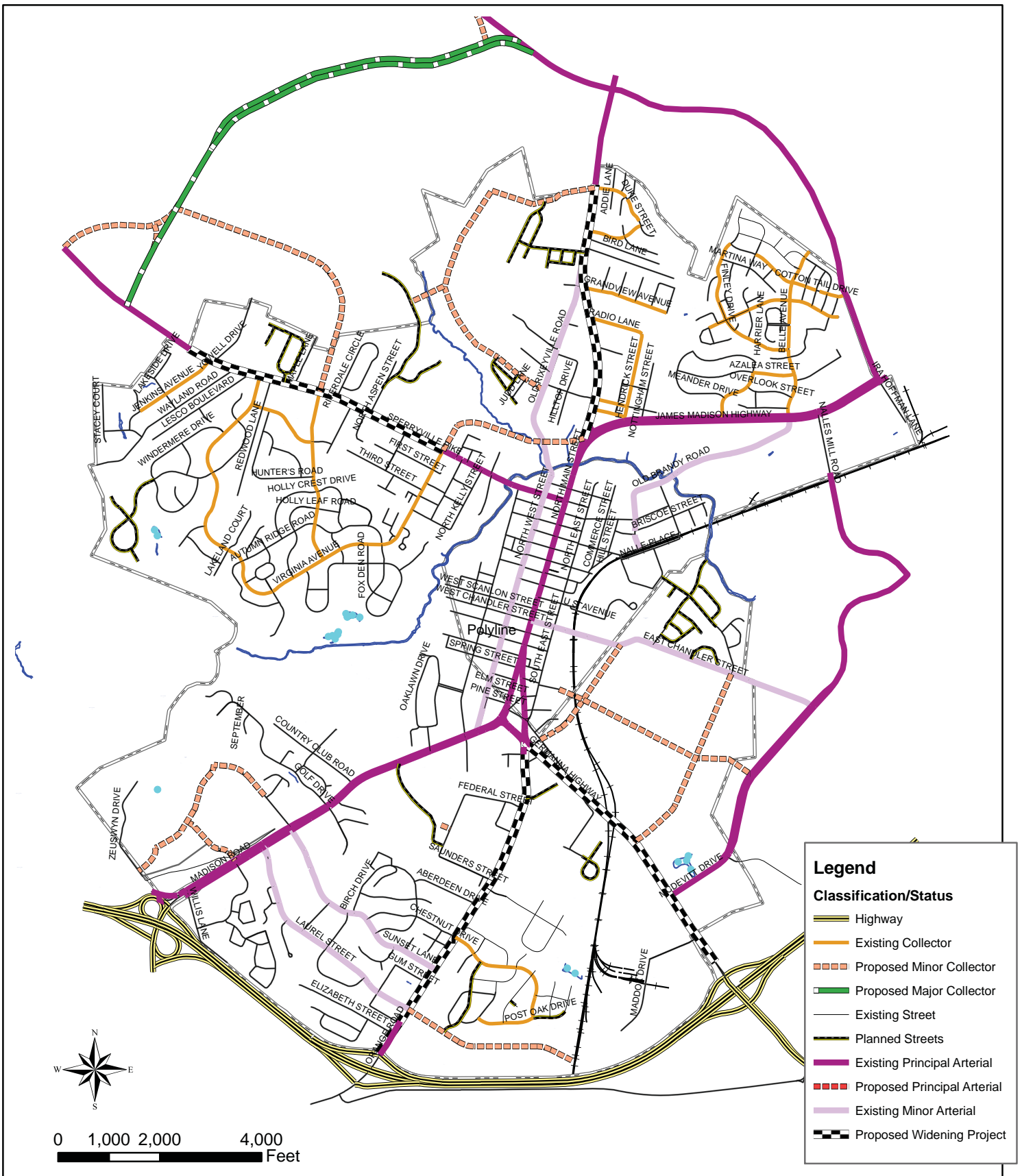


CHART 5. TRANSPORTATION IMPROVEMENTS PART 1

VDOT/TOWN OF CULPEPER 2020 TRANSPORTATION PLAN RECOMMENDED IMPROVEMENTS						
Route	Name	From	To	Seg. Mi.	Recommendation	Status
US 15 Bus	Orange Rd	Culpeper SCL	Freder- icksburg Rd	1.28	Widen to a standard two- lane urban roadway	Under Construc- tion
US 29 Bus	Madison Rd	Sunset Ln	Freder- icksburg Rd	0.92	Provide continuous sidewalk	
	N. Main St.	James Madison Hwy	Culpeper NCL	1.05	Widen to 4 lanes with a continuous sidewalk on the west side of roadway and improve geometric deficiencies at intersections	
	Old Brandy Rd	Piedmont Street	.09 MN Piedmont St.	.09	Widen to a standard two- lane urban roadway	
	Old Brandy Rd	.09 MN Piedmont St	Wine St	.20	Widen to a standard two- lane urban roadway	
	Old Brandy Rd	Wine St	James Madison Hwy	.58	Widen to a standard two- lane urban roadway	
	Old Rixeyville Rd	Williams St	.05 MW Main St	.78	Widen to a two-lane standard urban roadway with sidewalk on one side and a multi-purpose trail on the other	
	Old Rixeyville Rd	.05 MW of Main St	Main St	.05	Widen to a two-lane standard urban roadway with sidewalk on one side and a multi-purpose trail on the other	

Source: Town of Culpeper 2020 Transportation Plan

CHART 6. TRANSPORTATION IMPROVEMENTS PART 2

VDOT/TOWN OF CULPEPER 2020 TRANSPORTATION PLAN RECOMMENDED IMPROVEMENTS						
Route	Name	From	To	Seg. Mi.	Recommendation	Status
	Inner Loop Connector	Rt 522	Virginia Avenue		Construct new road to connect	
	West St	Madison Rd	Spring St.	.28	Provide continuous sidewalk	
	Intersection	Main St.	James Madison Hwy		Reconfigure to provide T-intersection (addressed with widening of Main St. from James Madison Hwy. to CL)	
	Intersection	Main St.	Old Rixeyville Rd		Improve sight distance (addressed with widening of Main St. from James Madison Hwy. to CL)	
	Intersection	Old Rixeyville Rd	Williams St		Improve sight distance	
	Intersection	Main St	Williams St		Provide left-turn lanes on Main St.	
	Intersection	James Madison Hwy	Old Brandy Rd		Provide pedestrian crossing	
	Intersection	Main St	Madison Rd		Provide pedestrian crossing	
	Intersection	Madison Rd.	Sunset Ln		Provide pedestrian crossing	
	Intersection	Evans St.	West St		Provide additional turn lanes	
	Intersection	Madison Rd.	Blue Ridge Ave		Provide additional turn lanes	

