

Chapter 8 Neighborhoods and Housing

Williamsburg is a city of neighborhoods, which range from large lot single family to higher density multifamily. Nevertheless, the overall residential density in Williamsburg is 0.9 dwelling units per acre, compared to 2.7 dwelling units per acre in a city like Norfolk. Strong healthy neighborhoods are critical to the quality of life of City residents, and the city is committed to preserving and enhancing its neighborhoods. The Plan’s goal for Neighborhoods and Housing is to “Protect and enhance the quality of the City’s residential neighborhoods, and encourage the provision of affordable housing for those living and working in the City.”

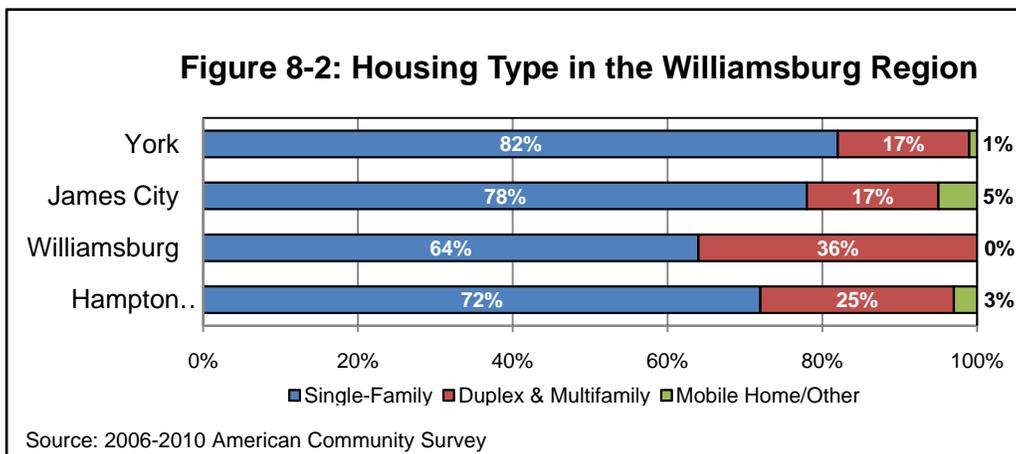
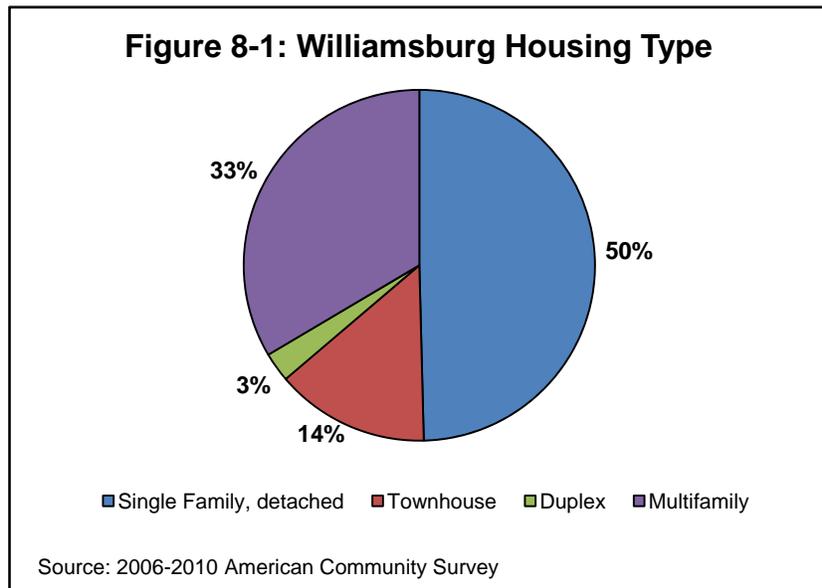
2010 CENSUS

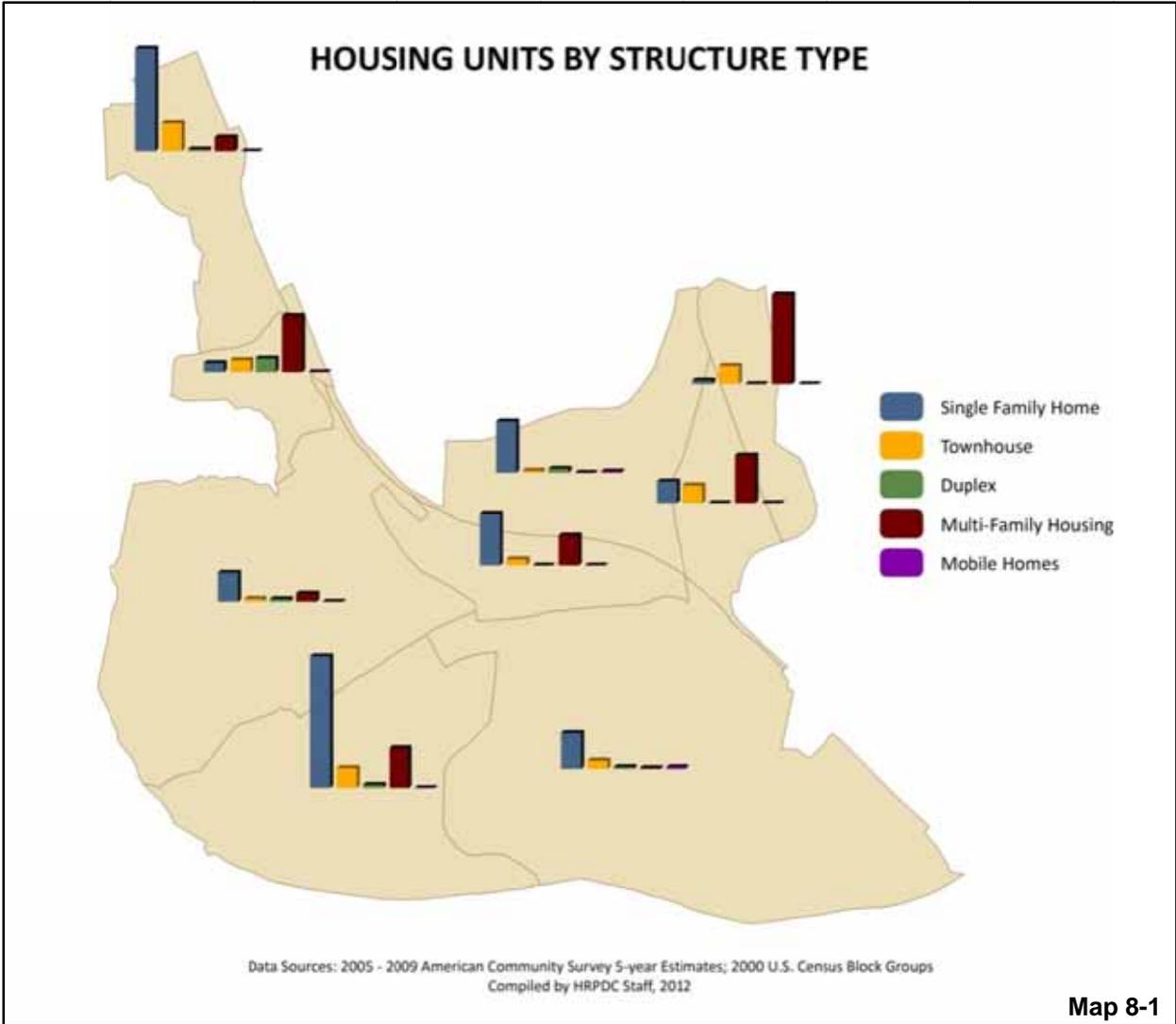
Housing Type

Williamsburg housing types include both single-family and multifamily homes. Figure 8-1, *Williamsburg Housing Types*, shows the current percentage share for each housing type in the City.

Single-family homes, which include both single-family detached and townhouses, dominate the housing market in the Williamsburg region, ranging from 64% of the total housing stock in Williamsburg to 82% of the total housing stock in York County.

Figure 8-2, *Housing Types in the Williamsburg Region*, illustrates the distribution of housing types in the Williamsburg region and in Hampton Roads. Although single-family homes are the most common type of housing in Williamsburg, 36% of its housing stock is two-family or multi-family dwellings. This is significantly higher than the surrounding counties, where the two-family and multi-family housing stock accounts for 17% of the total. The City’s total is also higher than the average of 25% in Hampton Roads.

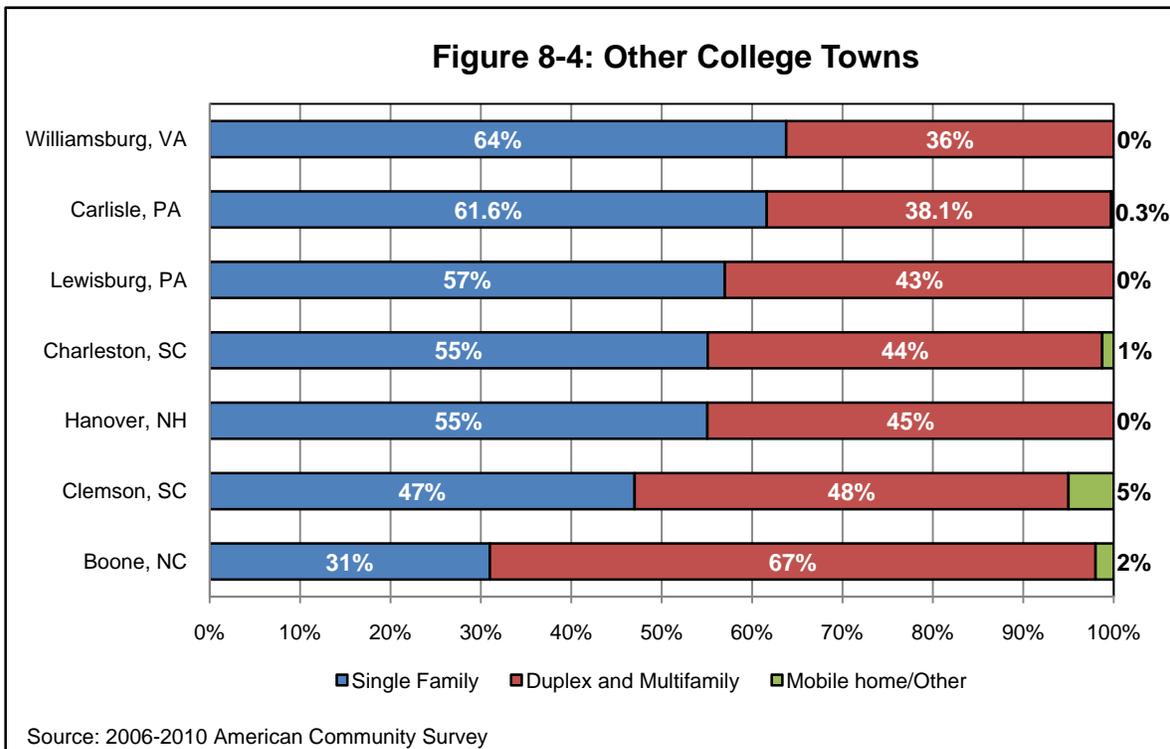
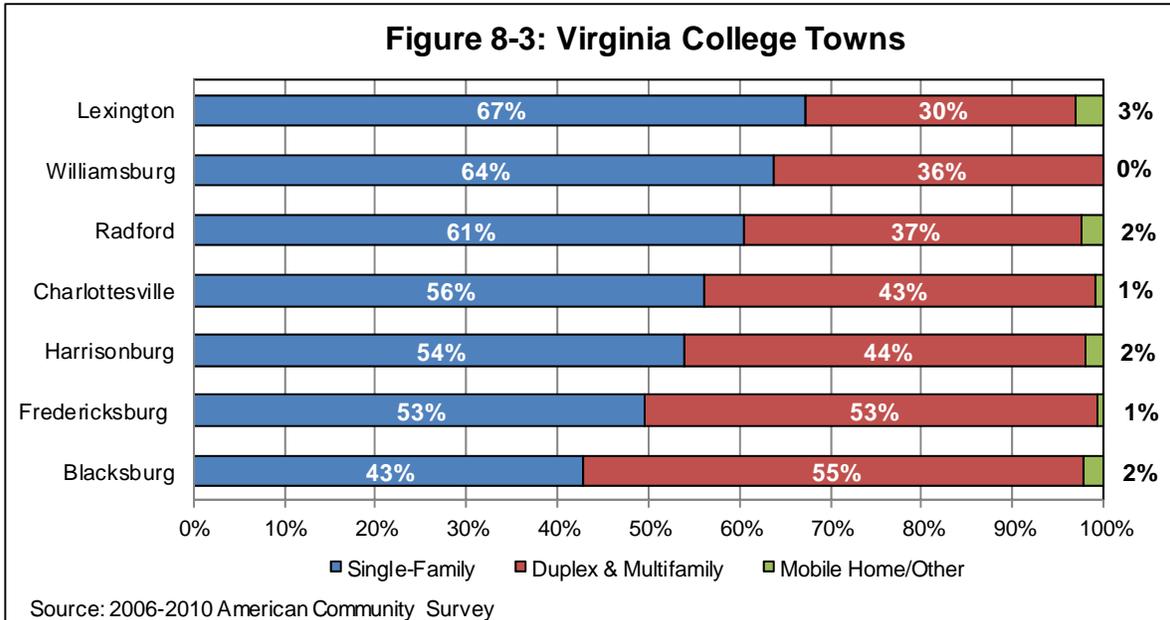




Map 8-1



Although Williamsburg has a significantly higher portion of multi-family housing than its region, according to the 2010 Census, the percentage of two-family and multifamily housing in Williamsburg is slightly less than most other communities with large student populations. Figure 8-3, *Virginia College Towns*, compares housing types in Williamsburg to other college towns and cities in Virginia; and Figure 8-4, *Other College Towns*, compares Williamsburg with college towns that are not located in Virginia.



Age & Quality

Housing age is often used as an indicator of local housing quality. The majority of the housing stock in Williamsburg was built after 1960 and is less than fifty five years old. As shown in Table 8-1, *Williamsburg Housing Age*, 77% of the housing stock was constructed since 1960, and 49% was constructed since 1980.

The American Community Survey 2006-2010 sample data also estimates that only 1% of housing stock in the City lacks complete plumbing facilities and only 3% lack complete kitchen facilities.

On average, homes and residential lots in Williamsburg are smaller than other jurisdictions. According to the 2006-2010 American Community Survey, most housing units in Williamsburg are 4 or 5 rooms with the median being 5.6 rooms. This is considerably smaller than the median of 6.6 rooms in James City, 6.7 rooms in York, 5.9 rooms in Hampton Roads and 5.9 rooms in Virginia.

