

HISTORIC TRIANGLE

James City

Williamsburg

York

COORDINATED COMPREHENSIVE PLAN REVIEW

James City County

York County

Williamsburg

Final Summary Report
April 2, 2014

Prepared by the Planning Staffs of

James City County



City of Williamsburg



York County



INTRODUCTION

In 2006, at the recommendation of the Regional Issues Committee and the three Planning Commissions, the governing bodies of James City County, the City of Williamsburg, and York County agreed to coordinate the timing of their next comprehensive plan reviews. Each of the three localities has an adopted comprehensive plan – a long-range plan for the physical development of the area within its jurisdiction – and by state law these plans must be reviewed at least once every five years. While Williamsburg and York County conducted extensive reviews of their respective comprehensive plans, which were last updated in 2006 and 2005 respectively, James City County undertook a more targeted review of its plan since it was adopted fairly recently (2009). The purpose of the coordinated timing was to promote closer collaboration and communication concerning land use, transportation, and other comprehensive plan issues that cross jurisdictional boundaries. It was agreed from the outset that each locality would be conducting its own independent comprehensive plan review and developing its own plan, the coordinated timing of these reviews was intended to provide an opportunity for citizens of all three localities to talk about issues of mutual interest. This is just one of many examples of inter-jurisdictional cooperation among the three localities. Others include the [Williamsburg Area Transport system](#), the [Williamsburg Regional Library system](#), the [Regional Bikeway Plan](#), the [Historic Triangle Bicycle Advisory Committee](#), and the [Regional Issues Committee](#).

Planning and preparation for this coordinated effort began in 2010 as the three planning staffs began meeting to discuss and outline a work program and identify opportunities for jointly conducted baseline studies. This work continued through 2011 with the preparation of a combined map depicting existing land use (as of October 2011) across the Historic Triangle. At the request of the three localities, the Hampton Roads Transportation Planning Organization prepared a *James City County/Williamsburg/York County Comprehensive Transportation Study* (which was completed in March 2012). In addition, a project logo was designed and a project web site (<http://planning.org>) was developed, with information about the coordinated review process along with reports on demographics, housing, and transportation.

The Historic Triangle Coordinated Comprehensive Plan Review officially kicked off in early 2012 with a series of joint community forums that were held throughout the Historic Triangle. These forums were an opportunity for citizens of all three localities to come together both to learn about the three comprehensive plans and to share their visions and goals for the future of the Historic Triangle, with a particular focus on three key geographic areas where jurisdictional boundaries meet. Although lower York County does not share a common boundary with either James City County or Williamsburg, a fourth forum was held in the Tabb area of York County to provide an opportunity for County residents outside the greater Williamsburg area to participate. Planning Commissioners and planning staff from the three jurisdictions were present at all four forums to hear the citizens' ideas and comments. Meeting dates and locations are listed below:

- February 2, 2012 – Magruder Elementary School (Riverside/Marquis/Busch Area)
- February 23, 2012 – Warhill High School (Lightfoot/Pottery Area)
- February 27, 2012 – Williamsburg Community Building (Northeast Triangle & Surrounding Area)
- March 15, 2012 – Tabb Library (Lower York County)

The combined attendance at these forums was 162, representing 131 citizens, some of whom attended more than one forum. Of those who participated, 36% were from James City County, 34% from York County, 24% from Williamsburg. The remaining 6% lived outside the Historic Triangle or did not clearly

indicate their place of residence. Following the joint community forums, the three Planning Commissions held a joint work session on April 30 to review and discuss the citizen comments made at the forums and issues of common concern, such as housing affordability, transportation, economic development, and land use compatibility along jurisdictional borders.



Joint Planning Commission Meeting, Legacy Hall, April 30, 2012

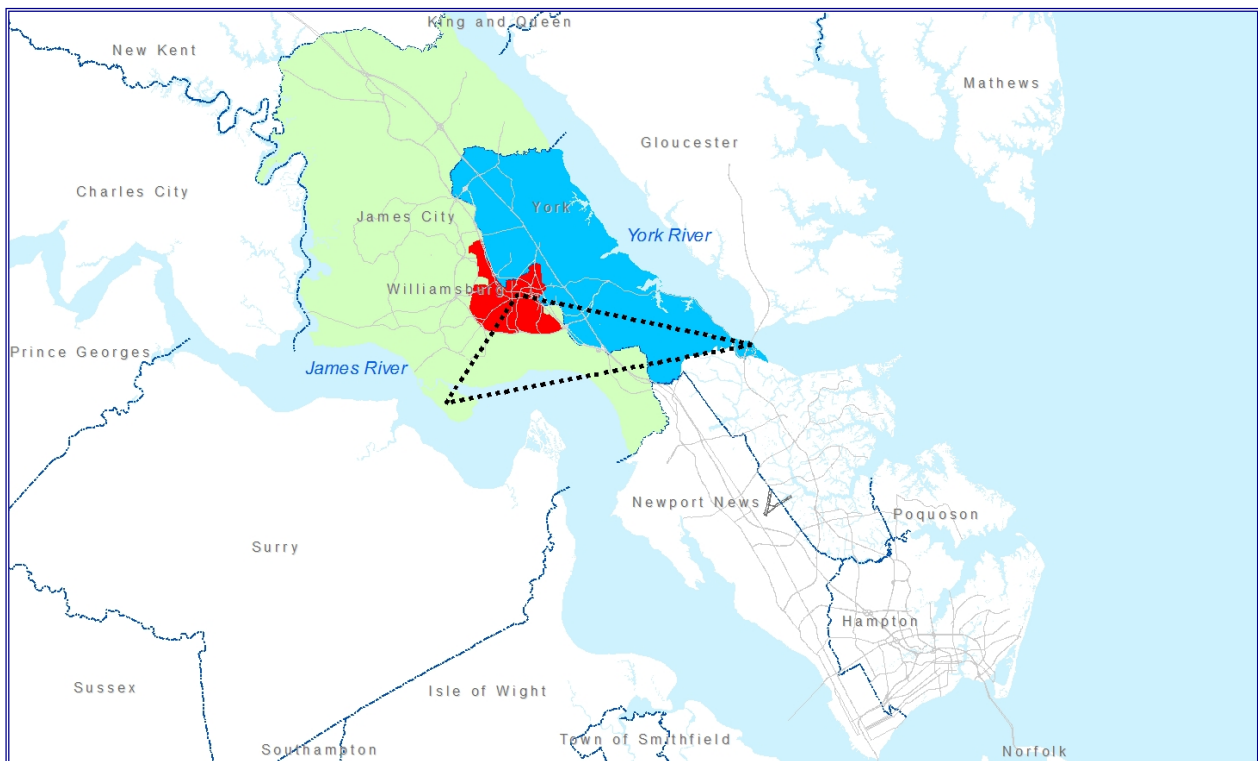
Upon the completion of these activities, York County and the City of Williamsburg continued with their comprehensive plan review and update processes with their respective Planning Commissions and governing bodies. The staffs of the localities continued to meet on a regular basis to share information about the discussions taking place in their respective jurisdictions.

