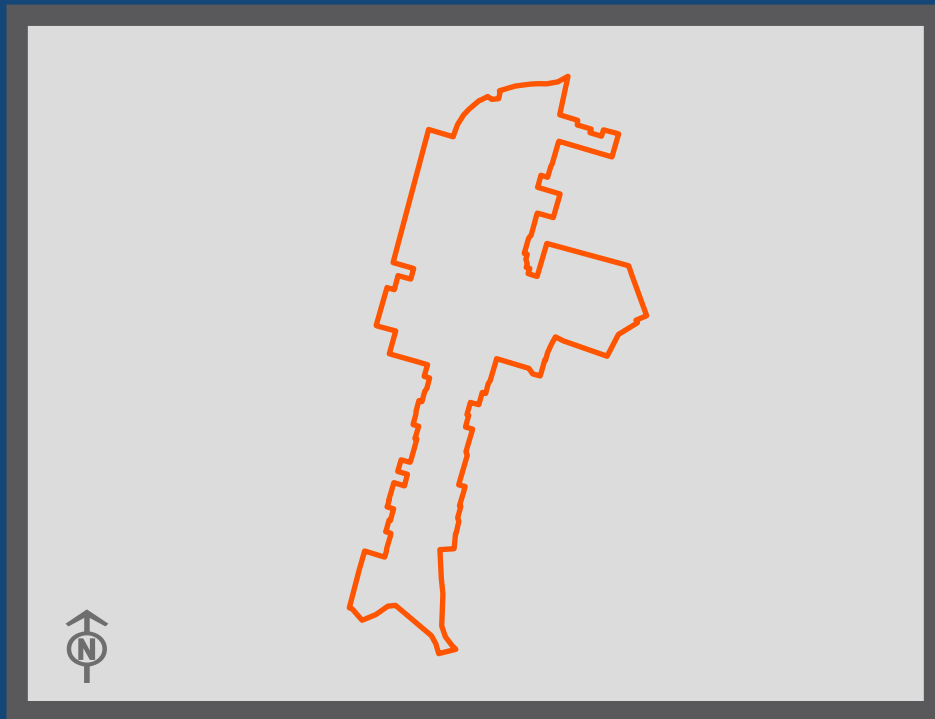


OCTOBER 2017

# TOWN OF CULPEPER



## URBAN DEVELOPMENT AREA MASTER PLAN

A Component of the Town of Culpeper Comprehensive Plan

**Michael Baker**  
INTERNATIONAL

 **RENAISSANCE**  
PLANNING

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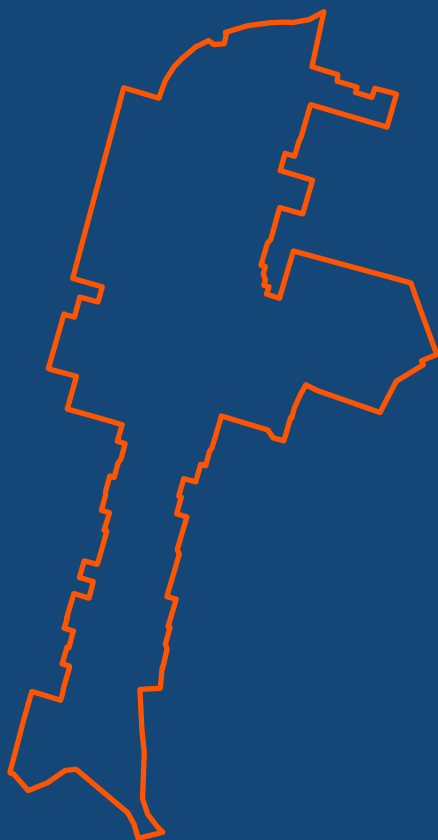


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# I. UDA PLANNING PROCESS

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## A. INTRODUCTION

Building on previous planning efforts and public input, the Urban Development Area (UDA) Master Plan implements a key priority of the 2016 Comprehensive Plan by establishing a UDA as the sixth growth area for the Town for sustained economic investment. Located within the downtown area, the “flagship” for the Town’s identity that offers the greatest opportunity for growth and investment, the UDA articulates a preferred vision for development that will be shaped by traditional town planning principles for the adaptive reuse of existing buildings and new construction. To accommodate the Town’s future growth, the UDA will promote higher density development, while maintaining the downtown’s historic characteristics, with well-connected streets and blocks, public spaces, and a mix of uses that includes residential over commercial at the ground level to ensure a vibrant streetscape.

At the heart of the UDA Master Plan are focus areas that are supported by a set of goals, policies and recommendations for public/private development opportunities that are envisioned as catalysts for new development. The focus areas prioritize the Town’s future infrastructure investments and identify potential transportation funding opportunities within a short, medium and long-range implementation strategy. See Section IV. Recommendations for the Urban Development Area.

While the UDA is intended to accommodate a significant portion of growth for the Town for the next 10 to 20 years; it should not be construed as the only area in the Town anticipated for growth in the future. However, the majority of the Town is already developed with committed land uses and/or approved site development plans, therefore the UDA will play a significant role in the promotion of the Town’s commercial viability through development and redevelopment of the downtown in conjunction with the preservation of rural and established suburban areas.

## B. BACKGROUND

UDAs were authorized by the Code of Virginia in 2007 (Virginia Code § 15.2-2223.1.) as a requirement for certain high growth localities to designate areas “sufficient to meet projected residential and commercial growth in the locality for an ensuing period of at least 10 but not more than 20 years.” In 2012 the Code was amended to define UDA more broadly and make them optional rather than mandatory.

The primary purpose of UDA legislation is to improve the future efficiency of state-funded road construction and maintenance. Under the House Bill 2 legislation established in 2014, areas designated as UDA in a local comprehensive plan have an additional level of potential eligibility for transportation funding from the State, for its proximity to transportation facilities, redevelopment/infill potential, and higher density development that incorporate the principles of Traditional Neighborhood Development (TND). TND embodies classic characteristics of traditional communities such as walkable neighborhood centers, interconnected streets and blocks, diversity of land uses, and easy access to jobs, housing and recreation by a variety of travel options (auto, bus, walk, bike, etc.) See Section III Design Guidelines for the Urban Development Area.

## C. PREVIOUS PLANNING EFFORTS

The UDA Master Plan is built upon the goals and priorities expressed with recent planning efforts. The Consultant Team, led by Michael Baker International (“Michael Baker”) and Renaissance Planning as sub-consultant, reviewed relevant background materials, including, but not limited to: all utility information, development regulations, zoning maps and recent planning documents to provide guidance and a foundation to build upon pertinent public input. The key planning documents reviewed included:

- 2007 Community Design Plan
- 2015 Culpeper 20/20 Strategic Vision Plan
- 2016 Comprehensive Plan

Each of these documents build upon central themes, as supported by Town stakeholders, to guide and catalyze growth over the 10 to 20 years. The following themes also provide a compelling narrative for establishing the UDA:

- *Establish a downtown boundary to focus sustained economic growth and investment,*
- *Identify gateway improvements at both northern and southern ends along Main Street,*
- *Establish focus areas within the downtown, that act as catalysts to promote infill and mixed-use development opportunities,*
- *Identify public/private opportunities on Town-owned sites, and*
- *Provide access to pedestrian plazas, green ways, and other amenities that are currently lacking in downtown.*

The 2007 Community Design Plan created a strategic plan for future growth within downtown Culpeper with an established focus area originally based on the previously designated central business district (CBD). This was later updated by the 2016 Comprehensive Plan Update with the expansion of the Future Land Use Map to include mixed-use designation due to development pressure patterns, that boundary shifted several blocks to the north and south of Davis Street, primarily along the Main Street corridor and adjacent properties. Mountain Run established a natural border to the downtown at the northern end while Madison Road and Germanna Highway established an edge along the south of the focus area. The 2017 Focus Area for downtown was established and based on the Future Land Use Map which provided the logical basis for establishing a UDA boundary, encapsulating future growth and redevelopment opportunities, providing direction for prioritized infrastructure and transportation improvements.

The 2007 Community Design Plan also included a conceptual rendering showing locations for targeted private sector investments on potential sites for infill development, retail, residential, office, parking, open space, and hospitality land uses. Many of these site locations were evaluated through a careful process as possible focus areas within the UDA for catalytic opportunities.

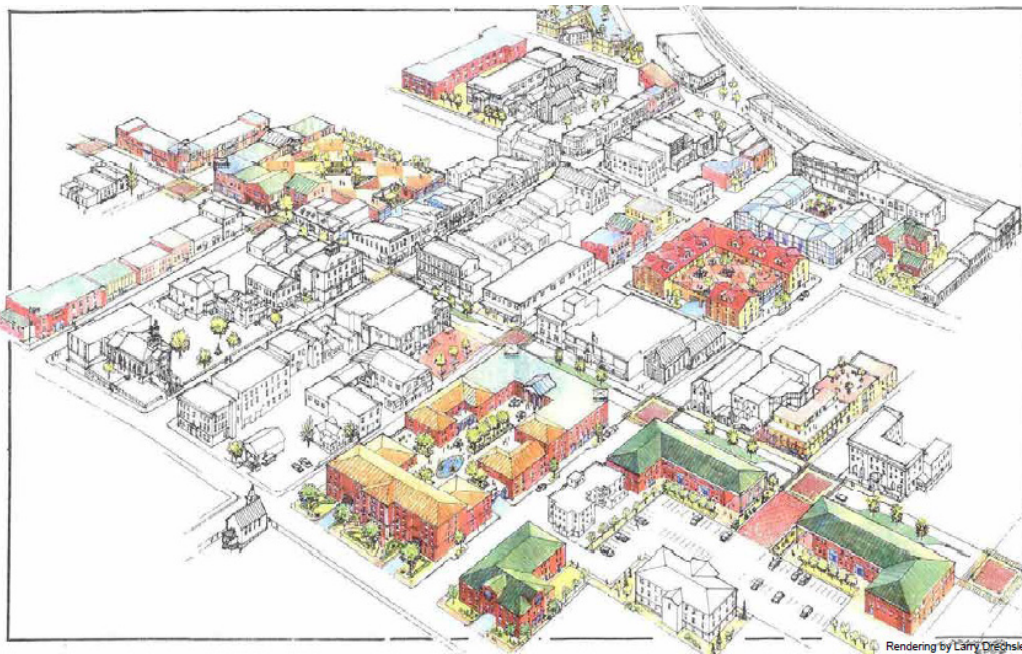


Figure: Conceptual Rendering of Downtown Culpeper.  
2007 Community Design Plan

The 2015 Culpeper 20/20 examined six specific focus areas within the Town, including the Historic Downtown, which expanded most of the 2017 Focus Area to include additional single-family residential areas. Expanding on the 2007 Community Design Plan, a detailed level of analysis identified and visualized potential catalysts projects of various scales to promote and sustain economic growth throughout the focus area. Public input indicated that Town-owned parcels may provide an opportunity for

structured parking to maximize space and efficiency, along with addressing the need for outdoor seating and greenspace. The 2015 Culpeper 20/20 identified specific public/private opportunities on two Town owned parking lots, located between West Culpeper and Locust Streets, and between East Spencer and Cameron Streets, both of which became the focus areas for the UDA Master Plan. The UDA builds on Culpeper 20/20 approach to promote adaptive reuse of buildings, infill and new 3-4 story mixed use development as a way to create a live work environment.

The 2016 Comprehensive Plan updated the 2002 Comprehensive Plan with a theme to promote development and investment for long-term sustainability. Sustainability, as defined by the update, is achieved through four key categories:

1. Community Character
2. Economic Viability
3. Public Health, Safety and Welfare
4. Transportation and Public Services

All four categories are articulated within the UDA, guiding its vision, goals and policies. For example, the UDA implements the Economic Viability category and its specific goal to “promote and support downtown commercial viability through development and redevelopment” with design guidance and strategies. The UDA crafts guidelines based on TND for buildings (see Section III Design Guidelines for the Urban Development Area) as well as with detailed recommendations to redevelop Town-owned parking lots for into mixed-use developments that can be found in Section II Focus Areas. The UDA will become the sixth growth area for the Town, augmenting the five areas identified in the Land Use Growth Areas Chapter.

## D. UNDERSTANDING GROWTH IN THE TOWN AND UDA

The development capacity for the UDA was evaluated to determine what feasible amount of growth could be accommodated over the next 10 to 20 years with its boundary. The UDA was evaluated to determine the following:

**Developed** areas of above average investment where improvement-to-land value ratios are in the top 75%. Low potential for future development because of current high-investment.

**Undevelopable** areas considered undevelopable per the UDA Legislation, such as parks, schools, public, tax-exempt, non-profit, government land, utilities or right-of-way (ROW).

**Developable** vacant or underutilized areas that have very low investment levels and are considered developable. Determine what percentage of a surface parking lot is developable while still meeting the parking requirements for new development.

The first step in this process was to establish population projections for the next 10 and 20 years, and then determine the amount of acres that are needed in the Town and UDA to accommodate that growth, evaluating pending developments and testing several different land use scenarios that included a mix of housing types (townhomes, multi-family) and density units per acre (DU/AC) based on current and recommended zoning.

