



City of Waynesboro  
**COMPREHENSIVE PLAN**  
**Land Use Guide**  
2008



**COMPREHENSIVE PLAN  
LAND USE GUIDE  
WAYNESBORO, VIRGINIA  
2008**

**Adopted by  
Waynesboro City Council  
On June 23, 2008**

## WAYNESBORO CITY COUNCIL

Nancy Marion Dowdy  
Timothy D. Williams  
Bruce E. Allen  
Frank S. Lucente  
Lorie M. Smith

Michael G. Hamp II, City Manager  
Julia E. Bortle, Clerk of City Council

## PLANNING DEPARTMENT STAFF

D. James Shaw II, AICP, City Planner  
Sunny Yang, City Associate Planner  
Kay C. Roetto, Administrative Secretary  
Keith D. Pultz, GIS Specialist

## PROJECT EDITOR

D. James Shaw II, AICP, City Planner

## CONSULTANTS

LandDesign, Inc.

## WAYNESBORO PLANNING COMMISSION

Cary Bennett  
David Bihl  
Harry L. Colman  
Jeannie McCutcheon  
W. Jerry Thomas  
Terry Short, M.U.P.P  
Frank S. Lucente (City Council Liaison)

## PAST MEMBERS

Gregory Bruno  
Lorie Smith (City Council Liaison)

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## **Introduction**

Crafted during late 2007 and early 2008, the Waynesboro Land Use Guide was created in response to the city's need for a vision of its future development pattern, and to address current challenges and take advantage of existing opportunities for community development. This guide focuses on land use with recognition of the existing land development pattern and envisions future uses. The guide seeks to reinforce downtown; revitalize designated areas, such as the former Basic City area; and address growth pressure in rapidly developing portions of the city, especially in the western portions of Waynesboro where much retail has moved to be near the automobile-oriented development near I-64, and the northern portion of the city where residential development continues to expand. This guide also addresses land use decisions that will affect the natural environment, particularly flooding in certain parts of the city, the character of Waynesboro's historic buildings and historic neighborhoods and community transportation systems.

## **Purpose of the Land Use Guide**

The overriding objective of this guide is to develop mechanisms that will inform near-term and future land use decisions made to support the city's development goals and preserve its character. Strategically managing growth and its inevitable impacts is critical to Waynesboro's long-term economic health and quality of life. As a growth management tool, this guide seeks to balance growth pressure with preservation, identify where development will occur and what form it will take, and what strategies are necessary to achieve positive change, facilitate infrastructure improvements to support growth and address inadequacies of current regulations.

## **Process to Create the Guide**

Prior to the project's initiation, an Advisory Committee consisting of business representatives, citizens and representatives of various local boards and commissions, who represent a broad cross-section of the Waynesboro community was selected to guide the process. Members of the planning commission and the city's professional staff were also valuable participants in the development of this guide.

In addition, the creation of this guide required significant research and community input. Initially, a substantial number of adopted documents, reports and plans were reviewed, including the following:

- The City of Waynesboro 1998 Comprehensive Plan
- Draft Sections and Elements of the 2005 (current) Plan Update Process
- Minutes from the Planning Commission Comprehensive Plan work sessions and public meetings
- The Waynesboro Greenway Conceptual Master Plan
- The Waynesboro Downtown Revitalization Master Plan
- Central Shenandoah Valley Bicycle Plan (June 2005)
- The city's Capital Improvements Plan FY 2007 – FY 2011
- The Waynesboro 2020 Transportation Plan

- The Lew Dewitt Access Management Plan
- The Industrial Development Authority's Economic Development Strategic Plan
- Waynesboro City Council Vision Plan for 2018
- Augusta County, City of Staunton and City of Waynesboro Facts and Figures 2006
- McCormick Taylor Traffic Control Coordination Study
- August County Comprehensive Plan

The information uncovered while reviewing these documents, reports and plans was supplemented with direct input from key stakeholders. These stakeholders represented a variety of interests, and more importantly, deal on a regular basis with one or more aspects of the issues addressed by this guide. They were interviewed early in the planning process. The information gathered from these individuals aided in the process by providing an additional layer of information that cannot be gleaned from reports, observations in the field or data analysis. Their collective input complements the information received from the public and the Advisory Committee.

In addition, at a critical point in this process, a two-day charrette, or design workshop, was held so that city staff, the Advisory Committee, key stakeholders and citizens could participate in exercises to draw and design the future of Waynesboro, reflecting potential change and improvement. The plans were later refined and presented to the public.

In fact, the public was continually involved in the process to create this guide, attending three community workshops over the course of the project. In addition, there were four Advisory Committee meetings, multiple meetings with the planning commission and one joint workshop with the planning commission and the city council.

### **Existing Conditions**

Through a detailed investigation into the factors affecting Waynesboro, including information from the Advisory Committee, document and report review and stakeholder interviews, an Issues and Opportunities Report was generated. This report became the basis for the Land Use Guide and identified opportunities and constraints revealed during the preliminary information-gathering activities and identified the following objectives:

- Make Waynesboro a destination for cultural events, arts and recreation
- Preserve the small town feel
- Preserve key open spaces
- Reserve open space via development and redevelopment
- Make downtown an active center of the city that offers a variety of activities for all ages
- Make the South River an active and accessible asset
- Establish a greenway system along the river and throughout the city.
- Stabilize and revitalize neighborhoods in the former Basic City area and the eastside of the city in general
- Identify gateways into the city
- Encourage mixed-use neighborhoods

Due to its considerable length, the Issues and Opportunities Report is not repeated herein in its entirety, but the following is a summary of the city's opportunities and constraints for land use, transportation, character and the environmental and natural resources as listed in the report.

#### Summary of Land Use Issues and Opportunities:

- There is opportunity for development and redevelopment based on the availability of land.
- The balance among various uses needs to be addressed, especially with commercial development.
- Existing, but closed, industrial plants present issues and opportunities for redevelopment.
- There is an opportunity to attract industrial development in certain areas close to the highway and rail track, where sizeable pieces of land are available.
- The downtown area presents opportunities for redevelopment to become the true center of the city.
- There are opportunities for redevelopment and revitalization of some key areas, east of the river and along certain corridors, as examples.
- There is an opportunity to create more mixed-use development in the city.
- School capacity and expansion and the creation of new schools need to be addressed with projected growth.
- Certain new residential developments are relatively bland and do not reflect a recognition of the region's and city's unique natural setting and architectural heritage.
- Parks, open spaces and the South River need to be connected via greenways.
- Retain highway commercial / large-scale retail in the areas of the city's southwest quadrant.
- Develop denser residential and offer more types of housing.
- Create new neighborhoods with a better sense of place, and suitable community amenities.

#### Summary of Transportation Issues and Opportunities:

- Waynesboro has excellent connectivity in the region, access to major interstates and has the opportunity to promote itself as a destination and attract visitors.
- There is good interconnectivity of streets in the older parts of the city where there is an established grid network, but there are issues with connectivity in new, fringe areas of Waynesboro.
- There are concerns regarding traffic congestion at Rosser Avenue and the Waynesboro Town Center.
- Although there is sufficient parking in downtown, it may not be managed properly, or may not be in the appropriate locations.
- There is an opportunity to increase the connectivity of bicycle and pedestrian routes by retrofitting existing roads and mandating that all new roads incorporate bike lanes, crosswalks and sidewalks.

- There is an opportunity to provide bicycle and pedestrian connectivity to major destinations outside the city.
- Pursue adopted plans such as the Greenway Master Plan and Capital Improvement Plan.

#### Summary of Character Issues and Opportunities:

- Waynesboro has an opportunity to promote its history.
- The lack of investment in downtown is threatening some of the key historic buildings that will affect the character of downtown.
- There is an opportunity to identify gateways and entrance corridors into Waynesboro.
- Basic City possesses abundant character, but there is a lack of reinvestment in its neighborhoods and Commerce Avenue.
- The nature of new development on the city's fringes, connectivity, timing and urban design concern citizens.
- Three centers for arts and heritage in Waynesboro have opportunities to attract visitors: the Waynesboro Heritage Museum, the Shenandoah Valley Arts Center and the Artisans Center of Virginia.
- There is opportunity for additional events and programs that will attract more visitors on a regular basis to Waynesboro.

#### Summary of Environmental and Natural Resources Issues and Opportunities:

- Flooding is an issue due to natural flooding of the South River.
- There is an opportunity to address stormwater issues.
- Accurate mapping of wetlands is an issue to understanding which areas to preserve.
- The city's Urban Trout Fishery is an asset to be expanded and improved.

### The Plan

The plan for Waynesboro addresses downtown and its core, new land uses and growth in the lesser developed areas of the city, mixed-use development, commercial areas and corridors, gateways, parks and open space, community character and transportation, including new roadways and bicycle and pedestrian amenities.