Following adoption of the updated Williamsburg and York County comprehensive plans in January and September 2013 respectively, this document has been compiled with the purpose of providing regional background information and describing the areas and topics where the localities had similar approaches as well as those areas where the localities' approaches were different. The purpose of this document is to serve as a foundation for ongoing dialogue and cooperation.

A STATISTICAL SNAPSHOT OF THE HISTORIC TRIANGLE

Introduction

Virginia's Historic Triangle, defined as the area encompassing the City of Williamsburg, James City County, and portions of York County (Bruton District, the Naval Weapons Station, and the Yorktown village), is located in the Virginia Coastal Plain on the peninsula formed by the James and York Rivers and the Chesapeake Bay. It is part of the Hampton Roads region and the Virginia Beach-Norfolk-Newport News VA NC Metropolitan Statistical Area (MSA). This area has been dubbed the Historic Triangle because of its unique role in the founding of our nation. The western point of the triangle, Jamestown, located in James City County, was founded by the first settlers in 1607 and is the site of the first permanent English settlement and the first colonial government in America. Williamsburg, the northern point, served as Virginia's colonial capital during most of America's struggle for independence. The eastern point, Yorktown, where independence was won, is located in York County and is the site of the final major battle of the American Revolutionary War.

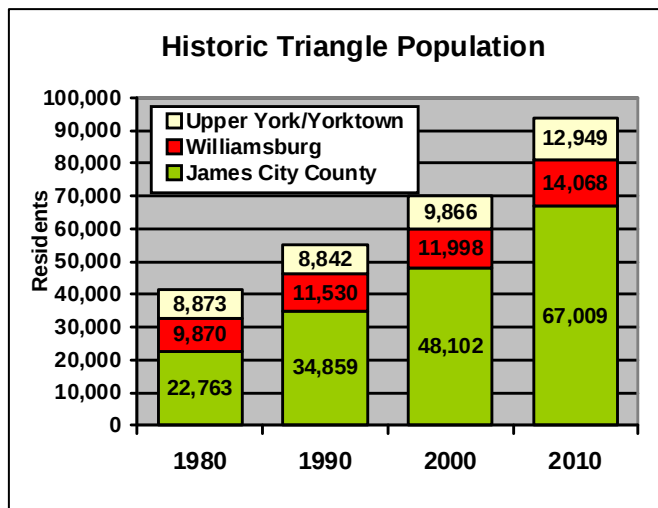


With 207 square miles, the Historic Triangle occupies slightly over half the total land area (53%) of the Virginia Peninsula, which also includes lower York County and the Cities of Newport News, Hampton, and Poquoson. In population, however, the Historic Triangle represents only 17% of the Peninsula's total population of approximately 484,000.

- Land Area: 207 square miles
- Population: 94,026
- Population Density: 454 persons per square mile
- Average Household Size: 2.45 persons per household
- Average (Mean) Household Income: \$86,793

Population and Demographics

- According to the 2010 Census, the Historic Triangle is home to slightly more than 94,000 people. The population has grown by about a third since 2000. Over three quarters of this growth took place in James City County, which now accounts for 71% of the area's population; Williamsburg and upper York County/Yorktown account for 15% and 14% of the population respectively. The area's population grew by 34% between 2000 and 2010 – 39% in James City County, 17% in Williamsburg and 31% in York County (upper York/Yorktown). By comparison, the state of Virginia grew by 13%.
- The Historic Triangle is less racially diverse than the MSA or the state as a whole, with whites representing 78% of all residents, blacks 14%, and Asians 3%. American Indians and Alaska Natives, Native Hawaiians and other Pacific Islanders, and other races represent a combined total of 2% of the population, while another 3% of residents fall into the "Two or More Races" category. The MSA and the state of Virginia have smaller proportions of whites (60% and 69% respectively) and larger proportions of both blacks (31% and 19% respectively) and Asians (4% and 6% respectively). Hispanics make up 5.0% of the population, compared with 5.4% in the MSA and 7.9% in Virginia.
- The average household size in the Historic Triangle – at 2.45 persons per household, according to the 2010 Census – is relatively low. The MSA has an average of 2.55 persons per household while the Virginia average is 2.54.
- Compared with the MSA and the state, the Historic Triangle has more residents, proportionally, who are 55 years of age and older and fewer who are in their teens, twenties, and thirties. Those 55 and older constitute 32% of the Historic Triangle's population, 23% in the MSA, and 24% in the state. Residents under the age of eighteen, who represent 24% and 23% of the MSA and state populations, respectively, constitute 20% of the population of the Historic Triangle.
- The population of the Historic Triangle is relatively well-educated, with 45% of residents age 25 and older holding a Bachelor's Degree or higher (compared to 27.1% in the MSA and 33.4% in the state). Similarly, 92.1% in the Historic Triangle hold at least a high school diploma (compared to 88.8% in the MSA and 85.8% in the state).