Source: Town of Culpeper 2020 Transportation Plan





# Public Facilities

**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.

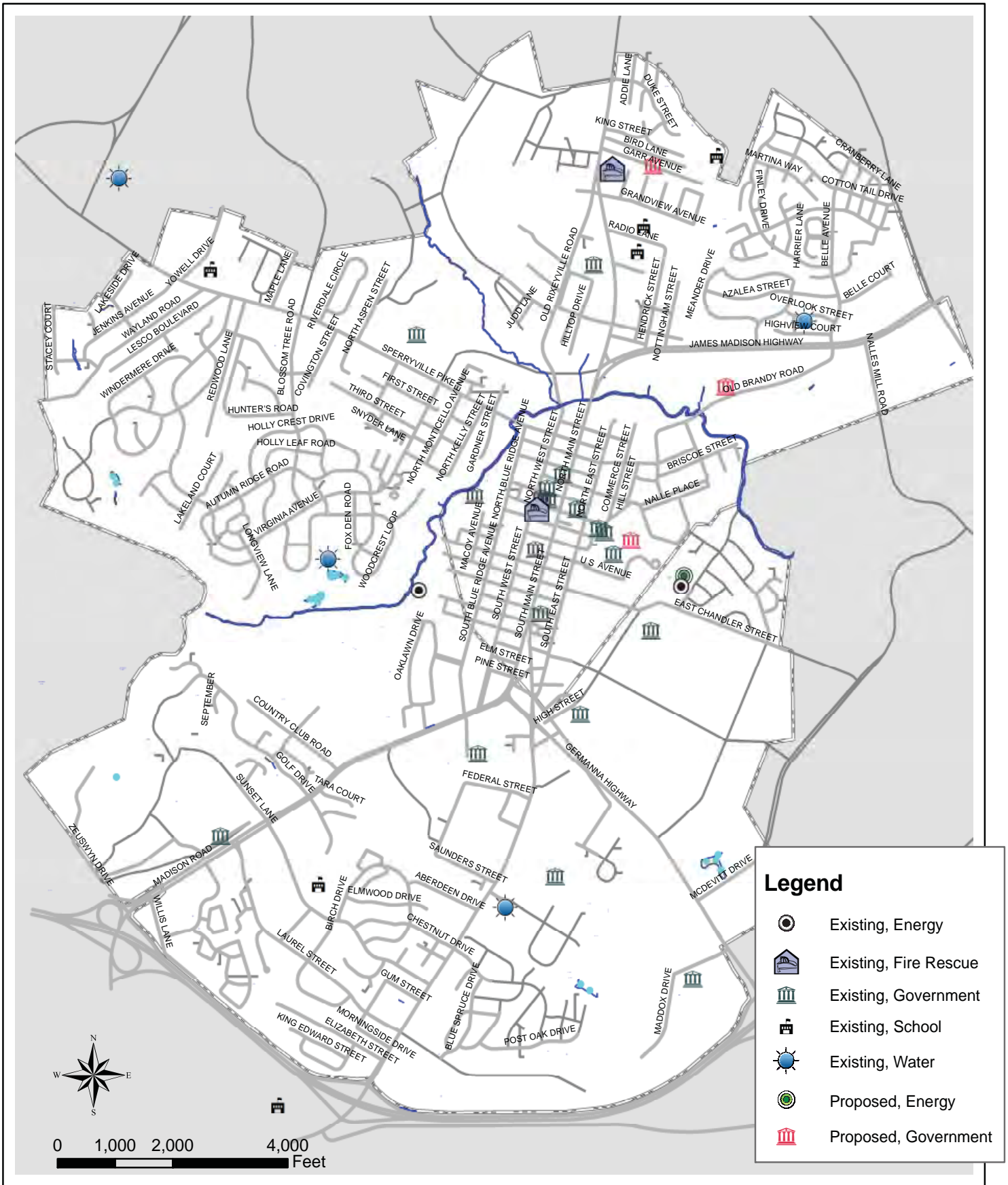
These facilities and utilities are necessary to support residential and economic development, and are essential to the safety, health and general welfare of the Town. The Town of Culpeper provides general government, public utilities, and police protection. Culpeper County is the agency responsible for 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. ***The 2004 Water Supply Master Plan*** is an important appendix to this chapter and addresses future supply for water services.

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 17*** on the following page.



## MAP 18: PUBLIC FACILITIES



Map Printed on May 4, 2009 by McBride Dale Clarion.

## PUBLIC FACILITY RECOMMENDATIONS

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

1. Continue general government operations out of the new Town building located on Main Street. The new 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. Continue with the design and construction of the new police facilities off of Old Brandy Road to house Police Services.
3. 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.
4. Continue to operate its utilities in a timely and efficient manner, and offer competitive rates with the industry for services.
5. Coordinate with Culpeper County on county facilities which serve the Town including schools, and parks which are located within the corporate limits.
6. Strive to maintain the County Seat status and the County facilities within the Town limits.
7. 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.
8. 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).
9. Evaluate the effectiveness of its recycling program for reduction to the solid waste stream. A targeted reduction of at least 10% should be pursued. In conjunction, recycling centers to support residential recycling should be maintained and increased.
10. Continue to coordinate with the Fire and Rescue Association to provide fire safety services within the Town of Culpeper.
11. 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.
12. Encourage co-location of communication facilities, on both the existing telecommunications structure and within the on-ground support facilities. A minimum target of three (3) opportunities per site is established.
13. Consider implementing “green energy options” such as wind turbines, or solar farms in the event the power generating facilities need to be modified or replaced.
14. Lead by example in provision of high-quality well maintained green spaces and public facilities.



The Municipal Building.





## WATER AND WASTE WATER MANAGEMENT RECOMMENDATIONS

The Town of Culpeper should consider the following recommendations to manage water and wastewater facilities.

1. Continue to implement the Watershed Protection policies using the adopted Watershed Protection Ordinance.
2. Follow the **2004 Water Supply Master Plan** (see technical appendix) to implement improvements to increase the water supply as required to meet the growing water demands of the Town.
3. Complete a regional water supply plan with the County of Culpeper to comply with state requirements and to coordinate long term water supply planning with the County.
4. 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 flows and fire flows, so as to determine if adequate capacity exists to meet the increased demand on the distribution system.
5. Require all applicants for rezoning to 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.
6. Consider adoption of an ordinance allowing reimbursements to developers where their development provides substantial excess capacity in the water distribution system or wastewater collection system.
7. Consider adopting a fire flow ordinance setting out minimum fire flow requirements for new developments.
8. 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.
9. Continue to serve water and sewer customers within and/or outside the corporate limits. Additionally, the Town should ultimately provide water and sewer services to all areas added to the Town.
10. Consider reviewing local stormwater management regulations and assessing the environmental sustainability of those regulations in regard to stormwater retention, management and treatment through "Best Management Practices" or BMPs.
11. 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.