### Downtown

The Land Use Plan recognizes two geographies in downtown, the traditional core and the areas along Broad Street and East and West Main Street immediately adjacent to it. Despite downtown's constraints, including the loss of retail activity, lack of investment and re-investment in some properties, periodic river flooding and stormwater issues, the general consensus is that downtown offers redevelopment opportunities at the core and in the areas adjacent to it, where supporting land uses are complementary to those found at the core. To reinvigorate the core and make downtown Waynesboro a destination, the emphasis is on mixed-use development, coupled with the intention to emphasize the city's artisan culture and adaptively reuse historic buildings. The plan indicates support for:

- Creating an attractive, usable destination park that will attract people to downtown.
- Creating opportunities for people to live in downtown.
- Attracting destination uses, such as restaurants, art galleries and other entertainment uses.
- Preserving the historic character.
- Building upon initiatives such as the recent redevelopment of the Waynesboro Heritage Foundation Museum and the ongoing renovation of the Wayne Theater.

### Available Land

To address growth in lesser developed areas, the proposed Land Use Plan promotes new land uses that Waynesboro currently lacks or finds in limited supply. These include more compact and varied residential uses, new employment uses focusing on clean, sustainable industries such as telecommunications, Web-based technologies and data management, and a variety of mixed-use areas that will offer unique development patterns in the future.

With many young professionals, empty nesters and retirees looking to communities such as Waynesboro for their proximities to natural resources such as the nearby Skyline Drive and the Shenandoah National Park, Blue Ridge Parkway, Appalachian Trail and George Washington National Forest, as well as for access to educational institutions and cultural arts, it makes sense to encourage the development of alternative housing types that appeal to those demographic groups. Some homeowners today, including young professionals as well as active seniors, want less maintenance than a home with a yard requires. Opportunities for alternative housing types and, in appropriate locations, at higher residential densities, are shown on the proposed Land Use Plan.

The plan reflects the vision for new types of employment uses that focus on technology-based, non-polluting industries such as telecommunications and computer technologies. This strategic effort to attract these types of businesses is increasingly important as traditional industrial and manufacturing jobs continue to move out of the country. It also takes advantage of the city's proximity to institutions of higher learning throughout the region and could take advantage of nTelos and the fiber optic network it has to offer. With their support, the city could really advance its recruitment efforts in attracting these employers.

### Mixed-Use Areas

A number of mixed-use opportunities exist in various areas of the city. Shown on the proposed Land Use Plan as areas A, B, C, D, E and F, and briefly described below, they are described as such based on their existing development patterns and their future potential.

#### Mixed-Use A

The plan supports in Mixed-Use A development of the site known locally as "Opportunity Park" that is in keeping with a concept for a mixture of uses sensitively integrated into the landscape. This development could reinforce a new direction for Waynesboro regarding employment as traditional heavy-manufacturing continues to

decline in the U.S. The plan calls for creating a mixed-use environment that is in sharp contrast to the single-use, isolated business parks of the 1980s and 1990s.

Located in the southern portion of Waynesboro, Mixed-Use A calls for the blend of office uses that accommodate “clean industry.” This primary mixture of office uses could integrate retail uses into the development to serve the needs of area workers and residents, as well as some highway traffic. These office uses maybe concentrated in the area immediately adjacent to VA 624. Housing in Mixed-Use A could be high density residential transitioning to lower densities in the western portion of this area away from the office and other non-residential uses.

Access to rail may continue to be an advantage for sites in Mixed-Use A; however, with the continued loss of manufacturing, the potential users (tenants) of the site are less likely to be rail dependent. The area designated as Mixed-Use A is located at the front door of Waynesboro and is not the best location for warehousing, which is perhaps the most likely user of rail.

A cohesive master plan is needed for this area to ensure that any change in the current zoning provides an appropriate emphasis on employment-related uses with a compatible mix of housing and supporting commercial uses. The master plan would create interconnected neighborhoods in a pedestrian friendly environment and would respect natural features including creeks, floodplain areas and unique topography. The development of a significant extension of Shenandoah Village Drive is key to development of this property and to the southern portion of the city.

#### Mixed-Use B

The plan supports in Mixed-Use B the development of the site known as the “Bruchheim property” that is in keeping with a concept for a mixture of uses sensitively integrated into the landscape. Near a future front door for the city, this development could enhance Waynesboro’s image and help reposition the city competitively in the region.

As shown on the Proposed Land Use Plan, this area is Waynesboro’s greatest opportunity to do something unique to redefine itself in the region, to attract visitors, new businesses and make Waynesboro a more desirable destination. Its size and location near natural resources such as the George Washington National Forest and the Shenandoah National Park, as well as area attractions such as the planned Crozet Tunnel, Skyline Drive and the Blue Ridge Parkway, are distinct advantages.

The mixture of future uses in Mixed-Use B could include residential and non-residential uses in keeping with the common vision, one that builds on the assets and opportunities of the city and that aims to strengthen the economic health of the city over the long-term. Three examples are the history of—and continuing interest in—art in the community, Waynesboro’s recreational destinations and institutions of higher learning in the region. With this in mind, future development on the site could encompass a mix of uses that includes the following:

- Conference center

- Educational center / facilities
- Hotel / accommodations
- Lodging for conferees and other visitors
- Residential units, including active living communities for seniors
- Commercial uses that support retail, office uses, artists' studios
- Environmentally friendly, sustainable new businesses

The natural features of the Bruchheim property could enhance the overall concept, so a conservation approach should be considered in the design of this mixed-use development. In the past, homeowners paid a premium for lots abutting golf courses, as the proximity to green open space is desirable. Today, developments that integrate other types of open space, including wooded areas preserved in their natural state, command comparable prices as well. And the property owners association can enjoy lower maintenance fees than those associated with golf course maintenance.

Conservation of key environmental features is a primary concern to any development plan for the property. The property is currently forested and possesses steep slopes, a floodplain and flood control dam, likely wetland areas and important viewsheds.

***Note:** Precedents considered during the plan's creative process included Penland, a center for the study of music and the arts located in the mountains of western North Carolina. Penland has 43 structures on 400 acres that house as many as 1,200 visitors annually that come to attend one- and two-week classes during summer months and eight-week sessions each spring and fall.*

#### Mixed-Use C

Mixed-Use C, located near the city's eastern boundary along US 250 and East Main Street as it enters Waynesboro, is another area suitable for a mix of uses. Ideal land uses are associated with recreation and the outdoors, such as retail that caters to hikers, cyclists, kayakers and other outdoor enthusiasts. Mixed-Use C is also a location identified as a gateway into downtown, which could take cues from the design elements of Skyline Drive and the Blue Ridge Parkway in terms of its stone work and landscaping.

#### Mixed-Use D

As shown on the proposed Land Use Plan, Mixed-Use D is located in the eastern portion of Waynesboro. Mixed-use development here would flank Commerce Avenue, the once thriving central business corridor of the former Basic City. Basic City was formed in 1891 and existed as a separate city from Waynesboro until 1923 when the two cities were consolidated. The corridor is suitable for commercial uses and various housing types. To revitalize Commerce Avenue, the plan calls for a mixed-use development. Proposed uses could include public parks, restaurants, convenience retail and a variety of housing types.

#### Mixed-Use E

As shown on the Land Use Plan, Mixed-Use E is positioned between single-family residential development and intensive commercial uses close to the city's western gateway at I-64 and US 340. The mix of uses in these areas will be a limited amount of

retail or service uses, compact residential development and some office. Mixed-Use E is envisioned to accommodate transitional uses, from intense retail to single-family residential uses.

### Mixed-Use F

As shown on the Land Use Plan, Mixed-Use F is located between the Waynesboro Town Center and the existing industrial and office uses along Shenandoah Village Drive. The area gains access from signalized intersections on Route 340 / Rosser Avenue and enjoys high visibility from I-64. The mix of uses in Mixed-Use F will emphasize employment centers (office, light industrial and flex-space) and permit the expansion of retailing consistent with the developing Waynesboro Town Center. Key concerns for development of this area include traffic management and protection of the Coyner Spring water supply.

### Commercial Areas and Corridors

To complement downtown and support revitalization efforts, the plan also addresses commercial activities within downtown and throughout the city. Commercial development of varying scales and types are encouraged in key areas throughout the city. Each type serves a different purpose and therefore is associated with locations consistent with each purpose. For example, at the interchange of I-64 and Rosser Avenue, highway-oriented retail is expected to grow to supplement the highway-oriented retail that is already present. In sharp contrast, is the convenience / service retail envisioned for downtown. Another retail type is neighborhood-oriented retail that includes services such as grocery stores and pharmacies.