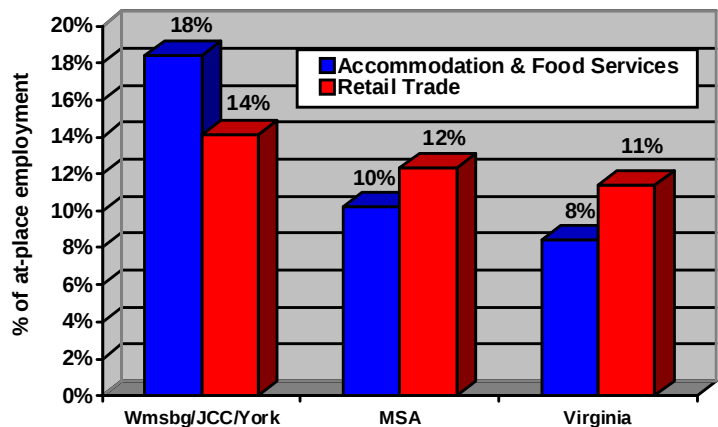
Economics

- Residents of the Historic Triangle are relatively affluent, with a mean household income of \$86,793. This compares favorably with the Virginia Beach MSA (\$70,589) and the state of Virginia (\$80,851).
- The importance of tourism in the Historic Triangle is reflected in the high proportion of jobs in the

Accommodation and Food Services industry, which, according to the Virginia Employment Commission, represents 18.4% of total employment in Williamsburg, James City County, and York County. By comparison, this sector represents only 10.2% of employment in the MSA and 8.4% in the state. These are relatively low paying jobs – \$329 a week, on average – which might help to explain why the average weekly wage in the three Historic Triangle localities (\$632) trails the MSA (\$763) and Virginia (\$928) averages. The highest-paying jobs on the Peninsula, on average, are in Hampton and Newport News.

- As of July 2011, the combined unemployment rate for the three localities is 6.1%, lower than both the MSA (7.0%) and the state (6.2%) rates.
- Over three quarters of workers in the Historic Triangle age 16 and over – 78.5% – drive alone to work. Most of the rest – 10.1% of the total – carpool, while 3.7% walk, 1.2% use public transportation, 1.2% use other means, and 5.3% work at home. Walking to work is most prevalent in the City of Williamsburg, where walkers represent 24.7% of the employed labor force.

Employment in Selected Job Sectors



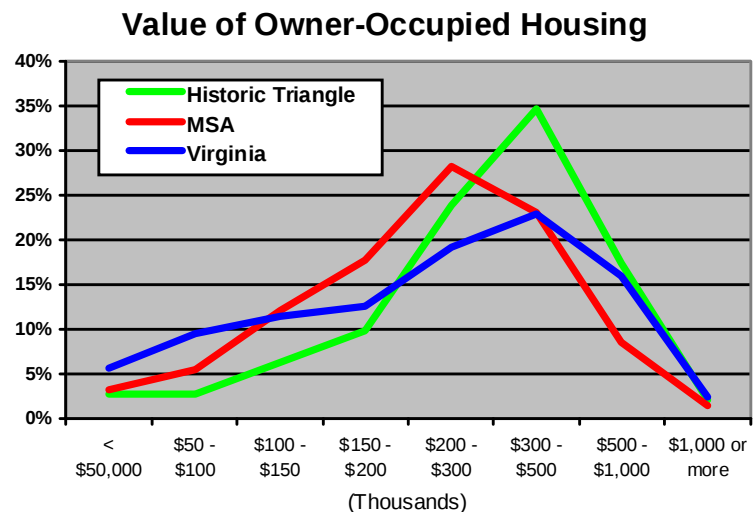
- At \$2 billion in 2010, total taxable sales in James City County, Williamsburg, and York County fell for the third consecutive year. The large role that tourism plays is reflected in the fact that 9.5% of the three localities' taxable sales come from accommodation (i.e. hotels and motels, bed-and-breakfasts, campgrounds, etc.), which accounts for only 3.3% of taxable sales statewide.

Housing

- There are a total of 41,458 housing units in the Historic Triangle – an increase of 45% (12,932 units) since 2000. Single-family detached homes make up the majority (69%) of the area's housing stock. For the MSA and the state, they represent 62% and 63% of the housing stock respectively.
- The amount of renter-occupied housing – though relatively high in Williamsburg, where it represents 56% of all occupied housing units – is disproportionately low in the Historic Triangle as a whole, representing 28% of the occupied housing stock. By comparison, rental housing represents 37% of occupied housing in the MSA and 33% across the state.
- Home vacancy rates in the Historic Triangle are slightly higher than in surrounding areas. For owner-occupied housing, the vacancy rates are 2.8% in the Historic Triangle, 2.5% in the MSA, and 2.1% in Virginia. The corresponding rates for rental housing are 8.0%, 7.6%, and 7.6% respectively.
- With almost a third of all housing units (31%) built in the last ten years, the area's housing stock is

relatively young. Only 10% of housing units in the Historic Triangle are at least 50 years old, compared to 23% in the MSA and 24% statewide.

- House values are generally higher in the Historic Triangle than in the MSA or the state as a whole. James City County leads with a median house value of \$334,100, followed by York County (\$316,100) and Williamsburg (\$311,200). The median house value is \$233,600 in the MSA and \$247,100 statewide. Likewise, the median gross monthly rent is \$1,124 in York County, \$1,017 in James City County, and \$950 in Williamsburg. For the MSA and the state, the median gross monthly rents are \$918 and \$931 respectively.



- Compared with the MSA and the state, the Historic Triangle has a smaller proportion of households that are paying more than 30% of their income on housing. For homes with a mortgage, about a third of households in the Historic Triangle (33.6%) are spending more than 30% of their incomes on housing; for the MSA and the state, the proportions are 38.2% and 34.6% respectively. For rental housing, the figures are 46.3% for the Historic Triangle, 50.2% for the MSA, and 46.8% for the state.

Sources:

- United States Bureau of Labor Statistics
- United States Census Bureau, 2000 and 2010 Censuses
- United States Census Bureau, American Community Survey, 2005-09
- Virginia Department of Taxation
- Virginia Employment Commission