# 8



## NATURAL, HISTORIC & CULTURAL RESOURCES



### CHAPTER CONTENTS

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Natural Resources

Natural Resources Map

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Recommendations

Historic and Cultural Resources

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Historic and Cultural Resources  
Map

Historic and Cultural Resources  
Recommendations



# Introduction

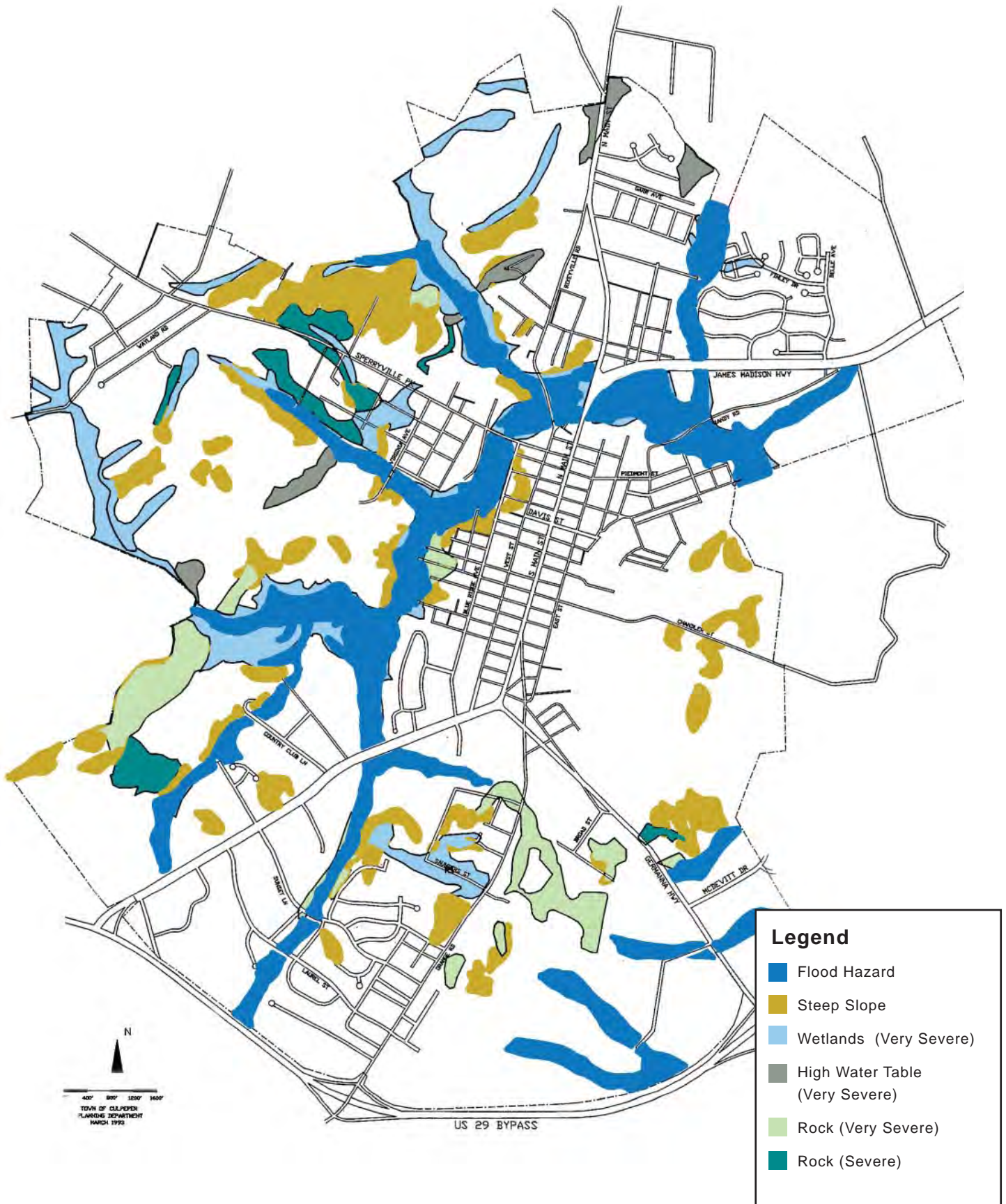
**Natural, historic, and cultural resources** are existing features of the Town of Culpeper which contribute to the overall quality of life for residents, and thereby support economic development by making the community an attractive place to live, and providing a draw for tourism. Because of the value 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), and to require wetland protection and review of impacts by the Army Corps of Engineers.

The following map identifies areas with sensitive natural resources that are protected by current regulations. Following the map are recommendations for the continued protection of natural resources.

## MAP 19: NATURAL RESOURCES AND DEVELOPMENT CONSTRAINTS



Source: Culpeper Planning Department, 1994 Comprehensive Plan.



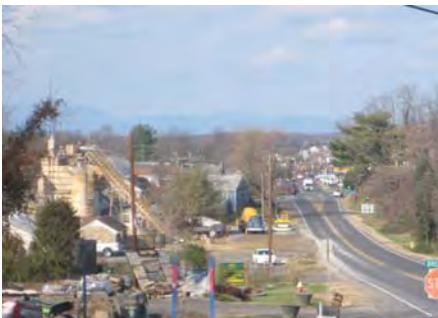


## NATURAL RESOURCE RECOMMENDATIONS

**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 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 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 their 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 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 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. A new district is under consideration for portions of East Street. The local district, which corresponds with the National Register District, and any improvements in this local 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, **§15.2-1129.1 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

# Town of Culpeper Comprehensive Plan

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.