### Gateways

Gateways are opportunities to weave local history, landscaping, public art and architectural styles into points of transition to designated areas. Incorporating landscaping, streetscape and architecture that respects historical, natural and cultural elements unique to Waynesboro is one of the keys to making these places memorable and interesting. The plan designates six primary gateways that announce one's arrival into the city and another two secondary gateways that similarly signal to residents and visitors that they have entered downtown. Primary gateways identified on the proposed Land Use Plan are:

- I-64 at US 340
- I-64 at VA 624
- US 250 near the Crozet Tunnel
- US 250 near the city's western boundary
- VA 254 near the city's northern boundary
- US 340 near the city's northern boundary

Secondary gateways that mark one's entrance into downtown are located along the river at Main Street and at the western intersection of Broad Street and Main Street. Both are shown on the plan.

### Parks, Open Space and Greenways

Waynesboro and the surrounding area boast a variety of splendid natural features, including nearby mountains, the South River, parks and open spaces that afford its

residents enviable lifestyles and attract visitors. The plan respects this existing parkland and open space and calls for new parks, dispersed geographically throughout the city and connected by a system of greenway trails. Key new parks include the following:

- A new signature park in downtown that takes advantage of its location on the river
- The former landfill to create a space for passive recreation and open space
- The Bruchheim property
- In the northern and western areas of the city

Furthermore, parks and open space are to be included in new commercial developments and within industrial areas, especially along the river. Through the creation of the signature downtown park, greenway trails along the river, and parkland in industrial areas, the plan suggests that Waynesboro play up its riverfront to further strengthen the role of the river in enhancing recreation and defining the city's identity.

Connecting these parks and open spaces within Waynesboro for hikers and cyclists will be a key function of the enhanced greenway system. The plan builds on the current greenway plan and envisions greenways providing connectivity between the river, activity centers for office and retail, residential neighborhoods and a variety of recreational facilities. A segment of new greenway is proposed along East Main Street in eastern Waynesboro to connect to the historic Crozet Tunnel, recognizing that regional connectivity from places within the city to regional natural features and attractions is essential.

### Character

Waynesboro's character is defined by its small town feel, appearance and history. This character is visible in the architecture of the city's built environment. Waynesboro's Main Street and Wayne Avenue possess a great deal of character in the historic buildings which line its improved streets. Also defining the character of Waynesboro are historic areas and buildings found in the older neighborhoods. The city's early neighborhoods such as the Tree Streets neighborhood south and west of downtown; Port Republic Road neighborhood, Waynesboro's best preserved predominantly African American community; and the Waynesboro Downtown Historic District have homes and buildings dating to the 19<sup>th</sup> century. The plan calls for strengthening and protecting these neighborhoods through community programs designed to maintain the existing fabric.

The history of Waynesboro, particularly as it pertains to its people and cultural heritage, also defines the character of the city. Much of the early development and recent preservation efforts are a reflection of the assets people associate with the city's identity. Such features include the Waynesboro Heritage Museum, the Wayne Theatre, early industrial buildings along the South River, Fishburne Military School and parade grounds, the restored and adaptively reused Fairfax Hall and other preserved and restored historic buildings.

## Transportation

To support existing development patterns and future growth, key transportation improvements, including new roads in some locations as well as enhancements for all modes of mobility - vehicular, bicycle and pedestrian - are needed.

### New Roadways

To provide better connectivity between various sections of Waynesboro, and in particular, to provide better east-west access, the plan calls for several new roads, including:

- An extension of Shenandoah Village Drive, south of I-64 in Mixed-Use A, a new road could provide alternative east-west access that connects US 340 to VA 624.
- North of I-64, a new road could provide alternative east-west connectivity by connecting Lew Dewitt Boulevard/Windigrove Drive to Lyndhurst Road.
- New roadways through private development.
- A connection from Hopeman Parkway to VA 254 in northern Waynesboro.
- An extension of Tiffany Drive through Mixed Use Area E.

### Bicycle and Pedestrian Improvements

A key component the plan recognizes is the overall effort to improve the bicycling and pedestrian experience in Waynesboro by continuing to improve sidewalk and bicycle facility connectivity between destinations. As such, the plan calls for a requirement for all new developments to include sidewalks.

New bicycle routes are encouraged in key areas of the city for further connectivity between parks, the river and area destinations. Bike routes are proposed for Ivy Street, Main Street, Rosser Avenue, Lew Dewitt Boulevard, Delphine Avenue, Wayne Avenue and King Avenue. On Main Street, the bike route is proposed to continue on VA 250 and connect to the Blue Ridge Parkway and Skyline Drive.

## Recommendations and Implementation Strategies

The following recommendations and implementation strategies will be the vehicle to put the Land Use Plan into action. These recommendations and implementation strategies further describe the plan and the tasks that must be undertaken to realize the community's vision depicted in the plan.

### 1.0 General

In addition to recommendations regarding land use, urban design, character and cultural resources, transportation and open space, there are some recommendations that affect the implementation of the overall plan. They are provided in this initial set of recommendations to underscore their importance in establishing an orderly approach to implementation early in the implementation phase.

**Recommendation 1:** Implement the plan for the future of Waynesboro as set forth in this Land Use Guide.

**Strategy 1:** Establish an implementation committee to help facilitate the implementation of the Proposed Land Use Plan contained in this Guide.

*Note: Primary responsibilities will include making recommendations to the Planning Commission and the City Council regarding priorities for implementation, establishing a work plan that indicates timeframes for each implementation activity as well as individuals/groups responsible, and measuring progress on meeting implementation goals. This group may also be involved in executing the various implementation strategies, as appropriate. One possible idea for forming this committee is to utilize the Advisory Committee as the Implementation Committee since that body is already familiar with the Land Use Guide.*

**Strategy 2:** Utilize an implementation matrix and assign responsibilities to the appropriate groups and individuals, including city departments, local agencies and non-profit organizations.

**Recommendation 2:** Rewrite the city's zoning ordinance to accommodate new uses specified in the Proposed Land Use Plan and to modify existing regulations to promote preferred development patterns and urban design and reduce obstacles to desired change.

**Strategy 1:** Evaluate the existing regulations to determine which are supportive of the Proposed Land Use Plan and which regulations are obstacles to realizing the vision expressed through the plan.

**Recommendation 3:** Update the Land Use Guide on a regular basis and not less than once every five years to address the changing needs of Waynesboro.

*Note: The Virginia Code requires localities to review Comprehensive Plans every five years.*

**Recommendation 4:** Consider “rebranding” Waynesboro to position it in the region and the state and to inform decisions that ideally would support and reinforce the city’s identity.

**Strategy 1:** Develop and implement a strategic branding plan.

*Note: The process to develop the plan would include market research, envisioning, a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis, and definition of the city’s identity reinforced by branding materials (i.e., logo, collateral) and a clear message. Several stakeholder groups, including the Economic Development Authority, would be involved in this process and later charged with implementation responsibilities, which the plan would also address.*

## **2.0 Downtown**

The success of downtown as a destination for residents and visitors, as well as a preferred business and residential location, is critical for positive growth of Waynesboro. Understanding the critical role downtown will play for the future of Waynesboro is key to revitalizing and redeveloping this portion of the city. For this reason, recommendations and implementation strategies pertaining to downtown have been separated from the rest.

**Recommendation 1:** Redefine boundaries of downtown to include Broad Street and portions of East Main Street and West Main Street.

*Note: These areas reflect mid-twentieth century, automobile-oriented commercial strip developments that are ripe for redevelopment. The redevelopment will only reinforce the traditional downtown core.*

**Recommendation 2:** Develop a comprehensive vision for downtown by creating a Downtown Master Plan with boundaries similar to the downtown area as delineated on the Proposed Land Use Plan.

**Strategy 1:** Build on the work of this Land Use Guide effort and the adopted downtown plan to create a new downtown plan for Waynesboro.

*Note: Although the city has recently conducted a downtown study, this proposed downtown master plan will encompass a larger geography (as shown on the Land Use Plan) and will have a broader scope that should include a market analysis (business/retail recruitment and retention), and address land use, transportation and circulation, urban design, branding, historic preservation and the environment. A product of this effort could and should include design guidelines that further illustrate the future conditions of the downtown, addressing both renovations and new development. The city should pursue a Community Development Block Grant planning grant.*

**Recommendation 3:** Identify a set of catalyst sites/projects that will help in building momentum for downtown redevelopment.

**Strategy 1:** Include this as part of the downtown master planning effort.

*Note: The city working through the Waynesboro Redevelopment and Housing Authority or Economic Development Authority should consider acquiring key properties in downtown where catalyst projects can be most effective, as this could expedite the redevelopment of such sites and ensure consistency with the plans—existing and future—for downtown. Investigate the possibility of a land swap, if appropriate.*

**Strategy 2:** Build on the much anticipated success of the Wayne Theatre Alliance in its campaign to transform the defunct movie theater into a modern performing arts and film center.

**Strategy 3:** Continue downtown streetscape improvements.

**Recommendation 4:** Evaluate the city's current organizational capacity to effect change in downtown in accordance with the Land Use Guide and a downtown master plan, as described above if completed and implemented.