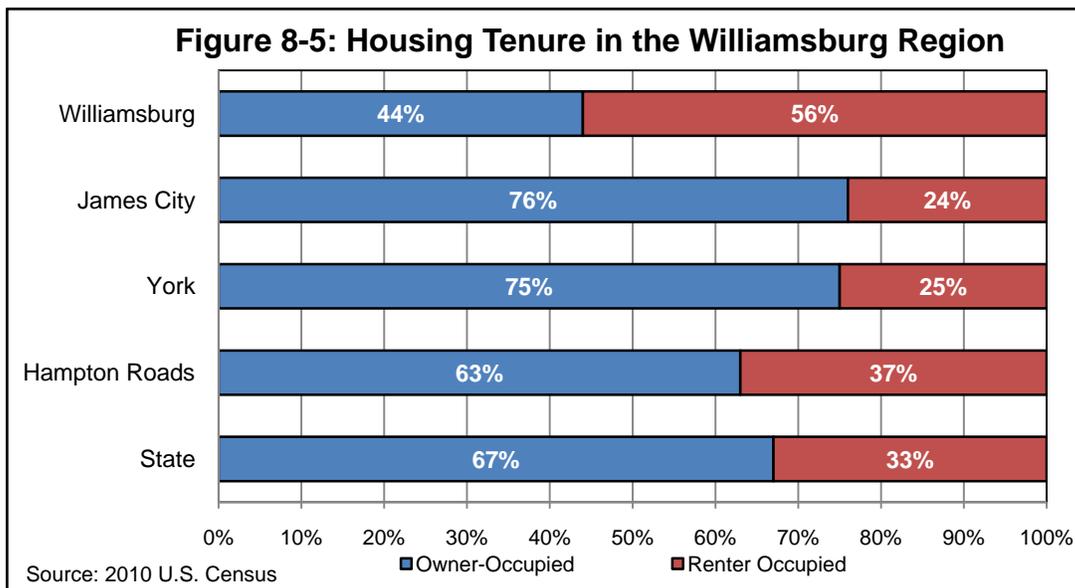
Table 8-1: Williamsburg Housing Age

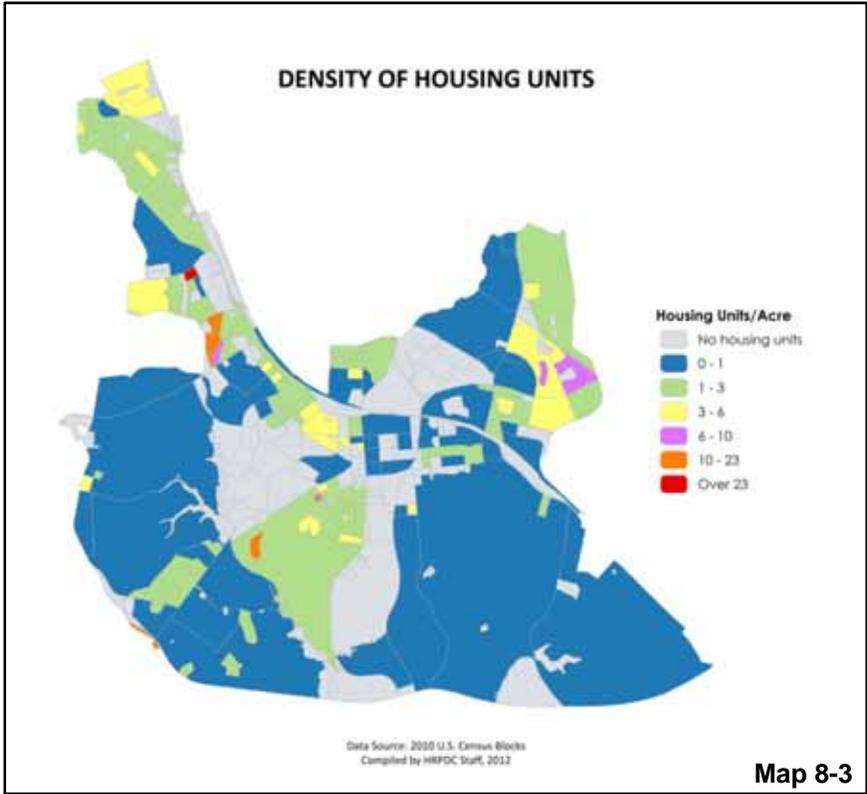
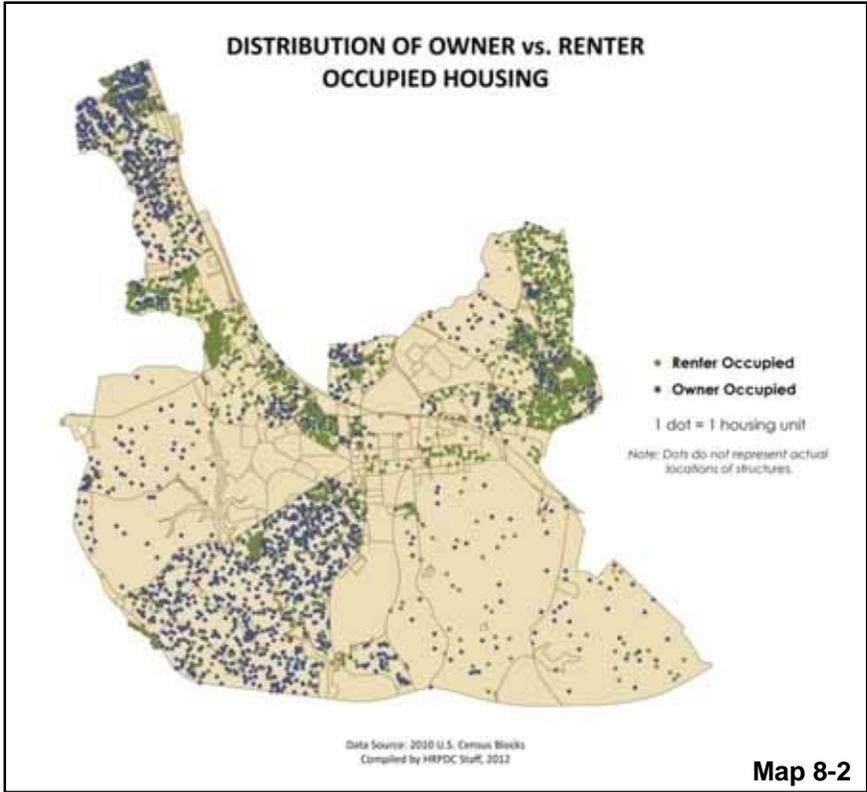
| | 2006-2010 (ACS Data) | % of Total | Margin of Error |
|-----------------------|----------------------|------------|-----------------|
| Built 2005 or later | 341 | 7% | +/- 91 |
| Built 2000 to 2004 | 701 | 14% | +/- 119 |
| Built 1990 to 1999 | 628 | 13% | +/-168 |
| Built 1980 to 1989 | 766 | 15% | +/- 157 |
| Built 1970 to 1979 | 619 | 12% | +/-167 |
| Built 1960 to 1969 | 812 | 16% | +/-170 |
| Built 1950 to 1959 | 323 | 6% | +/-84 |
| Built 1940 to 1949 | 300 | 6% | +/-126 |
| Built 1939 or earlier | 517 | 10% | +/-151 |
| Total | 5007 | 100% | +/-327 |

Source: U.S. Census Bureau, 2006-2010 American Community Survey

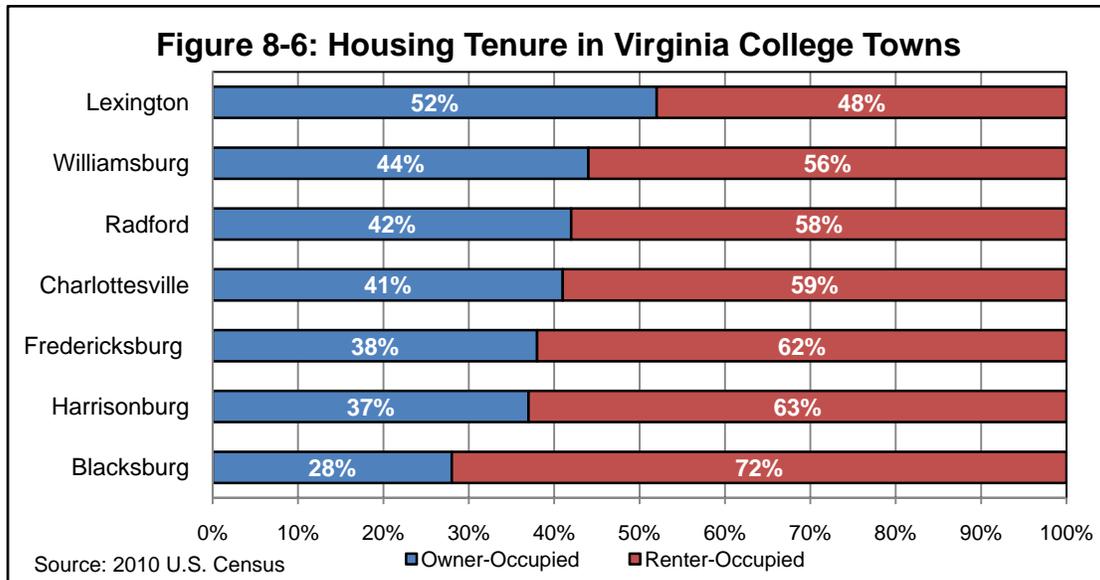
Households

According to the 2010 Census, Williamsburg has a total of 5,176 housing units; 88% are occupied and 12% are vacant. A relatively high percentage of the occupied units are renter-occupied when compared with the rest of the region. Figure 8-5, *Housing Tenure in the Williamsburg Region*, shows that approximately a quarter of the occupied units in James City and York Counties are renter-occupied compared to 56% in the City of Williamsburg. When compared with the region (37%) and the state as a whole (33%), Williamsburg still has a much higher number of renters. The geographic distribution of owners and renters is shown on Map 8-2, *Distribution of Owner vs. Renter Occupied Housing*.





Williamsburg’s high proportion of college students accounts for some of the disparity between it and the surrounding region. Figure 8-6, *Housing Tenure in Virginia College Towns*, illustrates that when evaluated in relation to five other cities and towns in Virginia that have large colleges or universities, the proportion of renters to owners in Williamsburg is actually below average. Because the College of William and Mary houses 73% of its full-time undergraduate students and 14% of full-time graduate students the demand for rental housing near campus remains high. This accounts for the concentration of rental housing near the campus, particularly in the Richmond Road and Jamestown Road neighborhoods. Additional concentrations of renters are seen in the Merrimac Trail, Mount Vernon Avenue, High Street, Patriot Lane and Jamestown Road/Route 199 areas. Cities also tend to have a higher amount of rental housing than suburban counties, further contributing to the differences seen in the Williamsburg region.



About 30% of Williamsburg’s population (4,171 persons) lives in group quarters as defined by the U.S. Census. As with housing tenure, the City has a much higher percentage of residents living in group quarters than does the rest of the region. Most of this large non-household population is attributable to the high number of college students living in dormitories (4,051), accounting for 97% of the non-household total. The remaining 3% are nursing home residents (116) and other non-institutionalized (4).

Household Size

The average size of households in Williamsburg is much smaller than that of its suburban neighbors. The 2010 Census lists the average household size for the City as 2.17 persons, up from 2.07 in 2000 and significantly smaller than the average of 2.45 for James City County or 2.7 for York County. The difference in household size is a product of the larger number of one and two-person households in Williamsburg, which account for over 73% of the total in the City. In comparison, one and two-person households account for 64% of all households in James City and 53% of all households in York County.

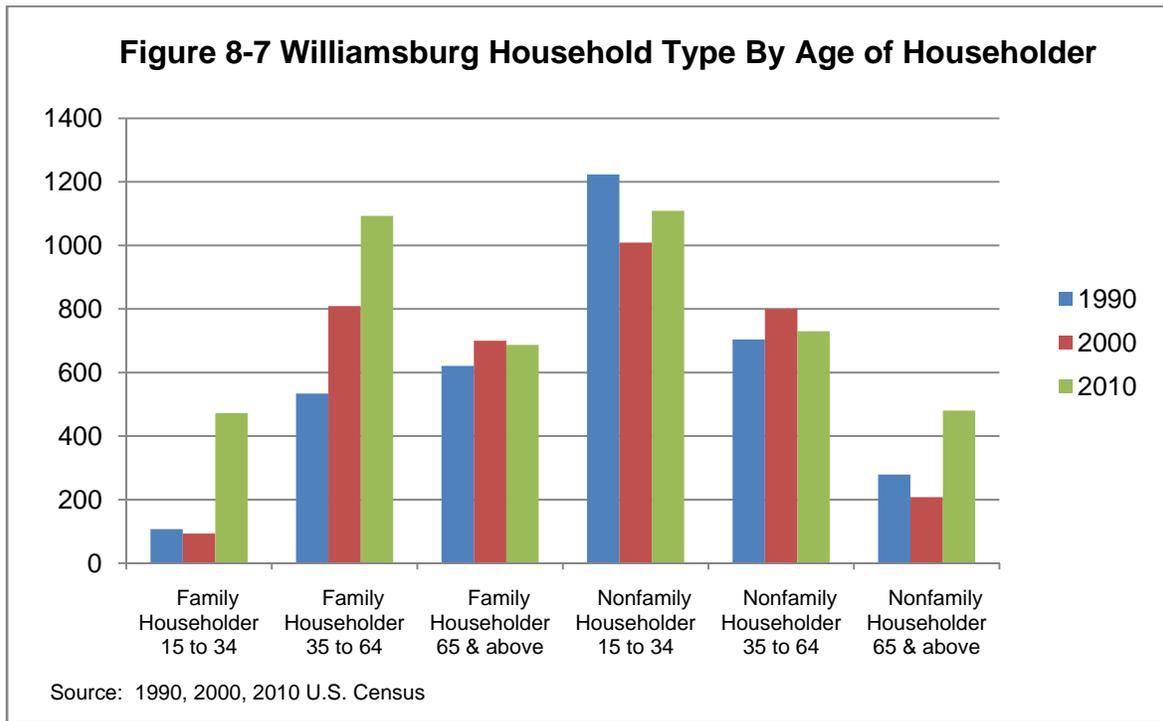
Over time, average household size has fluctuated moderately, as shown in *Table 8-2, Average Household Size*. In York County and James City County average household size declined over the past 20 years while the City of Williamsburg experienced an increase between 1990 and 2010. Even with this increase, Williamsburg’s average household size has remained significantly lower than the average in either of the surrounding counties.

Table 8-2 Average Household Size

| | 1990 | % Change | 2000 | % Change | 2010 |
|----------------------|------|----------|------|----------|------|
| City of Williamsburg | 2.11 | -1.9% | 2.07 | 4.8% | 2.17 |
| James City County | 2.6 | -5.0% | 2.47 | -0.8% | 2.45 |
| York County | 2.9 | -4.1% | 2.78 | -2.9% | 2.7 |

Source: 2010 U.S. Census

These differences in average household size reflect the type of households in each locality. According to the 2010 Census, family households make up 73% of all households in James City County and 78% in York County, but only 49% in Williamsburg. Figure 8-7, *Household Type by Age of Householder*, lists family and non-family households for the Williamsburg region. Approximately 26% of all households in the City are occupied by residents who are 65 or over, while about 34% are occupied by residents between the ages of 15 and 34. The latter are primarily students at the College of William and Mary living in non-family households. Only 16% of householders in the City are 24 and under.