The Town of Culpeper is actively pursuing a designation as the value of arts in the community is a vital part of its fabric. During the development of this Plan, the Town is concurrently creating ordinance language to establish an arts and cultural district. 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 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	102 N. Main Street
Alcocke Homes/1860	402 S. East Street
Alcocke Homes/1860	406 S. East Street
Allan House/1871	306 E. Piedmont Street
Antioch Church/1866	202 S. West Street
⊙ Asher Street	Asher Street
Baby Jim's Snack Bar/c. 1950	701 N. Main Street
Ball Cottage/1870	302 E. Piedmont Street
Bill Fray House/1850	710 S. East Street
Billy Fray Feed Shop/1835	195 E. Davis Street
Bowie House/1830	114 N. East Street
Broadus-Apperson/Old Stone House/1858	121 E. Edmondson Street

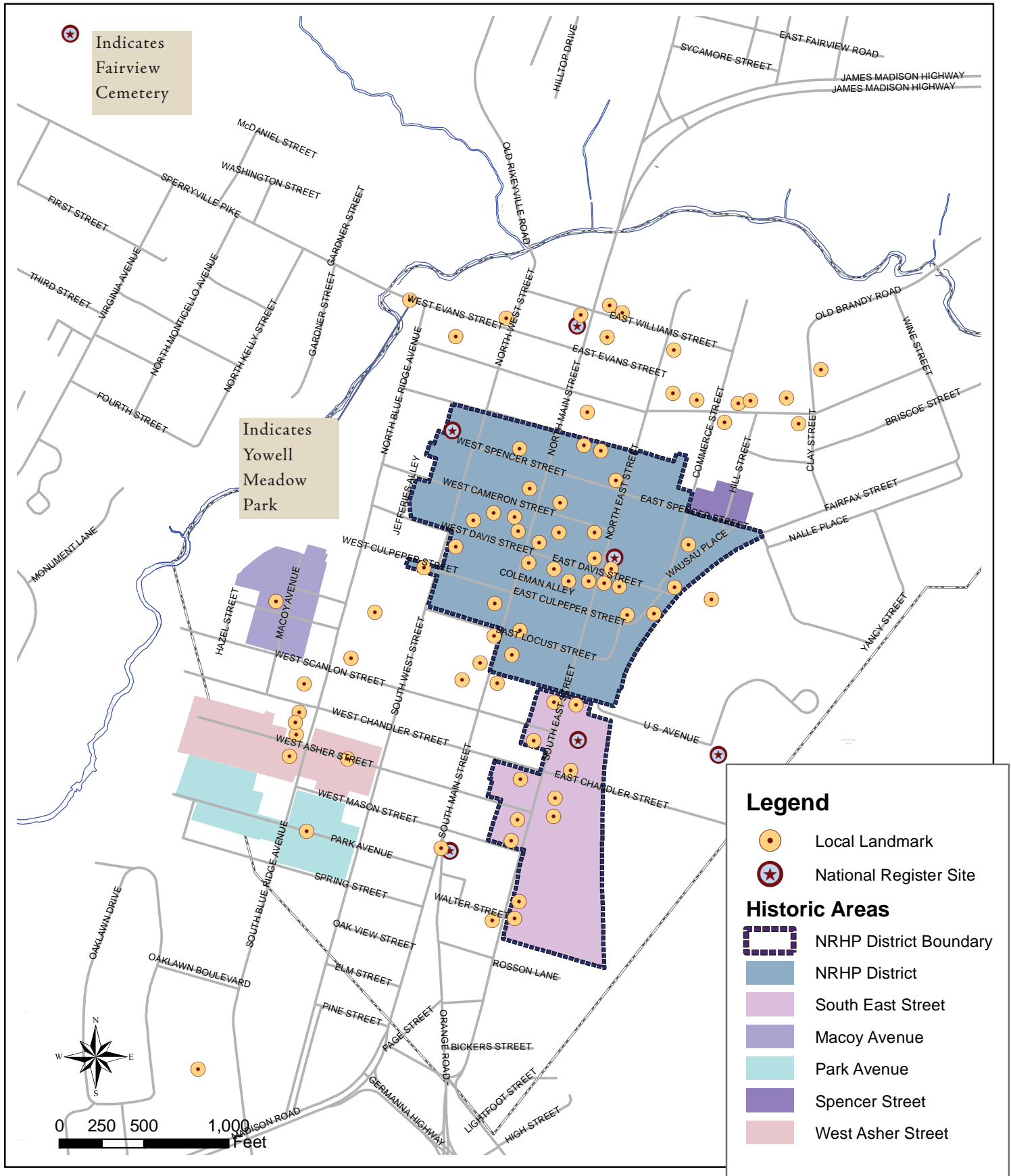
### Symbol notes:

⊙ 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 20: HISTORIC & CULTURAL RESOURCES





## TOWN OF CULPEPER HISTORIC SITES AND AREAS

CHART 8. HISTORIC SITES PART 2

SITE/DATE	LOCATION
★✪Burgandine House/ 1749	807 S. Main Street
Burrows House/Nalle House/1850	214 E. Piedmont Street
Bywaters Cottage/1830	609 N. East Street
Chelf House/1858	605 S. East Street
Clyde Lewis House/c. 1900	306 Macoy Avenue
County Courthouse/1874	135 W. Cameron Street
Covington House/1858	206 E. Piedmont Street
Crimora Waite House/1885	602 S. East Street
★✪@Culpeper Historic District	Downtown
Depot/1904	109, 111, 113 W. Commerce Street
Dr. Humphries House/ early 1900s	610 S. Blue Ridge Avenue
Dr. Lewis House/1870	409 N. Main Street
Eastern View	204 E. Chandler Street
✪Episcopal Church/1821	115 N. East Street
Episcopal Rectory/1835	702 S. East Street
Fairfax Masonic Lodge/1902	201 E. Davis Street
Fairfax Theater/NA	237 E. Davis Street
★✪Fairview Cemetery	Sperryville Pike
Fairview/1830	231 Fairview Road
☒Former Virginia Baptist Home/1945	609 N. Main Street
●Gallows Hill	100 Block of N. West Street
Glen Garry/1850	136 Fairfax Street
Grayheart's Drug Store/1898	101 E. Davis Street
Greenlawn/1870	606 N. Main Street

*Symbol notes:*

● 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.



# TOWN OF CULPEPER HISTORIC SITES AND AREAS

CHART 9. HISTORIC SITES PART 3

SITE/DATE	LOCATION
★✪Greenwood/1760	1007 Orange Road
Guinn House/1920	1002 S. East Street
Herndon Smith House/1855	605 N. Main Street
★✪Hill Mansion/1854,	501 S. East Street
James Hotel/1890-1900	302 E. Davis Street
John W. Yowell House/1900	506 S. Blue Ridge Avenue
Jones-Jefferies House/1850	302 E. Spencer Street
Lightfoot House/Magnolia Inn/1835	402 S. Main Street
Lord Culpeper Hotel/1930s	700 S. Main Street
Macoy Avenue	Macoy Avenue
Macoy's Drug Store/Piedmont Masonic Lodge/pre-1880	202 E. Davis Street
Major Edwin Gibson House/early 1900s	606 S. Blue Ridge Avenue
Makle-Bragg House/c. 1900	310 E. Piedmont Street
Martin Furniture Building/1890s	125 E. Davis Street
Martin House/1855	901 S. East Street
Masonic Cemetery	500 Old Rixeyville Road
Minutemen Monument	Old Orange Road/U.S 29 Business
★✪National Cemetery/1866	U.S. Avenue
Old Armory/1890s	171 E. Davis Street
Old Ashby House/1860	1009 S. East Street
Old Hill House/1840	401 S. Main Street
Old Masonic Hall/ 1800	126 N. Main Street

**Symbol notes:**

● 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.