*Note: The city's current structure should be evaluated to determine how it might evolve to best manage and facilitate change in downtown so that it may be restored to a vibrant center over time. A number of organizations including the City Council, Planning Commission, Economic Development Authority, city administration, Redevelopment and Housing Authority, Wayne Theatre Alliance and perhaps most prominently the Waynesboro Downtown Development, Inc. (WDDI), play important roles in and contribute significantly to the redevelopment effort and yet it is not clear that a singular group is charged with the responsibility of aggressively redeveloping and marketing downtown properties. In the short term and under the direction of the city, WDDI should continue its role in strengthening downtown, especially in accordance with the recommendations of the downtown master plan once it is completed and adopted. This organization's scope of work includes overseeing design, promotion, organization and economic restructuring.*

**Recommendation 5:** Continue current and create a new set of incentives for downtown that will not only initiate re-investment in downtown but also create a variety of destination uses to make downtown more vibrant.

**Strategy 1:** Create development design standards that make it easy for desired development to occur in downtown.

**Note:** *Currently, the downtown—or most of it—lies within the C-2 and C-3 districts. The C-3 district standards are more reflective of the standards that should guide downtown development in the future, so with some modifications, it may be suitable for application throughout downtown. The city should initially define the basic characteristics that future downtown development should possess, and relax other standards that could be addressed at a later date. In doing so, development costs should not increase. Instead, required form should discourage the “wrong” uses. Just a few examples of standards to set might include the following:*

- *Build-to lines (0 to 10 feet)*
- *Parking only at rear or side of buildings*
- *Minimum of two stories*
- *Sidewalks along street frontage*
- *Primary buildings entrances oriented toward the street*

*Relevant design guidelines could set the stage for the standards to be included in the ordinance.*

**Strategy 2:** Employ one or more of the following incentives by working with the Economic Development Authority (EDA) that Waynesboro could use to generate interest in revitalizing its core.

- Consider the possibility of tax incentives (100% of property tax exemption for a specific period of time) for preferred business uses. This incentive could be tied to various performance measures, such as the preparation of a business plan, keeping the establishment open for certain period of time (hours of operation), creating a certain number of jobs, etc.

**Note:** *Under the Virginia Enterprise Zone program, the state provides cash incentives for both job creation and real property investments. New construction and renovation projects within the zones may be eligible for grants of up to 20% of associated hard construction costs, with a cap of \$250,000 in incentives depending on the size of the project. Job creation grants increase with the starting wage rates of the company but are available for up to \$800 per job for five years.*

- Continue façade grants. The city currently provides \$50,000 per year for façade grants. The maximum grant value is \$10,000 and is based on a 50/50 match. The WDDI design committee reviews applications and the EDA disperses funds. To improve the process:
  - Consider a cap for maintenance to ensure adequate funds are available for substantial improvements.
  - Consider updated guidelines that address more than process; develop design-related guidelines to be used in project evaluation that make the process more predictable for the applicant.

- Encourage local financial institutions to provide a low interest rate loan program to lure a good mix of uses that add vibrancy to downtown, such as restaurants, bars, coffee shops and residential units.

**Note:** *Research the potential to implement a public-private low-interest loan program similar to one that exists in Winston-Salem, NC. With input from Wachovia and BB&T, a restaurant loan program has been created whereby the City of Winston-Salem provides a loan equal to 37.5% of a project cost, up to \$150,000 per applicant subject to the applicant and participating lender providing 62.5% of the project cost. Interest rates are 3-5 percent, with a loan term of up to 15 years. Loan repayment is deferred for 2 years. Eligible uses for the funds include property acquisition, rehabilitation, equipment, furnishings, inventory and working capital.*

**Recommendation 6:** As part of the broader branding and marketing effort for the city and in conjunction with the preparation of a downtown master plan (see Recommendation 1 above and Recommendation 4 under 1.0 General), develop a branding and marketing program for downtown to promote it as the preferred location to attract future visitors, residents and tenants.

**Strategy 1:** Consider how branding downtown, as part of the future downtown master plan, could differentiate it from highway business locations so that downtown becomes more competitive in attracting retail as it evolves into a more popular destination.

**Note:** *Any design guidelines developed for downtown should reinforce the “vision” for downtown determined through branding.*

**Strategy 2:** Coordinate with the EDA and WDDI to develop a marketing campaign for living *and* working downtown.

**Note:** *The marketing and branding campaign could address, among other things, the following:*

- *market segments that should be targeted to increase residential population in downtown (i.e., first time homebuyers, young professionals, empty nesters, artisans, etc.)*
- *retailers that could be actively recruited into the downtown*
- *employers and professionals seeking office space in a mixed-use environment*

### **3.0 Land Use**

The Proposed Land Use Plan calls for several new land use categories, including employment uses, and emphasizes mixed-use development in key locations. The following recommendations and implementation strategies are aimed at accommodating the uses envisioned in the areas indicated on the Proposed Land Use Plan.

### 3.1 Office / Employment

**Recommendation 1:** Encourage office and employment uses in the areas identified on the Proposed Land Use Plan.

**Strategy 1:** Create a new zoning district that is specifically intended for office, employment and related uses, provided related uses are ancillary to and support the office/employment uses.

**Strategy 2:** Consider amendments to the official zoning map to apply this new district to the appropriate locations and/or support requests for such changes.

***Note:** This will help ensure key areas are maintained for such uses, which will be needed to maintain or improve the economic health of the community as they will likely supplement or take the place of heavy manufacturing over the coming years.*

**Recommendation 2:** In the short-term, maintain and bolster the existing industrial areas, facilitating expansions and other improvements that may be needed to keep existing industrial uses in operation.

**Strategy 1:** Consider amendments to the official zoning map, wherever necessary, to modify the existing two industrial districts per the Proposed Land Use Plan.

**Recommendation 3:** Over the long-term, continually evaluate opportunities for adaptive reuse or redevelopment of existing industrial sites for alternative uses, particularly employment uses.

**Strategy 1:** Recognize each of the existing industrial areas as a potential redevelopment opportunity, and support efforts to market some of the underutilized and abandoned sites for potential adaptive reuse and redevelopment sites.

***Note:** Potential uses of old industrial complexes could include the following:*

- *Parks (Part of Avtex Fibers Superfund Site in Front Royal, VA is proposed to be converted into a conservancy park and active facilities such as soccer fields, etc.)*
- *Mixed-use development with new employment uses integrated with retail and residential uses (Sustainable Technologies Industrial Park in Cape Charles, VA converted an abandoned 25-acre landfill to an eco-park that also includes a business development center, the African American Heritage Center, a habitat preserve, and an integrated technology and conference center.)*
- *Artists' village (Camden Square in Charlotte, NC, was converted from a textile manufacturing facility with groundwater contamination to a design*

*center that houses architectural and interior design firms as well as commercial lofts for art- and design-related businesses).*

**Recommendation 4:** Investigate the possibility of Tax Increment Financing (TIF) in the revitalization of several areas in Waynesboro, such as the former Basic City and downtown,.

**Note:** *Tax Increment Financing encourages completion of improvements by reimbursing developers with earmarked funds derived from the increasing tax value of the subject property.*

**Strategy 1:** Through education efforts, encourage private investment in areas with limited prospects for growth and improve areas where a much higher quality of development is desired through the use of Tax Increment Financing (TIF).

**Note:** *According to the American Planning Association's Planning and Urban Design Standards, Tax Increment Financing, or TIF, is a financing technique that allows for future growth in property tax revenues in a specific district to pay for initial and ongoing improvements there. The Town Center project in the City of Virginia Beach is a good example of using a TIF to finance a project. The Virginia Beach City Council approved the Central Business District South TIF District in 1999 to improve the overall form and quality of the development in the Central Business District. It included streetscape improvements, structured parking and a public plaza, and required the adoption of a new zoning code to accommodate mixed-use development and higher densities. The project was developed in phases by the Virginia Beach Development Authority in partnership with a private developer. As a result, growth in the CBD South TIF District between 1999 and 2007 outpaced cumulative city-wide growth by 255% due to the new construction of commercial and residential properties in the district. Additionally, two other TIF districts in the City of Virginia Beach, Lynnhaven Mall and Sandbridge, are generating sufficient revenues to pay for themselves.*

### 3.2 Residential

The recommendations and implementation strategies contained herein are aimed at providing a variety of housing choices to cater to different demographic groups. The plan advocates putting more compact residential development close to areas of intense activity, such as downtown, the area along Hopeman Parkway in northern Waynesboro and around the I-64 and Rosser Avenue interchange.

**Recommendation 1:** Incorporate conservation subdivision and clustering as by-right options in the subdivision ordinance and in all residential zoning districts.

**Strategy 1:** Modify the city's zoning ordinance to allow for a more compact form of development through flexibility in the requirements governing minimum lot size, setbacks, yards, etc.

