

Chapter 7 **Land Use Categories**

EXISTING LAND USE

Based on a land use survey conducted by the Planning Department in October 2011, 52% of the City's 5,780 acres was developed. The various land use categories are listed in the table on the following page. Future development patterns will be greatly influenced by these existing land use patterns.

Residential

There are 864 acres (15%) developed for residential use. Of the residential total, 75% is devoted to single-family detached dwellings (including room rentals to visitors). Duplexes and townhouses make up 5%, and condominiums and apartments are 20% of residential total.

Commercial

There are 337 acres (6%) developed as commercial and office use, located in the downtown area and along the major commercial entrance corridors. Unlike most similarly-sized communities, the majority of this commercial land area is tourism-oriented, and developed as hotels, restaurants and retail establishments serving Williamsburg's visitors.

Institutional

There are 874 acres (15%) devoted to institutional use, made up of the holdings of the Colonial Williamsburg Foundation and the College of William and Mary. The Colonial Williamsburg Historic Area and the campus of the College provide substantial amounts of open space for passive recreational activities. The developed area of the College of William & Mary (Main Campus, Law School Campus and Dillard Complex) comprises approximately 321 acres (5% of the City), while Colonial Williamsburg Foundation occupies approximately 553 acres (10% of the City), including the 301 acre Historic Area. The College owns a significant portion of the City's undeveloped land, totaling 565 acres, Williamsburg's quality and character has been, and will continue to be, greatly influenced by these institution's development decisions.

Public and Semi-Public

There are 190 acres (3%) devoted to public and semi-public use. This includes government facilities, churches, public and private schools, fraternal organizations, nursing homes and cemeteries.

Transportation

There are 577 acres (10%) devoted to transportation use. This includes public streets (the largest component), and, in descending order, private streets, College streets and the CSX Railroad.

Parks, Open Space and Environmentally Sensitive Areas

There are 335 acres (6%) devoted to parks, recreation and parkway use. This is supplemented by 980 acres (17%) of sensitive environmental areas and surface water features, with a majority of this area regulated by the City's Chesapeake Bay Preservation regulations. This park land and open space provides a generous amount of active and passive recreational opportunities.