Household Projections

Household trends based on occupied housing data for the Williamsburg region between 1970 and 2010 are provided in Table 8-3, *Regional Forecast 2040 – Households in Hampton Roads*, along with projections for 2040. From 1970 to 2010 the number of households in the City increased by 91% with the largest increases between 1970 and 1980 (+26%), and between 2000 and 2010 (+26%). Both of the surrounding counties grew at a much higher rate from 1970 to 2010 – the number of households was up 490% in James City County and 225% in York County. Household growth slowed dramatically in the City during the 1990s, increasing by just 5% while the overall number of households in Hampton Roads increased by 15% in the same decade. Although the remainder of the Williamsburg region also added fewer households during the 1990s than in the previous two decades, both of the surrounding counties

Table 8-3: Regional Forecast 2040: Households in Hampton Roads

| | 1970 | 1980 | 1990 | 2000 | 2010 | 2020* | 2030* | 2040 |
|---------------|---------|---------|---------|---------|---------|---------|---------|---------|
| Williamsburg | 2,396 | 3,024 | 3,462 | 3,619 | 4,571 | 5,004 | 5,480 | 6,000 |
| James City | 4,551 | 7,493 | 12,990 | 19,003 | 26,860 | 31,250 | 36,358 | 42,300 |
| York | 7,391 | 10,879 | 14,452 | 20,000 | 24,006 | 26,028 | 28,222 | 30,600 |
| Hampton Roads | 310,997 | 390,531 | 504,180 | 579,107 | 626,083 | 671,715 | 720,673 | 773,200 |

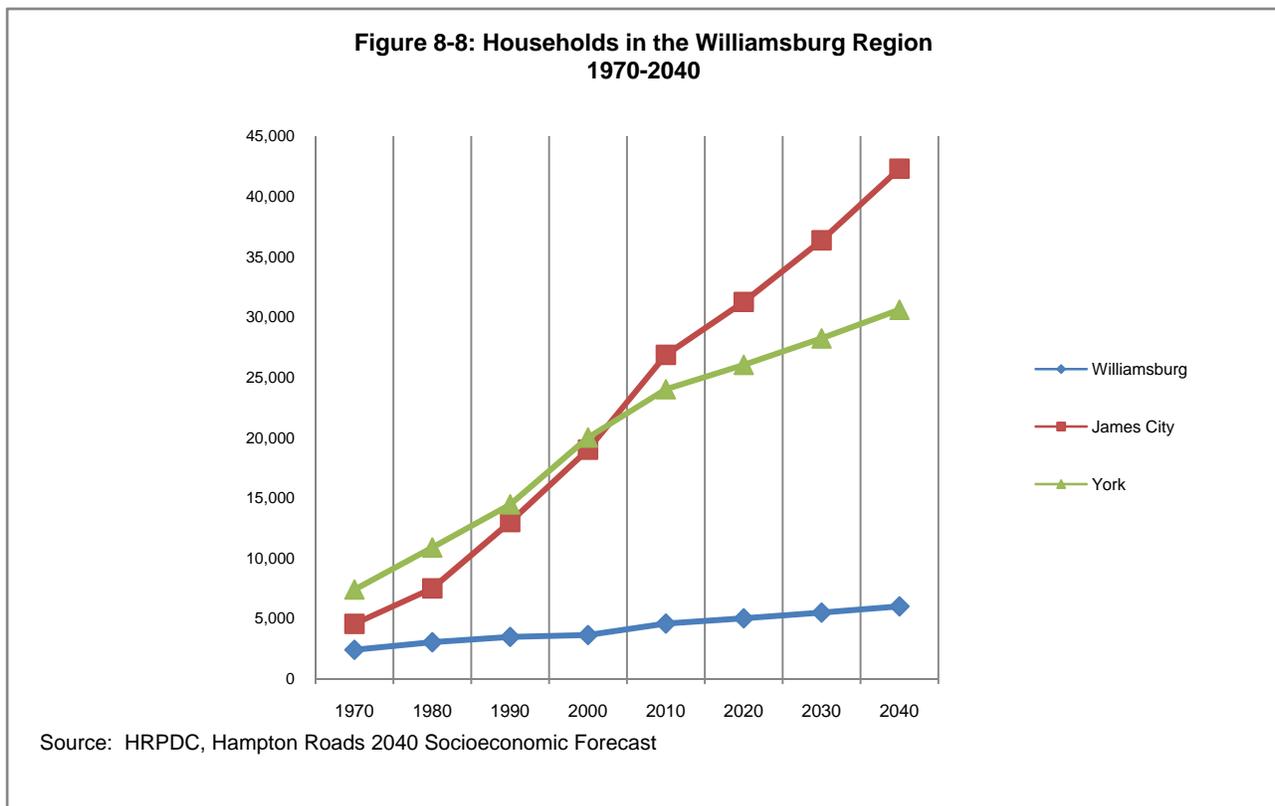
Source: HRPDC, Hampton Roads 2040 Socioeconomic Forecast

*2020 & 2030 figures were derived from 2040 figures and are not part of HRPDC's official forecast

continued to outpace growth in the City. In the 1990s the number of households increased by 46% in James City County and by 38% in York County.

Based on projections developed by the HRPDC, and graphed in Figure 8-8, *Households in the Williamsburg Region 1970-2034*, the number of households in Williamsburg is expected to increase to 6000 by 2040, up 31% from 2010. This percent increase is greater than the increase anticipated for the Hampton Roads region as a whole (23%) as well as the anticipated increase in York (27%), but remains significantly smaller than the 57% increase projected for James City County (Figure 8-8). Despite the Williamsburg projected growth, the number of households in the City account for only 8% of the total in the Williamsburg region by 2040.

Average household size is also expected to decline in the Williamsburg region, particularly as the population ages. The average household size in Williamsburg is expected to slightly decrease from 2.17 in 2010 to 2.16 in 2040. Average household size is also anticipated to slightly decrease from 2.45 to 2.44 in James City County and remain at 2.70 in York County in 2040. Average household size in Hampton Roads is projected to be 2.63 in 2040.



Future Housing Requirements

Population projections for Williamsburg indicate that an additional 3,132 people will live in the City by 2040 (total population 17,200). With an average household size of 2.86, another 1450 dwelling units will be required to house this increase. Because the population is aging, and the need for student housing is increasing, much of the required new housing will be multifamily (townhouses, condominiums, and apartments). Much of this new housing will be located in mixed-use developments with shops and services within walking distance.

This 2010 Census section of this chapter was prepared for the City by the staff of the Hampton Roads Planning District Commission

HOUSING TRENDS

As pointed out in the previous section, the character of Williamsburg's housing stock is different than in the surrounding counties of James City and York. Williamsburg has a much higher percentage of multifamily housing (36% vs. 17% for James City County and 17% for York County). Williamsburg also has a higher percentage of rental housing according to the 2010 Census – 56% vs. 23% for James City County and 24% for York County. Although Williamsburg is much different from the surrounding jurisdictions, its residential character is fairly typical for a small city that is also a college town.

One of the continuing trends since the adoption of the 2006 Comprehensive Plan has been the increase in the amount of multifamily housing constructed in the City. Construction since the 2006 Plan has added 385 multifamily and duplex dwellings and 47 single family dwellings. This compares with 336 multifamily and duplex dwellings, and 204 single family dwellings that were added between the 1998 and 2006 Plans. And for the first time since 1984, a major apartment complex was built – the 191 unit Sterling Manor Apartments at High Street, completed in 2008.

The 2006 Plan identified residential neighborhoods in three “Focus Areas” adjacent to the College of William and Mary and the Merchants Square area: the Center City, Richmond Road and Jamestown Road Focus Areas. These areas met the criteria of “threatened neighborhoods” outlined in the 1998 Comprehensive Plan: a gradual influx of college students, increased through-traffic concerns, and the presence of substandard or rapidly deteriorating housing. To protect these and other neighborhoods, the City has taken the following steps:

- Enforcement of the City's Property Maintenance Code on a consistent citywide basis
- Enforcement of the City's Rental Inspection Program
- Pursuit of grants and CDBG programs to improve infrastructure and housing (Wales, Strawberry Plains, and Braxton Court are previous CDBG projects)
- Creation of the Neighborhood Relations Committee in 2009 to strengthen relations between the William and Mary campus and the community
- Creation of a Student Renters Guide to improve the quality of life and to help build and maintain effective working relationships for all neighborhood residents

Concerning the major impact of the College on the City's neighborhoods, the 2006 Plan noted that it was the responsibility of the College to provide an appropriate amount of student housing on the campus, and that City regulations should encourage student housing in suitable off-campus housing to supplement the housing provided by the College. Since the adoption of the 2006 Plan, the College opened the 387 bed Jamestown Dormitories in 2006 (a net increase of 118 beds when coupled with the closing of the 269 bed Dillard Complex), the 56 bed Tribe Square project in 2011, and the 187 bed Fraternity Complex is under construction and scheduled to open in Fall 2013. This represents a gain of 361 undergraduate beds.

College enrollment increased from 7,529 in 2005-06 to 8,200 in 2011-12. Undergraduate enrollment for the same time period increased from 5,604 to 6,071, and is expect to grow to 6,200 undergraduates in 2015-16. This will be an increase of 596 undergraduates in ten years, and has exceeded the growth in new on-campus undergraduate beds by 235 students. This underscores the need for private sector participation in the provision of student housing, and the most recent private actions are detailed below.

The City approved City Green on Richmond Road in 2009, which provided 24 rental units that have become popular student housing. Two new zoning districts were developed: the PDC Planned Development College District in 2010, which allowed the construction of Tribe Square, and the PDU Planned Development Urban District in 2012, which allowed the approval of the 94 unit City Lofts project at 1406 Richmond Road, housing up to 143 students. The Midtown Planning Area, detailed in *Chapter 10 - Commercial and Economic Development*, is positioned as a major focus for new student housing due to its close proximity to the College, its location on existing bus routes, and the availability of bicycle and pedestrian facilities connecting this area with the main campus.

HOUSING PLAN

The 2012 Comprehensive Plan's Housing Plan is detailed in the following sections of this chapter, and is summarized below:

1. Preserve and protect the City's single-family neighborhoods. Neighborhood preservation should be promoted by enforcement of various City regulations, such as the Property Maintenance Code, Rental Inspection Program, Zoning Ordinance, Residential Permit Parking Program, Noise and Nuisance Ordinances and Animal Control Ordinances. Continuous improvements to streets, parks and other public infrastructure should be made. Regulations should be periodically reviewed to assess their effectiveness in protecting the character of these neighborhoods.
2. Enable a greater residential presence in the Downtown Planning Area. The existing overall residential density of the Downtown Planning Area is only 1.7 dwelling units/acre. To enhance the quality, vibrancy and character of this area, the base residential density should be a uniform 14 dwelling units/net acre for the Merchants Square area, the *Downtown Commercial* area to the west, and the *Mixed Use* areas north and south of Merchants Square. Special use permits should allow higher densities so long as the project is compatible with the scale character of the downtown area. Because of limited opportunity for new downtown housing, increasing the allowable density will have a marginally small effect on raising the current 1.7 dwelling units/net acre density.
3. Build new mixed use neighborhoods. New residential uses should be integrated with or nearby office, commercial and other non-residential uses in master planned mixed use developments. High Street and Quarterpath at Williamsburg are examples of this type of new development, and the Midtown Planning Area has the potential to redevelop into a mixed use neighborhood with an emphasis on student housing.
4. Develop more affordable housing. The City, primarily through the efforts of the Williamsburg Redevelopment and Housing Authority, has developed 104 subsidized rental units and 75 owner occupied single-family dwellings. Future efforts for affordable housing should concentrate on owner-occupied housing projects such as the Strawberry Plains and Crispus Attucks subdivisions, but well planned rental housing should also be considered.
5. Provide more senior housing. The need for senior housing will increase as the City's population ages, and provisions should be added to the Zoning Ordinance to allow the development of senior housing in appropriate locations and at appropriate densities, such as the Blayton Building site on Scotland Street.
6. Develop alternatives for college student housing. The College should provide additional student housing on the campus, as demonstrated by the construction of the Jamestown Dormitories in 2006 and the new Fraternity Complex to be completed in 2013. City regulations should encourage student oriented housing in suitable off-campus locations to supplement the housing provided by the College, as demonstrated by the PDC Planned Development College District that allowed the development of Tribe Square, and the PDU Planned Development Urban District that allowed the conversion of an older hotel to the City Lofts apartments. Public/private partnerships that facilitate the construction of student houses should be encouraged.

When this Housing Plan is translated to land use, there is a potential for up to 400 new single-family homes, and up to 3,200 new multifamily dwellings. Low and moderate income housing could comprise up to 300 dwelling units, or 8% of the projected growth. Housing in mixed use developments could total up to 2,700 dwelling units, or 73% of the projected growth. Completion of this development will represent a residential build-out for the City based on the land uses proposed by this Plan. This will bring the City's maximum population to approximately 21,000, a 3,800 increase (+22%) from the projected 2040 population of 17,200. This City's maximum population will not occur until some time after 2040.

NEIGHBORHOODS

A comprehensive map of City neighborhoods was prepared as a part of the 2012 Comprehensive Plan. There are 51 single family, duplex and condominium neighborhoods, plus seven apartment complexes. When the apartment complexes are factored out, the owner occupancy of the 51 single family, duplex and condominium neighborhoods is 55%, with 45% renter-occupancy. This is a higher owner-occupancy than the 46% listed by the 2010 Census. When the apartment complexes are factored in, the owner-occupancy rate determined by City analysis is 41%, with 59% rental-occupancy. This differs slightly from the 2010 Census figures of 44% owner-occupancy and 56% renter-occupancy. Table 8-4, *Owner and Renter Occupancy by Neighborhood*, lists these neighborhoods, and Map 8-4, *Neighborhoods*, shows their location.