The Town of Culpeper Population Growth, Building Permits and Growth Areas (2016), with population projections based on the U.S. Census projection was used to determine growth for 2020 and 2030. Population for the Town is projected to be 19,099 in 2020 and 21,851 in 2030. The 2016 population projection of 18,006 was included in the table for reference. See Table - Population Projections

To determine the units required: 2030 population – 2016 population = 3,845 increase in population. The 5,435 population was divided by 2.77 population per household (Census 2010/people per household for the region), which equals approximately 1,388 units by 2030 are needed to meet the projected growth. In addition, using VDOT guidelines for commercial square footage for each resident (60 square feet), an additional 7.48 acres ( $3,845 \times 60 \text{ sf} = 230,700 \text{ square feet}$ ) would be required to meet the service needs for the new population. See Table – Acres required for population Projections based on Current and Future Zoning

TABLE – Population Projections

YEAR	POPULATION	INCREASE FROM 2016	HOUSEHOLDS (2.77/HH)
2016	18,006		
2020	19,099	1,093	394 Units
2030	21,851	3,845	1,388 Units

Source: UVA Weldon Cooper 2017 Population Projections

TABLE – Acres Required for Population Projections based on Current and Proposed Zoning

YEAR	HOUSEHOLDS (2.77/HH)	ACRES REQUIRED (15 DU/AC - CURRENT)	ACRES REQUIRED (24 DU/AC - PROPOSED)	COMMERCIAL REQ'D 60 SF/PERSON
2020	394 Units	26.2 AC	16.4 AC	1.50 AC (65,580 SF)
2030	1,388 Units	92.5 AC	57.8 AC	5.29 AC (230,700 SF)

Source: US Census

Table - Town of Culpeper Pending Developments

Total Units	Constructed	Units Remaining	Units Within 1-2 Years
1,844	1,108	584	448

Source: Town of Culpeper, VA

UDA	142 AC	
UDA Focus Areas:	Acres	Assume 24 DU/AC
1. Gateway at Germanna HWY, Madison and Orange Roads	3.58 AC	Mixed-Use Development. (86 units)
2. Parking Lot at Main, Culpeper, Locust and West Streets	1.51 AC	Hotel, parking garage, commercial and residential.(36 units)
3. Parking Lot at Main, Cameron and Spencer Streets	.98 AC	Parking garage, 3 levels of residential over commercial. (24 units)
4. Gateway at Main and Williams Streets	3.29 AC	Mixed-use residential, with commercial at Main Street. (80 units)
5. Culpeper and South East Streets	.84 AC	Commercial at the ground level. (20 units)
6. Site East of the Railroad	7.49 AC	Residential development. Up to 180 units at full build-out
Total	17.70 AC	434 units

The next step was to determine if there is enough acres to meet the 2030 population projection, based on current and future zoning. The Town of Culpeper Population Growth report from 2016 was used to determine growth outside the UDA by analyzing pending and planned developments. Approximately, 1,844 units are in various stages of planning outside the UDA with approximately 1,108 units constructed. That would leave approximately 854 units that would need to be accommodated within the Town and UDA and its focus areas by 2030. However, it should be noted that 448 of the planned units outside the UDA are expected to be built in the next one to two years.

The current zoning of 15 DU/AC is proposed to be increased to 24 DU/AC that more accurately reflects a mixed-use traditional neighborhood character. Based on using the proposed 24 DU/AC, approximately 434 units could be accommodated in the focus areas alone, easily absorbing the remaining units. Any additional growth could be accommodated as infill development throughout the UDA, as well as within the Town.



## E. THE UDA PLANNING PROCESS

A Scope of Work with four tasks was developed during meetings and discussions between the Consultant Team and Town staff, and was approved by the Office of Intermodal Planning and Investment (OIPI). The tasks provided guidance in identifying UDA boundaries and its potential goals and policies. To ensure that the establishment of the UDA for the Town is guided within a public process, a UDA Steering Committee (“Committee”) was formed and included property and business owners, representatives from the Town Council and Planning Commission, and professional staff from Culpeper County and the Town of Culpeper. Four Committee meetings were held (all open to the public) that were aligned with specific tasks, as well as separate briefings with the Planning Commission and Town Council:

### UDA COMMITTEE MEETINGS

TASK #1	PROJECT INITIATION AND UDA BOUNDARY
TASK #2	UDA WORKSHOP
TASK #3	FOCUS AREAS
TASK #4	DRAFT UDA MASTER PLAN

TASK #1 PROJECT INITIATION AND UDA BOUNDARY confirmed overall project approach, schedule and deliverables. Committee members provided the Consultant Team with key goals that were to be addressed during the duration of the project, such as safe and walkable sidewalks, public/private opportunities, mixed-use development, and how to bring people to downtown. Questions submitted to the Committee by the Consultant Team included:

- *Are there specific issues related to development standards that you believe need to be addressed during this project?*
- *What are the broader Town’s goals that should be addressed?*
- *Given the Town’s grant for technical assistance and the eight month planning process, what would you like to see as a result of this process?*
- *How do we make the Town as a destination?*
- *How do we make people stop in the Town?*

The Committee determined that accommodating future growth within the downtown by utilizing the 2017 Focus Area as the UDA Boundary, (with minor adjustments to accommodate Spencer Street east of the railroad tracks) would be the most effective strategy for revitalization of the downtown area, while preserving the integrity of single-family neighborhoods and rural areas within the Town. The downtown has the most enduring postcard image of Culpeper, with Davis Street as its centerpiece; a development strategy could be envisaged to bring new investment and public improvements. In addition, downtown is already defined by compact and contagious development footprints that are in proximity to existing transportation facilities, such as the Amtrak station, Main Street and U.S Route 29. Downtown has available capacity in its public water and sewer systems, and most importantly, has many opportunities for adaptive reuse and new and infill development. All of these elements are consistent with the intent of the UDA Program and positions transportation related improvements for possible funding from VDOT’s Smart Scale Program..

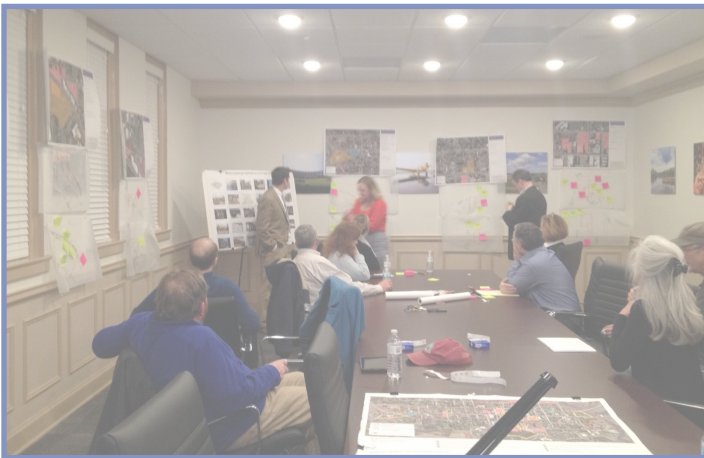


Figure: UDA Steering Committee Meeting



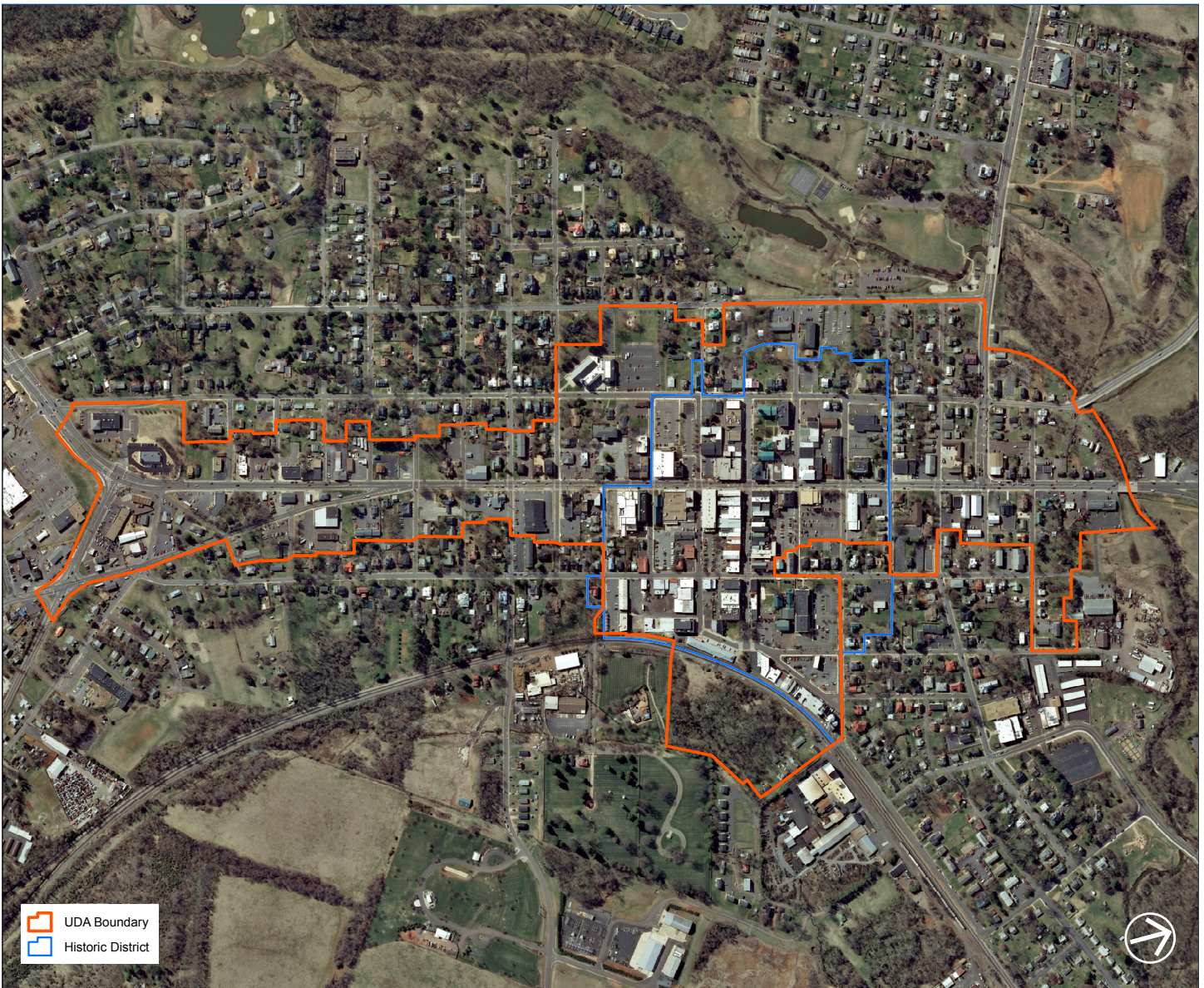


Figure: UDA Boundary

**TASK #2 UDA WORKSHOP** started with a discussion about how could the Town incentivize the revitalization of multiple blocks to make a lasting impression as focal points and landmarks that would guide pedestrians to Davis Street and other points of interest. To achieve this goal, streetscape improvements were identified to “tie things together,” improve walkability, slow traffic down and especially, make it safe to cross Main Street and other streets throughout the Town.

Specific examples discussed during the workshop included improving gateway sites at both ends of Main Street and redeveloping Town-owned surface parking lots as mixed-use developments with a commercial use at the ground level.

A dot exercise was employed in which Committee members were asked to identify opportunities and constraints by placing dots to specific locations on a focus area aerial:

- Opportunity (green): housing, mixed-use development, catalyst (Whole Foods, hotel, public/private opportunities, parks, town focal point, sidewalks, preserve character, etc.
- Constraint: (red) site conditions, traffic, adjacent to single family housing, limited street width, infrastructure, etc.



During the exercise a matrix of design elements were used as reference to stimulate discussion. The following issues were discussed:

- Which sites should be a priority for promoting new development/redevelopment?
- What are the specific design issues relevant to each site?
- What broader Town goals should be addressed on each site?

The exercise resulted in eight preliminary focus areas within the UDA for growth, development and investment. The following is a summary of the Committee input. See Exhibit -Urban Design Framework

1. Gateway at Germanna Highway, Madison and Orange Roads – is approximately 3.58 acres, with 2,543 linear feet of street frontage and is highly visible as one enters downtown. The focus area has five (5) property owners and was discussed as a long-term opportunity because of the complexity of assembling multiple blocks into a cohesive development. A comprehensive strategy should be planned to utilize a compact street grid to ensure a more walkable experience with mixed-use development that is placed closer towards the street frontage, with a neighborhood park as a focal point, and emphasize corners at Madison and Orange Roads (in architectural design) as key gateway elements into the downtown area.

2. Main and West Street – is approximately .77 acres, with 607 linear feet of street frontage and two property owners. The focus area has some constraints as it relates to topography and single-family adjacencies. The site was determined by the Committee as being the least effective and the Consultant Team recommended the site should be excluded from further consideration.

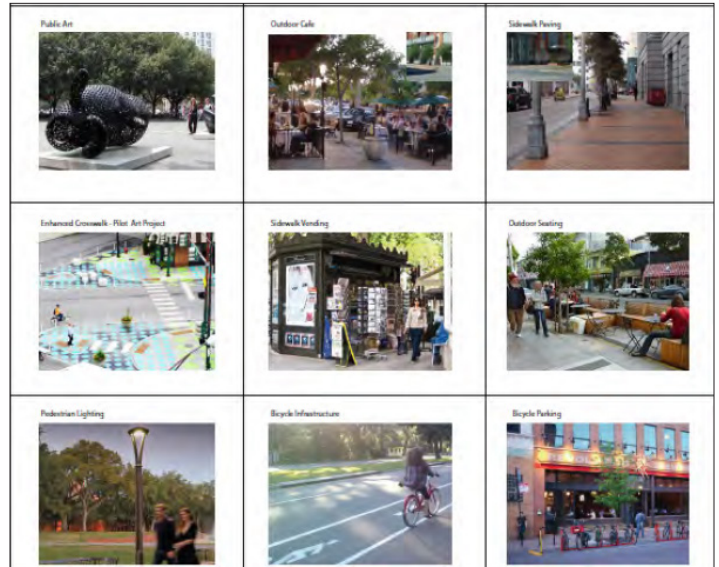


Exhibit - A matrix of design elements





3. Parking Lot at Main, Culpeper, Locust and West Streets - is approximately 1.51 acres with 870 linear feet of street frontage. As a Town-owned site, there is the opportunity to enter into a public/private development agreement to build a mixed-use development that maintains the 150 Town-owned stalls, and provides for parking for the public and a mix of desired uses, such as residential, hotel and commercial. Due to the site slope between Main and West streets, step-backs above 40-feet should be incorporated into building design along West Street for greater sensitivity and context to the existing single story buildings.



4. Parking Lot at Main, Cameron and Spencer Streets – is approximately .98 acres with 1,207 linear feet of street frontage. The site is owned by the Town and is centrally located and walkable to Davis and Main Streets. There could be a phased strategy for this site since the long-term feasibility of a parking structure based on current and future demand, needs to be determined in conjunction with the consolidation of other surface lots into possible development sites. The frontage along Main Street could proceed as a private development in the short-term, as two to three levels of residential over ground level commercial to maintain consistent street frontage and the character of Main Street. The parking structure and private development should be compatible with the design standards of the Historic District.



5. Gateway at Main and Williams Streets - is approximately 3.29 acres, with 847 linear feet of street frontage, the site is currently owned by one owner and is for sale. As a highly visible gateway site at the northern end of downtown, with great views to the Blue Ridge Mountains, the site should be developed as a mixed-use residential opportunity, with a pedestrian pathway located along the northern frontage along Mountain Run to provide connectivity with Yowell Meadow Park. The site should also be planned with setbacks at the intersection of Main and Williams Street and at the corner of Main Street and Mountain Run (at the northern end of the site) to allow for the design of pedestrian plazas with seating and a Culpeper district gateway sign to announce entry into the downtown.