TRANSPORTATION IN THE HISTORIC TRIANGLE

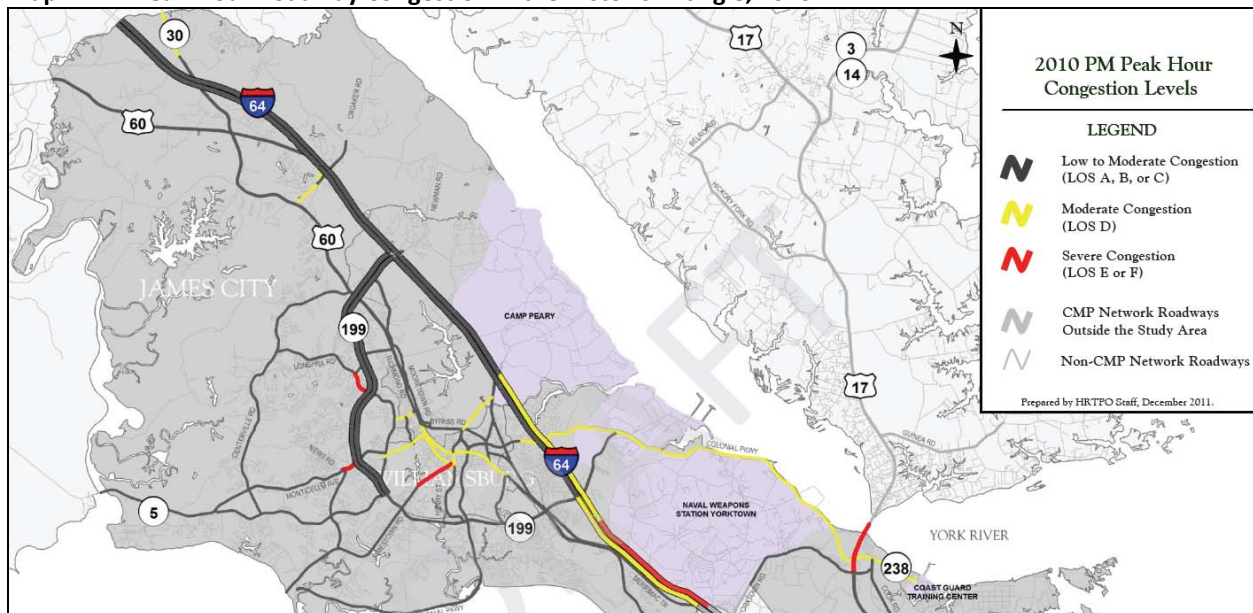
Traffic does not stop at the county or city line, and neither do most of our roads, bus routes, railroads, bikeways, or sidewalks. Transportation is an inherently regional concern that calls for regional approaches. Residents and businesses in the Historic Triangle rely on a number of major transportation arteries that cross the often invisible boundaries of the three localities, including Interstate 64, Routes 60, 132, 143, and 199, Ironbound Road, Jamestown Road, Longhill Road, Monticello Avenue, Mooretown Road, Penniman Road, Second Street, the Colonial Parkway, and the CSX railroad tracks.

As members of the [Hampton Roads Transportation Planning Organization](#) (HRTPO) – the intergovernmental transportation planning agency for the Hampton Roads region – James City County, Williamsburg, and York County have a long history of working closely and cooperatively with one another and their neighbors to develop plans and policies to promote the safe and efficient movement of people and goods. As part of this coordinated comprehensive plan review, the HRTPO prepared the [James City County/Williamsburg/York County Comprehensive Transportation Study](#), which provided much of the background information and technical analysis that have been incorporated into the localities' comprehensive plans.

Roadways

The HRTPO has identified roads on the Congestion Management Process network (i.e., interstates, freeways and other expressways, principal and minor arterials, and some collector) that are either congested or projected to be congested by 2034. Roadway segments in the Historic Triangle that are currently experiencing severe congestion (as shown on Map 1) are I-64 westbound between the James City County/York County line and the Grove Interchange; Jamestown Road between College Creek and Boundary Street; Longhill Road between Olde Towne Road and Route 199, Monticello Avenue between News Road and Route 199, and Route 17 (George Washington Memorial Highway) between the Gloucester County line and Goosley Road.

Map 1: PM Peak-Hour Roadway Congestion in the Historic Triangle, 2010

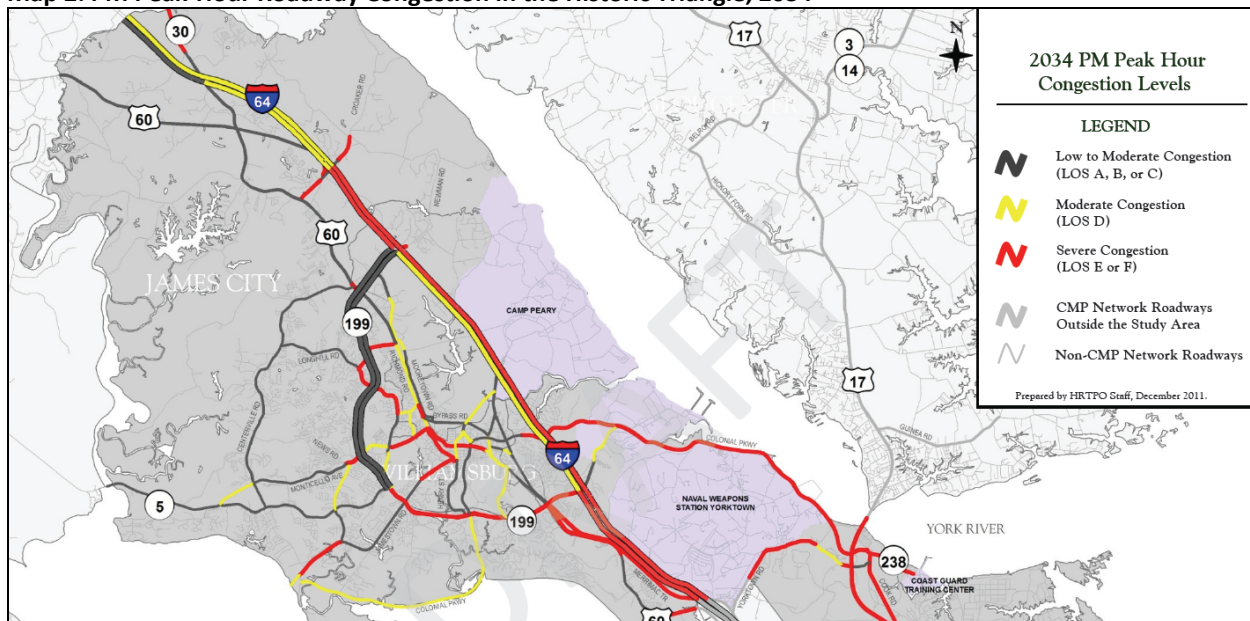


Source: Hampton Roads Transportation Planning Organization

According to the HRTPO's traffic modeling, the Historic Triangle is expected to experience a fourteen-fold increase in the amount of severely congested road mileage from 4.1 miles in 2010 to 64.4 miles by 2034, including the roadway segments listed below and shown in Map 2:

- Ballard Street between Cook Road and U.S. Coast Guard Training Center,
- Boundary Street between Jamestown Road and Francis Street,
- Colonial Parkway between Williamsburg city line and Ballard Street,
- Cook Road between Route 17 (George Washington Memorial Hwy) and Ballard Street,
- Croaker Road between Route 60 and Maxton Lane,
- Interstate 64 between the Croaker interchange and the Newport News city line,
- Jamestown Road between Colonial Parkway and Sandy Bay Road,
- Lafayette Street between Richmond Road and Capitol Landing Road,
- Longhill Road between the Longhill Connector and Olde Towne Road,
- Longhill Connector between Longhill Road and Ironbound Road,
- Merrimac Trail between Newport News city line and Route 199,
- Monticello Avenue between Ironbound Road and Richmond Road,
- Newman Road between Interstate 64 and Fenton Mill Road,
- Old Stage Road between the New Kent County line and Barnes Road
- Old Williamsburg Road between Newport News city line and Goosley Road,
- Olde Towne Road between Longhill Road and Richmond Road,
- Pocahontas Trail - BASF Road to Newport News city line and JCC line to Grove Interchange,
- Richmond Road between Lightfoot Road and Route 199; between Ironbound Road and Bypass Road, and between Boundary Street and Monticello Avenue,
- Rochambeau Drive between 0.7 mi. east of Ashington Way and Croaker Road, and
- Route 199 between John Tyler Highway and Interstate 64.

Map 2: PM Peak-Hour Roadway Congestion in the Historic Triangle, 2034

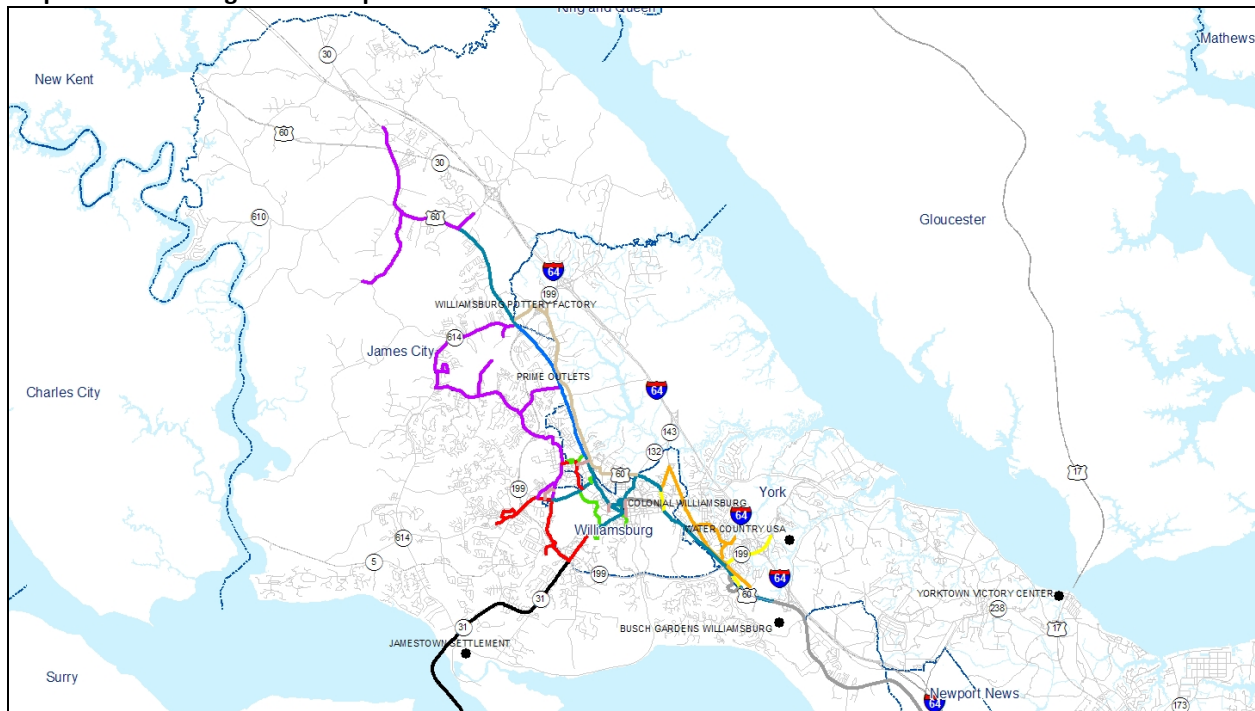


Source: Hampton Roads Transportation Planning Organization

Transit

The three localities are partners in the Williamsburg Area Transit Authority (WATA), which operates [Williamsburg Area Transport](#) (WAT) – a multi-jurisdictional public bus system serving residents, visitors, and businesses in the greater Williamsburg area with bus routes stretching from Stonehouse in northern James City County to Water Country USA in York County to Lee Hall in Newport News. WATA also operates the Williamsburg Trolley, which runs daily on a continuous loop through Merchants Square, High Street, and New Town, with convenient connection points to both the WAT bus lines and the Colonial Williamsburg bus system. All buses and trolleys are equipped with exterior bicycle racks. Improvements to the WAT system in recent years include the addition of new routes, expanded hours, Sunday service, and the addition of regional connections to Surry County and Newport News.

Map 3: Williamsburg Area Transport Bus Routes



The three localities, together with the other Hampton Roads jurisdictions, transit providers, and various agencies, participated in the development of a [Transit Vision Plan](#) for Hampton Roads to map out a series of short- and long-term recommendations for improved transit service in the region. Recommendations for the Historic Triangle area include commuter rail along the CSX corridor between Newport News and the Lightfoot and Toano areas as well as express bus service linking the lower Peninsula with the Williamsburg area and along Route 17 from Oyster Point through Yorktown and to the Middle Peninsula.

Rail Travel

A main line of the CSX Railroad runs through James City County, Williamsburg, and York County in a north-south direction. This line connects in Richmond with the broader network of the CSX transportation system and connects with the Port of Virginia's Newport News Marine Terminal. Passenger access to the railroad is provided at the [Williamsburg Transportation Center](#) located on North Boundary Street. There are currently two [Amtrak](#) trains that operate daily between Newport News and Washington, New

York, and Boston. Expanded and improved passenger service, including higher-speed inter-city rail service and commuter rail, will require significant railroad track upgrades along the Peninsula and in the Richmond area, where the CSX ACCA Yard is a notorious choke point for rail traffic.