**Note:** *This option gives developers the ability to provide housing products that the market demands while preserving open space. The keys to the successful utilization of this option are (1) establishing clear, achievable standards, (2) allowing such development to be subject to the same review process that all other development is subject to, and (3) providing an incentive, such as a density bonus, for open space preservation that meets community-defined criteria.*

**Note:** *The northern area of Waynesboro is particularly suitable for Conservation Subdivision and/or clustering, as its natural features define the character of this area and are worthy of preserving.*

**Recommendation 2:** Maintain and promote the density patterns as indicated on the Proposed Land Use Plan.

**Strategy 1:** Promote a more compact form of development in areas where the infrastructure can support more development, as shown on the Proposed Land Use Plan. Allow densities of up to 16 DUA in these areas.

**Strategy 2:** Medium density residential development in designated areas will allow densities of up to 8 DUA.

**Strategy 3:** Low density areas allow densities of up to 3 to 4 dwelling units per acre (DUA) in these areas.

**Recommendation 3:** Encourage residential development and conversions in downtown.

**Strategy 1:** Designate areas in downtown as live/work space for professionals, artists, etc.

**Note:** *This can and should be more specifically addressed in a future downtown master planning effort.*

**Note:** *Expand and promote the Artisans Center in downtown as an area for residential and work space for artists.(The McColl Center for the Visual Arts in downtown Charlotte, NC provides such opportunities for artist-in-residence, affiliate artists, and exhibitions and education about local and regional artists.)*

**Recommendation 4:** Support a variety of housing choices in Waynesboro.

**Strategy 1:** Consider forms of housing currently not found or of limited supply in Waynesboro, such as condominiums and patio homes, as an alternative to conventional single-family detached residential units.

**Note:** *The design of some residential unit types may need to be addressed in the city's regulations and/or design standards (see 4.0 Urban Design) to ensure a level of quality that makes such units competitive with single-family detached units and enhances property values (or at least lessens the risk of reducing the values of adjacent single-family detached units).*

**Recommendation 5:** Encourage housing opportunities for all segments of the community.

**Strategy 1:** Monitor the supply of affordable and workforce housing.

**Strategy 2:** Expand opportunities for senior care facilities to include a housing component to accommodate the growing retiree and elderly population as they age by making sure regulatory framework does not preclude such development.

**Note:** *Age-in-place facilities geared for the elderly often include independent living units (cottages, condos, etc.) as well as assisted living and nursing facilities. Those that include independent living are ideally located within more urban, mixed-use, walkable areas where access to services and transit are available.*

**Strategy 3:** Encourage alternative forms of housing that appeal to singles, young professionals, empty nesters and seniors due to lower maintenance and proximity to services, etc.

**Note:** *Condominiums, patios homes, townhouses and second floor units above retail and office uses in downtown are among the housing types seniors are seeking. See recommendations 4 and 5 above regarding suitable locations for such housing.*

**Recommendation 6:** Create neighborhood plans throughout the city to guide improvements, such as appropriate infill development, streetscape enhancements and infrastructure improvements.

**Note:** *These could be completed along with a broader series of small area plans.*

### 3.3 Commercial

Like many other downtowns and cities across the US, Waynesboro has seen some decline in downtown retail, while other areas of the city, particularly areas with highway access and visibility, have seen increases in commercial activity. Rosser Avenue and Lew Dewitt Boulevard, for example, are corridors that have experienced significant growth in big box retailers and highway-oriented development that also supports a growing employment and residential population. To complement downtown and support revitalization efforts, a distinction between downtown uses and uses appropriate for

commercial areas outside of downtown must be made. Commercial uses as discussed here include both retail and office uses.

**Recommendation 1:** Seek funding for improvements and create incentives to attract new retail in downtown.

**Strategy 1:** Evaluate the possibility of creating a Municipal Services District (MSD) in the downtown area to generate additional revenue for financing public infrastructure improvements, including on- and off-street parking, which enhance the commercial competitiveness of the area.

*Note: An MSD is a self-imposed taxing district that generates revenues to pay for financing public infrastructure improvements, including on- and off-street parking, which enhance the commercial competitiveness of the area. The city must ensure that the benefits exceed or match the potential deterrent of the additional tax. Therefore, there must be property owner buy-in.*

**Strategy 2:** Promote the federal tax credit program (Tax Reform of 1986) offered for rehabilitating certified historic buildings. The program provides a 20% federal tax credit and an additional 10% federal tax credit for substantial rehabilitation of buildings built before 1936 for non-residential purposes.

*Note: Several large projects downtown have taken advantage of this program. In fact, even non-profit organizations have taken advantage of this as the credits can be bundled and sold to private entities that can use them.*

**Strategy 3:** Promote the use of other tax credits and financial incentive programs, such as the New Markets Tax Credits, the Virginia Rehabilitation Tax Credit and other similar tax credit programs.

*Note: The New Market Tax Credit program permits taxpayers to receive a credit against federal income taxes for making qualified equity investments in designated Community Development Entities (CDEs). Modeled after the federal rehabilitation tax credit, Virginia offers another 25% tax credit for the rehabilitation of non-residential structures for reuse.*

**Strategy 4:** Create a targeted development incentive grant that credits a developer with a percentage of the annual real and personal property taxes for a specified period provided there is a specified minimum investment and the development is consistent with the land use plan and other general community objectives..

*Note: Enterprise Zone incentives include job creation grants and real property investment grants.*

**Recommendation 2:** Accommodate neighborhood-oriented retail at the following locations, as shown on the Proposed Land Use Plan:

- Hopeman Parkway at King Avenue
- Intersection near Delphine Avenue and E. Main Street
- Rosser Avenue near its intersections with 11<sup>th</sup>, 12<sup>th</sup> and 13<sup>th</sup> streets.

**Strategy 1:** Through rezoning and the development review process, support neighborhood services such as drug stores, convenience retail, etc. in these locations.

**Strategy 2:** Where created through new construction in larger developments, encourage the integration of such uses into development instead of the conventional, stand-alone approach separated from adjacent development.

**Recommendation 3:** Continue to promote highway-oriented retail where access and infrastructure can support it, as shown on the Proposed Land Use Plan: Rosser Avenue at I-64 and along Lew Dewitt Boulevard.

**Strategy 1:** Through rezoning and the development review process, support large-scale, highway-oriented retail and other businesses in these locations, provided investments in infrastructure are made to improve traffic flow and provided a sign ordinance is employed to facilitate wayfinding in this more intensely developed area.

### 3.4 Mixed-Use

Every community has areas where it is appropriate to find a mixture of complementary uses in a compact, walkable environment. Downtowns are an example of such places. Five areas, designated as areas A, B, C, D, E and F are shown as mixed-use on the Proposed Land Use Plan. Although each of these areas allows for a mix of uses, they promote varying types of mixes to achieve different objectives, as described earlier in this guide.

**Recommendation 1:** Create a mixed-use district—or set of districts—to add to the zoning ordinance.

**Strategy 1:** Draft and adopt mixed-use district(s) that accomplish the following:

Area A: Allow for the following mix of uses in the area shown on the Proposed Land Use Plan as Mixed-Use A: office and employment uses complemented by compatible uses, such as medium and higher density residential and supportive retail (i.e., restaurants, drug stores, dry cleaners, convenience stores).

**Note:** *Prior to rezoning this area, prepare a small area plan that details more completely the community’s expectations for development in this area. The results of this planning effort are intended to address site-specific issues and opportunities. Among the ideas to consider prior to or as the master plan takes shape during the small area plan process are the following:*

- *Establish criteria for percentage of various uses and timing of their development. For example, up to X residential units may be constructed only after X square feet of office/employment floor area is constructed.*

- *Plan for the development of a “southern loop” parkway, the connector road that would be accommodated through the development of this property through right-of-way reservation possibly construction of the portion that passes through—and serves—the site.*
- *Provide design guidelines that indicate whether this site has a more urban or suburban environment.*

*The mixed-use district applied to this site should include standards that reflect the decisions made through the process described above.*

Area B: Allow for the following mix of uses in the area shown on the Proposed Land Use Plan as Mixed-Use B: uses related to art, artists and arts-related organizations; active living communities for seniors; sustainable businesses designed to be mindful of the environment; a conference center and accommodations; retail; residential; institutional; as well as uses enhancing access to the region’s natural outdoor amenities, such as parks, open space etc.

***Note:** This area known as the “Bruceum property” presents an opportunity to create a cohesive mixed-use development that could redefine Waynesboro and reposition the city in the region in a manner that is economically beneficial. Residents and visitors alike could enjoy access to open space that is integrated into the site, as well as educational programs, if available. In addition to a greenway link, cultural aspects of the development components could present an opportunity to strengthen the connection between this site and downtown. Art galleries downtown that feature the works of artists in residence on the Bruceum property development is just one example. Promote sustainable and context-sensitive design that allows for preservation and conservation of natural features (i.e. primary stream buffers, wetlands, steep slopes and important views). A resort that is based on a strong concept of sustainability and connection to the environment is a possibility. Encourage LEED-certified structures and green buildings.*

Area C: Allow for the following mix of uses in the area shown on the Proposed Land Use Plan as Mixed-Use C: uses associated with recreation and travel, such as retail that caters to hikers, cyclists, kayakers and canoeists; medium density residential; small restaurants and office uses.