Table 8-4: Owner and Renter Occupancy by Neighborhood

| Neighborhood | Units | Owner Occupied | Renter Occupied | Neighborhood | Units | Owner Occupied | Renter Occupied |
|-----------------------------------|-------|----------------|-----------------|----------------------------|-------|----------------|-----------------|
| Barclay Square (#28) | 48 | 28 (58%) | 20 (42%) | Pinecrest (#32) | 50 | 23 (46%) | 27 (54%) |
| Brandywyne (#21) | 79 | 53 (67%) | 26 (33%) | Piney Creek (#4) | 105 | 99 (94%) | 6 (6%) |
| Braxton Court (#17) | 18 | 11 (61%) | 7 (39%) | Port Anne (#57) | 101 | 96 (95%) | 5 (5%) |
| Bristol Commons (#9) | 110 | 35 (32%) | 75 (68%) | Powhatan Park (#35) | 104 | 19 (18%) | 85 (82%) |
| Burns Lane (#42) | 59 | 46 (78%) | 13 (22%) | Priorslee (#25) | 57 | 27 (47%) | 30 (53%) |
| Capitol Heights (#33) | 89 | 35 (39%) | 54 (61%) | Quarterpath (#34) | 82 | 55 (67%) | 27 (33%) |
| Carriage Homes (#50) | 62 | 56 (90%) | 6 (10%) | Queen Mary's Port(#20) | 4 | 0 (0%) | 4 (100%) |
| Cary/Griffin/Newport (#39) | 208 | 80 (38%) | 128 (62%) | Richmond Hill (#55) | 14 | 13 (93%) | 1 (7%) |
| Claiborne (#1) | 118 | 77 (65%) | 41 (35%) | Richeck Hts. (#45) | 27 | 21 (78%) | 6 (22%) |
| College Terrace (#14) | 40 | 36 (90%) | 4 (10%) | Rolfe Road (#43) | 148 | 21 (14%) | 127 (86%) |
| Colonial Ext. (#36) | 50 | 14 (28%) | 36 (72%) | Savannah Green (#5) | 36 | 32 (89%) | 4 (11%) |
| Counselors Close (#40) | 51 | 48 (94%) | 3 (6%) | Shellis Square (#23) | 63 | 27 (43%) | 36 (57%) |
| Crispus Attucks (#18) | 19 | 14 (74%) | 5 (26%) | Skipwith Farms (#6) | 271 | 170 (63%) | 101 (37%) |
| Downtown (#38) | 133 | 27 (20%) | 106 (80%) | Strawberry Plains (#12) | 67 | 62 (93%) | 5 (7%) |
| Forest Hill Area (#31) | 33 | 19 (58%) | 14 (42%) | The Coves (#56) | 33 | 32 (97%) | 1 (3%) |
| High Street (#10) | 16 | 0 (0%) | 16 (100%) | The Oaks (#58) | 56 | 35 (62%) | 21 (38%) |
| Highland Park (#19) | 142 | 77 (54%) | 65 (46%) | The Woods (#51) | 22 | 20 (91%) | 2 (9%) |
| Historic Area (#37) | 77 | 1 (1%) | 76 (99%) | Village Green (#48) | 52 | 29 (55%) | 23 (44%) |
| Holly Hills (#53) | 151 | 141 (93%) | 10 (7%) | Wales (#8) | 51 | 27 (53%) | 24 (47%) |
| Indian Springs (#41) | 88 | 55 (63%) | 33 (37%) | Walnut Hills (#44) | 97 | 82 (85%) | 15 (15%) |
| Jamestown Comm. (#47) | 12 | 0 (0%) | 12 (100%) | West Williamsburg(#15) | 100 | 13 (13%) | 87 (87%) |
| Longhill Woods (#45) | 45 | 40 (89%) | 5 (11%) | W. Williamsburg Hts. (#16) | 78 | 25 (32%) | 53 (68%) |
| Matoaka Court (#13) | 40 | 11 (28%) | 29 (72%) | Westgate at Wmbg. (#2) | 108 | 65 (60%) | 43 (40%) |
| Mimosa (#54) | 55 | 12 (22%) | 43 (78%) | Woodlands (#49) | 44 | 33(75%) | 11 (25%) |
| Patriot (#3) | 92 | 37 (40%) | 55 (60%) | Wyndham (#29) | 112 | 72 (64%) | 40 (36%) |
| Penniman/2 nd St (#26) | 22 | 1 (5%) | 21 (95%) | Yorkshire (#52) | 42 | 40 (95%) | 2 (5%) |
| Peppertree (#46) | 40 | 4 (10%) | 36 (90%) | | | | |

| Apartment Complex | Units | Renter Occupied | Apartment Complex | Units | Renter Occupied |
|----------------------|-------|-----------------|----------------------------|-------|-----------------|
| Colonial Pines (#30) | 132 | 100% | Sterling Manor (#10) | 191 | 100% |
| Colonial Towne #24) | 148 | 100% | Tribe Square (#38) | 14 | 100% |
| Mount Vernon (#11) | 331 | 100% | Village of Woodshire (#22) | 252 | 100% |
| Parkway (#27) | 160 | 100% | | | |



Scale and Character

The Downtown Planning Area's residential component is an essential part of its scale and character, and helps make downtown Williamsburg a vibrant area for both living and shopping. There are two parts to this scale and character, and both need to be considered in planning for the future of the Downtown Planning Area. The first part is building massing and location, which is primarily governed by zoning regulations for building setback, height and parking. The second part of residential scale and character is density, which must fit within the building envelopes delineated by the zoning restrictions. This is discussed in more detail in the Downtown Planning Area section of *Chapter 10 - Commercial and Economic Development* on pages 10-6 and 10-7. A uniform base density of 14 dwelling units/ net acre is recommended for the *Downtown Commercial* and *Mixed Use* sections of the Downtown Planning Area, with increased density allowed with a special use permit. Specific limitations for density increases are not listed because they cannot address the unique characteristics of individual sites or housing types, nor the fact that some properties can support more density than others. All of these characteristics, as well as the quality of the building and site design and how they relate to the immediate surroundings and to the Downtown Planning Area as a whole need to be taken into consideration when ruling on the special use permit.

The *Medium Density Single Family Detached Residential* land use on the east side of North Henry Street and Scotland Street, adjoining Matthew Whaley Elementary School, should continue to have a residential density of 5 dwelling units/net acre. This is implemented by the RS-3 Single-Family Dwelling District.

The *Downtown Residential* area on the west side of South Henry Street south of South Boundary Street is a transitional area between the higher intensity *Downtown Commercial* and *Mixed Use* areas to the north and the *Low Density Single Family Detached Residential* land use areas to the south. For this reason, *Downtown Residential* land use should have a base residential density of 8 dwelling units/net acre, with increased density allowed with a special use permit if the scale and character of the project properly relates to the surrounding neighborhoods in the area. This is implemented by the RDT Downtown Residential District.

The Williamsburg Redevelopment and Housing Authority's Blayton Building at 613 Scotland Street provides the City's only senior specific housing, with 38 subsidized apartments for low and moderate income seniors and disabled persons on a large lot with potential for expansion. As noted in *Chapter 3 - Population*, there will be an increased need for additional senior housing in the future. The 2010 Census shows significant increases in the 65-74 age group because of the aging of the post-war baby boom generation. More than 23% of the City's non-student population is 65 or older, significantly higher for Williamsburg than in the surrounding region (19%), Hampton Roads (14%) or the State (14%). To help satisfy the need for senior housing, the Blayton Building lot should be designated *Mixed Use* land use, which allows a base density of 14 dwelling units/net acre, with increased density allowed if the scale and character of the project properly relates to the surrounding neighborhoods and to the Downtown Planning Area. This also allows the option of a mixed use development on the property with senior housing as a major component. These new provisions will allow senior apartments at the Blayton Building to be substantially expanded from the existing 38 dwelling units on the 3.87 net acre site. The Blayton Building is discussed further in *Chapter 10 – Commercial and Economic Development*, on pages 10-8.

There are currently 234 dwelling units in the Downtown Planning Area, resulting in an overall residential density for the area of 1.7 dwelling units/acre. The ability to increase residential density above 14 dwelling units/net acre in the *Downtown Commercial* and *Mixed Use* areas with a special use permit and above 8 dwelling units/net acre with a special use permit in the *Downtown Residential* area, plus the additional dwelling units that are possible for the Blayton Building, could add 200 or more new dwelling units to the Downtown Planning Area. This would result in more than 400 dwelling units in the Downtown Planning Area, increasing the overall density to more than 3 dwelling units/acre. This is in keeping with the scale and character of the Downtown Planning Area.

Future Land Use Recommendations for Residential Sub-Areas

3. North Henry Street (east side) and Scotland Street.

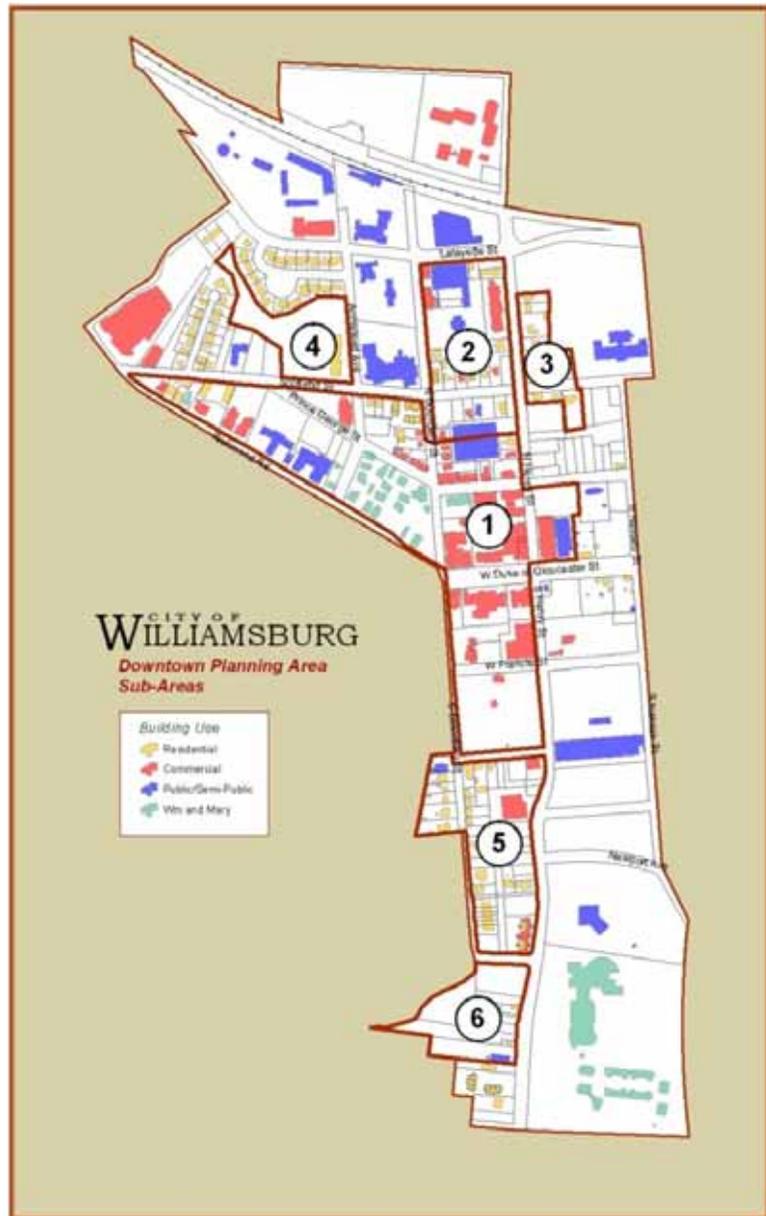
The existing *Medium Density Single Family Detached Residential* land use should be continued, implemented by the existing RS-3 Single Family Dwelling District, with a residential density of 5 dwelling units/net acre. This area is separate and distinct from the adjoining North Henry/ North Boundary Street Area, and contains eight single family detached dwellings, one three-unit apartment building, and two vacant lots.

5. South Boundary/South Henry Street Area north and south of Newport Avenue.

- The area on both sides of South Boundary Street between Ireland Street and the rear of the lots fronting on Newport Avenue should remain *High Density Multifamily Residential* land use, implemented by the RM-2 Multifamily Dwelling District, with a residential density of 14 dwelling units/net acre. The lot at the northeast corner of South Boundary Street and Newport Avenue should be changed from *Office* land use to *High Density Multifamily Residential* land use, implemented by the RM-2 Multifamily Dwelling District.

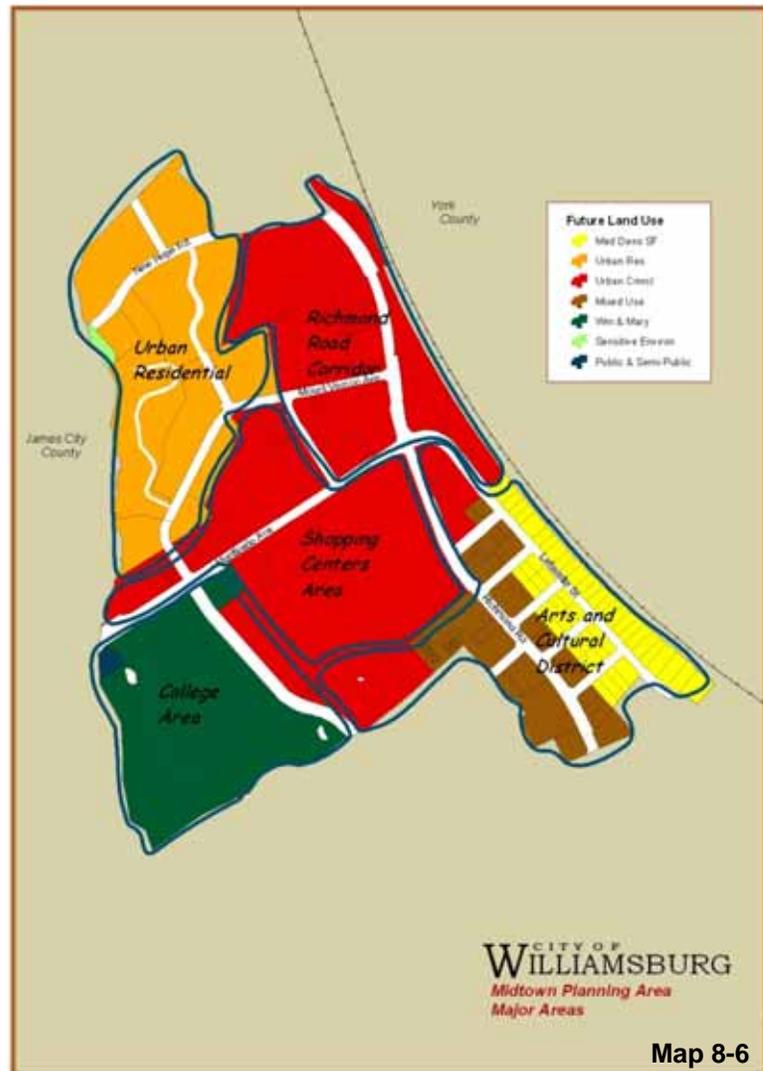
- The area on the east side of South Boundary Street south of Newport Avenue should remain *Medium Density Multifamily Residential* land use, implemented by the RM-1 Multifamily Dwelling District, with a residential density of 8 dwelling units/net acre.