Rail plays an important role in moving freight as well as passengers through the Historic Triangle area and the Hampton Roads region. With spurs and sidings to industrial areas, the CSX line serves several industrial users in James City and York Counties, including the Anheuser Busch InBev brewery, Ball Metal, the Dominion Virginia Power Yorktown Power Station, and the Plains Marketing crude oil terminal (formerly the Western oil refinery). Because there is only one track throughout much of the CSX rail corridor, the shared use of the rail line for both passenger and freight service represents a major capacity constraint.



Bikeways

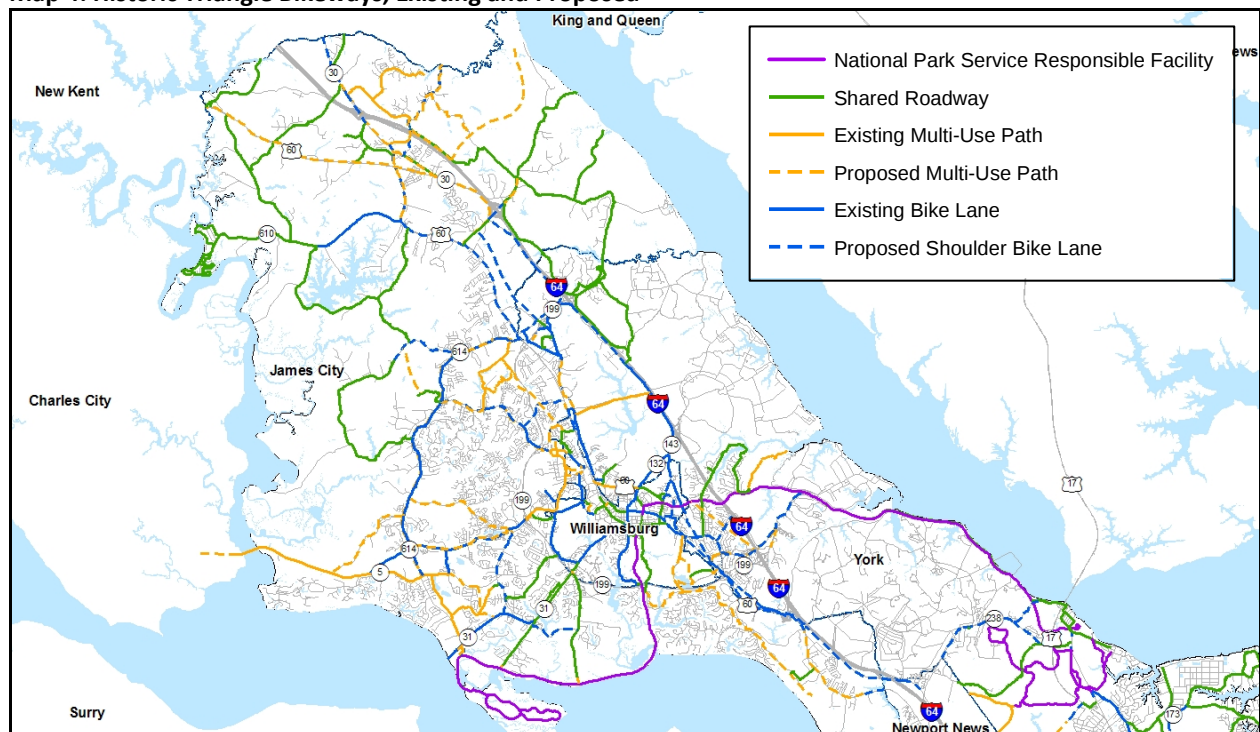
There are roughly 104 miles of bikeways in the Historic Triangle, 40 of which run through the Colonial National Historical Park (see Map 4). Bicycle facility planning is a joint effort of the three localities, dating back to 1993 and the adoption of a Williamsburg-James City County-York County Regional Bikeway Plan and the formation of the [Historic Triangle Bicycle Advisory Committee](#) (HTBAC). The HTBAC, comprised of citizen appointees and staff from each locality as well as the [National Park Service](#), the [Colonial Williamsburg Foundation](#), and the [College of William and Mary](#), is responsible for recommending bikeway projects for implementation; recommending amendments to the bikeway plan; and developing and implementing promotional, informational, and safety initiatives related to bicycling. This partnership has resulted in the addition of over 35 miles of bikeways throughout the Historic Triangle.

Bikeways fall into three basic categories:

- Multi-Use Paths are constructed physically separate from the highway. They are usually eight to ten feet wide and are designed to accommodate pedestrians and two-way bicycle traffic.
- Bike Lanes are constructed adjacent to traffic lanes and are generally delineated by pavement markings. They are typically four to six feet wide and considerably less costly to construct than multi-use paths. To accommodate two-way traffic, these bike lanes must be constructed on each side of the road. Shoulder bike lanes can often be built in conjunction with highway construction or repaving projects.
- Shared Roadways are travel lanes that are shared by all users of the roadway. Occasionally the travel lanes are widened to 14 or 15 feet rather than the standard 12 feet, but often signage is the only accommodation. There are no bikeway pavement markings associated with these facilities, and the roadway may be signed as a bicycle route. Shared roadways are typically designed on roads with very light traffic and in developed areas where other modes are not feasible.

Bikeways do not necessarily require significant local public investment. For example, bike facilities are less costly to construct when incorporated into a road construction, widening, or repaving project, as in the case of the extension of Mooretown Road in York County, the repaving of Capitol Landing Road/Route 143 and Lafayette Street/York Street in Williamsburg, and the extension of Monticello Avenue in James City County. Official VDOT policy is to initiate highway construction projects with the presumption that the projects will accommodate bicycling and walking. In addition, there are several federal and state funding sources available for bike facilities – such as the Transportation Enhancements, CMAQ (Congestion Mitigation and Air Quality), and VDOT Revenue Sharing programs – that require the locality to pay as little as 50%, 20%, or even 0% of the project cost. Finally, ensuring that developers install bike and pedestrian facilities along designated routes as a condition of development approval requires no initial local government expenditures and lessens the ultimate cost of providing complete, interconnected linkages.