***Note:** Essentially outdoor recreation and tourism-based businesses would be promoted. The form could include small-scale development of up to two stories with the placement of buildings such that they are oriented to the street with parking in the rear to create an inviting entrance into the city for visitors approaching from the Appalachian Trail and other outdoor recreation areas.*

Area D: Allow for the following mix of uses in the area shown on the Proposed Land Use Plan as Mixed-Use D: civic spaces, public parks, restaurants, convenience retail and a variety of residential housing types.

**Note:** *This is the center of the former Basic City area. Preserve the historic fabric by promoting the rehabilitation and reuse of the existing buildings for the above mentioned uses, and require new development and redevelopment to be compatible with the size and scale of surrounding buildings.*

Area E: Allow for the following mix of uses in the area shown on the Proposed Land Use Plan as Mixed-Use E: uses that include commercial, retail, various residential housing types, parks and open space. An extension of Tiffany Drive to connect to Rosser Avenue and Lew Dewitt Boulevard is essential to the development of this area.

**Note:** *Promote small-scale development of up to two stories with the placement of buildings such that they are oriented to the street with parking in the rear.*

Area F: Allow for a mix of uses emphasizing employment centers (office, light industrial, flex-space) and permit expansion of retailing consistent with the developing Waynesboro Town Center. Light industrial uses (primarily fabrication and assembly) would be of the most benign nature, housed in attractive buildings with no air or water discharge permit requirements, no visible outdoor storage and limited visible process structures such as silos.

In addition to conventional office space, flex-space would be permitted. Flex-space buildings are generally located in business or industrial parks and can be apportioned in variable amounts devoted to office, light industrial, research or limited warehousing. The buildings are designed to allow for ready conversion from one use to another to meet changing tenant needs. The city would limit the amount of warehousing in any particular building either by total square footage or by percentage of the building space. General warehousing and distribution would not be permitted.

General commercial uses would include support services for employees in the area and large and mid-sized retailers as found in the existing Waynesboro Town Center. Fast food restaurants and auto-oriented uses, however, are discouraged. Residential uses are not contemplated for this area.

Access and traffic management are key concerns for the continued development of this area. Currently there are two signalized intersections on Route 340/Rosser Avenue (one at Shenandoah Village Drive and one at a private street of the Waynesboro Town Center) that provide access to this area. An additional point of

ingress and egress, such as an extension of Shenandoah Village Drive to the east, is crucial for future development of the area.

Careful master planning and site planning must ensure compatibility among neighboring uses consistent with the quality currently established by the Waynesboro Town Center, the offices of the Seville Group, PGI and the nTelos facilities. In addition, noted environmental concerns, especially as related to the Coyner Springs water supply, must be addressed.

**Strategy 2:** Support amendments to the official zoning map to apply the mixed-use district(s) in accordance with the Proposed Land Use Plan.

*Note: These areas would likely be rezoned through the initiative of the owner and would require a master plan submittal.*

**Recommendation 2:** Prepare small area plans for several areas of the city, especially those identified as mixed-use areas and in designated revitalization areas and neighborhoods.

*Note: Since the range of uses and scale of development differs in each, a more detailed study that examines relationships between uses, public spaces, circulation patterns, etc. and results in a conceptual master plan is highly effective in guiding local officials' decision making.*

**Recommendation 3:** Support revitalization efforts along Commerce Avenue in the former Basic City.

**Strategy 1:** Create incentives to stimulate private development and reinvestment, such as cost sharing of infrastructure improvements.

**Strategy 2:** Invest in minor infrastructure improvements to stimulate private investment.

*Note: Projects can be as small as road paving or sidewalk installation.*

**Recommendation 4:** Remove zoning inconsistencies in districts by rezoning some of the obsolete uses that are not compatible with existing surrounding uses, provided zoning reflects infrastructure capacity and environmental constraints.

*Note: For example, industrial uses in the Basic City neighborhood need to be rezoned to be compatible with surrounding uses.*

**Recommendation 5:** Encourage mixed-use development at Pratt's Run between Rosser Avenue and Lew Dewitt Boulevard.

**Strategy 1:** Through rezoning and the development review process, encourage developer(s) to integrate two or more uses in this location to provide a transition between the commercial centers and the residential neighborhoods, meet a variety of area needs (i.e., higher density housing choices) and minimize vehicle trips between uses.

***Note:** In addition to this area being viewed as an area for transitional uses (i.e., limited commercial uses and a mix of higher density residential products), it is also described in the plan as an area through which a connecting road should be constructed to alleviate traffic issues on the nearby major roads and intersections. Therefore, the uses should get access from this new collector and be suitable for locating next to this collector road that will carry through-traffic.*

### 3.5 Civic and Institutional

Civic and institutional uses add to the rich mixture of uses throughout the city. Deliberately located in key locations, these uses can serve as organizing elements and focal points in neighborhoods, include facilities that meet a variety of community needs (i.e., meeting and/or recreation space) and generate activity in areas that need to be reinvigorated. The following recommendations and implementation strategies identify opportunities to locate such uses in areas where they will be most beneficial and support city’s cultural, educational, economic, recreation and other goals.

**Recommendation 1:** Celebrate Waynesboro’s culture and history by supporting those institutions that promote them.

**Strategy 1:** Market and promote the Waynesboro Heritage Museum, the Artisans Center of Virginia, Wayne Theatre, Shenandoah Valley Arts Center, the P. Buckley Moss Museum, Waynesboro African-American History Museum at Rosenwald School Community Center and other similar organizations and institutions.

**Strategy 2:** Consider putting a Waynesboro Children’s Museum aimed at “celebrating our past by educating our future” in the former site of the Virginia Metal Crafters factory.

**Recommendation 2:** Concentrate civic and institutional uses in areas that are targeted to be destinations within the city, such as downtown.

**Strategy 1:** Work with area organizations to identify specific uses that, if located in or relocated to key destination areas, such as downtown, would benefit both the area and the use.

**Strategy 2:** Identify existing space (sites and/or buildings) suitable for such uses, and aid efforts to locate those uses in—or relocate those uses to—that space.

***Note:** An example of a potential opportunity is relocating the Artisans Center of Virginia to vacant space on Main Street where visitors would expect to find*

*it. A use like this would increase visitor traffic in downtown, which in turn could stimulate additional investment.*

**Recommendation 3:** The city should work with the Waynesboro School Board and public schools administration to evaluate the need for new schools (ideally through an update to the school facilities plan), and take steps to reserve future school sites in growing areas of the city where such schools are needed.

**Strategy 1:** Identify general locations for schools in the faster growing areas, especially the northern and western parts of the city, so that schools may be integrated into the development pattern as it takes shape.

**Note:** *While it may not be advisable for the city to identify specific sites, general locations identified on the Proposed Land Use Plan may inform developers' decisions regarding their development programs and support city's efforts to locate schools in appropriate locations within developing areas.*

**Strategy 2:** Create a Capital Improvement Plan (CIP) that addresses the need for new schools and school renovations.

**Strategy 3:** In large-scale developments, encourage developers to work with the city to incorporate schools sites in such developments. In lieu of sites, consider developer contributions to school CIP through cash proffers.

### 3.6 Parks, Open Space and Greenways

A critical element of any city is its number, location and types of public spaces. The following recommendations and implementation strategies are consistent with the concept reflected in the plan, which seeks to recognize the importance of existing parks, open space and other public outdoor gathering places, and calls for additional greenways as a means to better connect these spaces and future parks throughout Waynesboro.

**Recommendation 1:** Expand the parks inventory by creating new parks that provide variety while helping the city achieve minimum level of service standards for the residents of Waynesboro.

**Strategy 1:** Create a signature downtown park that supports both active and passive activities and draws people to downtown.

**Note:** *Develop a detailed master plan for the park, and utilize city-owned parcels that are well-situated and sufficiently sized so that together they support the programming of the park as well as connect the park—and downtown—to the river.*

**Strategy 2:** Consider the former landfill site and adjacent city-owned land as the location for a large community park for passive recreation in the long term.

***Note:** Due to environmental constraints associated with the landfill, there is a limited set of activities that can be supported in a portion of this proposed park. With careful planning, this future park could offer residents and visitors passive recreation opportunities. Vantage points that provide long, scenic views across the city to the mountains and hills beyond are among the interesting features.*

**Strategy 3:** Identify sites for new community parks such that parks are equitably distributed throughout the residential neighborhoods of the city, such as in the northern and western portions of Waynesboro, per the Proposed Land Use Plan.