## TOWN OF CULPEPER HISTORIC SITES AND AREAS

CHART 10. HISTORIC SITES PART 4

SITE/DATE	LOCATION
Old Mt. Pony Church/1895	176 E. Davis Street
Old Municipal Building/1927,	118 W. Davis Street
Old Post Office/1932	302 N. Main Street
Old Pulliam House/1860	113 E. Edmonson
Old Virginia Hotel/1813	202 N. Main Street
Old Waite House/1870	502 S. East Street
⊙Park Avenue	Park Avenue
★Pitts Theater/1938	305 S. Main Street
★Presbyterian Church/1868	215 S. Main Street
R.F. Booton House/c. 1900	226 W. Scanlon Street
Randolph Cottage/1830	610 N. Main Street
Reams House/1840, 1906	509 S. East Street
Redwood/1830	500 Sperryville Pike
Rhodes House/1885	302 N. East Street
Rosson-Walters House/1860	1001 S. East Street
Rust House/1859	202 E. Chandler Street
Sims House	218 E. Piedmont
Sister Houses/c. 1900	501, 505 E. Piedmont Street
☒Site of Ann Wingfield Cottage	301 E. Piedmont Street
☒Site of Bell's Tavern/late 18th century	302 S. Main Street

CHART 11. HISTORIC SITES PART 5

SITE/DATE	LOCATION
☒Site of John Jameson's House	504 S. Main Street
☒Site of Latham Home/1855	402 E. Piedmont Street
☒Site of Wine Properties	615-619 Old Brandy Road
★☒Slaughter-Hill House/1830	302 N. West Street
Smith-Guinn House/late 1800s	301 W. Asher Street
★☒☉South East Street	South East Street
●Sugar Bottom	
Thompson House/1860	609 S. East Street
Veranda Building/1851	138 N. Main Street
Wampler House/1835	110 E/ Williams Street
Wheatland	203 E. Chandler Street
Yowell House/1835	195 E. Davis Street
●Yowell's Bottom and Clayton's Field/1775 & 1863	Yowell Meadow Park
●☒Old Confederate Cemetery Site/ 1880-82	1220 S. Blue Ridge Avenue

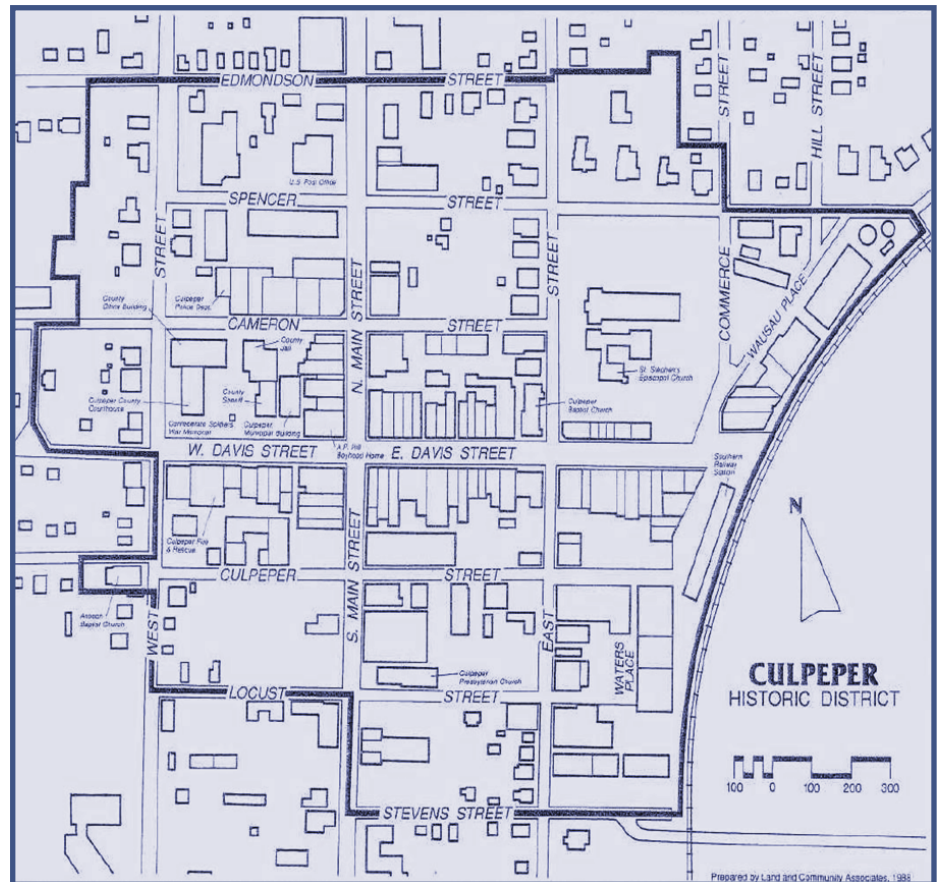


### Symbol notes:

● Site with no associated structures ☒ Historic Use  
 Removed/Structure Demolished ⊙ Significant  
 Neighborhood ⊗ Historic District ★ Listed on National  
 Register of Historic Places ☆ Listed on Virginia  
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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.



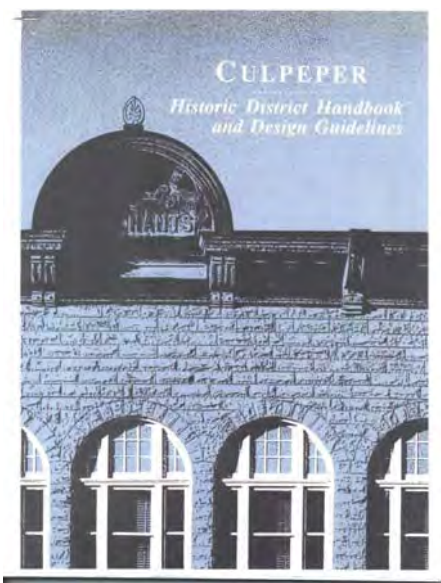
**MAP 21: TOWN OF CULPEPER NATIONAL REGISTER DISTRICT**

Source: *Culpeper Historic District Handbook and Design Guidelines*, 1988.