6. South Henry Street - west side from South Boundary Street to Campus Court Condominiums (706 South Henry Street). The existing Downtown Residential land use should remain, implemented by the RDT Downtown Residential District, with a base residential density of 8 dwelling units/net acre and with increased density allowed with a special use permit. Single family, duplex and townhouse dwellings are allowed by right, and multifamily dwellings require a special use permit.



MIDTOWN PLANNING AREA

The Midtown Planning Area is located at the intersection of two of the City's major entrance corridors – Richmond Road and Monticello Avenue. It is made up of five major components: the *Arts and Cultural District* centered on Richmond Road and Lafayette Street between Brooks Street and the Williamsburg Shopping Center; the *Shopping Centers Area* that includes the Williamsburg and Monticello Shopping Centers; the *Richmond Road Corridor* between Monticello Avenue and Bypass Road; the *Urban Residential Area* along Mount Vernon Avenue and New Hope Road, and the *College Area* that is centered on William and Mary's School of Education. This Planning Area is discussed in detail in *Chapter 10 - Commercial and Economic Development*, but the exclusively residential sections of the Midtown Planning Area are described in this section. These include the mostly single family West Williamsburg neighborhood between Richmond Road and Lafayette Street, the Lawson Apartments on Mount Vernon Avenue, and the Sylvia Brown Apartments and City Lofts student apartments on New Hope Road



The *Arts and Cultural District* along Richmond Road and Lafayette Street was established by City Council in February 2011 as a way to encourage and enhance the City's creative economy as an economic development initiative. The *Medium Density Single Family Detached Residential* portion of this *Arts and Cultural District* is located between the *Mixed Use* area along Richmond Road and the CSX Railroad. This is the West Williamsburg neighborhood originally platted in 1928 when this portion of the City was located in York County. The houses are predominantly one to one and one-half stories in height, and the area contains several notable Bungalow-style houses around the Lafayette Street-Wythe Street intersection. Studios and workshops for artists and artisans are allowed in this area with a special exception permit, allowing live/work space in an established single family residential area.

The *Urban Residential Area* along Mount Vernon Avenue and New Hope Road contains one of the City's four major concentrations of multifamily housing (the others are the High Street, Patriot Lane and Merrimac Trail areas). The Lawson Apartments are five apartment complexes (Julia Ann, Spring Road, Spring Road Annex, Spring Garden and Clinton Gardens) with a total of 293 apartments. Also in this area is the 28 unit Sylvia Brown Apartments on New Hope Road, a subsidized apartment project owned by the Williamsburg Redevelopment and Housing Authority, and the 95 unit City Lofts student apartment project at the corner of New Hope Road and Middle Street that will house up to 143 students.

These apartments are located between the College of William and Mary and the High Street mixed use development, connected by a growing network of sidewalks and bike lanes. Their proximity to the College makes them very attractive for helping to meet the need for college student housing. This area has potential for redevelopment at a higher residential density, but traffic and other impacts need to be evaluated before approval of any redevelopment project.

Housing Analysis

The Midtown Planning Area’s residential component is concentrated in the Arts and Cultural District and the Urban Residential Area, and is predominantly renter occupied. In 2012, the Planning Area had a total of 425 dwelling units; 14 were owner-occupied (3%), and 410 were renter-occupied (97%). A dwelling unit is considered renter-occupied if the owner’s address is different from the property address, or if it is a unit in a rental apartment complex. This is a much higher rental occupancy than the City as a whole – the 2010 Census figure for the entire City is 44% owner-occupied and 56% renter-occupied.

The *Arts and Cultural District* is made up of two separate areas – *Mixed Use* land use along Richmond Road, and *Medium Density Single Family Detached* land use along Lafayette Street and the side streets. This area is also designated as West Williamsburg (#15) on Map 8-4, *Neighborhoods*.

The *Shopping Centers Area* is located on Richmond Road and Monticello Avenue, and includes the Williamsburg and Monticello Shopping Centers. The *Richmond Road Corridor* extends from Monticello Avenue to New Hope Road/Bypass Road.

The *Urban Residential Area* includes the 293 unit Lawson Apartments on Mount Vernon Avenue and the 28 unit Sylvia Brown Apartments on New Hope Road. This area is also designated as Mt. Vernon (#11) on Map 8-4, *Neighborhoods*.

The *College Area* has no dwelling units, but a 53 bed nursing home is located in this area.

The breakdowns for the areas are:

- | | | |
|---|---------------------------|----------------------------|
| • Arts and Cultural District - 93 dwelling units: | 15% owner-occupied; | 85% renter occupied. |
| • Shopping Centers area - 10 dwelling units: | 0% owner-occupied; | 100% renter-occupied. |
| • Richmond Road Corridor - 1 dwelling unit: | 0% owner-occupied; | 100% renter-occupied. |
| • Urban Residential Area - 321 dwelling units: | 0% owner-occupied; | 100% renter-occupied. |
| Midtown Total – 425 dwelling units | 3% owner-occupied; | 97% renter-occupied |

Future Land Use Recommendations for Residential Areas

1. Arts and Cultural District. The *Medium Density Single Family Detached* land use for the West Williamsburg neighborhood between the *Mixed Use* land use along Richmond Road and the CSX Railroad should be continued, implemented by the RS-3 Single Family Dwelling District. The four adjoining lots at 715-721 Lafayette Street should also be designated as *Medium Density Single Family Detached* land use. This land use mirrors the existing density of the area. The existing provisions allowing studios and workshops for artists and artisans with a special exception should be retained, as this is an important feature of the Arts and Cultural District, and encourages live/work space in the area.
2. Urban Residential Area. The existing *High Density Multifamily Residential* land use (14 dwelling units/net acre) should be changed to *Urban Residential* land use. 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. Student dwellings should be a permitted use, with a 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. A building height of 45 feet should be allowed.

NORTHEAST TRIANGLE PLANNING AREA

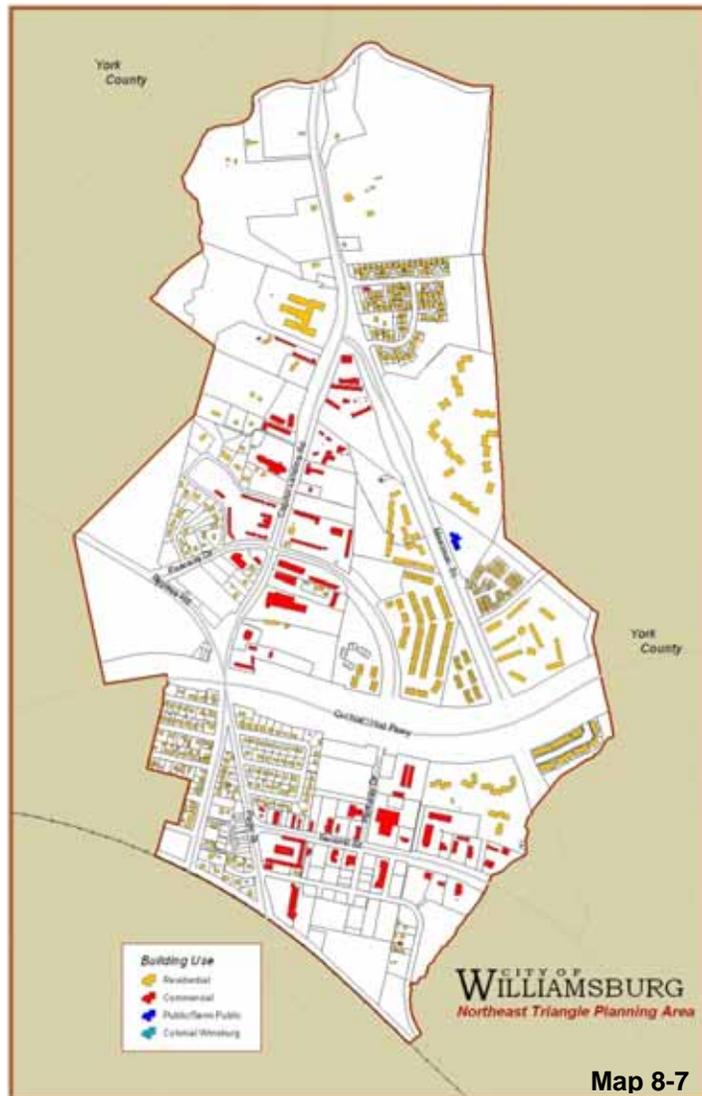
The Northeast Triangle Planning Area is a diverse area with concentrations of single-family detached dwellings, condominiums, apartments, townhouses, and commercial uses. It has been developing for over 300 years, and is centered on Capitol Landing Road (the historic connection between the colonial port on Queen's Creek and Colonial Williamsburg), and on Page Street and Second Street. This Planning Area was subject to a comprehensive study in 2011 by the Northeast Triangle Focus Group, and is discussed in detail in *Chapter 10 - Commercial and Economic Development*. The exclusively residential sections of the Northeast Triangle Planning Area are described in this section.

The Northeast Triangle includes three areas that are listed in the Comprehensive Plan as "Notable Features" of the Architectural Preservation District (*Capitol Landing/Capitol Landing Road, Capitol Heights* on the west side of Capitol Landing Road, and *Pine Crest* subdivision on the east side of Page Street). These neighborhoods, together with Minor's Park, help provide a transition between the commercial area of Capitol Landing Road north of the Colonial Parkway and the Colonial Williamsburg Historic Area.

A description and discussion of the major residential areas in the Northeast Triangle Planning Area follows:

- *Capitol Landing/Capitol Landing Road* was the second port and access road that served Williamsburg in the eighteenth century. Originally called Queen Mary's Port because of its location on Queen's Creek (a tributary of the York River), Capitol Landing served the same purpose for the City as College Landing to the south. Public wharves and tobacco inspection warehouses were located at the water's edge, and nearby were shops, houses, taverns and light manufacturing uses. There are no above-ground remains of these structures in existence, but archaeological remains provide important educational resources. As with College Landing, this port and its access roads were shown on the 1699 plat of the City. Capitol Landing is listed on the Virginia Landmarks Register.

The majority of the Planning Area's single family residential areas are located along Capitol Landing Road: the Haynes/Forest Hills/Woods Drive area at the northwest corner of Capitol Landing Road and Parkway Drive, Brandywyne at the northeast corner of Capitol Landing Road and Merrimac Trail, and the recently approved (in 2010) but not yet built 41 lot Queen Mary's Port subdivision adjacent to Queen's Creek.



- *Capitol Heights*, on the west side of Capitol Landing Road south of the Colonial Parkway, was platted in 1916, and has a consistent scale with uniform setbacks. The modest houses vary in style and include bungalow, Colonial Revival, and simple builders' houses that date mainly from the 1920s through the 1950s. The east side of Capitol Landing Road is characterized by Colonial Revival houses in a variety of forms and two Vernacular Victorian houses, one of which was relocated to the area in the 1930s from the Colonial Williamsburg Historic Area.
- *Capitol Landing Green*, located between Capitol Landing Road and Page Street, is a planned residential development that was approved in 2008 as a PDR District. The project was designed to respect the scale, density and character of the neighborhood, and preserved two existing houses on the site while adding 12 additional dwellings.
- *Pine Crest* subdivision, located on the east side of Page Street, was platted in 1939 on a 12-acre parcel known as the "Tan Yard lot." Pine Crest complements the architectural character and scale of the nearby Capitol Heights subdivision, and contains a mixture of architectural styles having a consistent character. Pine Crest, together with Capitol Heights and Minor's Park, reinforces the small-scale residential character of this area of the City.
- The *Merrimac Trail and Parkway Drive* area contain all of the multifamily housing in the Planning Area, with 692 apartments (Colonial Pines, Colonial Towne, Parkway, Village of Woodshire), 160 condominiums (Wyndham East and West, Barclay Square) and 120 townhouses (Shellis Square and Priorslee), for a total of 972 dwelling units. This is the largest concentration of multifamily housing in the City, and compares with 648 multifamily dwelling units in the Mount Vernon Avenue/High Street area, and 318 multifamily dwelling units in the Patriot Lane area. This multifamily area also has a growing youth population, with children under 18 increasing from 240 (15.7%) in 1990 to 351 (19.2%). This is much greater than the citywide figure of 10%, and comprises 25% of the City's total population under 18.

Housing Analysis

The Northeast Triangle Planning Area's residential component is predominantly renter occupied. In 2012, the Planning Area had a total of 1,227 dwelling units, and 76% were renter-occupied: 255 dwelling units (including two Bed & Breakfast), 280 townhouses and condominiums, and 692 apartments in 37 buildings. There are 285 owner-occupied dwelling units (23%) and 964 renter-occupied dwelling units (77%) in the Planning Area, compared to the City's 2010 Census total of 44% owner-occupied and 56% renter-occupied. A dwelling unit is considered renter-occupied if the owner's address is different from the property address, or if it is a unit in a rental apartment complex.

The breakdowns for single-family neighborhoods are:

- Brandywyne - 79 dwelling units - (neighborhood #21): 67% owner-occupied; 33% renter occupied.
- Capitol Heights area - 89 dwelling units - (neighborhood #33): 39% owner-occupied; 61% renter-occupied.
- Forest Hills area - 33 dwelling units - (neighborhood #31): 58% owner-occupied; 42% renter-occupied.
- Pine Crest - 50 dwelling units - (neighborhood #32): 46% owner-occupied; 54% renter-occupied.
- Queen Mary's Port - 4 dwelling units - (neighborhood #20): 0% owner-occupied; 100% renter-occupied.

The breakdowns for townhouses and condominiums are:

- Barclay Square - 48 dwelling units - (neighborhood #28): 58% owner-occupied; 42% renter-occupied.
- Priorslee - 57 dwelling units - (neighborhood #25): 47% owner-occupied; 53% renter-occupied.
- Shellis Square - 63 dwelling units - (neighborhood #23): 43% owner-occupied; 57% renter-occupied.
- Wyndham - 112 dwelling units - (neighborhood #29): 64% owner-occupied; 36% renter-occupied.

The breakdowns for apartments are:

- Colonial Pines - 132 dwelling units - neighborhood #30 0% owner-occupied; 100% renter-occupied.
- Colonial Towne - 148 dwelling units - neighborhood #24 0% owner-occupied; 100% renter-occupied.
- Parkway - 160 dwelling units - neighborhood #27 0% owner-occupied; 100% renter-occupied.
- Woodshire - 252 dwelling units - neighborhood #22 0% owner-occupied; 100% renter-occupied.

Northeast Triangle Total - 1,227 dwelling units

24% owner-occupied; 76% renter-occupied.