6. Culpeper and South East Streets - is approximately .84 acres with 383 linear feet of street frontage. The focus area has two property owners and is centrally located within walking distance to Davis Street. With constrained site dimensions, multiple owners and potential site clean-up, this focus area should be considered a long-term opportunity that is highly desirable as a new full-block development that could include commercial at the ground level with lofts or professional offices above. Streetscape improvements are needed to improve walkability, with better lighting for visibility. Culpeper Street and the alley directly adjacent to the focus area could be designed to facilitate public events in conjunction with the events planned at the terminus of Davis Street, with enhanced streetscape improvement that include enhanced pavers and lighting.

7. Site East of the Railroad - is approximately 7.49 acres with only its street frontage at Spencer Street (as a future phase). There are two owners of the site, with the Town being one of them. The large development parcel could generate housing at a greater density, with residents in walking distance to the businesses located in the Historic District. The site should be designed to be visible from Davis Street and accessible in the future by means of pedestrian linkage. The site should also be designed on a compact street grid system (consistent with downtown) with connected sidewalks, street trees and possibly a neighborhood serving plaza or park.

8. Potential Park and Plaza Site – is located at the base of Davis Street and serves as a Town focal point and neighborhood center. The purpose of this space would be to facilitate community events with an enhanced pedestrian plaza and a shade structure. The Town has done extensive work in developing concepts for this site, therefore no further effort as part of the UDA Master Plan is needed, other than supporting the plaza's implementation.



6 Looking south towards Culpeper and East Streets



7 Aerial view of the Site East of the Railroad



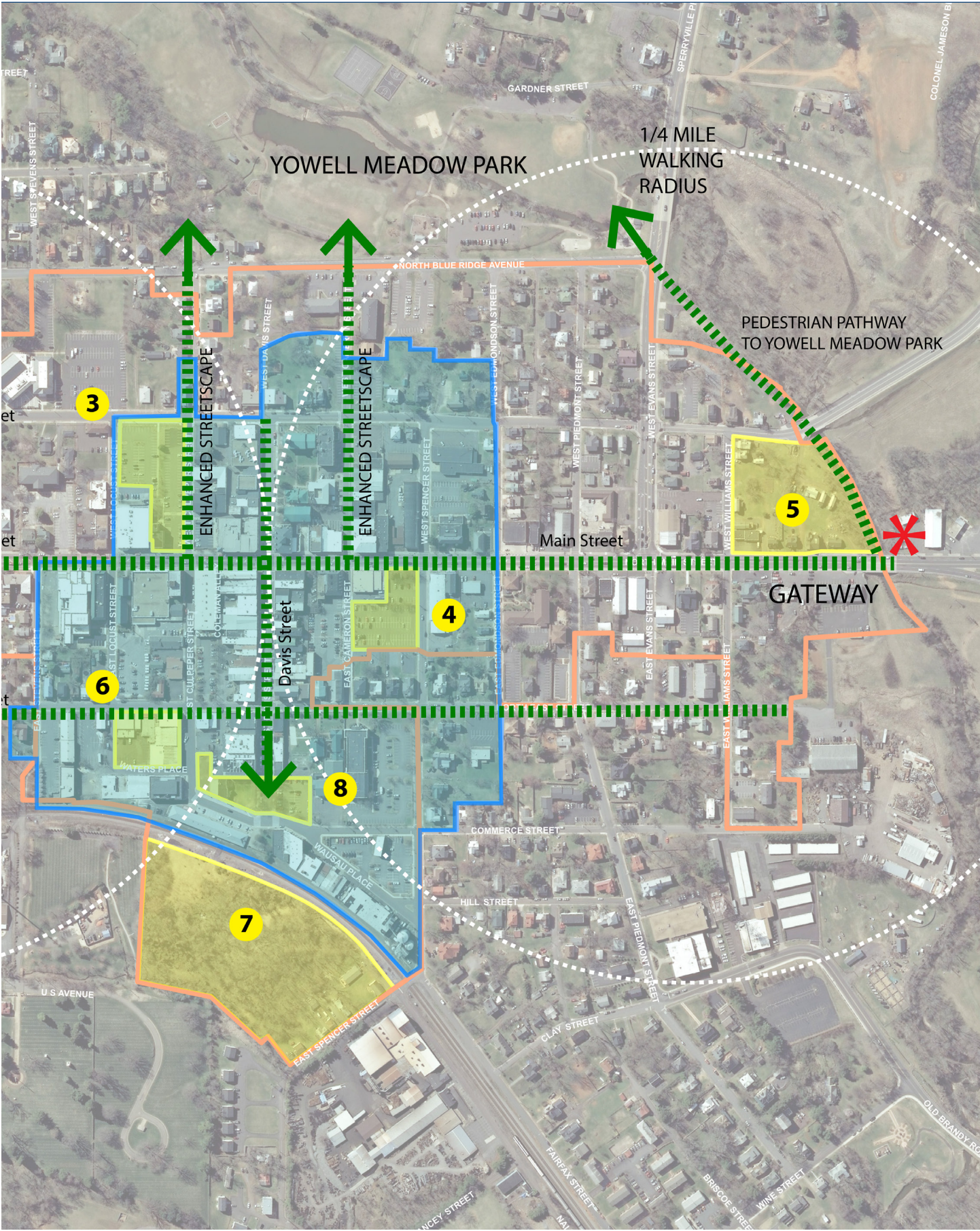
8 Looking south from Commerce and Davis Street

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**TASK #3 FOCUS AREA ANALYSIS** evaluated each of the eight potential focus areas based on ownership, adjacencies and development feasibility and whether it could accommodate targeted growth for the next 20 years and/or has the capacity for revitalization and/or new development, given the community's vision. See Exhibit Focus Area Analysis

## EVALUATION CRITERIA

**OWNERSHIP:** is the site Town-owned, are there multiple owners that would make assemblage of a feasible site more complex?

**ADJACENCIES:** is the site located near other developments that are active? Is the site have highly visible with high traffic counts, through-traffic and transit access?

**DEVELOPMENT FEASIBILITY:** does the site have a feasible development footprint that would allow for the highest and best use? Does the site require mitigation and clean up (such as removing a gas station), Are there topographical issues that would make development more complex? Does the site have available water and sewer capacity?

## Exhibit - Focus Area Analysis

FOCUS AREAS	ACRES	LINEAR FRONTAGE FEET	OWNERSHIP				ADJACENCIES						DEVELOPMENT FEASIBILITY					
			TOWN OWNED	SINGLE OWNERSHIP	MULTIPLE OWNERS	ACQUISITION	ADJACENT TO DEVELOPABLE PARCELS	ADJACENT TO ACTIVE USES	ADJACENT TO PARKS	COMPATIBLE ADJACENCIES	VISIBILITY	ACCESS	FEASIBLE DEVELOPMENT FOOTPRINT	TOPOGRAPHY	SITE MITIGATION	WATER AND SEWER AVAILABILITY	GATEWAY (G) OR INFILL (I) LOCATION	ASSESSMENT VALUE / LAND VALUE
1 GATEWAY AT GERMANNA HWY, MADISON AND ORANGE ROADS	3.58 AC	2,543 LF	N	N	5	Y											G	1.46
2 MAIN AND WEST MASON STREETS	.77 AC	607 LF	N	N	2	N											I	1.03
3 PARKING LOT AT MAIN, CULPEPER AND LOCUST STREETS	1.51 AC	807 LF	Y	Y													I	.97
4 PARKING LOT AT MAIN, CAMERON AND SPENCER STREETS	.98 AC	1,207 LF	Y	Y													I	.69
5 GATEWAY AT MAIN AND WILLIAMS STREETS	3.29 AC	847 LF	N	Y													G	1.62
6 CULPEPER AND SOUTH EAST STREETS	.84 AC	383 LF	Y	Y	2	N											I	2.20
7 SITE EAST OF THE RAILROAD	7.49 AC	N/A	Y	N	2	N											I	.85
8 POTENTIAL PARK/PLAZA SITE	.91 AC	N/A	Y	Y	Y	Y	NA	NA				NA	NA	NA	NA	NA	-	-
17.71 AC			Excellent				Good				Fair				Poor			

**TASK #4 DRAFT UDA MASTER PLAN** reduced the eight focus areas to six, based on the Committee's input with a detailed development analysis that is summarized below with Exhibit - Focus Area Short, Medium and Long-Term Ranking. Each focus area was further articulated in Section III Focus Areas, with a set of goals, development guidelines and a site design framework, and supported by a short, medium and long-term strategy for implementation, located in Recommendations for the Urban Development Area.

#### FINAL FOCUS AREAS:

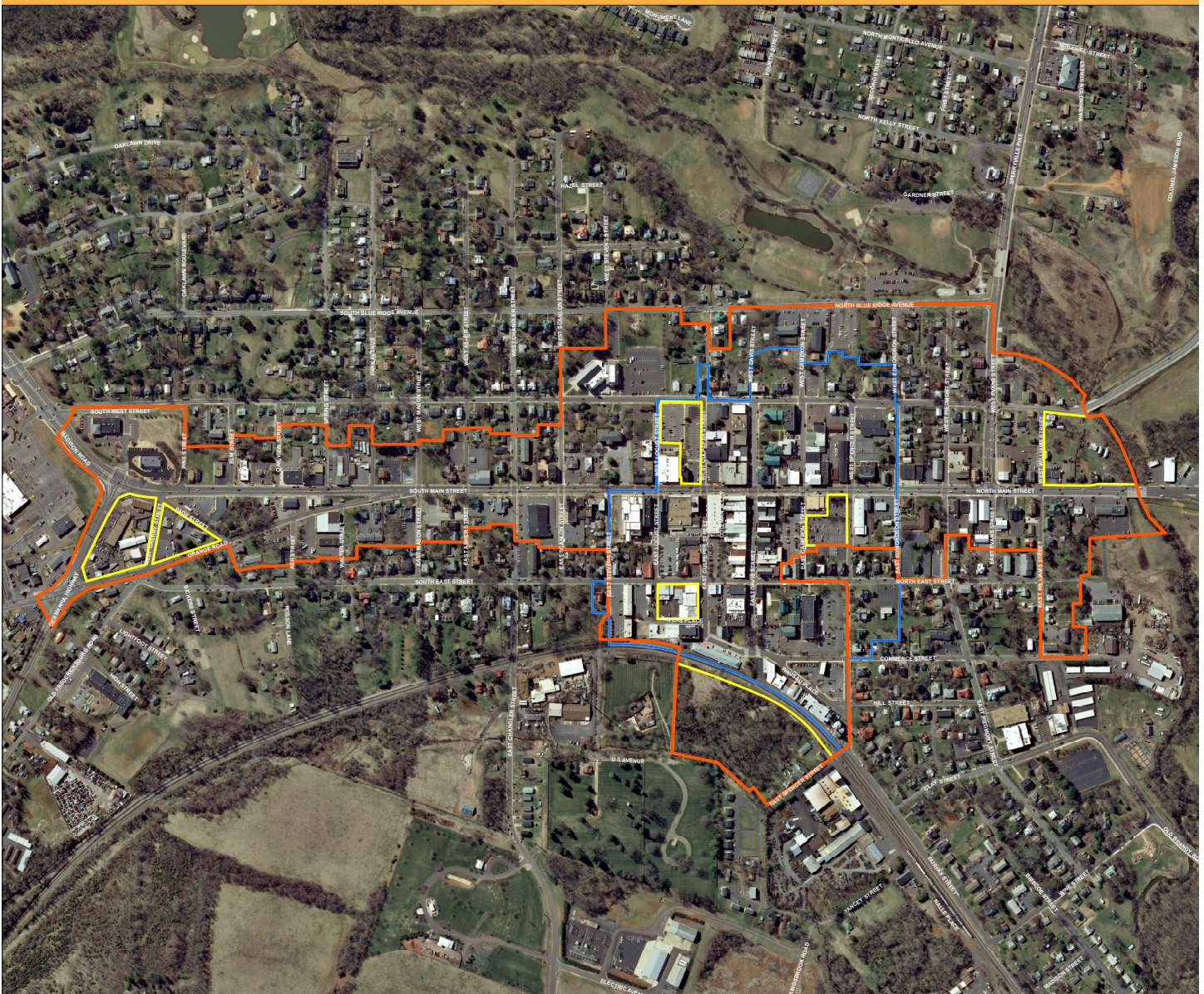
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3. Parking Lot at Main, Cameron and Spencer Streets
4. Gateway at Main and Williams Streets
5. Culpeper and South East Streets
6. Site East of the Railroad

#### Exhibit - Focus Area Short, Medium and Long-Term Ranking

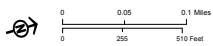
TIER I SHORT-TERM	STRENGTHS	MASTER PLAN
PARKING LOT AT MAIN, CULPEPER AND LOCUST STREETS	Town-owned, large development parcel, visible, accessible at four frontages and centrally located.	Evaluate various mixed-use land use scenarios, current zoning, develop goals, design guidelines and identify streetscape enhancements that improves pedestrian and vehicular circulation and takes advantage of the Smart Scale Program
PARKING LOT AT MAIN, CAMERON AND SPENCER STREETS	Town-owned, directly adjacent to Davis Street shops. Mid-block location not visible, but may be very functional for a 5-level open parking garage with commercial use at Main Street.	Evaluate a phased approach to a structured public parking garage when demand is available, with a mixed-use residential development with commercial at the ground level at Main Street.
GATEWAY AT MAIN AND WILLIAMS STREETS	Large development and gateway site, currently for sale, single owner. Adjacent to the park area with great views. Highest and best use potential.	Develop goals and design guidelines for the highest and best use of the site that include a pedestrian pathway adjacent at the northern edge of the site (along Mountain Run) as well as with setbacks along Main Street to allow for plazas at the intersections of Williams Street and Mountain Run
TIER II MID-TERM		
POTENTIAL PARK/PLAZA SITE	Town initiated incentive to create a neighborhood and event center to attract developments at adjacent parcels. Highly visible at the terminus of Davis Street.	The Town has done extensive work in creating guidance for the development of the concept. Therefore, no further development is needed in the Master Plan - <b>ELIMINATE</b>
TIER III MID- TO LONG-TERM		
CULPEPER AND SOUTH EAST STREETS	Central location, close proximity to Davis Street. Adjacent to new development and event space.	Develop goals and design guidelines for the highest and best use of the site. Identify streetscape enhancements that improves pedestrian and vehicular circulation and takes advantage of the Smart Scale Program
GATEWAY AT GERMANNA HWY, MADISON AND ORANGE ROADS	Highly visible gateway site. Large development site, complex circulation pattern	Develop goals and design guidelines for the highest and best use of the site that includes housing. Identify streetscape enhancements that improves pedestrian and vehicular circulation including a traffic circle at Orange Avenue that takes advantage of the Smart Scale Program
SITE EAST OF THE RAILROAD	Town owns one parcel. Large development site.	Develop goals and guidelines for the highest and best use of the site that ensures the development is based on traditional neighborhood compact development standards that prioritizes high density residential and connectivity to Downtown and Davis Street.
TIER IV LONG-TERM		
MAIN AND WEST MASON STREETS	Located on Main Street	Consultant Team recommends this focus areas should be excluded from further consideration due to restrictive development footprint, multiple ownership and direct adjacencies to single family homes.- <b>ELIMINATE</b>