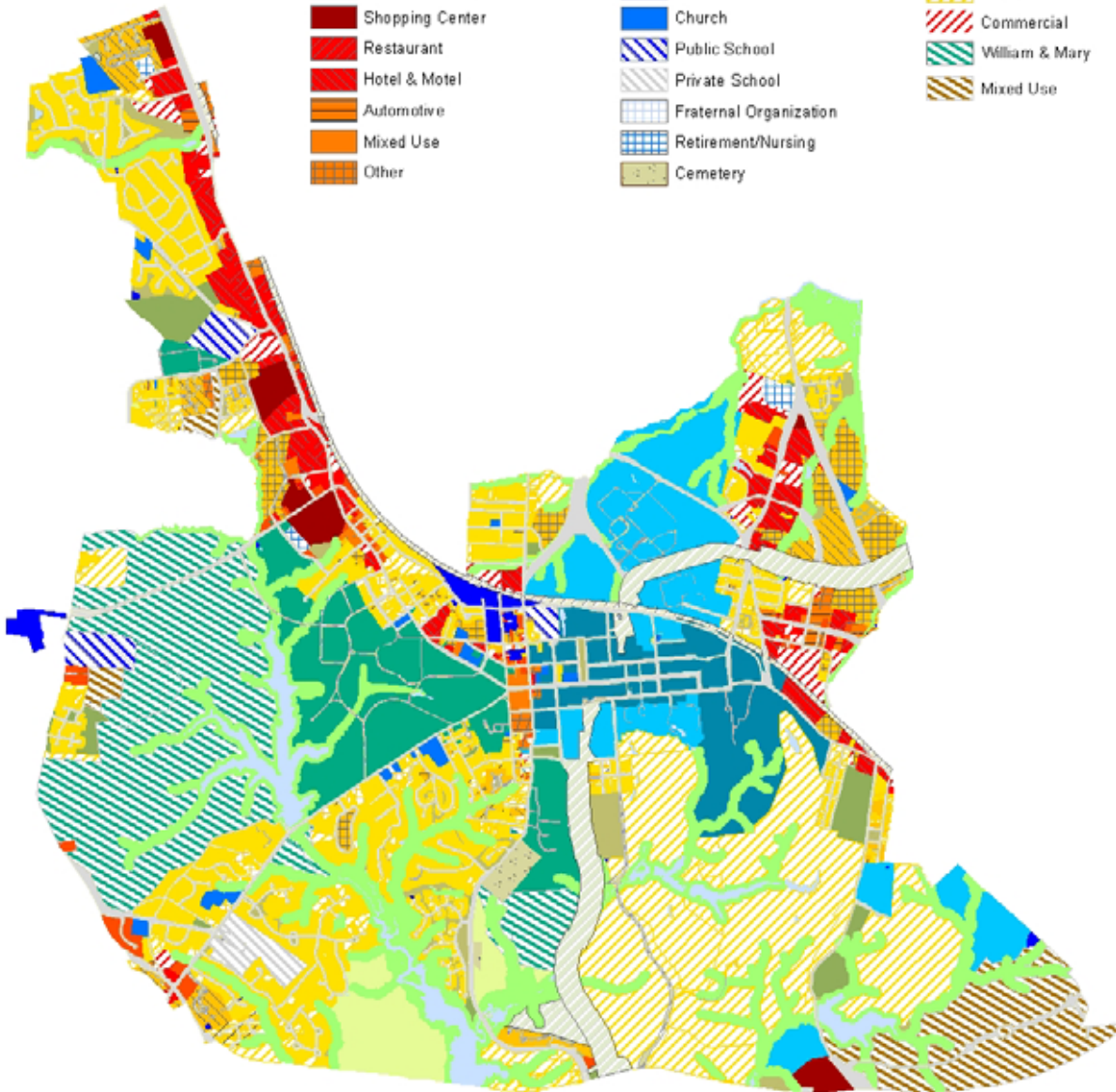
Vacant land

There are 1690 acres (29%) of vacant property bordering the "active" uses described above. This represents land available for residential, commercial, college and mixed use development, but does not include land designated as sensitive environmental areas and surface water areas. A large portion of this vacant land, including High Street on Richmond Road and Quarterpath at Williamsburg at the southeast corner of the City, is slated for development in the near future.

2012 LAND USE CATEGORY	ACREAGE	PERCENT OF TOTAL
RESIDENTIAL		
Single Family Detached	632	
Duplex	19	
Townhouses	26	
Condominiums	68	
Apartments	107	
Room Rental to Visitors	12	
Total Residential	864	15%
COMMERCIAL		
Office, Banks and Financial Institutions	36	
Retail	27	
Shopping Center	64	
Restaurants	41	
Hotel and Motel	117	
Automotive	14	
Mixed	18	
Commercial other	20	
Total Commercial	337	6%
INSTITUTIONAL		
CW Historic Area	212	
CW Support Facilities	341	
William and Mary	321	
Total Institutional	874	15%
PUBLIC & SEMI-PUBLIC		
Government	37	
Churches	37	
Public Schools	50	
Private Schools	32	
Fraternal Organizations	1	
Nursing Homes	14	
Cemetery	19	
Total Public & Semi-Public	190	3%
TRANSPORTATION		
Public Rights-of-Way	464	
Private Rights-of-Way	68	
Railroad Rights-of-Way	45	
Total Transportation	577	10%
PARKS, RECREATION & PARKWAY		
Public	83	
Private	81	
Colonial Parkway	171	
Total Parks, Recreation & Parkway	335	6%
ENVIRONMENTAL		
Surface Water Area	131	
Conservation Area	107	
Environmentally Sensitive Areas	742	
Total Environmental	980	17%
VACANT		
Residential	799	
Commercial	67	
Mixed Use	193	
College	565	
Total Vacant	1624	28%
TOTAL CITY LAND AREA	5,781	100.0%

Existing Local Land-Use Categories (Parcel-Based)

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| <p>Residential</p> <ul style="list-style-type: none"> Single-Family Detached Duplex Townhouse Condominium Apartment Room Rental to Visitors <p>Commercial</p> <ul style="list-style-type: none"> Retail Office, Banking & Finance Shopping Center Restaurant Hotel & Motel Automotive Mixed Use Other | <p>Institutional</p> <ul style="list-style-type: none"> CW Historic Area CW Support William & Mary <p>Parks, Recreation & Open Space</p> <ul style="list-style-type: none"> Public Private Colonial Historic Parkway <p>Other Public & Semi-Public</p> <ul style="list-style-type: none"> Government Facility Church Public School Private School Fraternal Organization Retirement/Nursing Cemetery | <p>Rights of Way</p> <ul style="list-style-type: none"> Public Private Railroad <p>Environmental</p> <ul style="list-style-type: none"> Surface Water Area Conservation Area Sensitive Environment <p>Vacant</p> <ul style="list-style-type: none"> Residential Commercial William & Mary Mixed Use |
|--|--|---|