**Strategy 4:** Require open space and park land in all new residential and commercial developments, not just PUD districts, to ensure that neighborhood parks are created and add to the city's supply of parks and open space.

***Note:** As parks are developed by the city or through the private development process, consideration should be given to connections (i.e., greenways created in conjunction with the parks) to build a connected system over time. Ideally, such decisions would be made consistent with the recommendations of a parks, recreation and open space master plan.*

**Strategy 5:** Consider creating an up-to-date parks, recreation and open space master plan that builds on the ideas expressed in the Proposed Land Use Plan as well as related plans previously adopted by the city (i.e., greenway plan).

**Strategy 6:** Promote the idea of infill or pocket parks in existing neighborhoods.

***Note:** Actively pursue the creation of open space within existing and established neighborhoods by identifying appropriate sites (i.e., location, scale, cost) which lend themselves to creating neighborhood parks. Sites to be considered might include parcels with dilapidated structures.*

**Recommendation 2:** Improve connectivity between parks, open spaces and other public outdoor gathering places.

**Strategy 1:** Continue to implement the existing greenway plan.

**Strategy 2:** Provide pedestrian and bicycle access to and between the city's existing and proposed parks, as well as to and along the river.

***Note:** If guided by an updated greenway plan (see Strategy 5 under Recommendation 1 above), the city should prioritize trail projects while*

*seeking ways to encourage or require trail construction (in accordance with the plan) in new development.*

**Strategy 3:** Construct a greenway trail segment along East Main Street and Rockfish Run in the eastern portion of Waynesboro as a connection to the historic Crozet Tunnel.

**Strategy 4:** Provide greenway connections to area attractions outside of the city, such as the Appalachian Trail, through a network of trails (with well-marked trailheads), sidewalks and bicycle paths that also connect to existing and proposed trails in Augusta County's jurisdiction.

***Note:** Consider taking this strategy a step further by coordinating trail planning with Augusta County. Both the city and the county could enjoy economic benefits of providing access to regional recreational amenities, and by sharing resources, could accomplish a truly connected system through a joint planning and implementation effort.*

**Strategy 5:** Continue the development of greenway along the entire South River segment that flows through Waynesboro.

***Note:** The river is perhaps one of the best amenities the city has to offer. Though recognized as one of the few urban trout fisheries in Virginia, the river is underappreciated. Access via a trail system will maximize the benefits of this amenity. In addition to providing recreational opportunities, a riverside trail will allow residents and visitors to feel more connected to the river and begin to associate it with the city's identity.*

**Strategy 6:** Recognizing that the lawn at Fairfax Hall is a key open space feature that enhances the setting of an important historic resource, the city should encourage the owner to voluntarily protect this through a mechanism such as a conservation easement.

***Note:** If possible, public access could be allowed, provided an agreement between the city and Fairfax Hall can be created. The residential uses associated with the site would remain.*

**Recommendation 3:** Direct residents and visitors to key resources and destinations effectively with signage.

**Strategy 1:** Create a recreational signage plan that will direct residents and visitors to the city's parks, greenways and open spaces and throughout the region to other recreational facilities.

***Note:** Provide adequate signage about, to and from Waynesboro's regional attractions such as the Appalachian Trail, Blue Ridge Parkway, Shenandoah*

*National Park, George Washington National Forest and Crozet Tunnel. Interpretive signage could be installed to educate the public about Waynesboro's location in the region and the valley.*

**Recommendation 4:** Take advantage of Waynesboro's location near state and national parks and natural resources.

**Strategy 1:** Offer enhanced opportunities, in terms of dedicated access points, for fishing along the river, taking advantage of the river's status as an urban trout fishery as recognized by the Virginia Department of Game and Inland Fisheries.

*Note: This is one of the fundamental design goals of greenway development efforts in this area.*

**Strategy 2:** Continue to work with the Virginia Department of Game and Inland Fisheries and Trout Unlimited to enhance the fish stock in the river through stream restoration efforts and promote fishing as a means of attracting visitors to Waynesboro.

**Strategy 3:** Expand promotional activities in connection with the Virginia Fly Fishing Festival and other related events to continue to attract visitors to the city and, more importantly, help local merchants understand how they might benefit from these events and build clientele.

**Strategy 4:** Create opportunities similar to that of the urban trout fishery by establishing areas where nature enthusiasts may come to Waynesboro to visit areas set aside for specific activities, such as bird watching.

**Strategy 5:** Promote Waynesboro's proximity to the Blue Ridge Parkway, Skyline Drive, the Appalachian Trail and other natural areas nearby.

**Strategy 6:** Provide points for kayakers and canoeists to access the river and promote events and festivals to attract enthusiasts of those sports to Waynesboro.

#### **4.0 Urban Design**

Great urban design establishes and reinforces community identity, makes for an appealing destination and may ultimately enhance property values. Building on the strong urban fabric of Waynesboro's core, attention to scale and placement as well as architectural rhythm, style, proportions and materials could help reinforce the overall character of the built environment in new development and redevelopment.

**Recommendation 1:** Establish design guidelines to communicate to developers and potential investors the community's desires for development and redevelopment.

**Strategy 1:** Determine which areas warrant design guidelines and study the features of each area to determine what design standards would complement and enhance existing development.

*Note: Consider guidelines for all future development, especially future infill development in the existing old neighborhoods in and around downtown as well as the major corridors to preserve the character of the community.*

**Strategy 2:** Among other details, address the following in all design guidelines: setback requirements and relationship of buildings to streets (placement and orientation) massing, scale (including building height), streetscape, site design (parking, landscaping, etc.) and architectural style, fenestration, and materials that is consistent with the existing buildings and desired development pattern.

**Recommendation 2:** Evaluate the current set of corridor overlay districts and modify or add districts as needed to improve the appearance of the city's most important corridors.

**Strategy 1:** Prioritize such corridors, and having delineated their boundaries per the Proposed Land Use Plan, undertake corridor studies to determine issues to be address with improvements, including those that might be achieved with new and infill development and redevelopment.

*Note: Include one additional corridor: Broad Street.*

**Strategy 2:** Work with the county to complete a corridor study from the river to the interchange to achieve a consistent vision for the entire corridor.

*Note: A joint effort is underway with the assistance of the Central Shenandoah Planning District Commission to study the Afton Mountain area near the Blue Ridge Parkway.*

**Strategy 3:** Based on the recommendations of the corridor studies, develop a new set of corridor overlay districts.

*Note: The results of the studies should clearly describe design standards that are suitable for inclusion in design guidelines and/or the corridor overlay districts.*

**Strategy 4:** Prepare a signage and wayfinding manual that will serve as a design and production manual for signage vendors and a working standards manual for any public entity or official who are involved in the creation of signage.

*Note: The signage and wayfinding manual should include the following elements: hierarchy and purpose of the overall wayfinding system; specific locations of each signage element and its identified purpose; color palette, design elements, general materials and typeface usage for wayfinding*

*signage; a plan for implementation and proposed methods of installation for each signage element.*

**Recommendation 3:** Promote a safe, interconnected network of neighborhood streets that effectively manages cut-through traffic.

**Strategy 1:** Modify subdivision regulations and other land development standards to require connectivity to adjacent developments.

**Strategy 2:** As design guidelines are created, include in the guidelines details to slow traffic speed through neighborhoods with various traffic calming devices, such as speed tables, or with street design features that also cause traffic to slow, such as curvilinear alignments, on-street parking, vertical elements (i.e., street trees), etc.

**Strategy 3:** Modify standards for streets to allow context-sensitive design, as attention to the relationship to adjacent land uses and the environmental features (i.e., topography) in the design results in streets that are appropriately designed for intended use and setting.

**Recommendation 4:** Encourage a coherent transition from rural to urban areas especially around the city's borders with Augusta County.

**Strategy 1:** Cooperate with Augusta County to implement both jurisdiction's land use plans.

**Strategy 2:** Develop design guidelines for these transitional areas.

## **5.0 Transportation**

**Recommendation 1:** Complete a comprehensive bicycle and pedestrian facility plan.

**Strategy 1:** Fund a sidewalk and bicycle facility Capital Improvement Plan (CIP) based on the results of the comprehensive bicycle and pedestrian facilities plan.

**Recommendation 2:** Encourage and facilitate additional vehicular connectivity throughout the city.

**Strategy 1:** Provide an additional east-west connection parallel to I-64.

**Note:** *This connectivity could be improved between US 340 and VA 624 and between Lew Dewitt Boulevard and Lyndhurst Road, as shown on the Proposed Land Use Map.*

**Strategy 2:** Promote additional connectivity through the creation of a modified grid street network between Rosser Avenue and Lew Dewitt Boulevard.