## MAP - UDA Boundary with Focus Areas



- ▮ UDA Boundary
- ▮ Focus Areas
- ▮ Historic District





## II. UDA FOCUS AREAS

1. GATEWAY AT GERMANNA HWY, MADISON AND ORANGE ROADS.....	22
2. PARKING LOT AT MAIN, CULPEPER AND LOCUST STREETS.....	24
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# GATEWAY AT GERMANNA HWY, MADISON AND ORANGE ROADS

ACRES: 3.58

TOWN OWNED: NONE

LINEAR FRONTAGE: 2,543 LF

NUMBER OF OWNERS: 5

## PROGRAM

**Commercial:** Anchor retail, restaurants and basic services

**Mixed-Use Residential:** 3-4 levels of housing and townhomes. 86 Units (24 DU/AC)

**Parks:** Pocket and Neighborhood Parks should be planned in the multi-block development

## GOALS AND GUIDELINES

1. Create a gateway site and attraction to bring people into Downtown Culpeper.
2. Create a long-term strategy for the site assemblage and implementation of a multi-block mixed-use development.
3. Allow for a mix of uses, with up to 4 levels of development.
4. Create smaller street grid (200-400 feet wide, 300-600 feet long) from the larger parcels to ensure a safe and walkable environment. Align the new street grid with either Main (Option #1) or Orange Streets (Option #2).
5. Create a neighborhood park as a way to organize the development and create a sense of community identity
6. Emphasize buildings located at the corners of Main and Orange Streets and Main Street and Fredricksburg Road with greater height and articulation.
7. Study a traffic circle at the intersection of Fredricksburg and Orange Roads with a Culpeper Gateway Sign incorporated into the design.

## TRAFFIC CIRCLE CONCEPT AT ORANGE AND FREDRICKSBURG ROAD



Incorporate Culpeper Gateway Sign into the design

## SITE PLAN DESIGN NOTES

### OPTION #1 NEW STREET GRID ALIGNED WITH MAIN STREET

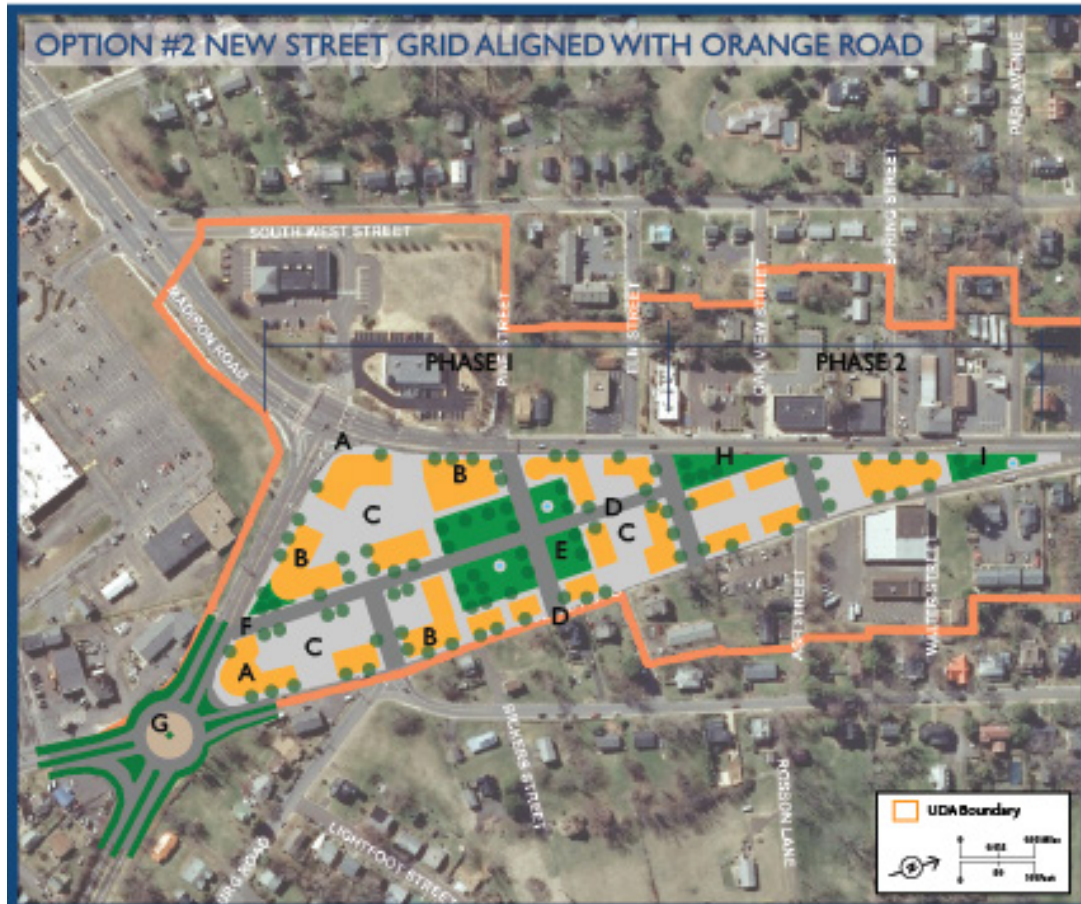
- A. Articulate the corner buildings at Main Street and Orange Road to be emphasized in massing and modulation
- B. Bring buildings closer to the street
- C. Place surface and encapsulated parking behind the buildings
- D. Align street grid to be orthogonal with Main Street
- E. Pocket park
- F. Enhanced landscaped entries into the development site
- G. Traffic Circle Concept at Orange and Fredricksburg Roads (See rendering)

### OPTION #2 NEW STREET GRID ALIGNED WITH ORANGE STREET

- A. Articulate the corner buildings at Main Street and Orange Road to be emphasized in massing and modulation
- B. Bring buildings closer to the street
- C. Place surface and encapsulated parking behind the buildings
- D. Align street grid to be orthogonal with Orange Road
- E. Neighborhood park
- F. Enhanced landscaped entries into the development site
- G. Traffic Circle Concept at Orange and Fredricksburg Roads (See rendering)

## VICINTY MAP







# 2 PARKING LOT AT MAIN, CULPEPER, WEST AND LOCUST STREETS

ACRES: 1.51

TOWN OWNED: YES

LINEAR FRONTAGE: 870 LF

NUMBER OF OWNERS: 1

## PROGRAM

1. Option #1 Parking Garage (4 parking levels, 5 level amenity deck) 40,000 SF at levels 2 and 3	29,904 SF 80 stalls/level 100 stalls/level Total stalls: 360 stalls
Option #2 Stand Alone Parking Garage 5 levels (5th level roof parking)	400 stalls
Town's day time parking requirement	150 stalls
2. Commercial (ground level) 1:300 SF	17,903 SF 60 stalls
3. Hotel (Commercial at Main Street) 13,986 SF ground floor (lobby, conference) 6,500 SF Retail at Main Street 3 levels of hotel room, 90 rooms	22 stalls 54 stalls
4. Residential (dashed, above ground level) Option #1 10 units (levels-2-4), 14 units roof level	74 stalls 36 units
Option #2 10 units (levels-2-4), units roof level 15 units x 3 levels	150 stalls 36 units 45 units (+80 units)
14,000 Commercial	46 stalls

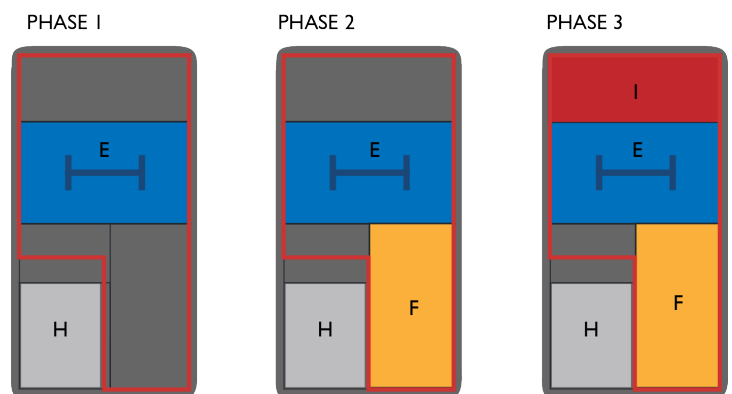
## GOALS AND GUIDELINES

1. Public/Private Opportunity: mixed-use development with public parking, hotel, high-end retail (such as entertainment, brewery, restaurants) and residential condominiums.
2. Maintain 150 Town parking stalls.
3. Continue retail at the ground level along Main and West Streets.
4. Building facades should be articulated with exterior masonry compatible with the Historic District. The colors can vary and can include more glazing treatments.
5. Due to the slope of the site, incorporate setbacks at West Street above 40-feet for greater compatibility to the single story buildings.

## SITE PLAN DESIGN NOTES

- A. Regal Cinemas Culpeper
- B. Service Area for Hotel Development
- C. Ground floor amenity deck
- D. Streetscape improvements at all street frontages
- E. Crosswalk improvements at Main Street
- F. Crosswalk improvements at West Street
- G. Garage entry
- H. Study a mid-block pedestrian pass-through

## PHASING DIAGRAMS - PLAN VIEW



## SECTION AND PHASING DIAGRAM NOTES

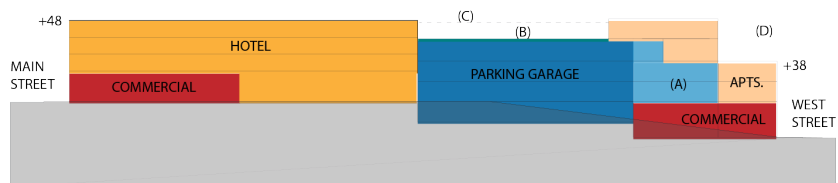
- (A) Parking - residential extension
- (B) Amenity Deck
- (C) Indicates one level of housing on Amenity Deck beyond
- (D) Housing step-back from West Street.  
Maintain a 45 degree angle
- (E) First Phase - Parking Garage
- (F) Phase 2 Hotel or Residential Mixed-Use Development
- (G) Residential Development
- (H) Regal Cinemas Culpeper
- (I) Commercial with 3 levels of residential above (with setback)

## VICINITY MAP

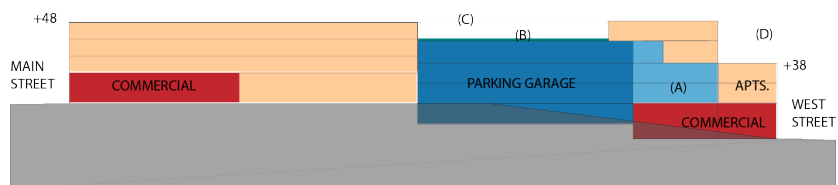




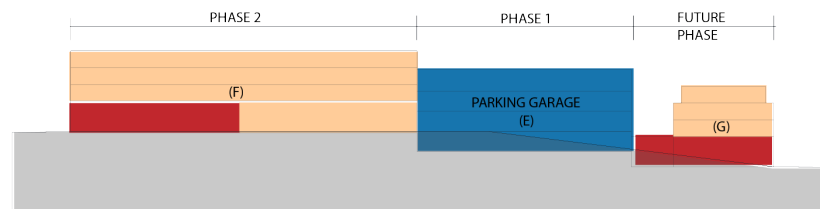
SECTION - OPTION #1: PARKING GARAGE, HOTEL, RESIDENTIAL AND COMMERCIAL



SECTION - OPTION #2: PARKING GARAGE, RESIDENTIAL AND COMMERCIAL



SECTION - PARKING GARAGE OPTION #2 - PHASED APPROACH



# 3 PARKING LOT AT MAIN, SPENCER AND CAMERON STREETS

ACRES: .98

TOWN OWNED: YES

LINEAR FRONTAGE: 1,207 LF

NUMBER OF OWNERS: 1

## PROGRAM

### 1. PUBLIC PARKING GARAGE

5 Levels of parking (includes parking on the roof level at 5th level) Up to 425 Parking Stalls, 85 stalls per level

SEE OPINION OF PROBABLE COST IN APPENDIX

### 2. COMMERCIAL AT MAIN STREET

10,530 GSF of Commercial Space

### 3. RESIDENTIAL/CONDO ABOVE COMMERCIAL AT MAIN STREET (DASHED)

Three levels of residential: 23 units (24 DU/AC)

## GOALS AND GUIDELINES

1. Redevelop Town-owned surface parking lot to a mixed-use opportunity at Main Street with a Public Parking Garage at the interior of the block.
2. Build the mixed-use development at Main Street first, with the Public Parking Garage starting at a later phase when parking demand justifies implementation.
3. Study partnering with the County in developing the Public Parking Garage.
4. The design of the parking garage and mixed-use development should be articulated with exterior masonry, and its massing should be compatible with the Historic District.