CITY OF WILLIAMSBURG

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LAND USE CLASSIFICATIONS

The Comprehensive Plan assigns land use classifications for the optimal arrangement of land uses in the City. These are shown on the Future Land Use Map, which summarizes the recommendations contained in the text of the Plan. The following descriptions illustrate the types of uses that are recommended for each category. Recommendations for revisions to the Zoning Ordinance to implement these planned land uses are discussed in *Chapter 12, Implementation*.

Residential Categories

Williamsburg's neighborhoods accommodate a variety of residential dwelling types and densities. The Plan's goals and objectives seek to encourage well designed and appropriately located neighborhoods to maintain an appropriate mix of housing types. Six separate residential planning categories are proposed, ranging from low density single family residential to high density urban residential.

- 1. Low Density Single Family Detached Residential** *3 du/net ac.*
This category addresses the lowest intensity of residential development - large lot single family detached residential areas – with densities of up to 3 dwelling units/net acre. Lot sizes will generally range from 10,000 SF to 20,000 square feet. This category is implemented by the RS-1, RS-2 and PDR zoning districts.
- 2. Medium Density Single Family Detached Residential** *5 du/net ac.*
These land areas are planned for single family detached residences developed at a moderate density of up to 5 dwelling units/net acre. This category is intended to promote the development of affordable detached housing on small lots located within master planned, neo-traditional styled subdivisions. Lot sizes will generally range from 5,000 to 7,000 square feet. This category is implemented by the RS-3 zoning district, by special use permit cluster subdivision regulations in the RS-2 zoning district, and by the PDR zoning district. The maximum density allowed for cluster subdivisions in the RS-2 District and for PDR Districts should be reduced from 6 dwelling units/net acre to 5 dwelling units/net acre to correspond with this category.
- 3. Medium Density Multifamily Residential** *8 du/net ac.*
Duplexes, townhouses and apartments with densities of up to 8 dwelling units/net acre are recognized by this land use category. Design standards must be applied to ensure adequate off street parking, open space and compatibility with surroundings, especially existing residential neighborhoods. Apartments and other forms of multi-family dwellings may be allowed by special use permit in certain areas within this residential category if they are properly designed. This category is implemented by the RM-1 zoning district.
- 4. High Density Multifamily Residential** *14 du/net ac.*
This land use category is applied to the City's high density multifamily residential areas. There are three major areas in the City that fit this category: Merrimac Trail, Mt. Vernon Avenue, and Patriot Lane. Each of these areas incorporates low rise, garden-styled apartments (up to three stories) at a density of up to 14 dwelling units/net acre. This category is implemented by the RM-2 zoning district.
- 5. Downtown Residential** *8 or more du/net ac.*
This land use category is designed specifically for the west side of South Henry Street south of South Boundary Street, a residential area located in the Downtown Planning Area that is suitable for higher density residential use. A variety of housing types are allowed with a base density 8 dwelling units/net acre. Townhouses, multifamily dwellings and increased density are allowed with a special use permit. The primary consideration for the approval of increased density should be how the scale and character of the proposed project relates to existing neighborhoods and non-residential development in the area. This category is implemented by the RDT zoning district.

6. Urban Residential

Density determined when property rezoned

This land use category is designed specifically for the multifamily residential area in the Midtown Planning Area that is suitable for redevelopment to a higher density residential use. This area located between the College of William and Mary and the High Street Williamsburg development, and interconnected by a growing network of sidewalks, bike lanes and public transit. The proximity of this area to the College makes it very attractive for helping to meet the need for college student housing, and only multifamily dwellings and student dwellings are allowed. The permitted dwelling unit occupancy is two unrelated persons in an efficiency or one bedroom dwelling unit, and four unrelated persons in a two or more bedroom dwelling unit.

The existing RM-2 zoning should remain in place until an acceptable development plan is presented for rezoning to a revised PDU Planned Development Urban District, with the density allowed determined through the rezoning process. The primary consideration for the density approved should be how the scale and character of the proposed project relates to its immediate surroundings and to the Midtown Planning Area as a whole.