**Strategy 3:** Provide additional connectivity by connecting Hopeman Parkway to VA 254 in northern Waynesboro.

**Recommendation 3:** Require an interconnected system of streets for all new development by creating opportunities for future street connections to other neighborhoods, major destinations and corridors.

**Strategy 1:** Modify the subdivision regulations and other land development standards to require future street connections.

**Recommendation 4:** Enhance alternative modes of transportation, such as bicycle and pedestrian, with improved connectivity.

**Strategy 1:** Accommodate bike traffic on safe routes, considering those shown on the Proposed Land Use Plan.

**Strategy 2:** Develop standards for bike “lanes” for the various types of city roads that are consistent with the standards set forth by the American Association of State Highway and Transportation Officials (AASHTO) and incorporate these standards into all future roadway improvements and new roadway construction.

*Note: According to AASHTO, “bike lanes should be one-way facilities and carry bike traffic in the same direction as adjacent motor vehicle traffic.” In addition, bike lane markings “can increase a bicyclist’s confidence in motorists not straying into his / her path of travel.”*

**Strategy 3:** Modify standards for streets to ensure the provision of “complete streets” in appropriate locations.

*Note: Complete streets balance the various modes, slowing vehicular traffic and giving priority to pedestrians and bike traffic.*

**Strategy 4:** Require new development through subdivision and site plan requirements to install sidewalks, including extensions that allow for connections to surrounding neighborhoods and destinations such as neighborhood retail centers, parks, civic uses, etc., and require that such facilities are shown on all plans submitted for site plan review.

*Note: The city could also identify gaps in the existing sidewalk network to determine needs, and incorporate such projects into the CIP to ensure improvements are made to enhance pedestrian mobility.*

**Strategy 5:** Provide crosswalk(s), medians and pedestrian islands for improved pedestrian safety.

**Note:** *New development that includes retail, office, civic and institutional uses could be required to provide such safety measures for better connectivity to these uses.*

**Recommendation 5:** Establish a city-wide minimum traffic impact Level of Service of “C” for all intersection approaches to be applied in all land development reviews.

**Strategy 1:** Encourage developers to explore a variety of possible improvements other than signalization during traffic impact analysis.

**Recommendation 6:** Corridor overlay district guidelines should address functional as well as aesthetic characteristics of arterial roads.

**Recommendation 7:** Evaluate the existing parking requirements in an effort to reduce excess parking that contributes to impervious surface and sprawl.

**Strategy 1:** Decrease the minimum parking requirements where warranted.

**Recommendation 8:** Allow opportunities for developing uses to take advantage of shared parking opportunities.

**Strategy 1:** Incorporate into the regulations standards that provide an avenue to establish shared parking and receive credit toward the requirements.

**Note:** *An example of shared parking conditions is as follows:*

- *A 5% reduction in the total number of required parking spaces may be allowed with approval by city staff when a building is used or occupied by two or more uses which typically do not experience peak parking demands at the same time.*
- *A reduction greater than 5% requires shared parking analysis based on the guidelines of Shared Parking, Second Edition, Mary S. Smith, Urban Land Institute, 2005 or later edition and must receive approval by the city.*
- *Credit for on-street parking shall be permitted as follows: Up to 25% of the off-street parking requirement may be met with on-street parking spaces. Any on-street parking space within 1,200 feet of the primary entrance of a building shall count toward meeting this requirement.*

**Recommendation 9:** Create and fund a Capital Improvement Plan (CIP) that addresses the transportation needs of the city.

**Strategy 1:** In large-scale developments, encourage developers to work with the city to incorporate transportation improvements, particularly roadway network connections, in such developments.

**Note:** *In lieu of off-site improvements, consider developer contributions to transportation CIP through cash proffers.*

**Recommendation 10:** As the population of Waynesboro increases, continue to pursue a means to provide transit options to improve circulation and expand transportation choices, especially in regards to individuals that may have special mobility needs.

**Note:** *In some communities, employers and larger retailers have worked with the city to provide a subsidized circulator bus (i.e., trolley) between two or more activity centers.*

## **6.0 Character & Cultural Resources**

**Recommendation 1:** Increase the possibility of preserving residential and commercial buildings that are of significance to Waynesboro.

**Strategy 1:** Evaluate the advantages and disadvantages of creating a new historic district for the Basic City area.

**Strategy 2:** Create a mechanism for educating property owners about the value of historic buildings, particularly their value to the city, and raise awareness of the losses, potential losses and negative impacts of losing historic properties.

**Strategy 3:** Promote the federal tax credit program (Tax Reform of 1986) offered for rehabilitating certified historic buildings.

**Note:** *This program provides a 20% federal tax credit.*

**Strategy 4:** Provide property owners with a building rehabilitation property tax exemption.

**Note:** *Fargo, North Dakota offers a three-year exemption for property tax value added to residential structures between 25 and 39 years old and a five-year property tax exemption for structure 40 or more years old.*

**Strategy 5:** Determine eligibility for Community Development Block Grant funds offered as part of the federal Priority Redevelopment Grant program.

**Note:** *The city is currently seeking a CDBG planning grant as a precursor to a block grant application. The block grant is focused on downtown redevelopment and revitalization. Qualifying activities include preservation and redevelopment, clearance and redevelopment, and public improvements to encourage private sector investments.*

**Recommendation 2:** Engage residents to participate in the city's efforts to revitalize and redevelop existing neighborhoods.

**Strategy 1:** Using the results of neighborhood plans (See Recommendation 7 under 3.2 Residential) identify the list of projects that would enhance the overall quality of a particular neighborhood.

*Note: Such a list might include work on sidewalk and roadway improvements, streetscape, public amenities such as parks, etc.*

## **7.0 Environment**

While most communities across the US are focused on improving environmental quality to some degree, Waynesboro has identified specific issues that must be addressed to ensure valued natural resources are protected and problems exacerbated by new development are mitigated. The following recommendations and implementation strategies pertain to the environment, particularly floodplains and stormwater management.

**Recommendation 1:** Implement the stormwater management program.

**Strategy 1:** Investigate a wide variety of funding mechanisms to establish a revenue stream.

*Note: The city revised stormwater management regulations just over a year ago; however, improvements are needed to alleviate conditions in developed areas throughout the city. The city has spent roughly \$400,000 on stormwater management plans and identified about \$11 million in needed capital projects as well as \$1 million in annual program costs. The voters passed an \$8 million bond in 2007 to complete improvements but additional funding will be needed in the coming years. The city spent additional money to develop a stormwater utility model, but decisions regarding funding mechanisms are still ahead.*

**Recommendation 2:** Identify method to undertake—and fund—mapping for the floodplain, differentiating between the 100-year floodplain and the floodway.

*Note: FEMA just reissued FIRM maps with no new study due to lack of funding. Therefore, in the short-term, up-to-date floodplain mapping will be done on a site-by-site basis (see City Code Section 98-332).*

**Recommendation 3:** Identify methods to undertake—and fund—mapping of the Jones Hollow Dam inundation zone.

**Recommendation 4:** Pursue stream restoration programs related to the urban trout fishery program for the South River.

**Recommendation 5:** Protect local wetland areas.

**Recommendation 6:** Continue to encourage river clean-up and good practices associated with maintaining and improving water quality.

**Strategy 1:** Establish riparian buffer requirements to filter sediment prior to reaching streams and rivers.

**Strategy 2:** Work with Augusta County to develop a plan and/or action steps to reduce non-point source pollution.

**Strategy 3:** Organize citizen groups and/or develop volunteer programs for river clean-up and education.

*Note: Currently, there are two active groups. One is a long-standing citizen action group, and the other is a “Science Team” funded by DuPont as a requirement of its clean-up obligation.*

**Strategy 4:** Work with Augusta County to develop a source water protection program.

**Recommendation 7:** Develop a lighting ordinance in order to reduce the detrimental effect of light pollution.

Strategy 1: Develop a lighting ordinance as part of the comprehensive review of the zoning ordinance.

Strategy 2: The city should set a good example in the installation of municipal lights.

Strategy 3: Work with the Waynesboro Police Department to ensure that the installation of lights meets a reasonable balance between safety and security and reduction of light pollution.

Strategy 4: Pursue a program of public education to encourage property owners to retrofit offensive lighting with modern cut-off and/or shielded fixtures.

**Recommendation 8:** Establish a program to maintain and enhance the “urban forest” within Waynesboro.

**Strategy 1:** Adopt street tree standards that require native trees to be planted along all new streets.

**Strategy 2:** Adopt tree preservation standards that encourage protection of existing trees, especially those that lie within riparian buffers, to ensure the existing canopy is maintained to the extent practicable.

**Recommendation 9:** Improve the quality of development with landscape vegetation.

**Strategy 1:** Modify development standards to require the preservation or planting of shrubs and trees to create visual buffers and screening.

**Note:** *Trees can effectively buffer intense development and shrubs are used to screen equipment, such as mechanical equipment (i.e., HVAC) and dumpsters.*