## SITE PLAN AND ELEVATION DESIGN NOTES

1. Public Parking Garage
  2. Commercial at Main Street
  3. Residential above Commercial (Dashed)
- A. Garage entry and exit at Spencer and Cameron Streets
  - B. Vehicular and pedestrian path for access to buildings located along East Street
  - C. Continue commercial use along Main Street
  - D. Residential amenity deck
  - E. Corner to be further articulated at Main and Spencer Streets
  - F. Elevator lobby
  - G. Provide 18-foot commercial ground floor height at Main Street

Perspective At Main And Spencer Streets



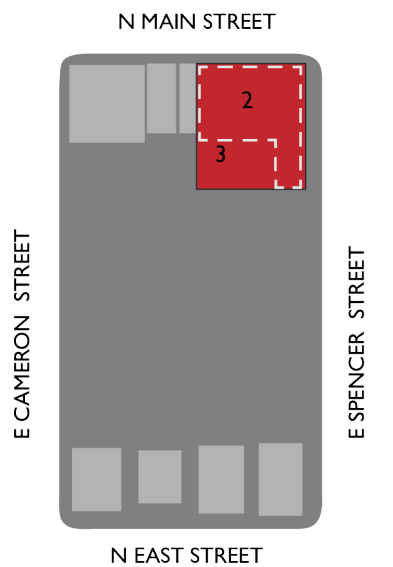
Perspective At Cameron Street

## VICINITY MAP

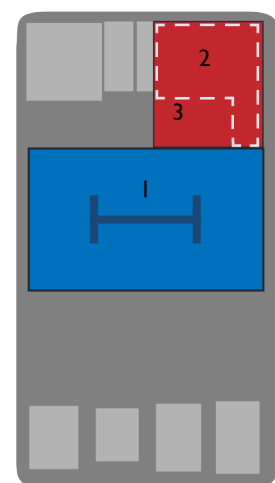


Elevation At Spencer Street





**PHASE I**  
MIXED USE DEVELOPMENT  
COMMERCIAL - GROUND FLOOR,  
RESIDENTIAL ABOVE



**PHASE 2**  
PUBLIC PARKING GARAGE

# 4 GATEWAY AT MAIN AND WILLIAMS STREETS

ACRES: 3.29

TOWN OWNED: NO

LINEAR FRONTAGE: 847 LF

NUMBER OF OWNERS: 1

## PROGRAM

Commercial: at Main Street

Mixed-Use Residential: 3-4 levels of housing with encapsulated parking and ground floor commercial along Main Street

2-3 level Residential development along Williams and West Streets

2-3 level townhomes along the northern frontage

Total Residential Units: 79 Units (24 DU/AC)



Lighted And Landscaped Pedestrian Walkway Along Mountain Run End

## VICINTY MAP



## GOALS AND GUIDELINES

1. Promote this focus area as an opportunity for a mixed-use residential development with commercial use at Main Street.
2. Development should step down in scale towards the northern side of the site along Mountain Run.
3. Redevelopment should extend all the way to Evans Street.
4. Allow for setbacks along Main Street that permit pocket pedestrian plazas at the corners of Williams Street and the north side of the site, adjacent next to Mountain Run.
5. Create a "Culpeper" vertical gateway element at one of the plazas.
6. Strengthen connection to Yowell Meadow Park with a pedestrian pathway located at the northern end of the site, next to Mountain Run.
7. Improve all pedestrian crossings at Main Street.
8. Create a mid-block pedestrian pathway through the site from Williams Street to the pedestrian pathway.

## SITE PLAN DESIGN NOTES

- A. Commercial at the ground level with 3-4 levels housing above
- B. 2-3 levels over commercial
- C. Up to 3-4 levels of residential
- D. 2-level townhomes
- E. Pedestrian landscaped and lighted pathway with plazas at key nodes along the northern frontage
- F. Create a mid-block vehicular and pedestrian entry into the development, lined with trees and connecting with the pedestrian pathway
- G. Phased development could allow for a parking deck with housing above for higher density development
- H. Building setback to allow for plaza and gateway element at Main Street
- I. Enhanced crosswalks at Main Street
- K. Enhanced crosswalks at West Street
- L. The redevelopment of the full block at Main, Evans, West and Williams is critical to the success of the site

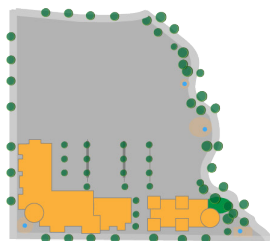
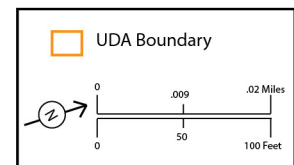


Gateway Vertical Sign Element at Main Street





## PHASING CONCEPTS

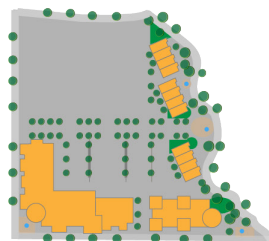


### PHASE I

Emphasize Main Street

Build the Pedestrian Pathway between Main and West Streets

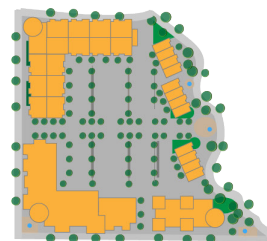
Locate retail at the corners along main Street adjacent to pedestrian plazas



### PHASE II

2-level townhomes along the pedestrian pathway

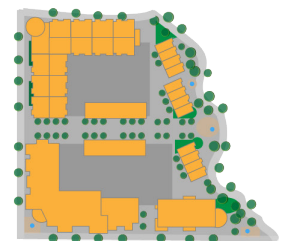
Mid-block connection to the pedestrian pathway



### PHASE III

Full build-out with housing located along West Street

All buildings located towards the street, with surface parking located behind the building



### PHASE - Higher Density Concept

Encapsulated surface parking deck with housing located above

# 5 CULPEPER AND SOUTH EAST STREETS

ACRES: .84

TOWN OWNED: NO

LINEAR FRONTAGE: 383 LF

NUMBER OF OWNERS: 2

## PROGRAM

Ground Floor Commercial

Residential Lofts or Professional Offices Above Commercial  
(20 Units at 24 DU/AC)

## GOALS AND GUIDELINES

1. Consolidate the existing buildings into a single new redevelopment opportunity.
2. Develop ground floor commercial with professional offices or residential lofts above.
3. Due to site constraints, allow for parking be located at off-site locations in order to make the redevelopment of the site feasible.
4. Study a shared street concept at Culpeper Street.
5. Promote the redevelopment of Post Office block and parking lots across East Street as integral to the redevelopment and success of the focus area.
6. New development should be built at the property line.
7. Emphasize the visibility of the corner at Culpeper and East Street from Davis Street with greater design articulation.
8. Improve the sidewalks located at East Street between Stevens and Davis Streets to be more consistent in width. Add pedestrian lighting, where feasible for increased visibility from Davis Street.
9. Improve the turning radius at Culpeper and East Streets.
10. Create an enhanced pedestrian streetscape design along Culpeper Street that includes street trees, pedestrian pavers and lighting.

## SITE PLAN DESIGN NOTES

- A. New development should articulate the corner at Culpeper and East Streets so that it is visible from Davis Street
- B. Convert the alley into a pedestrian promenade (with shared one-way traffic) with enhanced pavers
- C. Enhanced streetscape finish, that should include pavers, consistent sidewalk widths and street trees
- D. Sidewalk improvements with lighting, where feasible
- E. Redevelopment of parking lot
- F. Redevelopment of Post Office Block
- G. Improve street radius for improved turning onto Culpeper Street

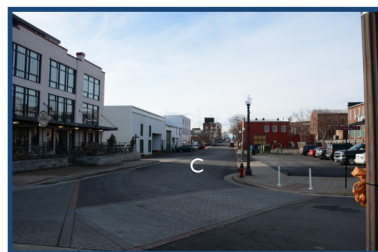
## VICINTY MAP







View into the Alley from Culpeper Street



View looking west along Culpeper Street to East Street



View from the corner of Culpeper and East Street



## EAST OF THE RAILROAD SITE

ACRES: 7.49

TOWN OWNED: 1 Parcel

LINEAR FRONTAGE: 811 LF

NUMBER OF OWNERS: 2

### PROGRAM

**RESIDENTIAL:** Site Plan Davis Street Alignment Concept  
First Phase (148 units)  
3 to 4-Level Apartment and Townhomes Building with Amenity Deck over Surface Parking Structure: 112 Units  
2-3 level townhomes: (5 Buildings): 36 Units  
Neighborhood Retail  
Neighborhood Center Park (+/-20,000 SF)

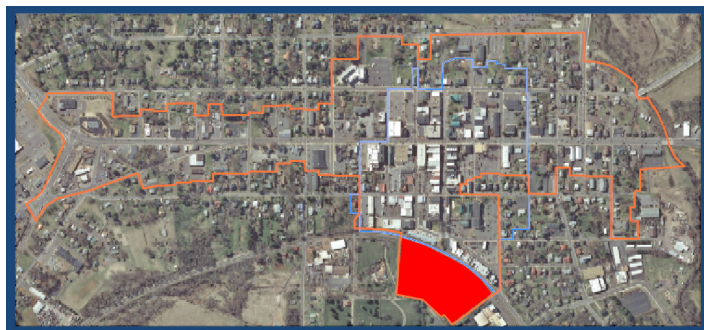
Future Phase (+35 Units)  
(5) Townhomes, and 2-3 level residential (30)

Total Units: 180 Units (24 DU/AC)

### NEIGHBORHOOD PARK CONCEPT



### VICINITY MAP



### GOALS AND GUIDELINES

1. Plan for a future pedestrian connection to Davis Street
2. Use the old Waverly Hotel as inspiration for the architectural design
3. Create new street grid (200-400 feet wide, 300-600 feet long) to ensure a safe and walkable environment, align with Davis Street
4. Provide for a variety of housing types and price points: apartments, condominiums, town homes, live-work lofts, etc.
5. Create a new neighborhood park that is aligned with Davis Street
6. Provide for neighborhood serving retail at locations that are visible from Davis Street and/or are located at the neighborhood park frontage
7. Emphasize the buildings that are adjacent to the railroad tracks to be more visible from Davis Street, with greater height and articulation

### SITE PLAN NOTES

#### PHASE 1

- A. Future pedestrian connection to Davis Street
- B. Buffer railroad tracks with protected pedestrian pathway
- C. 3 to 4 level residential apartment/condo development above parking deck with commercial and townhomes at ground level
- D. Residential amenity deck
- E. Vehicular entries into development site from Spencer Street
- F. All streets should include sidewalks, lighting and trees
- G. New perimeter street
- H. Hardscape plaza at street terminus

#### PHASE 2

- I. Neighborhood park
- J. 2-3 level townhomes
- K. Pedestrian paseo

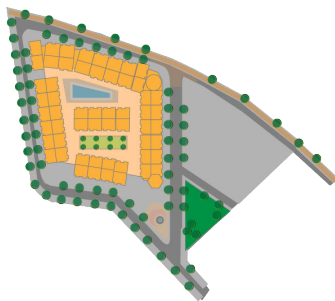
#### PHASE 3

- L. 2-3 level townhomes
- M. 3-level apartment with encapsulated parking
- N. 3-level apartment with encapsulated parking
- O. Articulated building at terminus of new street and neighborhood park with ground floor commercial





## PHASING CONCEPTS

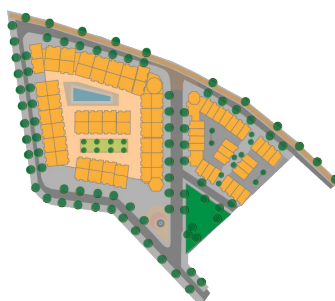


### PHASE 1

Establish access from Spencer Street to the site

Align new street with Davis Street. Establish new street grid and neighborhood park

3-4 residential development with ground level townhomes and commercial use at key locations



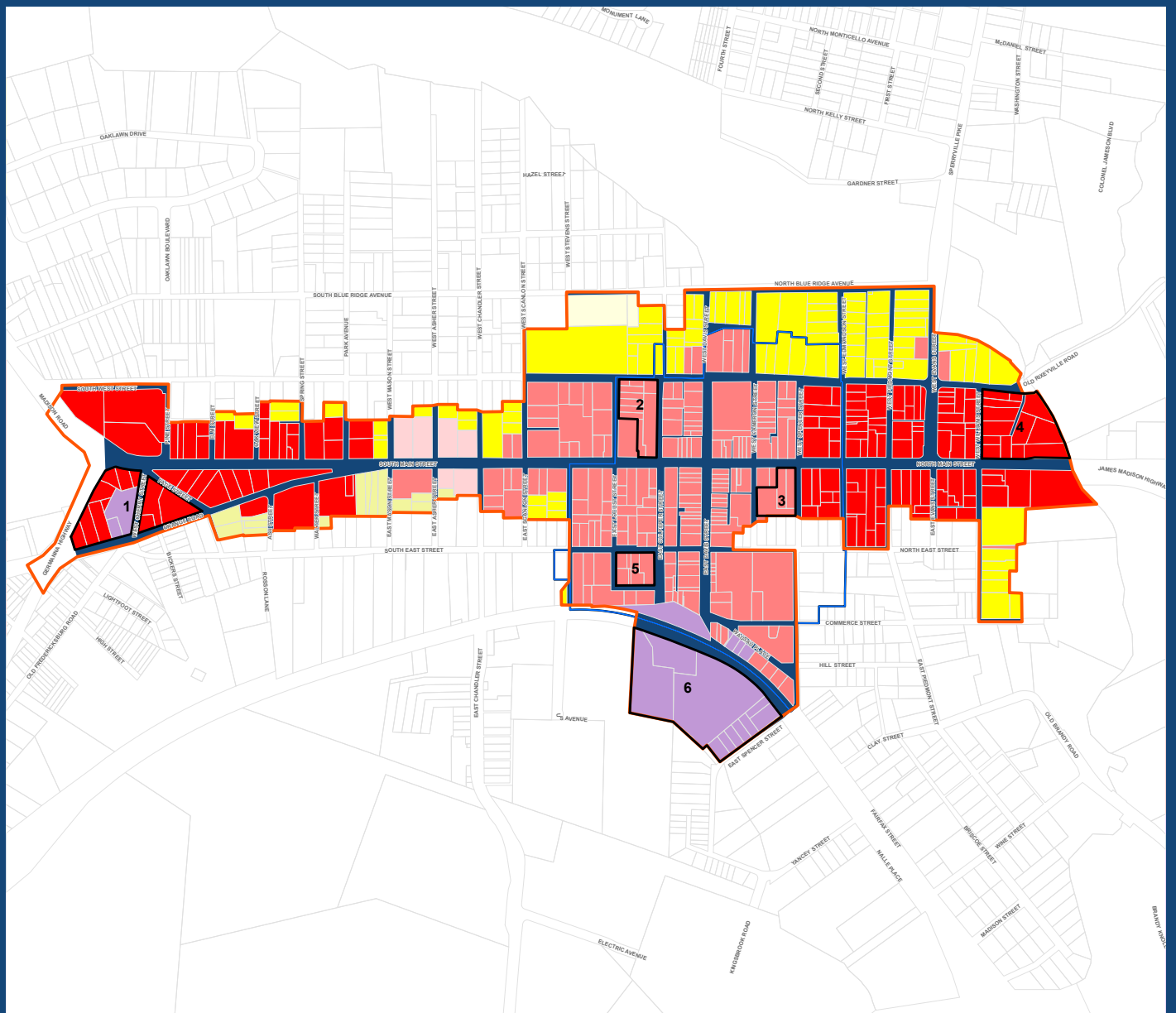
### PHASE 2

Implement next phase of development with 2-3 level townhomes, and frame the street and neighborhood park