Office, Commercial and Mixed Use Categories

The Land Use Plan designates five office, commercial and mixed-use classifications. These range in intensity from Office and Mixed Use to Downtown and Urban Commercial, with Corridor Commercial holding the middle ground.

1. Office

The office land use category accommodates primarily offices and financial institutions as low density transitional uses between residential neighborhoods and higher intensity business uses. This land use is intended for outlying areas including Strawberry Plains Road, John Tyler Lane, Monticello Avenue and Capitol Landing Road. The basic permitted uses are offices and financial institutions. Residential uses are not allowed. To supplement the permitted office uses, convenience service establishments such as barber shops, beauty parlors, tailors and shoe repair shops should be allowed as permitted uses. A limited range of related low-intensity commercial uses could also be allowed with a special use permit. This category is implemented by the LB-4 zoning district.

2. Downtown Commercial

14 or more du/net ac.

The Downtown Commercial land use category is intended to promote a variety of business uses in the Downtown Planning Area, and includes Merchants Square and other predominantly retail business areas adjacent to the Colonial Williamsburg Historic Area and the College of William and Mary. Continued use and adaptation of residential dwellings is supported in the Downtown area, and residential uses are allowed at a base density of 14 dwelling units/net acre, with increased density allowed with a special use permit. The primary consideration for the approval of increased density should be how the scale and character of the proposed project relates to its immediate surroundings and to the Downtown Planning Area as a whole. This category is implemented by the B-1 zoning district, and by the PDC District for student dwellings with up to four unrelated persons per dwelling unit.

3. Corridor Commercial

14 du/net ac.

This land use category designates land on the City’s heavily traveled entrance corridors for commercial and service uses primarily oriented to the automobile. This category applies to local shopping areas, hotels, restaurants and other tourism retail uses, as well as automobile-oriented commercial uses. Substantial sections of Richmond Road, Capitol Landing Road, York Street, Second Street and the small portion of Mooretown Road located within the City limits are currently developed in this land use pattern. To ensure high quality development, the more intensive commercial uses should require special use permits. Corridor Commercial land use is

intended to promote the City's economic development policy for its limited, remaining high-visibility commercial sites.

Residential are allowed in Corridor Commercial areas but only as townhouse or multifamily residential combined with non-residential uses in a mixed-use format. Residential density is up to 14 dwelling units/net acre. To allow more flexibility, the current prohibition of rental housing should be eliminated. No more than 67% of the floor area on an individual lot should be devoted to residential use, which ensures that valuable commercial land is not completely used for residential purposes. All residential uses (apartments, condominiums and townhouses) should require a special use permit to ensure compatibility with corridor commercial uses. This category is implemented by the B-2 zoning district.

4. Urban Commercial

14 or more du/net ac.

Urban Commercial designates the City's most urban commercial corridor along Richmond Road between Monticello Avenue and Bypass Road, and along Monticello Avenue from Richmond Road to Treyburn Drive. The City's two oldest shopping centers are located in this area, which includes a mix of retail, office and service businesses, as well as hotels and timeshares and a small number of apartments. Because the Urban Commercial area is located close to downtown and the College of William and Mary, it has much potential for future major redevelopment as a mixed use area with housing for both college students and senior citizens. Maintaining a strong commercial component is essential, and an appropriate mix of retail space needs to be retained to serve the needs of the downtown area, including basic uses like grocery, hardware and drug stores.

Residential uses in the Urban Commercial area are allowed only as multifamily combined with non-residential uses in a mixed-use format. To encourage mixed use redevelopment, the base residential density should remain 14 dwelling units/net acre, but additional density should be allowed with a special use permit. The primary consideration for the approval of increased density should be how the scale and character of the proposed project relates to its immediate surroundings and to the Midtown Planning Area as a whole. Residential use is limited to no more than 67% of the floor area on an individual lot to ensure that valuable commercial land is not completely used for residential purposes, and a special use permit is required so that impacts to the surrounding commercial areas can be considered. Student dwellings should be added as special use permit use with a permitted dwelling unit occupancy of two unrelated persons in an efficiency or one bedroom dwelling unit, and four unrelated persons in a two or more bedroom dwelling unit. Building height should remain 45 feet. This category is implemented by the B-3 zoning district, with modifications.

5. Mixed Use

8 or more du/net ac.