### EXCERPT FROM THE “CULPEPER HISTORIC DISTRICT HANDBOOK AND DESIGN GUIDELINES”

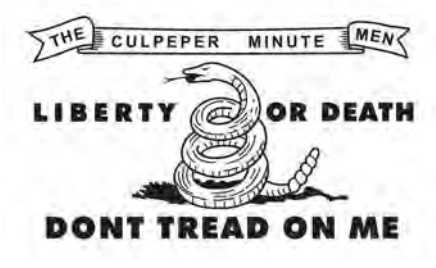
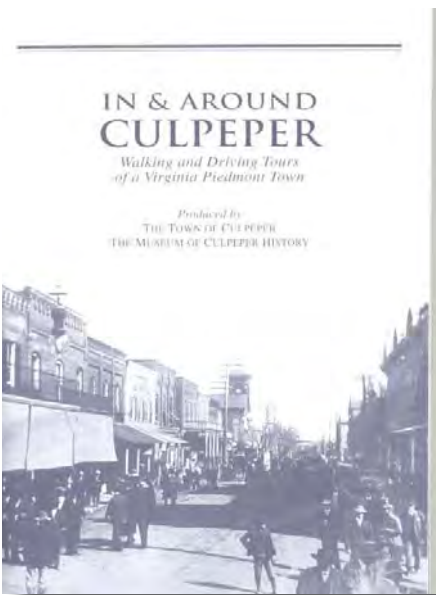
The Culpeper Historic District is characterized by a variety of building types and styles representing Culpeper's importance as a county seat of the Virginia Piedmont. The district is centered on the Davis Street/Main Street intersection, the central crossroads of the Town from its earliest days, and 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 noncontributing to its historic or architectural character.



## HISTORIC & CULTURAL RESOURCE RECOMMENDATIONS

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



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. Consider a study to 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 Community Development Block Grant, 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(6) historic structures<sup>1</sup>, one (1) historic site, and two (2) historic district 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.

<sup>1</sup> At the time of this plan the designation for the South East Street and the State Theater were pending and were included in the inventory of national sites and districts.



8. Create 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 filed, such as the Americans with Disabilities Act (ADA) requirements, and others which have occurred since 1988 when the Handbook was completed.
15. The Architectural Review Board (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.









# PARKS, RECREATION & OPEN SPACE

## CHAPTER CONTENTS

Introduction

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# Introduction

**In recent years the Town has** undertaken efforts to increase parks and open spaces, and 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. 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



*Mountain Run Lake*

**The two large existing Town Parks** are Yowell Meadow Park and Mountain Run Lake Park. The Town Council has made considerable investments to purchase these properties, make site improvements, and maintain the properties. Because of limited fiscal resources, and as the Town comes ever closer to build-out within its current limits, the reality of obtaining additional large parcels for use as parks is becoming more limited. In 2002, the Town established the policy to diversify recreational opportunities by providing variation in the size and function of facilities. The Town currently maintains five parks including the Kestner Wayside, Mountain Run Lake Park, Yowell Meadow Park, The East Davis Street Park, and the newest addition, the Wine Street Memorial Park. The Town also maintains a boat launch at Lake Pelham.

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 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

**The recommendations for future parks** includes new locations for Neighborhood Parks. The other park types located in the Town are adequate to meet the needs of the community in the future. These parks include Community Parks and Town Parks.





## 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. 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.

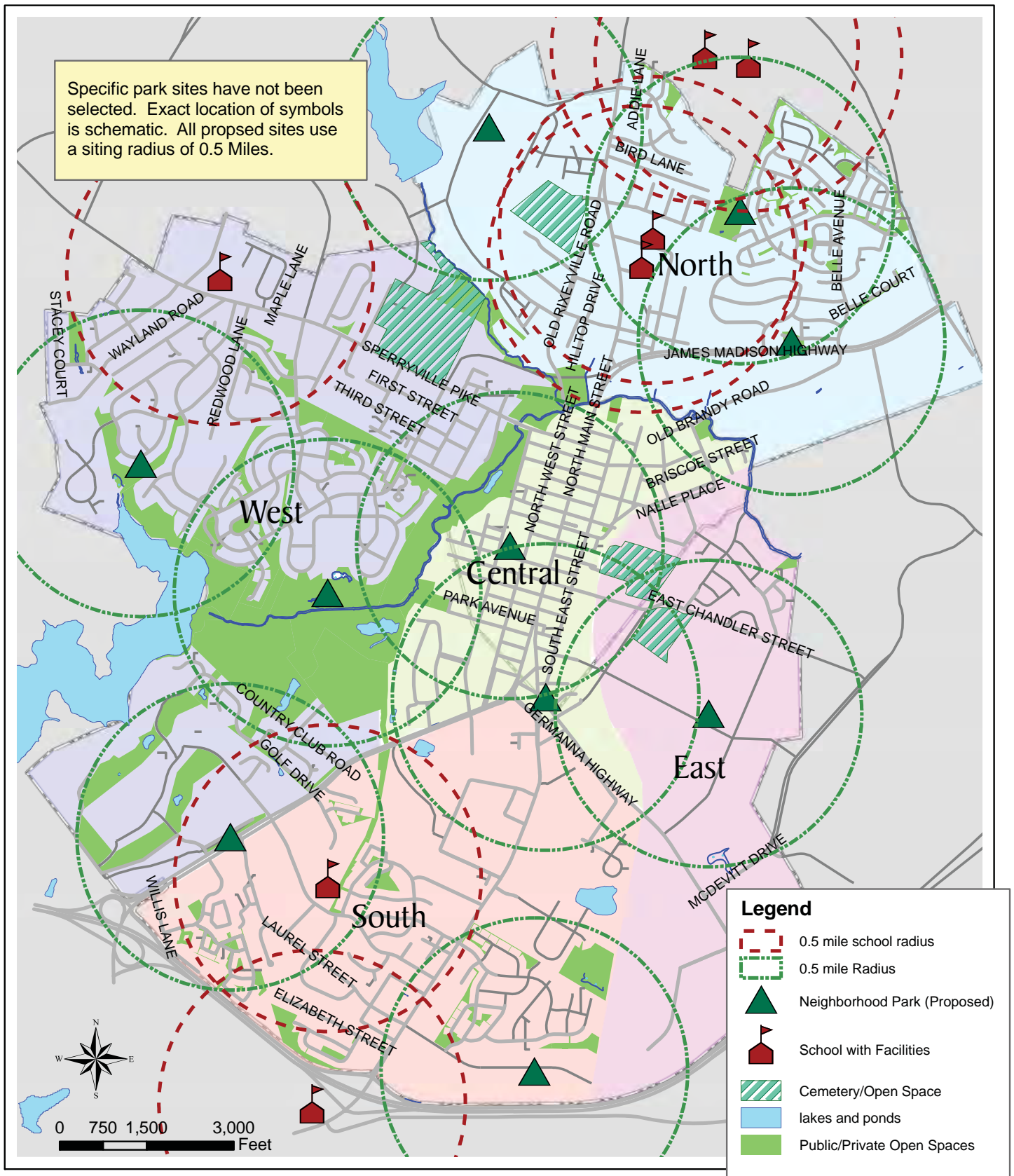
### *Need:*

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. No new Town parks are proposed.