### PHASE 3

Implement next phase of development along Spencer Street



MAP: CURRENT LAND USE with UDA Boundary and Focus Areas

- Proposed Focus Areas
- Proposed UDA Boundary
- Historic District

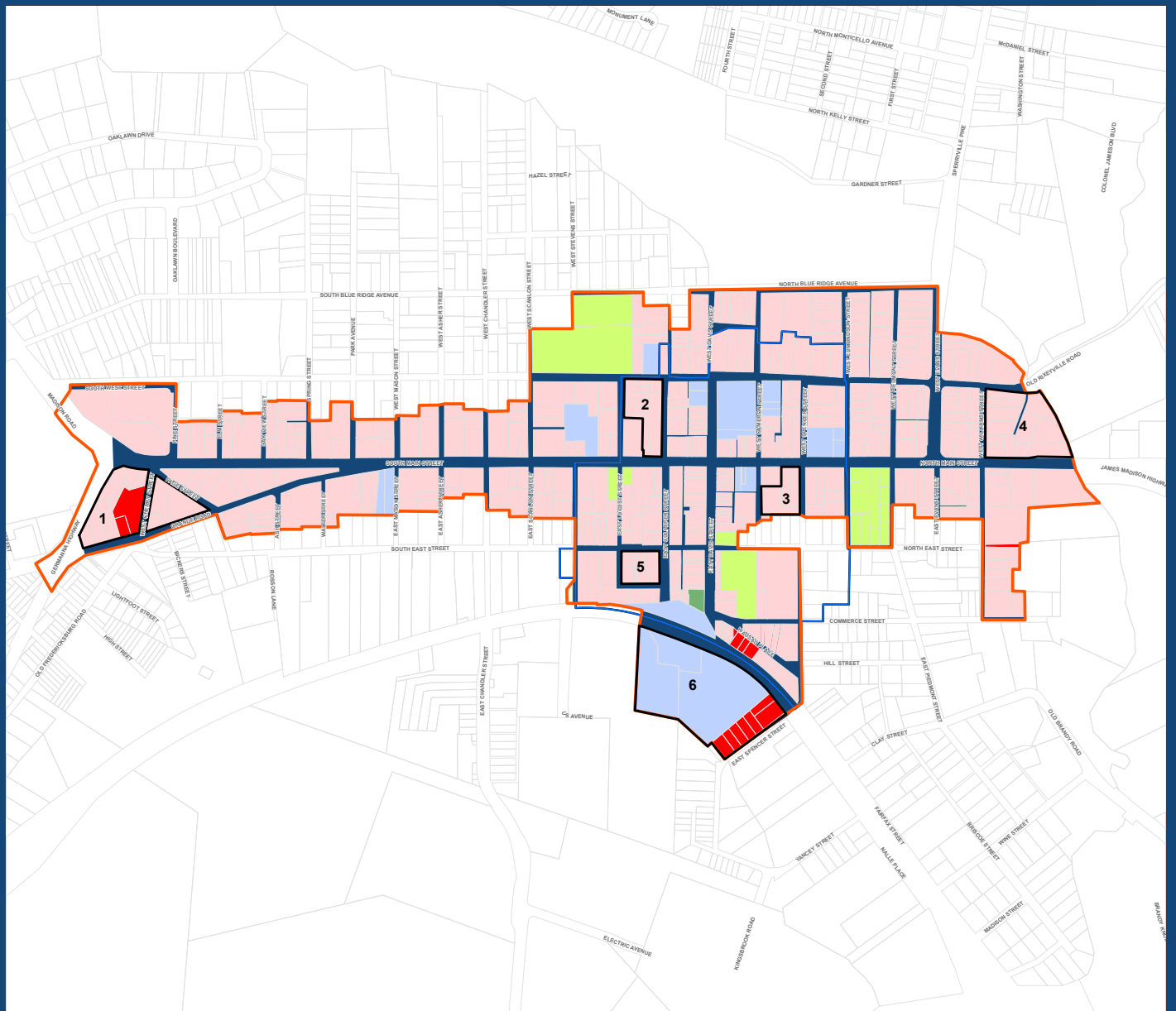
#### Land Use

- C1 - Neighborhood Commercial
- C2 - Central Commercial
- C3 - General Commercial
- M1 - Limited Industrial
- M2 - Heavy Industrial
- R1 - Low Density Residential
- R2 - Medium Density Residential
- R3 - High Density Residential
- RE - Residential Estates



#### FOCUS AREAS

1. Gateway at Germanna Highway, Madison and Orange Road
2. Parking Lot at Main, Culpeper, Locust and West Streets
3. Parking Lot at Main, Cameron and Spencer Streets
4. Gateway at Main and Williams Streets
5. Culpeper and South East Streets
6. Site East of the Railroad



MAP: FUTURE LAND USE with UDA Boundary and Focus Areas

- Proposed Focus Areas
- Proposed UDA Boundary
- Historic District

#### Future Land Use

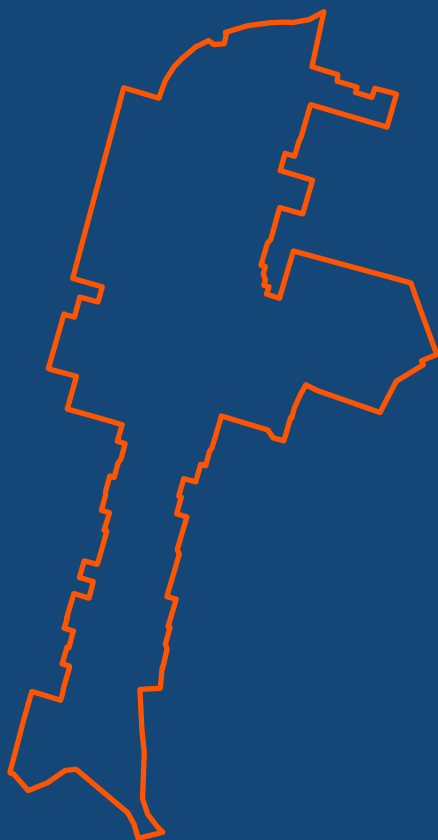
- Employment Center
- Mixed Use
- Park Open Space
- Public Institutional
- Residential High Density
- Residential Low Density
- Residential Medium Density
- Semi-Public



Miles  
0 0.1 0.2

#### FOCUS AREAS

1. Gateway at Germanna Highway, Madison and Orange Road
2. Parking Lot at Main, Culpeper, Locust and West Streets
3. Parking Lot at Main, Cameron and Spencer Streets
4. Gateway at Main and Williams Streets
5. Culpeper and South East Streets
6. Site East of the Railroad





## IV. DESIGN GUIDELINES FOR THE URBAN DEVELOPMENT AREA

1.	Design Guidelines for the Urban Development Area	38
2.	General Design and Development Guidelines	40

## 1. DESIGN GUIDELINES FOR THE URBAN DEVELOPMENT AREA

### 1.1 TRADITIONAL NEIGHBORHOOD DESIGN

Virginia's UDA legislation includes a series of Traditional Neighborhood Design guidelines that are intended to encourage more efficient and compact walkable development based on timeless principles of traditional design embodied in America's historic town and city centers. In adopting and designating a UDA within its traditional downtown district, the Town of Culpeper is also encouraging the application of these Traditional Neighborhood Design principles and practices within the UDA in order to improve the traditional character of new infill and redevelopment in this area in the future.

The benefits of compactness and Traditional Neighborhood Design (TND) can mitigate some of the effects of conventional modern development such as suburban sprawl, disconnected uses and the necessity of auto-only trips for daily needs and destinations. By locating residences or businesses closer together, these new uses can be connected to existing roads with shorter new road segments constructed and maintained at lower cost. By mixing commercial and residential uses in the same proximity, communities require much shorter trips to access daily needs. The pedestrian focus of TND development also means that some trips may be made by walking, thus removing vehicle trips from roads.

Concentrating compact growth within designated UDAs can provide infrastructure costs due to efficiencies. In addition, benefits to homeowners can accrue because homes with above-average levels of walkability are worth more, while, benefits to the public come from a reduced tax burden for infrastructure, preserved rural and buffer areas and better water and air quality from less vehicular travel. Lastly, more transportation options located within a UDA means shorter travel times.

TND development located within designated UDAs is also consistent with the Town's Comprehensive Plan land use goals. By allowing more intense development



Figure 1. The traditional development character of Culpeper's downtown is both an economic asset and a key aspect of the quality of life for the town



Figure 2. Compact walkable development is generally more economical than sprawl and supports the vitality of downtown areas.

in the UDA, the Town has the opportunity to preserve open spaces in surrounding areas and support the vitality of existing in-town uses. In addition to transportation and preservation benefits, the pursuit of more TND infill and redevelopment can help drive economic development in the downtown that supports the special design character and 'sense of place' that will draw increasing numbers of both visitors and businesses to the downtown.

The specific "Traditional Neighborhood Design" guidelines and principles, as described in the State UDA legislation are:

#### TND PRINCIPLES

1. Pedestrian-friendly road design;
2. Street interconnection;
3. Connectivity of road and pedestrian networks;
4. Natural area preservation;
5. Mixed-use neighborhoods & housing types;
6. Reduced building setbacks; and
7. Reduced subdivision street width/turning radii

- Americans with Disabilities Act of 1990 compliant facilities including audible cues for people with low vision, pushbuttons reachable by people in wheelchairs, and curb cuts; and curb extensions.
- Traffic calming measures to lower speeds of automobiles and define the edges of automobile travel lanes- that may include road diets, center medians, shorter curb corner radii, elimination of free-flow right-turn lanes, street trees, planter strips and landscaping within the public right-of-way.
- Bicycle accommodations, such as protected or dedicated bicycle lanes, shared road signage, neighborhood greenways, wide paved shoulders, and bicycle parking facilities.
- Public transit accommodations, such as sheltered waiting areas, bus pullouts, transit signal priority, wayfinding signage and dedicated bus lanes.

## 1.2 COMPLETE STREETS

Complete Streets is a general transportation policy and design approach that requires streets to be planned, designed, operated, and maintained to enable safe, convenient and comfortable travel and access for users of all ages and abilities regardless of their mode of transportation. Complete Streets allow for safe travel by those walking, cycling, driving automobiles, riding public transportation, or delivering goods, and emphasize the importance of safe access for all users, not just automobiles.

A number of specific Complete Streets design principles and concepts have been integrated into these TND Guidelines as follows:

- Safe pedestrian infrastructure such as side walks, trails, raised crosswalks; median crossing islands and pedestrian amenities in the streetscape



Figure 3. Complete Streets means that streets are designed for multiple travel options and accommodate users of all ages and abilities



## 2 GENERAL DESIGN AND DEVELOPMENT GUIDELINES

The following guidelines embody the principles of Traditional Neighborhood Design and Complete Streets as described above for application in the town's designated UDA. They are not zoning or subdivision standards but are general guides and are intended to inspire and encourage a pattern of development that is compatible with the traditional built form and fabric of the downtown. As new development and redevelopment in the town follows these general guidelines, it should enhance both the quality of development and design in the downtown and the overall safety, convenience and quality of life for residents and businesses in the UDA.

### 2.1 LAND USE AND DEVELOPMENT PATTERN

1. Provide discernible centers within neighborhoods as feasible. This can be a square, park or plaza and is ideally located at an important street intersection. Transit stops would be located at this center. Housing should be located within a convenient walk to the center.
2. Encourage a variety of stores, commercial activity and mixed-use, compact development that is pedestrian in scale and facilitates the efficient provision of services within the town.
3. Provide a mix of dwelling types within the UDA to provide housing opportunities for residents of different incomes, ages, family sizes, and lifestyles.
4. Have residences, shopping, employment, and recreational uses located in close proximity to each other to provide for the daily needs of residents.
5. Reserve certain prominent sites for civic buildings such as Buildings for meeting, education, religion, or culture located at the termination of street vistas or at a neighborhood center.
6. Outdoor gathering spaces such as plazas, pocket parks and cafe dining spaces, should be incorporated where feasible, 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 major building entrances, transit stops or other civic amenities.



Figure 4. Centers don't have to be large, but can be as simple as a small plaza with a fountain or landscaping provided as a public gathering space

## 2.2 STREETS AND CONNECTIVITY

1. Connect new streets to the overall street network in surrounding areas. This provides a variety of potential circulation options, disperses traffic congestion and increases walkability.
2. Street layouts should reinforce the traditional block pattern of Culpeper and provide for development blocks that are generally in the range of 200-400 feet deep by 300-600 feet long to facilitate greater ease of walkability.
3. The development pattern should maintain the existing street grid, where present, and restore any historic street connections where feasible.
4. Streets should be designed with narrow corner radii for increased pedestrian safety – generally between 15 and 20-foot corner radii except for major streets with high speed traffic.
5. Provide a Complete Streets approach to efficient circulation systems for pedestrians, non-motorized vehicles, and motorists that serves all travel modes and users of all ages and abilities.



Figure 5. Block sizes in downtown Culpeper average 250 feet by 450 feet

## 2.3 SIDEWALKS AND BICYCLE ACCOMMODATIONS

1. All streets should have sidewalks that meet all state and local requirements for adoption into the public street system, and also meet ADA requirements where applicable.
2. Sidewalks with a minimum width of 8-feet should be incorporated along the full length of any building facade that includes a customer entrance.
3. When feasible, all sidewalks should have an amenity zone adjacent to the street curb that accommodates street trees (at 5-feet minimum), and a building frontage zone adjacent to the building (at 3-5 feet minimum) that accommodates café dining while maintaining clear and unobstructed pedestrian path of travel.