The Mixed Use land use category is intended to provide a degree of flexibility in land uses to be developed in areas suitable for a mixture of residential and commercial uses. Incorporating a potential range of residential, office, and moderately-scaled commercial uses, mixed use development should be subject to a thorough urban design review which stresses quality architecture, proper building siting, and well designed landscaping. Equally important, this category should promote the preservation, revitalization, and adaptive reuse, where appropriate, of existing historic structures. The density of the residential component of mixed use development should be appropriate to the character of the area. *Mixed Use* land use is designed to be more limited than Downtown Commercial, Corridor Commercial and Urban Commercial land use, but more flexible than Office land use.

Mixed Use is implemented by the LB-1 Limited Business Downtown District for the *North Henry/North Boundary Street* area north of Merchants Square, the *South Henry Street Residential* area south of Merchants Square, and the Blayton Building property at 613 Scotland Street. The

LB-1 zoning district allows a mixture of residential and commercial uses that are more restricted than the adjacent B-1 Downtown Business District. Residential uses are allowed at a base density of 14 dwelling units/net acre, with increased density allowed with a special use permit. The primary consideration for the approval of increased density should be how the scale and character of the proposed project relates to its immediate surroundings and to the Downtown Planning Area as a whole. To address the increased need for senior housing in the future, special provisions should be added to allow senior housing with reduced off-street parking requirements with a special use permit. Residential yard and height requirements should also be imposed to preserve the transitional scale and character of the area.

Mixed Use is implemented by the LB-2 Limited Business Neighborhood District for the *Arts and Cultural District* area on Richmond Road and the area south of Berkeley Middle School on Strawberry Plains Road. The LB-2 District allows a range of uses including single family and duplex dwellings, banks, bake shops, hotels with 10 or less rooms, museums and art galleries, offices, restaurants and retail stores. More intensive uses, such as multifamily dwellings, hotels with more than 10 rooms, larger restaurants and retail stores, and buildings with a floor area exceeding 10,000 square feet require a special use permit. Residential uses are allowed at a base density of 8 dwelling units/net acre, and up to 14 dwelling units/net acre with a special use permit.

Mixed Use is implemented by the revised LB-3 Limited Business Residential District for area between Penniman Road and the CSX Railroad, and for the area around The Beeches at 1030 Capitol Landing Road, both located in the Northeast Triangle Planning Area. The revised LB-3 District will allow a range of uses including single family and duplex dwellings, banks, bake shops, hotels and timeshares, museums and art galleries, offices, restaurants and retail stores. Special use permits will be required for permitted residential uses (townhouses and multifamily dwellings) and for buildings with a floor area exceeding 10,000 square feet. Residential density is 14 dwelling units/net acre. The existing zoning for these areas should remain in place until an acceptable development is presented for rezoning to a revised LB-3 zoning district.

Economic Development Category

The Land Use Plan designates one economic development land use classification.

1. Economic Development

10-12 du/net ac.

The Economic Development land use category is intended to encourage economic development activities that provide desirable employment and enlarge the City's tax base. Large new mixed use developments can contribute to the City's character and economic well-being by having a well designed mix of uses, rather than being a monolithic commercial, office, health care or residential development. This land use category expands the historic mixed use concept beyond the core area of the City into two large areas for future development – the High Street Williamsburg development on Richmond Road, and the Quarterpath at Williamsburg (Riverside) development on the east side of Quarterpath Road.

The development of areas designated as Economic Development land use should address a range of important goals stated by the Comprehensive Plan, including: protect and enhance Williamsburg's unique character; encourage conservation of open space; encourage high quality commercial and institutional development; encourage adequate housing opportunities; encourage appropriate scale and character for new residential development; improve and expand bicycle and pedestrian facilities; and preserve scenic vistas, natural areas and historic sites on public and private land.

This category is implemented by the ED and ED-2 zoning districts. To ensure that the majority of the Economic Development land is developed for tax-generating commercial, entertainment,

office, and medical uses, areas used exclusively for residential use should be limited to a minority of the land use in each of the Economic Development areas designated by the Plan. Residential density is up to 10 dwelling units/net acre for the ED District, and up to 12 dwelling units/net acre for the ED District.

Institutional Categories

The institutional categories include the Colonial Williamsburg Historic Area, Colonial Williamsburg Support, Colonial Williamsburg Resort and the College of William and Mary. The four institutional use designations are designed to accommodate the variety of uses necessary for the Colonial Williamsburg Foundation and the College of William and Mary.

1. Colonial Williamsburg Historic Area

This district encompasses the Colonial Williamsburg Historic Area and is established to preserve, protect and maintain the distinctive character and historic importance of the restored area. This category is implemented by the CW zoning district.