Map 4: Historic Triangle Bikeways, Existing and Proposed



Walkways

According to the Census Bureau’s American Community Survey, 3.7% of workers in the Historic Triangle who are at least 16 years old walk to work. This is slightly higher than in the Virginia Beach MSA (2.3%) and the state as a whole (2.8%). Walking is most prevalent in Williamsburg, where walkers represent almost a quarter of the employed labor force (24.7%), and least prevalent in James City County, where 0.8% commute on foot. In upper York County, the proportion of walking commuters is 1.3%, while 9.5% in the Yorktown village walk to work. Williamsburg’s relatively compact scale and fairly extensive sidewalk network contribute to the high degree of pedestrian activity in the City. Over the past 25 years the City has filled in many gaps in its sidewalk system while requiring new development to include sidewalks. In James City County, which adopted a Sidewalk Master Plan in 1989, amended it in 1998, and adopted a Pedestrian Accommodations Plan in 2011, most sidewalks have been constructed by the private sector in conjunction with land development; however, many sidewalk projects have been imple-

mented by the County using state and federal funds. York County, which adopted its sidewalk plan in 1995, has also worked to create a more pedestrian-friendly environment through private as well as public sector efforts. In recent years, York County has eliminated some critical gaps in the Historic Triangle sidewalk network by adding sidewalks along Merrimac Trail, Second Street, and Richmond Road in York County to connect with existing sidewalks in the City of Williamsburg that ended at the County line. The result has been a vast improvement in pedestrian mobility and safety. As the localities continue to identify and address their respective sidewalk needs, the interconnection of local sidewalk networks should remain a priority.



Airports

The Historic Triangle communities are served by three major commercial airports: [Newport News-Williamsburg International Airport](#) (located in Newport News with runways extending into lower York County), [Richmond International Airport](#), and [Norfolk International Airport](#). These three airports offer daily commercial passenger flights serving both domestic and international travel. In addition, the [Williamsburg-Jamestown Airport](#) is a small general aviation facility located in James City County that is a base for a flight school and small private planes. There is no scheduled commercial passenger service, and the population served is confined to tourists and business clientele who travel by private plane.

An update of the master plan for Newport News-Williamsburg International Airport is currently underway that will consider runway, terminal, and other enhancements to accommodate projected growth in both passenger and freight activity. The airport is projected to grow from 492,548 enplaned passengers in 2009 to around a million (between 948,000 and 1,092,000) by 2032.

Waterways

The many waterways in and around the Historic Triangle are used by residents and businesses for a variety of purposes, including seafood harvesting, recreation, and passive enjoyment, but only the James and York Rivers serve as transportation arteries for both cargo and passengers. Much of the cargo transported by water along the York River in years past has consisted of military supplies to and from the Naval Weapons Station; crude oil and refined petroleum products to and from the former Western refinery; and both raw materials and finished paper products to and from the paper mill in West Point. Along the James River, the Virginia Port Authority (VPA) worked with private interests in 2008 to launch a new James River Barge Service between the Port of Virginia and Richmond. The VPA expects this regularly scheduled express barge service, when fully operational, to remove 58,000 trucks from Virginia's roads.

One heavily used mode of water transportation in the Historic Triangle is the Jamestown-Scotland Ferry service on the James River, which links Surry County with the greater Williamsburg area. The four ferry boats, which carry commuters and tourists alike, are part of Virginia's only 24-hour state-run ferry operation.

On the York River, Yorktown has effectively become the port-of-call for the Historic Triangle, hosting recreational vessels for short-term dockage, tall ships, regional passenger cruise lines, and dinner and sightseeing cruise vessels. This activity was made possible by the construction of new docking facilities as part of the County's Riverwalk Landing waterfront redevelopment project, which opened in May 2005. Facilities include a 395-foot boat pier located at the foot of Ballard Street, which provides ample space for tall ships, large and small motor and sailing vessels, and regional cruise lines; the second, smaller pier is located between the larger pier and the Coleman Bridge and is available for smaller craft such as day-trippers and pleasure boaters visiting the village shops and restaurants. The piers also provide the ability for overnight stays.

Future Plans

Through the Hampton Roads Transportation Planning Organization (HRTPO), the Historic Triangle Bicycle Advisory Committee, the Williamsburg Area Transportation Authority, and various other efforts, transportation – not just roads but rail, transit, bikeways, walkways, etc. – is an issue on which there is a considerable amount of intergovernmental cooperation and agreement among the Historic Triangle localities. This multi-modal and multi-jurisdictional approach is well captured in one of the strategies set forth in James City County's Plan: "Plan and coordinate transportation improvements at the regional and local levels for all modes of travel to ensure efficient transitions from other jurisdictions without congestion or hazard."

A major deficiency in the transportation network of the Historic Triangle and the entire Peninsula is Interstate 64, which is the major northern gateway into the Historic Triangle and the Hampton Roads region. In 1999 VDOT and the Federal Highway Administration (FHWA) sponsored a Major Investment Study of the I-64 corridor that identified the need to widen I-64 to six lanes between I-95 in Richmond and the southern Route 199 (Water Country USA) interchange, and to eight lanes (including two HOV lanes) between Route 199 and I-664. This recommendation was endorsed by James City County, Williamsburg, and York County, all of whom also urged VDOT to pay particular attention to preserving the aesthetic value of this scenic corridor. Twelve years later, VDOT initiated another study of the corridor to determine whether or not to add lanes, and if so, whether to add lanes in the median or on the outside of the existing lanes and whether or not to add tolls. The current VDOT Six-Year Improvement Program, adopted by the Commonwealth Transportation Board on June 19, 2013, includes a \$100 million project to widen a 5.5-mile segment of I-64 between Bland Boulevard and Lee Hall in Newport News from four to six lanes, with construction tentatively scheduled to begin in 2015. Running through both James City and York Counties I-64 serves as a major gateway into the Historic Triangle. All three comprehensive plans express support for widening this facility while stressing the need for VDOT to carefully explore the tradeoffs between widening the roadway within the median versus widening along the edge of the right-of-way with the goal of preserving at least some of the wide, partially vegetated grass median.

Another potential problem area is the area surrounding the Route 199 interchanges at I-64 and Route 60/Route 143, where the HRTPO traffic modeling indicates severe congestion on all the major roadways – Route 199, Pocahontas Trail, and Merrimac Trail – by 2034. Although congestion on these roads is currently in the low to moderate range, future development in this area – Quarterpath at Williamsburg, additional phases of The Marquis shopping center, and the expansion of Water Country USA – is expected to add significant amounts of traffic that will greatly reduce Levels of Service.