MAP 22: PARKS AND RECREATION



## LOCATION AND DEMAND FOR FACILITIES

The geographic limits of the Town have not changed since the 2002 Park Planning Districts were established so the geographic need for new facilities remains relatively consistent with the recommendations made in the 2002 plan update. The recommendations were based on the need for new facilities in each category based on a ratio of acreage to population. A deficit for Neighborhood and Community Parks was identified at that time, with Neighborhood Parks showing the greatest need. The new improvements of the Wine Street Memorial Park, have transformed open space into a park to include a variety of facilities to meet a substantial portion of the need for Community Parks. The Town is divided into four park planning districts with recommendations for the provision of new facilities in each. The precise location for new facilities has not been determined in order to allow for flexibility through the land development process in identifying the best locations for new parks and open spaces. The recommendations of the Park Plan are supported by the recommendations in the *Sidewalk, Bikeway and Trail Master Plan* that provide a framework to knit the park system together with a series of linear paths and greenways. The implementation of the recommendation in this chapter will require the participation of the Town, County, schools, and other private entities to create the envisioned future system.

## SUCCESS STORY: WINE STREET MEMORIAL PARK



The Wine Street Memorial Park is an example of recent improvements made to create a Community Park along Old Brandy Road. The site is being incrementally developed in accordance with an approved Master Plan and will include a memorial area, play equipment and walking trails.



## **PARKS & RECREATION RECOMMENDATIONS**

**The Town should pursue the** following recommendations in support of the goals of this Plan.

1. Recognize four (4) types of parks: 1) Neighborhood Parks; 2) Community Parks; 3) Town Parks; and 4) Shared Facilities. All four types of parks should be used to formulate a future park system for the Town of Culpeper with an emphasis on Neighborhood and Community Parks. 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. At least one neighborhood park should be located within each park planning district. Community parks may be shared among districts, and school parks may be considered as 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. Prioritize the development of the park system in the following order; parks development; passive recreation and open spaces; culture and tourism; recreational program; and league sports.
7. 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. The following recreational facilities are encouraged: playground equipment, multi-purpose athletic fields, and clubhouse, swimming pool, game room and/or weight rooms.
8. 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.
9. 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.
10. 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.
11. 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.
12. Develop and maintain individual park master plans so that the land is efficiently used and needed facilities are provided.
13. The Parks and Recreation Commission will submit an annual schedule of maintenance and capital projects that are recommended during the upcoming fiscal year to the Mayor and Council. The "Work Plan" should identify: 1) the purpose and likely outcome of specific projects; 2) compliance with the Comprehensive Plan, capital improvement planning, and/or park master plan; and 3) funding sources (if a capital project).

# Sidewalks, Bikeways & Trails

In 2007, the *Town of Culpeper Sidewalk, Bikeway, and Trail Master Plan* was completed by Toole Design Group and 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. 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