2. Colonial Williamsburg Support

The Colonial Williamsburg Support uses include a variety of commercial and industrial facilities that support the functioning of the Colonial Williamsburg Historic District. The Visitor Center, Bruton Height Education Campus and the Colonial Williamsburg Nursery fall under this category. This category is implemented by the MS zoning district.

3. Colonial Williamsburg Resort

The Colonial Williamsburg Resort uses include the Williamsburg Inn, Williamsburg Lodge and Conference Center, Spa and the Golden Horseshoe Golf Courses. These facilities also support the functioning of the Colonial Williamsburg Historic District, but by accommodating visitors rather than providing support services. This category is implemented by the MS and RS-1 zoning districts.

4. The College of William and Mary

The College of William and Mary classification identifies the major land holdings of the College of William and Mary. It recognizes that the City cannot regulate the use of land owned by the College; yet these lands are an integral part of the City's character and future development and are critical to successful corridor planning and environmental preservation goals. Together, the City and the College must be committed to cooperative planning for the development and redevelopment of the College's property. This category is "implemented" by the WM zoning district.

Public/Recreation/Conservation Categories

This land use designation is divided into three areas - Public/Semi-Public, Parks/Parkway/Recreation, and Sensitive Environmental Areas. These areas warrant special attention and regulatory oversight and must be carefully managed to maintain public resources for future generations.

1. Public and Semi-Public Areas

Public and Semi-Public uses are generally institutional buildings and lands. These uses include the Municipal Center, Court House, public and private schools, hospitals, religious uses, and cemeteries.

2. Parks, Parkway and Recreation Areas

This category encompasses parks, parkways and recreation facilities which are owned by the City or the Federal Government. These lands are used for City park purposes, or are part of the Colonial Parkway, which links Yorktown, Williamsburg and Jamestown.

3. Sensitive Environmental Areas

This category designates the lands that have physiographic characteristics critical to the

ecological stability and water quality of the region. The protection of these areas is one of the primary goals of this Comprehensive Plan and any development within these areas should be allowed only under strict performance standards and permitting procedures. The Sensitive Environmental Areas include the following:

Stream valleys and ravines. Much of the City's rarest vegetation and wildlife habitats are located within these stream valleys and ravines. Visually, these areas may serve as buffers between conflicting land uses and provide opportunities for passive, nature-oriented recreational activities. Development hazards, such as flooding, poor soil bearing strength for building foundations, high erosion, and water table problems which result in soggy yards and wet basements, make building in these areas costly and frequently unsafe. Development in these areas will not only degrade water quality and eliminate natural habitats, but will increase the incidence and magnitude of downstream flooding.

Steep Slopes Adjacent to Stream Valleys and Ravines. Construction on steep slopes and on slopes with soils of high erodability may require extensive clearing and grading resulting in soil erosion and the introduction of sedimentation into adjacent streams.

100-Year Floodplains. 100-Year Floodplains are recognized by City and federal regulations as areas where flooding is a significant hazard to development. Development in these areas lowers water quality since eroded soil during clearing and construction, and surface pollutants after construction, are washed into streams during rain storms. In addition, these floodplain areas often have rich wet soils which provide wildlife habitats and support plant growth. The City's 100-year floodplains are protected from development because they are located entirely within the Resource Protection Areas designated by the Chesapeake Bay Protection section of the Zoning Ordinance.

Tidal and Non-tidal Wetlands. Marshlands are an irreplaceable resource which is essential for the production of marine and inland wildlife, waterfowl, finfish, shellfish and flora. They also serve as a flood buffer, slow erosion of adjacent shores, and protect water quality by absorption of silt and pollutants.

Resource Protection Areas and Resource Management Areas. The resource protection areas (RPAs) and resource management areas (RMAs) are recognized by the Chesapeake Bay Preservation Act and regulated by the City's Zoning Ordinance. RPAs include lands adjacent to water bodies with perennial flow that have an intrinsic water quality value due to the ecological and biological processes they perform, and development in these areas is strictly limited. RMAs are adjacent to the RPAs, and while development is allowed it must meet strict water quality standards.

4. Conservation Areas

Conservation areas are land with protective easements that limit the use of the property. The City currently has two Conservation areas, Richneck Conservation Area (105 acres) at the rear of Holly Hills Subdivision bordering College Creek, and Papermill Creek Conservation Area (37 acres) on the east side of South Henry Street north of Papermill Creek.