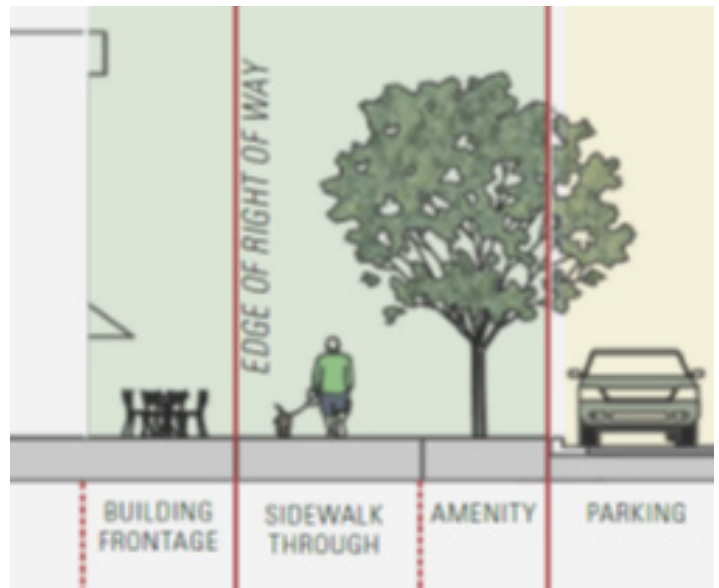


Figure 6. sidewalks should have an amenity zone adjacent to the street curb that accommodates street trees, and a building frontage zone adjacent to the building

4. Striped and well-marked crosswalks should be included at all intersections that have pedestrian traffic.
5. Multi-use trails that accommodate both bikes and pedestrians safely should be provided where possible, to connect public spaces and common areas, forming a more passive off-street circulation system connected to the traditional sidewalks located in the public street rights-of-way.
6. New development should incorporate accommodations, facilities and parking for bicycles. New parking lots or garages should provide at least one bicycle parking space for every 12 motor vehicle parking spaces.



Figure 7. Extra wide crosswalks with textured paving provide safety for pedestrians.

## 2.4 BUILDING FORM

### 2.4.1 Location of Buildings and Parking

1. Buildings should be placed close to the street, at a pedestrian scale, to reinforce the downtown's strong sense of place.
2. Relegate parking to the rear of buildings. Parking lots should not front the streets.
3. Larger and multi-building developments should be configured in a way that breaks the site into a series of smaller blocks defined by streets, vehicle access ways, public plazas and open spaces, pedestrian walkways, or other circulation routes.
4. In accordance with the traditional architectural character of downtown, development should be multi-story, mixed-use with internal parking areas or structured underground or other arrangements of parking that screen them from view from public rights-of-way.
5. The front facade of the principal building, as well as the principal building entrance, on any lot in the UDA should face onto a public street.

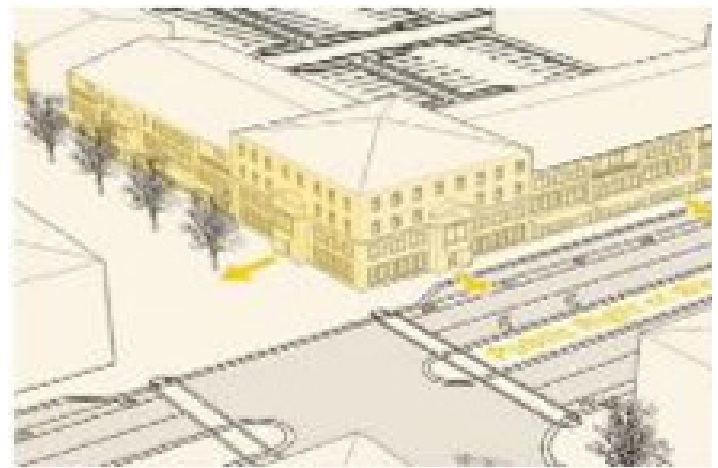


Figure 8. Buildings oriented to streets with parking in the rear



Figure 9. Multiple buildings broken down into a series of small blocks.



## 2.4.2 Architectural Character

1. Development in the UDA should have a recognizable historic style that is compatible with existing historic buildings in the area in terms of building size, massing, façade widths, window size and placement, and façade details such as cornices or awnings.
2. Primary building entrances on a facade should be highlighted through a combination of features such as canopy, portico, archway, arcade, or similar overhang that provides architectural interest and pedestrian protection. Other features can be used to highlight primary entrances, such as like peaked roof forms; raised corniced parapets over the door; outdoor pedestrian features such as seat walls and landscaping and/or architectural detailing such as tile work and moldings integrated into the building structure.
3. The scale of building elements (roofs, doors, windows, porches, columns) should be chosen with the pedestrian in mind and should be proportioned to the building's height and volume.
4. The mass and scale of buildings should be visually divided into smaller components to keep the buildings consistent with human-scale, and as a means of creating additional visual interest. The spacing and dimensions of these components should be based on the existing historic architecture of downtown buildings.
5. To express variety, avoid monotony and distinguish different building volumes, building design should use a variety of color, material and texture.



Figure 10. Multi-story building forms that are pedestrian-scaled and articulated with variations in facade materials, elements and colors.



Figure 11. Primary building entrances on a facade should be highlighted through a combination of featuresL canopy, bay window and architectural interest

### 2.4.3 Building Facades and Ground Floor Uses

1. All facades of buildings visible from public rights of way should have 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.
2. All commercial uses located at the street level should provide a direct at-grade entrance from the public right-of-way, with door thresholds flush with the sidewalk level. Multi-tenant frontages that exceed 100 feet should provide one entrance for each 100 feet of frontage or portion thereof.
3. The ground floor level for new commercial use should be at least 12 feet minimum floor to ceiling height for greater flexibility of uses and compatibility with traditional storefront architectural character.
4. Individual storefronts should be clearly articulated by architectural elements such as piers, changes in plane, and/or materials. To avoid monotony along main streets, recesses of wall planes, storefront windows, bulkheads, entries and other surfaces should be a minimum of 6 to a maximum 18 inches from the face of primary columns or walls.
5. Ground-floor residential units should be raised at least 18 inches above the adjacent sidewalk grade to provide buffers to street flooding and be compatible with traditional architectural character.
6. Street walls containing ground floor residential units should be set back between 3 and 10 feet from any property line fronting a public street. Stoops and landscaping should be provided in this setback to provide a buffer between the sidewalk and the unit's living areas.
7. For commercial uses on the ground floor of buildings, a minimum of 50-percent of the front facade should be transparent, consisting of window or door openings allowing views into and out of the interior.



Figure 12. New development that follows traditional forms with architectural elements such as piers, changes in plane, and/or materials to break up the mass of the building.



Figure 13. Ground floor facades with transparency and visual interest to support pedestrian activity on the street.

## 2.5 LANDSCAPING AND STREET TREES

1. 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 character of the development.
2. Landscape buffering should be provided between commercial uses and adjacent residential areas.
3. Plant material should be selected from varieties that are native to the Commonwealth of Virginia, whenever possible.
4. Streets should have a regular pattern of street trees for aesthetic value, and to shade sidewalks.
5. Street trees should generally be placed up to 40 feet apart, and planted in an amenity zone, located between the street curb and sidewalk. Street trees should be installed in tree grates to create additional sidewalk space.



Figure 14. Street trees help beautify and enliven the pedestrian experience.

## 2.6 STREET FURNITURE, AMENITIES AND PUBLIC ART

1. Pedestrian amenities and street furniture should be provided, including lighting and benches, bicycle racks, bollards, planters, and other accessories for the convenience of pedestrians or cyclists.
2. New development should include a comprehensive sign program that conforms to the town's sign requirements and is compatible with the historic architectural character of downtown to establish a uniform theme.
3. In general, signs in the UDA should be wall mounted signs or small signs cantilevered from the building façade in traditional materials of wood, paint and decorative metal.



Figure 15. An example of public art that also acts as functional street furniture.



4. Public art should be used to help express the historic character of the Town, along key gateways and nodes within the town. Criteria for locating public art should consider public safety, relationship of the site to existing artworks within the vicinity, environmental impact of the site and public accessibility to the artwork.

### 3 A LEXICON OF DESIGN ELEMENTS

In addition to the principles that guide new infill and redevelopment in the UDA, “a lexicon of design elements” has been identified below to define specific, tangible physical features that make up the core philosophy of traditional neighborhood design, to be considered in any improvements proposed for the UDA.

**Gathering Point:** a feature such as a plaza, green, park, corner store, post office, library, town hall, community center, train station, theatre, or other civic use; typically located along a Main Street or in a neighborhood or town center; provides a place for special events and enlivens the community character.

**Walkable Service Area:** is typically defined as a  $\frac{1}{4}$  to  $\frac{1}{2}$  mile (5 to 10 minute walk) radius from any point in the neighborhood to goods and services.

**Mix of Uses:** combines Residential, Commercial, Institutional, Recreational and Open Space uses in a diversified but seamless arrangement; also combines first floor retail with second floor apartments and/or offices; encourages live-work units and granny flats as accessory dwelling units to diversify the housing options.

**Parks and Open Space:** creates small, pedestrian-scaled greens, squares or parks to enhance and beautify the town/neighborhood center; a system of “green spaces” ecologically balanced with the built environment and distributed within the community; may also include a “green edge” of open space to help distinguish neighborhoods and towns from the countryside between towns, villages, and other places.



Figure 16. A community gathering space in King Farm, MD



Figure 17. Well designed new mixed use development with residential above retail in Birkdale Village, NC

**Interconnected Streets:** the organization of streets and blocks that integrates boulevards, avenues, neighborhood streets, and alleys into an interconnected grid, linked to pedestrian and other motorized and non-motorized transportation systems; building frontages defining street walls that help to create outdoor rooms in the streetscape; street vistas that terminate with public space, landmark structures or civic buildings.

**On-Street Parallel Parking:** to support local businesses and provide a separator between moving traffic and pedestrians; and promote effective “traffic calming” by slowing down the speed of vehicles.

**Lanes (Alleys):** in order to maintain street frontages on major streets free of driveway curb cuts, vehicular access and parking provided in the rear of the buildings, with opportunities for rear access for deliveries and utilities.

**Sidewalks/Crosswalks/Pedestrian Paths/Walkways:** serve to link uses, buildings, lots and streets together; accommodate a healthy pedestrian circulation network; provide close-to-home opportunities for exercise; enhance wayfinding and an appreciation of the neighborhood/place.

**Diversity of Building Types:** focuses on buildings designed for flexibility of function, to allow for adaptations and changes in use over time (e.g. from dwelling, to shop, to work place, to civic use).

**Porch/Portico/Colonnade:** serves as transitional element from the private realm of the building to public realm of the sidewalk and street; provides shade; promotes a finer, more ornamental “texture” to the building facade; creates a cozy space to sit, walk, relax; provides an outdoor room for greeting and socializing with neighbors and friends.

**Shade Trees:** provide a canopy/overhead plane to help create an “outdoor room”; and provides an “historic old shade” character to the neighborhood district.



Figure 18. A well designed pedestrian space in Rockville, MD.

**Neighborhood Identity:** promoted by district identification and gateway signs, monuments, gazebos, pavilions, as well as decorative street lamps, benches, or amenity features

**Sustainability:** The principles of smart growth and TND based on a sustainable development plan that includes environmental, land use and market support for the long-term viability of the plan.

**Compact Development:** Development should be dense and at the same time, at a scale that makes a pedestrian feel comfortable.

**Accessibility and Transportation:** Ease of pedestrian movement and connections to adjoining areas through public transit and safe on-road bicycle accommodations.

**Pedestrian Friendly Street Walls:** Through the design of buildings, which provide windows and entrances to provide street-level uses. Sidewalks that include pedestrian amenities such as shade trees and street furniture.

**Recreation Uses:** Small neighborhood parks and playgrounds located throughout neighborhoods, so all residents have good access to a neighborhood park.

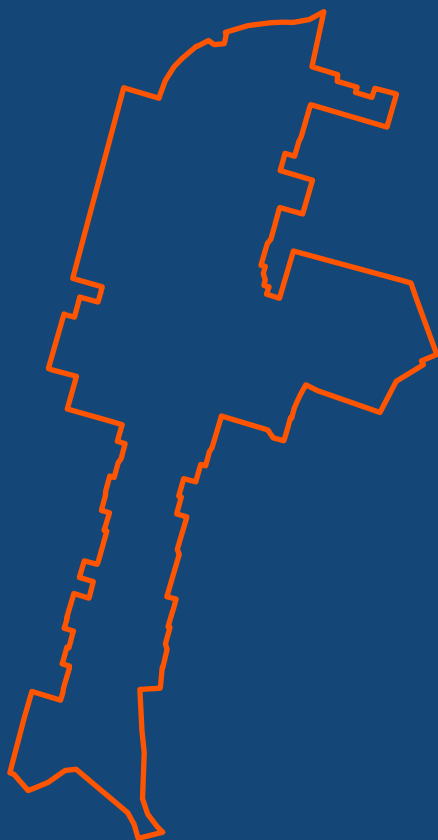
**Review of New Development:** New development within an Urban Development Area should be designed as a pedestrian-friendly environment incorporating Traditional Neighborhood Design principles which promote convenient walking access within the development, as well as easy access to amenities, goods, and services in other parts of the community. Any development proposal should include the location and design of all sidewalks and trails necessary for complete pedestrian accessibility throughout the community.



Figure 19. New development in Mashpee Commons, MA exemplifies TND principles.



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## IV. RECOMMENDATIONS FOR THE URBAN DEVELOPMENT AREA

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## A. SUMMARY OF UDA RECOMMENDATIONS

At the center of the UDA is an authentic Historic District with Davis Street at its very heart, an award winning “Great Street,” as recently named by the American Planning Association (APA), that provides a competitive edge to promote investment. But more importantly, the Town has a very passionate, loyal group of business owners, residents and other stakeholders, who share the Town’s goals to see increased economic vitality within the UDA while preserving the character of the Historic District. With a proactive Culpeper Renaissance Inc. in place ready to implement and promote economic development, the Town is well situated to implement the UDA Master Plan. By leveraging its authenticity and taking advantage of the fact that it is in the middle of a growing, prosperous region, the UDA is well positioned to build upon the Town and County government presence and attract new residents, workers and retailers to available prime opportunity sites.

While there are stable neighborhoods of single family homes throughout the Town, in order to grow and sustain the desired level of economic vitality, the Town needs to focus on attracting a new demographic of residents within the UDA by creating more housing choices that include mixed-use residential that is up to 4 to 5 levels of construction, at a variety of price points, with retail along the ground level and entertainment and open space “green” amenities that are needed to attract young professionals and families. The more people that are within the UDA needing a place to work, shop, eat and play, the greater the opportunity will be for economic development.