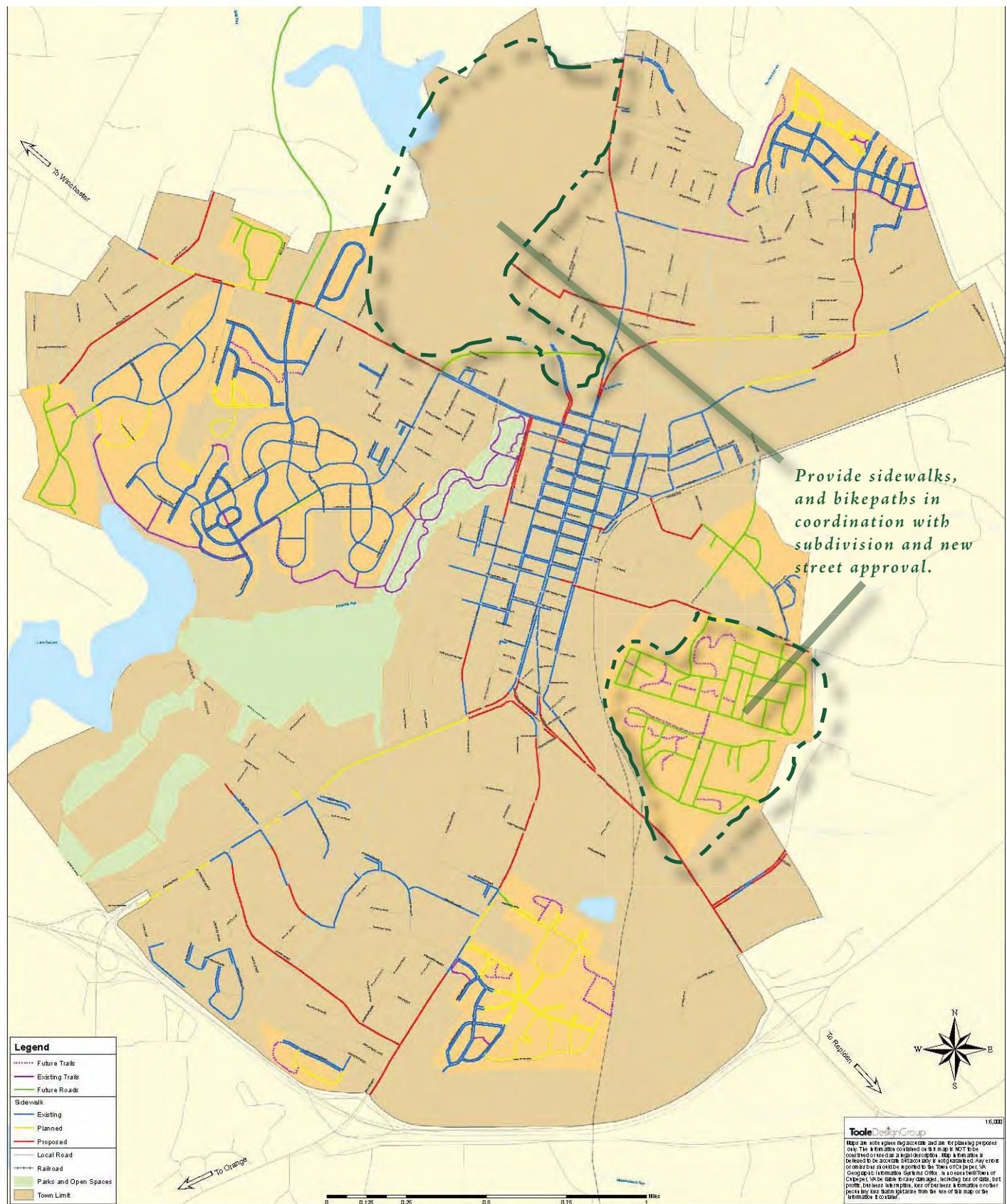
July 2007



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 23: SIDEWALK CONNECTIONS



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

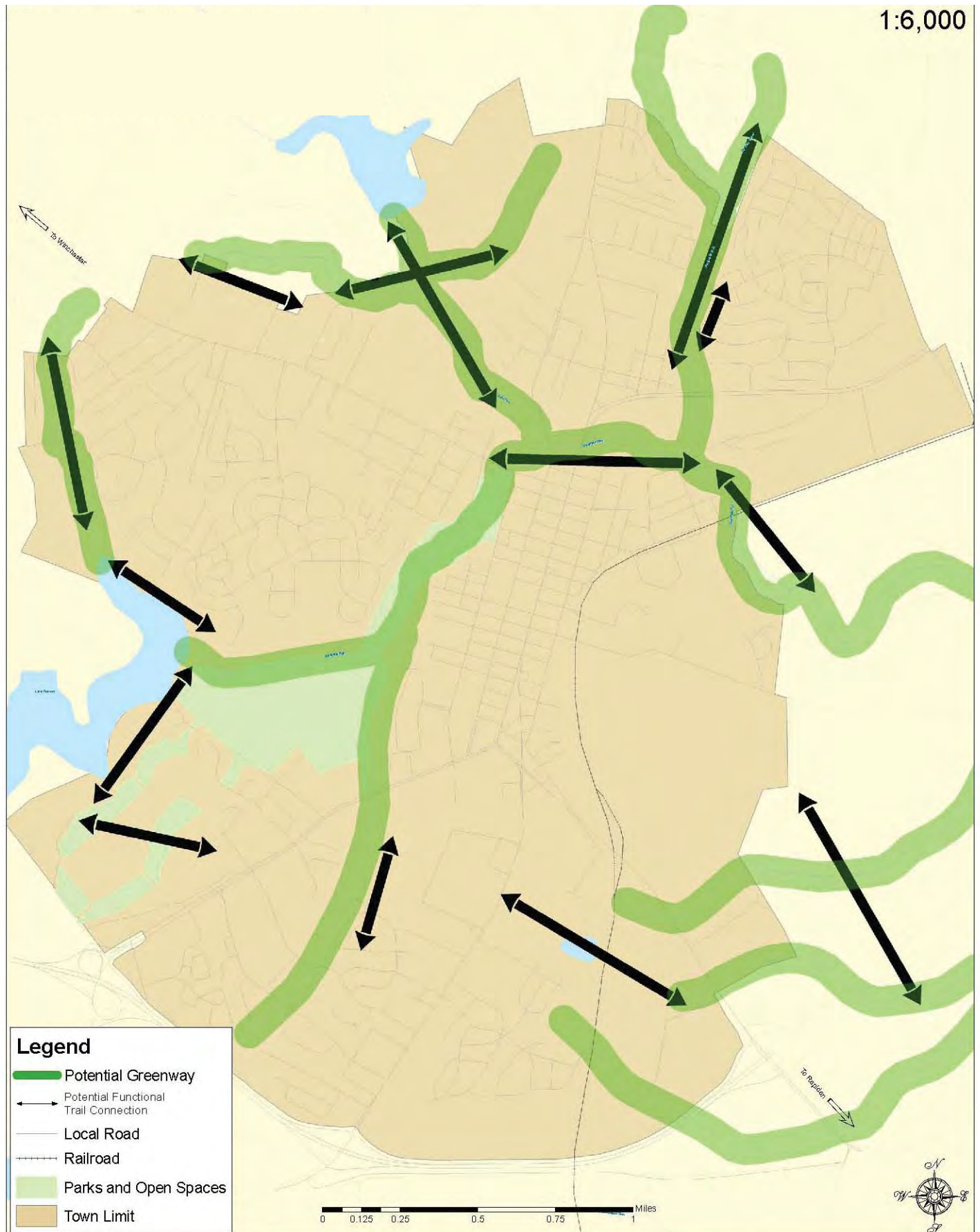


## MAP 24: BICYCLE ROUTE NETWORK



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

**MAP 25: CONCEPTUAL GREENWAY CORRIDORS WITH TRAIL CONNECTIONS**



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





## SIDEWALK, BIKEWAY AND TRAILS RECOMMENDATIONS

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

1. Implement the prioritized actions of the *Sidewalk, Bikeway, and Trail Master Plan*.
2. Provide for facilities that allow pedestrians to travel along and cross roadways safely, either through public improvement project 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 projects in the *Major Thoroughfare Plan* and included in new development.
4. Work with private and semi-public entities to install and maintain bicycle racks at key destination 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 green 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. Establish a "Greenways Program" to preserve and protect open space and greenway lands in accordance with the recommendations of this Plan.
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" pilot 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.





SLS  
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 as 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 two 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 Park 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 Chapter, 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 ten to fifteen 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 buildout 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 ten to twenty years, similar to the one that led to this plan and its predecessors.



# Work 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 above as “Tool” 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. While it is important to have a long-term guide on 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 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 chapter, additional actions may also be added as necessary to effectively operate the Town’s Planning and 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.

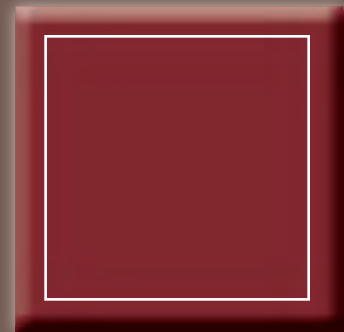
# Prioritization

CHART 12. WORK PLAN PRIORITIZATION CHART

Effort Type	(Yr 1) Short-term	(Yrs 2-5) Mid-term	(Yrs 5+) Long-term
<b>REGULATIONS</b>	Update Zoning Ordinance		
	Update or Create Land Development, Design, or Other Ordinances as needed		
<b>COORDINATION</b>	Work cooperatively with other agencies and departments including but not limited to Schools, County of Culpeper, Commonwealth of Virginia, Virginia Department of Transportation		
<b>COMP PLAN UPDATES</b>	Annual Work Plan	5-Year Review	10-Year Update
<b>CAPITAL IMPROVEMENTS</b>	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		
<b>STRATEGIC OR FOCUS AREA PLANS</b>	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		







# TECHNICAL APPENDIX



## TOWN OF CULPEPER COMPREHENSIVE PLAN

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