Future Land Use Recommendations for Residential Areas

1. Capitol Landing Road Corridor.

- The *Low Density Single Family Detached Residential* land use (3 dwelling units/net acre) should remain for the Haynes/Forest Hills/Woods Drive area, implemented by the existing RS-2 Single Family Dwelling District; and for Capitol Landing Road north of Brandywyne, implemented by the existing RS-1 Single Family Dwelling District.
- The existing *Low Density Single Family Detached Residential* land use (3 dwelling units/net acre) for the Capitol Heights area, Pine Crest, and Capitol Landing Green should be changed to *Medium Density Single Family Detached Residential* land use (5 dwelling units/net acre), which is consistent with the existing residential density for this area. This district also allows live/work space for artists and artisans with a special exception from the Board of Zoning Appeals. Capitol Landing Green should be implemented by the existing PDR Planned Development Residential District. The remainder of the area should be implemented by the RS-3 Single Family Dwelling District.
- *Medium Density Single Family Detached Residential* land use (5 dwelling units/net acre) should remain for Brandywyne, implemented by the PDR Planned Development Residential District.

2. Merrimac Trail

- The existing *High Density Multifamily Residential* land use (14 dwelling units/net acre) should be continued, implemented by the RM-2 Multifamily Dwelling District.

3. Parkway Drive

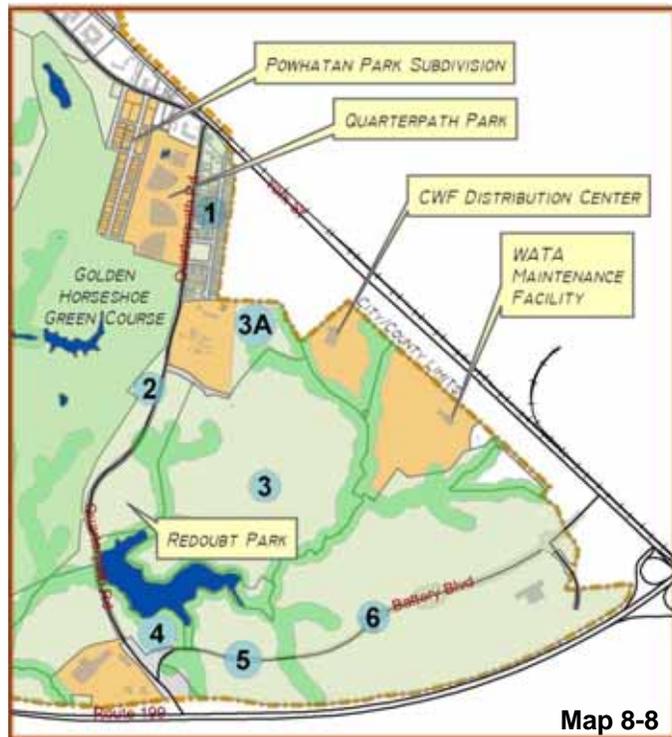
- The existing *Medium Density Multifamily Residential* land use (8 dwelling units/net acre) north of the Colonial Parkway, and the existing *High Density Multifamily Residential* land use (14 dwelling units/net acre) south of the Colonial Parkway, should be continued, implemented by the RM-1 and RM-2 Multifamily Dwelling Districts.

QUARTERPATH ROAD AREA

The Village at Quarterpath (Area 1). The Village at Quarterpath is a 119 lot subdivision of 77 townhouses, 36 duplexes and six single family homes. It is located at the north end of Quarterpath Road across the street from Quarterpath Park and within walking and biking distance of the Colonial Williamsburg Historic Area and the Downtown area.

Recommendation. The existing High Density Multifamily Residential land use (14 dwelling units/net acre) should be continued, implemented by the RM-2 Multifamily Dwelling District.

Redoubt Park Area (Area 2). This tract of vacant land is located across Quarterpath Road from Redoubt Park. Access to the property needs to be coordinated with access to Redoubt Park and the bicycle and pedestrian facilities planned along Quarterpath Road. This site has the potential



for 18 houses on approximately six net developable acres, with views of the Golden Horseshoe Green Course on the west and the historic character of Redoubt Park to the east.

Recommendation. The existing *Low Density Single Family Residential* land use (3 dwelling units/net acre) should be continued, implemented by the existing RS-1 Single Family Dwelling District.

Quarterpath at Williamsburg (Areas 3-6).

Quarterpath at Williamsburg is a 328 acre mixed use development proposed by Riverside Healthcare Association, Inc., and is located on the east side of Quarterpath Road between the Colonial Williamsburg Foundation Nursery and Route 199. This master planned development is located on the largest tract of undeveloped land under a single ownership in the City, and fulfills the 1998 Comprehensive Plan's recommendation that this area be developed as a comprehensively planned mixed use community which protects the beauty of its sensitive environmental and historic areas. The overall design contributes to the City's character by having a well designed mix of uses, rather than being a monolithic development. For the entire development there is a potential for up to 1,467 dwelling units of various types.



In addition to the residential component of the development, Riverside's conceptual plan proposes a hospital (Doctors' Hospital, with 50 beds, will be completed in early 2013) and approximately 735,000 square feet of commercial and office land use. The non-residential component is discussed in *Chapter 10 - Commercial and Economic Development*.

The residential component is divided by Tutter's Neck Pond and its tributary streams, which form the environmentally sensitive center of this project. Area 3, located north of the Pond, has 96 net developable acres and will support up to 480 homes at a *Medium Density Single Family Detached Residential* land use density of 5 dwelling units/net acre. In conjunction with the development of this area, major improvements are needed to the transportation infrastructure, including a major north-south collector road (Redoubt Road) and facilities for bicycles and pedestrians. This main collector road should be designed to accommodate through traffic between York Street and Route 199 without unduly impacting the residential development.

Recommendation. The existing *Medium Density Single Family Detached Residential* land use for Area 3 (5 dwelling units/net acre) should be continued. This land use should be initially implemented by the RS-2 Single Family Dwelling District (3 dwelling units/net acre), with an ability to request rezoning to PDR Planned Development Residential District if an acceptable development plan can be designed which addresses the issues outlined above. The PDR District is strongly encouraged, since this category permits a variety of dwelling types, allowing a better integration of the development with sensitive environmental areas.

Adjoining this section is Area 3A, located behind the Colonial Williamsburg Foundation Nursery. This area is also designated *Medium Density Single Family Detached Residential* land use (5 units/net acre). While this 11 net acre area is not a part of the adjoining Quarterpath at Williamsburg development (Area 3), it should be planned for the same density in order to allow development at the same scale and intensity. There is the potential for 55 dwelling units on this site at a density of 5 units/net acre, and design and development needs to be coordinated with Quarterpath at Williamsburg to ensure that adequate vehicular access is provided.

Recommendation. The existing *Medium Density Single Family Detached Residential* land use (5 units/net acre) should be continued. This should be initially implemented by the RS-2 Single Family Dwelling District (3 dwelling units/net acre), with an ability to request rezoning to PDR Planned Development Residential District if an acceptable master plan is developed which addresses the issues outlined above. The PDR District is encouraged, since this category permits a variety of dwelling types, providing a better integration of the development with sensitive environmental areas.

Moving south of the Tutter's Neck Pond, Areas 4, 5 and 6 are planned for *Economic Development* land use (10 dwelling units/net acre for the residential component). Land devoted exclusively to residential use is limited by the Zoning Ordinance to not more than 40% of the total area of the ED Economic Development District, and this area is also subject to additional limitations through zoning proffers: no more than half of the density allowed in the ED District, and no more than one dwelling unit for each 2,000 square feet of non-residential use in the commercial area at the eastern end of the ED District adjacent to James City County. The 197.4 net developable acres of Economic Development land use, with the approved proffers, will support up to 987 dwelling units in Areas 4, 5 and 6, in addition to the non-residential uses that are discussed in *Chapter 10 - Commercial and Economic Development*. Doctors' Hospital is located on the eastern end of Area 6, and will be completed in early 2013.

Most of the site is located in Chesapeake Bay Preservation Areas, and will require the construction of stormwater management facilities in conjunction with development. Tutter's Neck Pond has been acquired by Riverside, and will be the primary stormwater management facility. Substantial buffer areas will be preserved throughout the development, and since Route 199 is designated as a Greenbelt street, a 75 foot buffer will also be required along its length. Preserving these environmentally sensitive areas will be a benefit both to the environment and to the residents of the area. In addition, 21.4 acres along Quarterpath Road was dedicated to the City as Redoubt Park, preserving two Civil War redoubts that were part of Williamsburg's defensive perimeter.

Recommendation. The *Economic Development* land use along Route 199 should be continued, implemented by the ED Economic Development District.

HIGH STREET



High Street, located on Richmond Road and Ironbound Road, is a mixed use development, with 225,000 square feet of commercial floor area anchored by a multiplex cinema, combined with 574 multifamily dwelling units. To date, 191 apartments and 16 townhouses have been built. The exact future mix of apartments, townhouses and condominiums has yet to be determined. The commercial component is discussed in *Chapter 10 - Commercial and Economic Development*. As with the

Quarterpath at Williamsburg area, no more than 40% of the area of the ED-2 Economic Development District can be devoted exclusively to residential use.

A residential density of 12 dwelling units/ net acre gives this area an urban ambiance with accessibility to shopping and entertainment, supplemented by an integrated pedestrian circulation system. Richmond Road, Ironbound Road and Treyburn Drive provide vehicular access to the site. Middle Street, an interior

connector street, extends from New Hope Road to Ironbound Road, and residential uses are west of this street. A major stormwater management facility is located on the southern end of the property, and serves as both an environmental and visual amenity for the development. A trail was constructed along the southern edge of the pond, connecting sidewalks on Middle Street and Treyburn Drive. These features both protect and utilize the sensitive environmental features which are part of the City's Chesapeake Bay Preservation Areas, and which provide a natural counterpoint to this urban development.

Recommendation. The existing *Economic Development* land use should be continued for this area, implemented by the ED-2 Economic Development District.

OTHER RESIDENTIAL AREAS

The remaining residential areas in the City are described in this section. The *Neighborhoods* map on page 8-10 details neighborhood boundaries, and the accompanying table on page 8-11 provides information on owner and renter occupancy for all of the City's neighborhoods.

South England Street

This area extends south along South England Street from Newport Avenue to Route 199, and begins with an historic neighborhood that is included in the Architectural Preservation District (see Chapter 5 - Community Character).

The *Colonial Extension Subdivision* was developed following the extension of South England Street. The Colonial Extension Company, Inc. purchased the 299-acre Tazewell Hall property in 1906, and the original subdivision plat had one street parallel to South England Street to the west (Colonial Street, later renamed Tyler Street), five cross streets (Tazewell Hall Avenue, later renamed Newport Avenue, Williamsburg Avenue, Pocahontas Avenue, Powhatan Avenue, and Park Avenue) and a park at the southern end of the subdivision. A few small, vernacular and builder-catalog style houses from this early 1910 development era survive. Much of the area below Williamsburg Avenue was developed with small Colonial Revival style houses in the 1930s and 1940s. Two eighteenth-century houses were relocated to this subdivision from the Historic Area: the Powell-Hallam House at 410 Tyler Street and the Galt James Cottage at 420 Tyler Street.



Recommendation. The existing *Low Density Single Family Detached Residential* land use (3 dwelling units/net acre) should be continued, implemented by the RS-2 Single Family Dwelling District. The existing *Medium Density Multifamily Residential* land use (8 units/net acre) should be continued for the Tyler Court Townhouses, implemented by the PUD Planned Unit Development District.

Further south and separated from the Colonial Extension subdivision by the Governor Spotswood Golf Course are four developable areas. Area 1 is located between South England Street and the Colonial Parkway. Area 2 is located on the east side of South England Street between the Golden Horseshoe

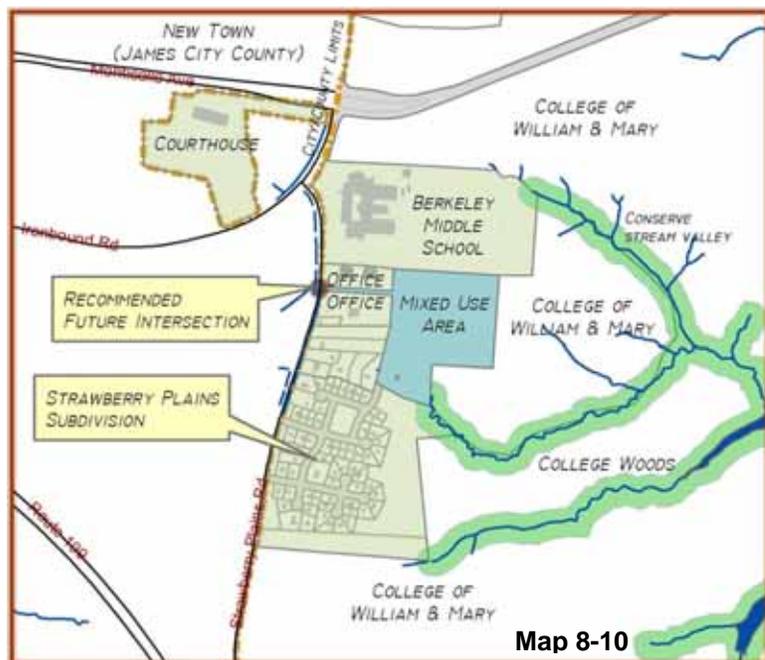
Green Course and Route 199, adjoining the wetlands of Tutter’s Creek. Together, these two areas have 42 net developable acres with a potential for 127 houses at a residential density of three dwelling units/net acre.

Each of these areas has severe topographical constraints that limit the density of uses, and future development must be sympathetic to the surrounding natural areas and the natural settings of the Colonial Parkway and South England Street. The sensitive environmental land located outside of the developable areas must be maintained as permanent open space to maintain the natural beauty of the area. Another limitation is the fact that South England Street south of the Colonial Extension Subdivision is not a public street, and the City’s Zoning Ordinance requires that lots front on public streets. The solution to this problem is to dedicate the roadway as a public street in order to allow the development of these areas into single-family lots, or to utilize the PDR Planned Development Residential district which allows residential development on private streets that meet City construction standards. The PDR District gives the developer the ability to use a variety of housing types that will help the design respond to the difficult topography of this area.

Recommendation. The existing *Low Density Single Family Detached Residential* land use (3 dwelling units/net acre) should be continued for this area, implemented by the RS-1 Single Family Dwelling District. The PDR Planned Development Residential District could be utilized if an acceptable master plan can be developed.

Strawberry Plains Road

Mixed Use Area. This area is located south of Berkeley School, and borders the office uses fronting on Strawberry Plains Road on the east, existing residential lots on the south, and property owned by the College of William & Mary on the east. This land is suitable for mixed use development with an emphasis on office and institutional land use. The residential component of the mixed use development could be in several different forms: an extension of the Strawberry Plains Subdivision discussed below, providing additional affordable housing in a single-family and/or multifamily format. College student housing and senior housing could also be a component of this development. At a density range of eight to 14 dwelling units/net acre, this 10 net acre site could support up to 140 dwelling units, which could be integrated with office and/or institutional uses. Care should be taken in planning for the development because of its proximity to Lake Matoaka and the surrounding environmentally sensitive lands, and no rezoning should be approved until an acceptable master plan has been submitted. The major access to the site will be across an 80 foot strip of land between the existing office buildings on Strawberry Plains Road with an opportunity to connect to the street system of the Strawberry Plains Subdivision as a secondary access. Stormwater management will be provided by the existing retention basin.