This UDA Master Plan proposes a higher density of development within the UDA at 24 DU/AC (with infill development located within the historic district that is sensitive to preservation by being more compatible in scale, massing and materials) in order to accommodate growth over the next 20 years. The level of growth and sophistication of revitalization, will likely occur in phases with varying intensities, based on rising land values and how future development encapsulates parking. A strategy of financing

and implementing public improvements to sustain this growth will need to be prioritized on short, mid- and long-term time-frame. The UDA Master Plan proposes the following recommendations, with the first two recommendations further articulated in the Implementation Matrix:

1. Initiate public/private opportunities for redevelopment of Town-owned surface parking lots at focus areas 2 and 3, into mixed-use developments, by entering into development agreements through a public process with private entities for the highest and best use of land that includes structured public parking garages when there is sufficient demand to justify its implementation,.
2. Determine the financing and implementation of public right-of-way improvements for the UDA and the focus areas in particular, that support growth over the next 20 years by leveraging a variety of funding sources at the local, state and federal level.
3. Implement specific zoning recommendations that support higher density and design guidelines that promote traditional neighborhood design principles for infill and new development. Refer to the Design Guidelines and Zoning Recommendations.
4. Align incentive programs by matching its boundaries. Currently, the UDA Boundary matches the boundary for the Downtown Development Area Apartment Incentive Program (AIP), which goes into effect July 2018, and will provide a reduction of water and wastewater tap assessment fees as long as the development adheres to specific criteria, such as meeting LEED certification or an equivalent green building rating system. The parking overlay boundary, which exempts parking requirements as long as adequate parking can be found on street and in surface lots in the surrounding areas, should be expanded to match the UDA Boundary for consistency. See Figure UDA Overlay Concept.
5. Determine the feasibility of Tax Increment Financing as a redevelopment tool. To bring the implementation of the UDA into reality, the Town

should consider all financial tools it has at its disposal to promote economic development and redevelopment within the UDA. The Town should evaluate tax increment financing (TIF) as a possible source to finance public right-of-way improvements within the UDA as well as structured public parking garages on Town-owned lots in order to free up other public surface parking lots to catalyze mixed-use development opportunities.

As a first step, a feasibility analysis should be undertaken to determine if increased assessed property value and incremental revenues, based on projected growth, will result in enough revenue to finance specified public improvements over the life of the bond. If deemed feasible for the Town, TIF should be implemented as part of larger comprehensive economic incentive strategy to promote growth in the UDA by matching its boundary to more directly link public improvements to on-going growth and to catalyze focus areas in the UDA for desired development opportunities. See Figure TIF Diagram.

Starting with an implementation strategy that prioritizes focus areas that are ripest for development and that finances public improvements and facilities, updating zoning to ensure infill and new development will be designed and built to traditional design principles, and adopting programs that incentives sustainable building practices will result in a higher quality product. Employing this comprehensive approach, will produce a ripple effect throughout the rest of the UDA and economic vitality will spread outwards over time, connecting with other successful areas within the UDA.

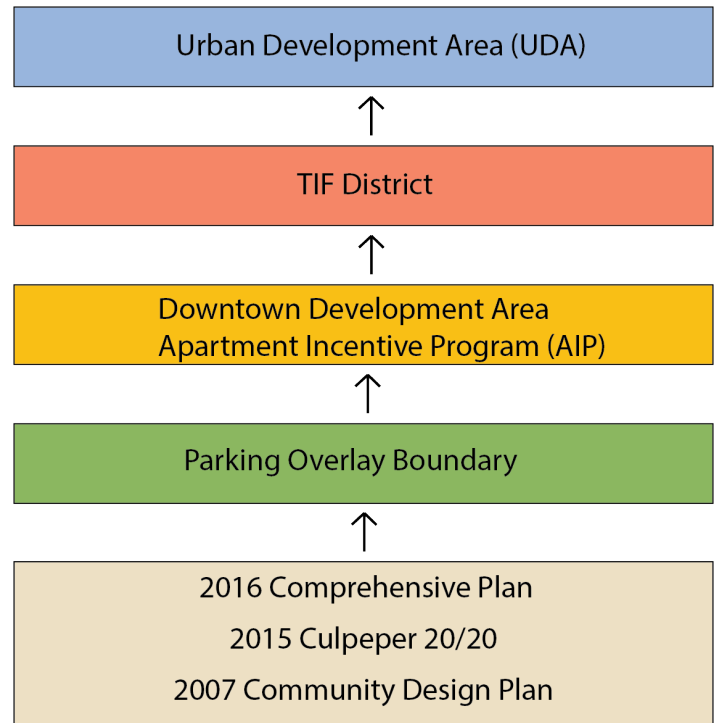


Figure: UDA Overlay Concept



Figure: TIF Diagram

## B. IMPLEMENTATION MATRIX

Focus Area	Short-Term Strategy	
	Project	Potential Funding and Strategy
1. Gateway at Germanna HWY, Madison and Orange Roads	Traffic circle at Orange and Fredricksburg Roads Develop design and cost estimate	VDOT Review and Approval Smart Scale  Main Street Grants (State) for Gateway ID Signage
	Culpeper Gateway ID Sign	
2. Parking Lot at Main, Culpeper, Locust and West Streets	Public/Private Partnership: Parking Garage Private Mixed-Use Developments	RFP - Public/Private Development. - 150 Town Parking Stalls - Residential or hotel use above commercial at Main Street - Stepbacks at West Street above 40-feet - Town profit sharing agreement for hotel use
	Crosswalks at the intersections of West, Locust and Culpeper Streets	Smart Scale funding VDOT Transportation Alternatives
3. Parking Lot at Main, Cameron and Spencer Streets	Private Development at Main Street (Residential over Commercial)	RFP - Public/Private Development Phased Development Phase 1 - Private development along Main Street Phase 2 - Public Parking Garage - 5-levels, up to 425 parking stalls. Accomodate Phase 1 parking
	Secure parking at surface lot for private development	
4. Gateway at Main and Williams Streets	Mixed-Use Residential Development	Private Development
	Pedestrian pathway at the northern edge of the site	Provide for setbacks in the site design and/or with easements to accomodate (1) plazas at Main Street and (2) a continous enhanced pedestrian path along the northern edge (Mountain Run)
	Pedestrian plazas at Main and Williams Street and at Mountain Run	
	Signalized Striped Crosswalks Main and Williams Street	Smart Scale VDOT Transportation Alternatives
	Signalized Striped Crosswalks at West and Williams Street	Main Street Grants (State) for Gateway ID Signage to be located within the setback at Mountain Run
	Culpeper Gateway ID Sign	
5. Culpeper and South East Streets	-	-
6. Site East of the Railroad	Residential Development	Private Development
	Easement from Spencer Street	



PRIVATE DEVELOPMENT



TOWN PLANNING AND PUBLIC IMPROVEMENTS



Focus Area	Mid-Term Strategy	
	Project	Potential Funding and Strategy
1. Gateway at Germanna HWY, Madison and Orange Roads	Site Assembly Site Mitigation and Clean-up Mixed-Use Development Neighborhood Parklet	Private Development
2. Parking Lot at Main, Culpeper, Locust and West Streets	Parking Garage Private Mixed-Use Developments	Possible phasing scenario: Phase 1 - Parking structure at mid-block with mixed-use development at Main Street Phase 2- Private development at West Street
3. Parking Lot at Main, Cameron and Spencer Streets	Private Development at Main Street (Residential over Commercial)	Mixed-Use Development at Main Street
	Public Parking Garage	
4. Gateway at Main and Williams Streets	Pedestrian Pathway at the northern edge of the site  Pedestrian Plazas at Main and Williams Street and at Mountain Run	Accommodated by Private Development with setbacks and/or easements
5. Culpeper and South East Streets	Streetscape improvements along East Street, from Stevens to Davis Streets  To include sidewalk improvements, lighting, crosswalks and curb ramps and radii.	Smart Scale funding VDOT Transportation Alternatives
6. Site East of the Railroad	Residential Development Neighborhood Park	Private Development
MAIN STREET STREETSCAPE IMPROVEMENTS	Streetscape Improvements along Main Street, from Williams Street to Fredericksburg Road  Striping, signalization, traffic calming, and striped crosswalks	Smart Scale funding Highway Safety Improvement Program(HSIP) grants VDOT Transportation Alternative

## B. IMPLEMENTATION MATRIX (CONTINUED)

Focus Area	Long-Term Strategy	
	Project	Potential Funding and Strategy
1. Gateway at Germanna HWY, Madison and Orange Roads	Mixed-Use Development Neighborhood Parklet	Private Development
2. Parking Lot at Main, Culpeper, Locust and West Streets	-	-
	-	-
3. Parking Lot at Main, Cameron and Spencer Streets	Public Parking Garage	Public Parking Garage potentially built with (or a combination of) Tax Increment Financing, Municipal Bond Financing, Community Development Block Grants (State and Federal), development proceeds, and other sources of revenue
4. Gateway at Main and Williams Streets	-	-
5. Culpeper and South East Streets	Alley Improvements - enhanced pavers, lighting	Alley Improvements: Private Development
	Streetscape improvements to Culpeper Street	Culpeper Street: Smart Scale funding VDOT Transportation Alternative
6. Site East of the Railroad	Residential Development Full Build-Out to Spencer Street Neighborhood Park Pedestrian Linkage to Davis Street	Private Development
MAIN STREET STREETSCAPE IMPROVEMENTS	Streetscape Improvements along Main Street, from Williams Street to Fredericksburg road	Smart Scale Highway Safety Improvement Program (HSIP) grants VDOT Transportation Alternative
	Striping, signalization, traffic calming, and striped crosswalks	



PRIVATE DEVELOPMENT



TOWN PLANNING AND PUBLIC IMPROVEMENTS

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## C. ZONING RECOMMENDATIONS

The Zoning Code for the Town was reviewed against the TND guidelines and principles identified for the UDA. The Town already has procedures in place that begins to implement TND:

- Allows for mixed-uses - permitted uses are cumulative across districts
- Inventive parking approaches – off site and shared parking
- Design review - Architecture Review Board (ARB) reviews projects within the historic district
- Recent reductions in tap fees

Building on these procedures, zoning recommendations were developed to ensure a traditional neighborhood character takes shape within the UDA. The recommendations are intended to introduce TND to the UDA by promoting the fundamentals of TND:

- Ensure there is adequate density that supports a vibrant streetscape
- Allow for the height of buildings that supports the

Downtown's historic character and framing the street

- Promote parking requirements that fit a more traditional neighborhood design and support multi-modal transportation
- Develop street block sizes from large parcels that are compact and conducive to walking

As the UDA gradually absorbs growth based on these recommendations, more elements from the TND guidelines should be appropriately evaluated and considered to incorporate into the Town's zoning that further articulates the Town's character.

TABLE - Zoning District Recommendations

SECTION	ISSUE	RECOMMENDATION	RATIONALE
Sec. 27-53. - Residential district R-2	Multifamily density requirements currently vary by number of bedrooms - 10 units per acre for two (2) or three (3) bedroom; 12 units per acre for 1 bedroom; 15 units per acre for efficiencies	Convert to a standard maximum density requirement of 12 units per acre.	Modern zoning ordinances typically hold to a constant density requirement within a multifamily district, which is easier to administer
Sec. 27-54. - Residential district R-3	Multi-family density requirements currently vary by number of bedrooms - 15 units per acre for two (2) or three (3) bedroom; 18 units per acre for 1 bedroom; 20 units per acre for efficiencies	Convert to a standard maximum density requirement and raise overall density to 24 units per acre.	Modern zoning ordinances typically hold to a constant density requirement within a multifamily district, which is easier to administer. Also, R-2 zoning is primarily in the downtown where the higher density housing will promote walkability.
Sec. 27-54. - Residential district R-3.	Maximum height allowed is 3 stories	Permit conditional use heights up to 4 stories under the same provisions and guidelines as in the C-1 district (for conditional uses)	C-2 zoning is primarily in the downtown - to promote walkability, higher densities may be required, which will require more height

TABLE - Zoning Map Recommendations

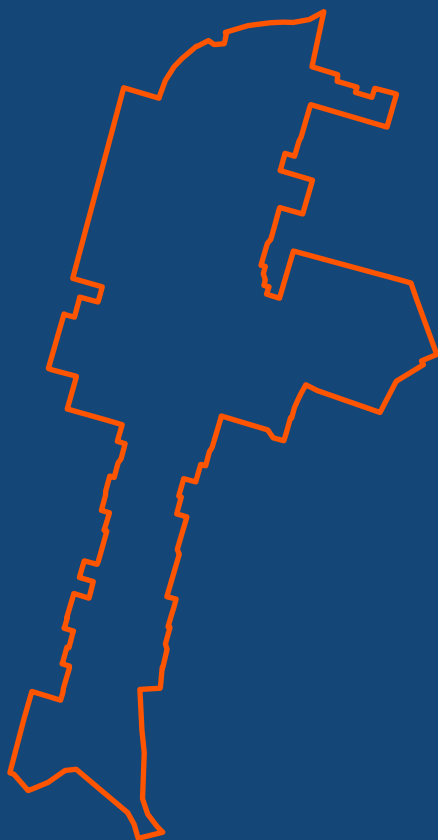
AREA/ZONE	ISSUE	RECOMMENDATION	RATIONALE
M-1 Downtown	The core area of downtown contains large areas of M-1 zoning east of the railroad tracks	Selectively rezone areas east of tracks to C-2 or R-2 zone to encourage more walkable and higher density uses	To extend the walkable and traditional downtown area east of the tracks and to promote flexibility of uses and a diverse economic mix downtown

TABLE - Parking &amp; Loading Recommendations

SECTION	ISSUE	RECOMMENDATION	RATIONALE
Sec. 27-207. - General design	Current regulations allow reductions for number of parking spaces (up to 5%) if bicycle or motorcycle parking is provided	Change to mandatory requirements for providing bicycle parking spaces	To facilitate multi-modal transportation
Sec. 27-209. Parking standards	Current table of parking standards may need updating to modern parking recommendations	Recommend reducing certain requirements, such as: Multifamily residential (to 1.5 per DU) Principal Office (to 1 per 250 sf) Banks (to 1 per 250 sf) Restaurant (to 1 per 150 sf)	Table of parking standards has suburban-style parking requirements that may be excessive for traditional neighborhood design

TABLE - Subdivision Recommendations

SECTION	ISSUE	RECOMMENDATION	RATIONALE
Sec. 22-78. - Blocks.	Current regulations call for blocks to be min. 500 ft. length and max. 1,500 ft. length	Change to min. 200 ft. and maximum 600 ft.	To encourage more traditional street grids and lotting patterns





# V. APPENDIX

UDA BOUNDARY MAP

UDA FOCUS AREA MAP (OVER EXISTING LAND USE )

UDA FOCUS AREA MAP (OVER FUTURE LAND USE )