Recommendation. The existing *Mixed Use* land use should be continued, implemented by the LB-2 Limited Business Neighborhood District (base density of 8 dwelling units/net acre, and up to 14

dwelling units/net acre with a special use permit). This area should not be rezoned to LB-2 until an acceptable master plan has been submitted. If the master plan is for a residential-only mixed use development, a proffered RM-1 or RM-2 zoning may be more appropriate. Since a rezoning is required to implement the higher residential density, proffers could be submitted to guarantee affordable housing

Strawberry Plains Subdivision. The Strawberry Plains Subdivision is located on the east side of Strawberry Plains Road just south of existing residential development, and is adjacent to College Woods on the south and east. The 24 acre site was redeveloped by the Williamsburg Redevelopment and Housing Authority (WRHA), and was recommended for affordable housing in the 1989 and 1998 Comprehensive Plans. In 2000, WRHA prepared a master plan for this site, assembling approximately 30 irregular parcels to create a master planned subdivision centered on a future City park. Fifty-seven new lots were created, and four existing houses were incorporated into the plan. This has created an owner-occupied affordable single family subdivision similar to the Crispus Attucks community developed in 1975 at the corner of Lafayette Street and Armistead Avenue. A large part of the Strawberry Plains site (31%) was preserved as green space, addressing the environmental concerns for this area, which is in the Lake Matoaka watershed. Although the majority of this site was not located in a Chesapeake Bay Preservation Area, extra steps were taken to meet the Chesapeake Bay water quality standards by building a large stormwater management facility adjacent to the subdivision.

Recommendation. The existing *Medium Density Single Family Detached Residential* land use (5 units/net acre) should be continued, implemented by the existing RS-2 Single Family Dwelling District (a special use permit under the RS-2 zoning was approved in 2001 to allow a residential density of 3.2 dwelling units/net acre).

Wales Area

Bristol Commons. Bristol Commons is a 110-unit condominium development on the south side of Ironbound Road, bordering the Virginia Gazette to the east, the High Street Economic Development Area to the south, and the single family Wales Subdivision to the west, designated High Density Multifamily Residential land use (14 units/net acre). This area fits in with the evolving urban character of this area, and is within walking distance of High Street. The three lots fronting on Ironbound Road west of Bristol Commons are more suited for multifamily development rather than the single-family land use of the Wales Subdivision.

Recommendation. The existing *High Density Multifamily Residential* land use (14 dwelling units/net acre) should be continued, implemented by the RM-2 Multifamily Dwelling District.

Wales Subdivision. The Wales subdivision was developed in the 1940's and includes over 40 homes. It is named after a former pastor of the Mt. Ararat Baptist Church who purchased the land and sold it on a lot-by-lot basis after naming the internal streets for each of his four children: Ernestine, Roland, Calvin, and Wilhelmina. With help from Housing Partnerships, a Community Development Block Grant was received in 1996 to begin the revitalization process in the northern developed portion of the subdivision. This resulted in the renovation of several houses and many infrastructure improvements: 300 feet of new sewer line and connections to nine existing houses on Roland Street east of Ernestine Avenue; upgraded water lines and new fire hydrants; widening of Ernestine and Roland Streets with curb and gutter; and replacement of existing drainage ditches with a 15" storm drain along Roland Street. The undeveloped southern half of the Wales Subdivision (3.8 net developable acres) has the potential to build on the improvements that have been made to the front half, expanding this area as a low and moderate income area. Access is by the extension of Ernestine Avenue to the south, but the creation of a practical layout for the new houses will require replatting the existing lots to create a subdivision that respects the environmental constraints of the property. At a density of 5 dwelling units/net acre, this undeveloped southern half will support up to 19 new single-family homes. However, because of the need for additional low and moderate income housing in the City, this area should be further studied to determine

whether or not it should be considered for a higher residential density of eight or 14 units/net acre (the density of the adjoining Bristol Commons is 14 units/net acre). At 14 dwelling units/net acre, up to 53 new dwelling units would be allowed. For a higher density plan to be acceptable, it would need to respect the character of the existing single family area, as well as respecting the environmental constraints of the property. The new development needs to create a suitable pedestrian environment by connecting to the existing sidewalk system.



Recommendation. The existing *Medium Density Single Family Detached* land use (5 dwelling units/net acre) should be continued for this area, implemented by the RS-3 Single Family Dwelling District. If future studies determine that a higher residential density is suitable for this area, amendments to the Comprehensive Plan should be considered. Since rezoning is required to implement the higher residential density, proffers could be submitted to guarantee affordable housing.

Jamestown Road Area (east of Lake Matoaka)

This area extends along Jamestown Road from Chandler Court to Lake Matoaka, and includes four City neighborhoods: Cary/Griffin/Newport, Indian Springs, Burns Lane and Rolfe Road. There are four historic areas that are included in the Architectural Preservation District (see *Chapter 5 - Community Character*):

Chandler Court was developed in the late 1920s by John Garland Pollard, who served as Mayor and was elected Governor of Virginia in 1930. Chandler Court has a formal entrance from Jamestown Road and is characterized by simple Colonial Revival style houses with well developed residential landscaping. There is a distinctive “court” in the center, and an unusual pedestrian connection to Pollard Park. Chandler Court was placed on the National and State Registers of Historic Places in 1997.

Pollard Park adjoins Chandler Court to the south, and was developed by Governor Pollard in the 1930s. The landscaped ravine in the center provides a park-like setting for its Colonial Revival style houses that reflect the influence of the contemporary Colonial Williamsburg restoration. Pollard Park was added to the National and State Registers of Historic Places in 1997.

Indian Springs was developed in the 1940s and 1950s, and is characterized by small, predominantly Colonial Revival style houses in a variety of forms. This single-access, looping subdivision is significant in that the plat designated parks, parkways and walkways to be shared by the residents.

Burns Lane Subdivision was developed in several stages. The upper portion was platted between 1929 and the 1940s, and is characterized by small, predominantly Colonial Revival style houses in a variety of forms. The lower portion, which is outside of the Architectural Preservation District, was subdivided in 1946 and was developed in the 1950s and 1960s.

Like any of the downtown residential neighborhoods, portions of the Jamestown Road area are not exclusively residential in character. In addition to the dwellings described above, there are 10 College buildings and five church or synagogue buildings. Although not in the “Jamestown Road Focus Area,” the main campus of the College is directly across the street, and the edge along Jamestown Road is characterized by dormitories, classroom buildings, Phi Beta Kappa Hall, and parking lots.

An important transitional use for this area is the location of Room Rentals to Visitors (Bed & Breakfast) along Jamestown Road. The Zoning Ordinance allows up to 15 Bed and Breakfast establishments along Jamestown Road, and eight were operating in 2012.

Recommendations

1. The existing *Low Density Single Family Detached Residential* land use (3 dwelling units/net acre) should be continued for this area, with the exception of the existing *High Density Multifamily Residential* land use (14 dwelling units/net acre) for the Ludwell Apartments on Rolfe Road. These areas are implemented by the RS-2 Single Family Dwelling District and by the RM-2 Multifamily Dwelling District.
2. The College of William & Mary should be encouraged to improve its maintenance of its Jamestown Road houses between Cary Street and the Undergraduate Admissions Office, and to consider neighborhood impacts as its construction and expansion plans along Jamestown Road are developed. In the event that these houses are no longer needed for College purposes, the College is encouraged to offer them for conversion back to residential use.

Jamestown Road Area (west of Lake Matoaka)

Jamestown Road west of Lake Matoaka is a stable residential area. Single-family residential neighborhoods in this area are Walnut Hills, Richneck Heights, Holly Hills, Yorkshire and The Woods.

Recommendation. The existing *Low Density Single Family Detached Residential* land use (3 dwelling units/net acre) should be continued for the single-family areas, implemented by the RS-1 Single Family Dwelling District.

Multifamily developments on the east side of Route 199 are Village Green and Woodlands Condominiums, as well as the adjoining Holly Hills Carriage Homes, a duplex subdivision. A 6.8 acre parcel between Route 199 and Holly Hills Carriage Homes will accommodate up to 20 new duplex or multifamily dwelling units.

Recommendation. The existing *Medium Density Multifamily Residential* land use (8 dwelling units/net acre) for these areas should be continued, implemented by the RM-1 Multifamily Dwelling District.

On the west side of the Jamestown Road/Route 199 intersection are Peppertree and Jamestown Commons condominiums, adjacent to commercial areas and developed at a higher density than the east side of the street.

Recommendation. The existing *High Density Multifamily Residential* land use (14 dwelling units/net acre) for these areas should be continued, implemented by the RM-2 Multifamily Dwelling District.

Richmond Road Area (Virginia Avenue to Brooks Street, plus Matoaka Court)

This area extends along Richmond Road from Virginia Avenue to Brooks Street, plus Matoaka Court, and includes three City neighborhoods: Matoaka Court (#13), College Terrace (#14) and West Williamsburg Heights (#16). There are two historic areas that are included in the Architectural Preservation District (see *Chapter 5 - Community Character*).

College Terrace was developed by the College of William & Mary in the late 1920s and early 1930s on land subdivided from the Bright Farm. Also included is the *Henley Jones Subdivision* on the north side of Brooks Street, platted in 1933. One of the purposes of the development was to provide housing for professors at the College, but several fraternity houses were also built. The majority of

the houses were built in the Colonial Revival style. The landscaped median along College Terrace, the main interior street, provides a "parkway" character. College Terrace, along with *West Williamsburg Heights*, provides a transition between the commercial and office areas on Richmond Road west of Brooks Street and the College campus to the east.

West Williamsburg Heights is located on the north side of Richmond Road between Virginia Avenue and Nelson Avenue on land subdivided from the Bozarth Farm in 1925. Harry D. Bozarth developed this neighborhood in the late 1920s and 1930s, characterized by predominantly Colonial Revival style houses in a variety of forms. The adjoining *Bozarth Court Extended*, located at the east end of Virginia Avenue and Harrison Avenue, was platted in 1939. West Williamsburg Heights complements *College Terrace* across Richmond Road and helps create a distinctive approach to the College of William and Mary and the Colonial Williamsburg Historic Area.

A transitional use for this area is the location of Room Rentals to Visitors (Bed & Breakfasts) along Richmond Road. Bed & Breakfasts have become an important stabilizing influence along the entrance corridors bordering the City's older residential neighborhoods. The Zoning Ordinance allows up to 10 Bed and Breakfast establishments along Richmond Road, and nine were operating in 2012.

Recommendation. The existing *Low Density Single Family Detached Residential* land use (3 dwelling units/net acre) should be continued for this area, including the vacant "Casey Field."

Richmond Road/Longhill Road Area

The residential areas between Richmond Road and Longhill Road are a combination single-family and multifamily development. The oldest single-family subdivision in the area, Skipwith Farms, is bracketed by the more recent subdivisions of Longhill Woods, Piney Creek and Savannah Green.

Recommendation. The existing *Low Density Single Family Detached Residential* land use (3 dwelling units/net acre) should be continued for the single family subdivision, implemented by the RS-2 Single Family Residential District and the PUD Planned Unit Development District for Longhill Woods.

The multifamily developments along Richmond Road, with a total of 330 dwelling units, are one of five major concentrations of multifamily housing in the City (the Merrimac Trail, Mt. Vernon Avenue, High Street and Jamestown Road/Route 199 areas are the others).

Recommendation. The existing *High Density Multifamily Residential* land use (14 dwelling units/net acre) should be continued for the three developments on Patriot Lane (Patriot Condominiums, Patriot III and Westgate at Williamsburg), implemented by the RM-2 Multifamily Dwelling District. The existing *Medium Density Multifamily Residential* land use (8 dwelling units/net acre) for the adjoining Claiborne at Williamsburg should be continued. The same *Medium Density Multifamily* land use (8 units/net acre) should be continued for the small area on Waltz Farm Drive adjacent to Patriot Condominiums - approximately eight dwelling units could be accommodated on this one net acre site. Further east at the entrance to Skipwith Farms, the Townhomes at Skipwith should also continue to be designated *Medium Density Multifamily Residential* land use (8 dwelling units/net acre). All of these land uses should be implemented by the RM-1 Multifamily Dwelling District.

Highland Park Area

Highland Park is a residential neighborhood located along North Henry Street north of the CSX Railroad and west of Route 132. A 12 acre undeveloped parcel is located on the east side of North Henry Street north of the 29-unit WRHA subsidized apartment complex on Dunning Street. This land has the potential to be developed as a low and moderate income single family detached subdivision similar in character and quality to the Crispus Attucks and Strawberry Plains subdivisions. To maximize the amount of housing that could be provided, and with an acceptable design, housing density could be increased to six dwelling units/net acre using the special use permit process in the RS-2 District. The topography of the site will require careful placement of roadways and the maintenance of proper screening from Route 132, which is

designated as a Greenbelt street. To create a suitable pedestrian environment, sidewalks should be provided on both sides of the street and link to the existing sidewalks on North Henry Street.

Recommendation. This existing *Low Density Single Family Detached Residential* land use (3 dwelling units/net acre) should be continued, except for a small portion adjacent to Dunning Street which should continue to be designated *Medium Density Multifamily Residential* land use (8 units/net acre) – this encompasses the 29-unit apartment complex owned by the Williamsburg Redevelopment and Housing Authority. These land uses should be implemented by the RS-2 Single Family Dwelling District and by the RM-1 Multifamily Dwelling District.

South Henry Street

South Henry Street south of Mimosa Drive adjoins the Downtown Planning Area, and is comprised of four distinct residential developments. The Coves is a single-family subdivision that is bordered on either side by the Port Anne and Richmond Hill single-family cluster subdivisions. The Oaks on Henry, a townhouse subdivision, is located on the east side of South Henry Street just south of Papermill Creek.

Recommendation. The existing *Low Density Single Family Detached Residential* land use (3 units/net acre) should be continued the single-family areas, implemented by RS-1 Single Family Dwelling District and the existing PUD Planned Unit Development District for Port Anne. The existing *Medium Density Multifamily Residential* land use (8 units/net acre) should be continued for The Oaks on Henry, implemented by the RM-1 Multifamily Dwelling District.

AFFORDABLE HOUSING

Williamsburg’s Comprehensive Plans have discussed affordable housing and the improvement of housing conditions since 1953. Recommendations in 1953 and 1968 led to the establishment of the Williamsburg Redevelopment and Housing Authority (WRHA) in 1969. Projects sponsored by the WRHA include Crispus Attucks Place, a 19 lot single-family subdivision; Strawberry Plains Subdivision, a 56 lot single-family subdivision; the Blayton Building, a 38 unit elderly housing apartment complex on Scotland Street; and three subsidized apartment complexes on Mimosa Drive (14 units), in Highland Park (29 units), and on New Hope Road (28 units). This is a total of 75 single family lots and 104 subsidized rental units.

2012 National Citizen Survey

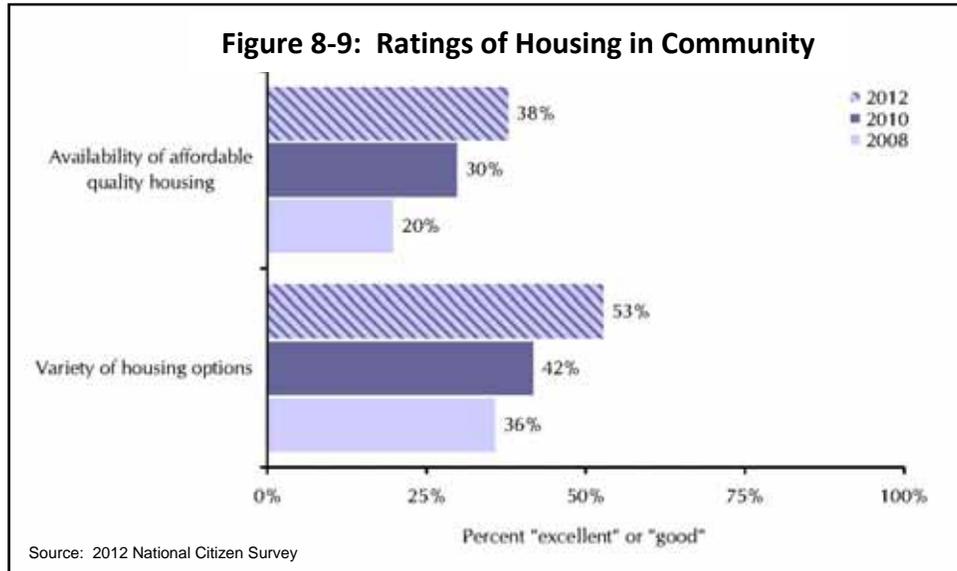
Housing was one of the issues addressed in the 2012 National Citizen Survey prepared for Williamsburg by The National Citizen Survey[™]. This is how the Survey described the issue:

Housing variety and affordability are not luxuries for any community. When there are too few options for housing style and affordability, the characteristics of a community tilt toward a single group, often of well-off residents. While this may seem attractive to a community, the absence of affordable townhouses, condominiums, mobile homes, single family detached homes and apartments means that in addition to losing the vibrancy of diverse thoughts and lifestyles, the community loses the service workers that sustain all communities - police officers, school teachers, house painters and electricians. These workers must live elsewhere and commute in at great personal cost and to the detriment of traffic flow and air quality. Furthermore lower income residents pay so much of their income to rent or mortgage that little remains to bolster their own quality of life or local business.

The survey of the City of Williamsburg residents asked respondents to reflect on the availability of affordable housing as well as the variety of housing options. The availability of affordable housing was rated as “excellent” or “good” by 38% of respondents, while the variety of housing options was rated as “excellent” or “good” by 53% of respondents. The rating of perceived affordable housing availability was worse in the City of Williamsburg than the ratings, on average, in comparison jurisdictions. However, ratings for both the availability of affordable

quality housing and the variety of housing options increased when compared to the previous year's survey.

To augment the perceptions of affordable housing in Williamsburg, the cost of housing as reported in the survey was compared to residents' reported monthly income to create a rough estimate of the proportion of residents of the City of Williamsburg experiencing housing cost stress. About 34% of survey participants were found to pay housing costs of more than 30% of their monthly household income.



Housing Needs Assessment

In 2007, Williamsburg and James City County commissioned a *Housing Needs Assessment* that was prepared by the Center for Housing Research at Virginia Tech. This study said that:

A housing affordability gap forces the lowest income households in James City County and the City of Williamsburg to use a high portion of their income for housing. When considering all households with income below 80% of HUD AMFI [Area Median Family Income], about 35% of James City County's and about 41% of Williamsburg's renters and half of the owners in both jurisdictions were forced to spend more than 30% of their income for housing.

Echoing the analysis of the *2012 National Citizen Survey*, the *Housing Needs Assessment* said that "A shortage of 'workforce housing' or housing that is affordable to essential workers of a community can lead to a decline in economic advancement and growth."

Some other findings from the 2007 Housing Needs Assessment were:

- *Multi-family housing is accounting for an ever-increasing portion of newly-constructed residential housing in James City County and the City of Williamsburg.*
- *Demand for housing in Williamsburg is concentrated in the non-family category, which we project to increase to 50% of households by 2020. Although most of these households are younger, the fastest growing segment will be seniors living alone. The market share of married-couple households is projected to go down by 2020.*
- *The presence of college students help drive up rental costs. Most students have support from family or loans to help with rental costs and students are able to share the costs of renting with other students (not a reasonable choice for a family). Students compete with local residents for a limited number of rental units.*

Workforce Housing in a Neighborhood Context

Following the Housing Needs Assessment was *Workforce Housing in a Neighborhood Context*, a report of the Workforce Housing Committee of the Greater Williamsburg Chamber and Tourism Alliance. This report considered “workforce housing” to be that which is affordable to families with incomes from 30% to 120% of median family income. “Affordable housing” was considered by the Committee as affordable to families earning 60% to 80% of median family income, and they noted that incomes under 60% will usually mean only rental housing is available. The Workforce Housing Committee concluded that workforce housing is best included as an integral part of mixed cost, mixed type, and mixed use developments, where a variety of housing types and sizes can comfortably co-exist.

Housing Affordability

Housing affordability is expressed as a ratio of housing cost to household income, but the accepted guideline is that housing should not cost more than 30% of the total household income. Housing within this range is termed “affordable housing,” “low/moderate income housing,” and/or “workforce housing.” The baseline used to determine affordability is the HUD (U.S. Department of Housing and Urban Development) Area Medium Income (AMI), which for 2012 is \$69,900 for the Virginia Beach-Norfolk-Newport News MSA (Metropolitan Statistical Area). Within this affordable range, 80-120% AMI is considered to be moderate income (\$55,920-\$83,800), 50-80% is considered to be low income (\$34,950-\$55,920), and 30-50% is considered to be very low income (\$20,970-\$55,920). When you look at the 50-80% of AMI range, this roughly equates to a house value of \$150,000-\$250,000.

A large percentage of the City’s existing housing stock (excluding rental apartments) falls within this low income affordable range (50-80% AMI), and this is shown on Table 8-5, *Housing in Affordable Range*, along with figures for James City County and York County. The City’s property tax records, based on the July 1, 2012 reassessment, listed 3,143 taxable parcels for single-family, duplex, condominium and townhouse dwellings. For the 50-80% of AMI range (house values of \$150,000-\$250,000), there are 1,016 existing dwelling units in the affordable range, which represents 32% of the City’s housing stock (excluding rental apartments).

Table 8-5: 2012 Housing in Affordable Range

| Range | Williamsburg | | James City County | | York County | |
|-------------------|--------------|---------|-------------------|---------|-------------|---------|
| | Number | Percent | Number | Percent | Number | Percent |
| \$100,000 or less | 253 | 8.1% | 687 | 2.6% | 168 | 0.8% |
| \$150,000 or less | 722 | 23.0% | 3,039 | 11.5% | 1,971 | 9.6% |
| \$200,000 or less | 1,349 | 42.9% | 6,393 | 24.3% | 4,317 | 21.1% |
| \$250,000 or less | 1,738 | 55.3% | 10,218 | 38.8% | 8,079 | 39.5% |

Source: 2012 Property Tax Records for Williamsburg, James City County and York County

Table 8-6: 2012 Housing Values

| Range | Williamsburg | | James City County | | York County | |
|---------------------|--------------|---------|-------------------|---------|-------------|---------|
| | Number | Percent | Number | Percent | Number | Percent |
| \$100,000 or less | 253 | 8.1% | 687 | 2.6% | 168 | 0.8% |
| \$100,000-\$150,000 | 469 | 14.9% | 2,352 | 8.9% | 1,803 | 8.8% |
| \$150,000-\$200,000 | 627 | 19.9% | 3,354 | 12.7% | 2,346 | 11.5% |
| \$200,000-\$250,000 | 389 | 12.4% | 3,825 | 14.5% | 3,762 | 18.4% |
| \$250,000 or more | 1,405 | 44.7% | 16,096 | 61.2% | 12,371 | 60.5% |
| Total | 3,143 | 100.0% | 26,314 | 100.0% | 20,450 | 100.0% |

Source: 2012 Property Tax Records for Williamsburg, James City County and York County

Encouraging Affordable Housing

Through the efforts of the Williamsburg Redevelopment and Housing Authority (WRHA), the City has 104 subsidized rental units managed by WRHA, plus 75 single family lots that have been developed and sold through the efforts of the WRHA (Crispus Attucks and Strawberry Plains Subdivision). The City administration has worked closely with WRHA in obtaining Community Development Block Grants for

several areas: Wales Subdivision, Strawberry Plains Subdivision and Braxton Court. Most recently, the City applied in March 2011 for a grant to enlarge the Blayton Building, proposing a new building with 38 senior apartments. Unfortunately, the grant was not funded.

The existing Zoning Ordinance contains many provisions that encourage innovative housing and could reduce costs for new housing. Cluster subdivisions are allowed by right in the RS-1, RS-2, RM-1 and RM-2 Districts, and the cluster subdivision density in the RS-2 District can be increased from 3 to 6 dwelling units/net acre with a special use permit. The PDR Planned Development Residential District encourages innovative and creative residential design with a variety of housing types, and was used by the Brandywyne and Capitol Landing Green subdivisions. The PDC Planned Development College District encourages student housing in areas designated as *Downtown Commercial* land use, and was used for the Tribe Square mixed use project on Richmond Road across from the main campus. The PDU Planned Development Urban District encourages multifamily housing in an evolving urban mixed use area in close proximity to the College of William and Mary (Midtown Planning Area), and was used by the City Lofts student apartment project on Richmond Road.

Zoning proffers can also be used to increase the supply of affordable housing. When the Village at Quarterpath was rezoned for a higher density, the developer proffered that 10% of the dwelling units (12 units out of a total of 119) would be sold for \$220,000 or less, which is in the range of affordable housing identified in the Housing Affordability section on page 8-31. As of July 2012, 14 townhouses in this development have been sold for less than \$220,000, and six have been sold for less than \$200,000. This is a model that could be used for other new developments that require rezoning for increased density.

The 2012 Comprehensive Plan recommends a number of new initiatives that could increase the affordable housing supply:

- Increasing housing in the Downtown Planning Area. This adds a potential for 100 to 200 new dwelling units in the downtown area.
- Allowing residential density to be increased with a special use permit in the Downtown Planning Area (*Downtown Commercial* and *Mixed Use* land use) and in the Midtown Planning Area (*Urban Commercial* and *Urban Residential* land use) provided that its scale and character properly relates to the surrounding areas and neighborhoods.
- Positioning the Midtown Planning Area as a location for new student housing. Through the redevelopment of existing shopping centers and apartments in this area over time, there could be a potential for 300 or more new dwelling units with an emphasis on student housing. This could free up affordable housing in existing neighborhoods if students move from existing single family housing into new apartments that are designed to address student needs. Providing more student housing is important, particularly since the *Housing Needs Assessment* noted that college students help to drive up housing costs.
- Designating the area between Penniman Road and the CSX Railroad in the Northeast Triangle Planning Area as *Mixed Use* land use. This area has potential for a high quality mixed use development with a major residential component, with possibilities for both senior and student housing.
- Taking advantage of zoning proffers for the provision of affordable housing when property is rezoned to a higher density.

Another available option that is authorized by the State Code is the provision of density bonuses to encourage the provision of affordable housing (both owner- and renter-occupied). Up to a 30% density increase can be approved, and up to 17% of the total units approved can be required to be affordable dwelling units. If the density increase is less than 30%, the same 30% - 17% ratio must be maintained. This means that for a 20% density increase, 11% of the total dwelling units must be affordable; and that for a 10% density increase, 6% of the total dwelling units must be affordable. The State Code states that “when establishing an affordable housing dwelling unit program, the sales and rental price for affordable

dwelling units with a development shall be established such that the owner/applicant shall not suffer economic loss as a result of providing the required affordable dwelling units.” The density bonus program, as outlined in the State Code, is a voluntary program that can be used for new development. For Williamsburg, the specific Comprehensive Plan recommendations listed above are a better way to encourage affordable housing than establishing a new density bonus program.

Potential Affordable Housing Locations

There are several locations in the City that are suitable for affordable housing, which are listed below and shown in Map 8-12, *Affordable Housing Locations*:

- The undeveloped portion of the Wales subdivision on Ironbound Road (page 8-24) will support 19 additional single-family dwellings at a *Medium Density Single Family Detached* density of 5 dwelling units/net acre, and would build on the upgrades made to the existing subdivision by a Community Development Block Grant in 1996. If future studies determine that a higher residential density is suitable for this area, up to 53 dwellings could be allowed at a *High Density Multifamily Residential* density of 14 dwelling units/net acre. This requires an amendment to the Comprehensive Plan and a rezoning, which provides an opportunity for proffers for affordable housing. A plus for this area is that it is within walking distance of the High Street development.
- The *Mixed Use* area on Strawberry Plains Road south of Berkeley Middle School (page 8-22) will support up to 140 dwelling units of various types in a mixed use context, or a lesser number of houses if developed as a single-family subdivision to match the existing Strawberry Plains Redevelopment Area. College student housing and senior housing could also be a component of this development. This area is within walking distance of Berkeley Middle School, the Strawberry Plains Community Park to the south, and the New Town development in James City County, and is adjacent to the College of William and Mary. A rezoning is required to implement the higher density, and proffers could be submitted to guarantee affordable housing.
- The Williamsburg Redevelopment and Housing Authority’s Blayton Building property in the Downtown area at 613 Scotland Street (page 8-15) provides the only senior specific housing in the City. This property is designated as *Mixed Use* land use, allowing a base density of 14 dwelling units/net acre, and increased density with a special use permit provided that the scale and character of the project properly relates to the surrounding neighborhoods. This could allow the Blayton Building to be expanded from the existing 38 subsidized apartments for low and moderate income seniors and disabled persons, either as a residential or as a mixed use development with senior housing as a major component.
- A 12 acre undeveloped parcel in the Highland Park neighborhood (page 8-28) is located on the east side of North Henry Street north of the 29-unit WRHA subsidized apartment complex on Dunning Street. This land has the potential to be developed as a single family detached subdivision similar in character and quality to the Crispus Attucks and Strawberry Plains subdivisions. The topography of the site will require careful placement of roadways and the maintenance of proper screening from Route 132, which is designated as a Greenbelt street, and the cluster subdivision provisions in the RS-2 District would need to be used. This area is within walking distance of the downtown area and the Colonial Williamsburg Historic Area.