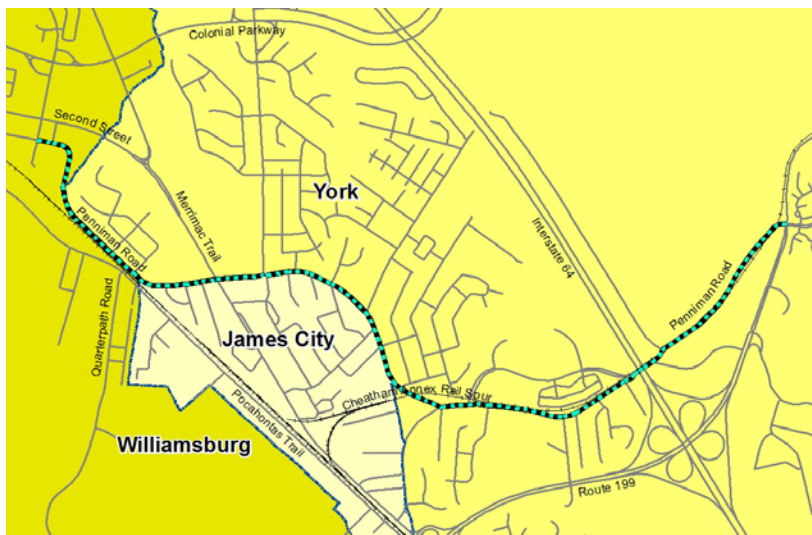
It should be noted, however, that traffic forecasting is not an exact science, and no traffic model is perfect. Long-range forecasts of severe future congestion do not necessarily indicate that improvements will be

needed. For example, the HRTPO modeling indicates that the Colonial Parkway and Route 132 in York County – two roads where traffic appears to flow smoothly, even in the morning and afternoon peak hours – are currently experiencing moderate congestion that will become severe by 2034. Forecasts notwithstanding, York County’s Comprehensive Plan does not recommend any future improvements to either of these roads or to Ballard Street in Yorktown, which is a relatively low-volume road with little congestion that provides access to the Coast Guard base and a small residential area (the Moore House area) that has very little privately owned land available for future development. Furthermore, as noted in the HRTPO Comprehensive Transportation Study, several of the roadways that are expected to be congested in 2034 are located in historic, educational, or recreational areas and could not be widened without severe impacts on the character of these areas. Such roadways include the Colonial Parkway, Lafayette Street through downtown Williamsburg, Jamestown Road and Richmond Road around the William and Mary campus, Jamestown Road in James City County, and Cook Road and Ballard Street in the vicinity of the Yorktown battlefield.

One potential future road construction project that is discussed in both the James City County and York County comprehensive plans is the extension of Mooretown Road from its present terminus at Lightfoot Road in York County to Croaker Road in James City County. York County’s Plan states that this project would have no significant benefit in terms of alleviating traffic congestion but could potentially yield economic benefits by improving accessibility to the Pottery property. Accordingly, the Plan specifies that any extension of Mooretown Road in York County should be developer-funded and not paid for with scarce public highway funds. James City County’s Plan, in contrast, states that while private funding to extend Mooretown Road is expected, public funds might also be used.

The three localities, both individually and collaboratively, have made significant progress toward the creation of seamless networks of bikeways and walkways throughout the Historic Triangle. The Coordinated Comprehensive Plan Review provided an opportunity for the three localities to review existing plans and identify areas where bicycle and pedestrian connectivity can be further enhanced. For bikeways, the HTBAC undertook an exhaustive review of the adopted Regional Bikeway Plan and recommended various changes to the proposed projects.

Opportunities for improved pedestrian connectivity across jurisdictional boundaries were also identified as part of the comprehensive plan review process. One such area is Penniman Road which runs through all three Historic Triangle localities. James City County’s Pedestrian Accommodations Plan recommends a sidewalk along its segment of Penniman Road, which serves as the boundary line between James City County and York County. York County’s Comprehensive Plan also recommends a sidewalk along its portion of Penniman Road, possibly involving a trail along the inactive Cheatham Annex rail spur that runs parallel to the road, which would incorporate approximately 800 feet of existing sidewalk west of Mer-



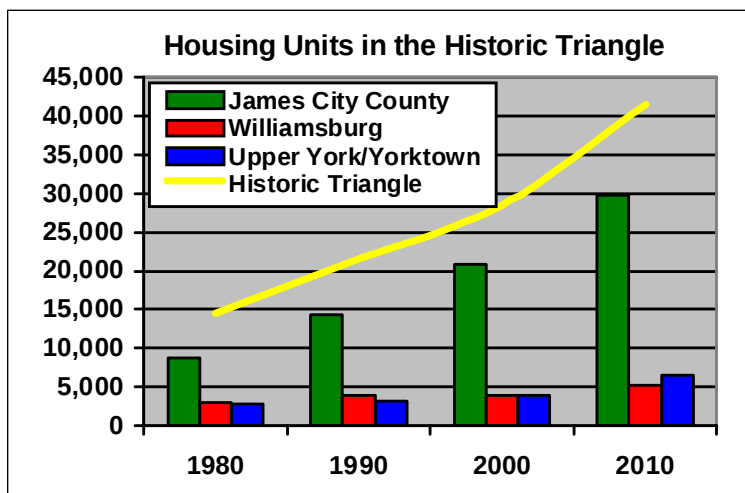
rimac Trail (in front of the Wawa convenience store/gas station and the Animal Clinic of Williamsburg) and an additional 600 feet of existing sidewalk along the eastern end of the road in front of Penniman Road Commerce Park. On the Williamsburg portion of Penniman Road, a mixed-use development known as the Carlton Holdings project has been approved – with a 13,250-square foot commercial building and 29 condominium units – that will include construction of a sidewalk along the north side of Penniman Road as part of the residential portion. By coordinating these efforts, the three localities could greatly enhance pedestrian mobility along this multi-jurisdictional corridor. The 4.6-mile corridor Mooretown Road is another opportunity for a coordinated effort between James City and York Counties, both of which have identified Mooretown Road as potential future sidewalk corridors.

The three localities worked together recently to develop a conceptual plan for corridor improvements along Pocahontas Trail (Route 60) between the I-64 Grove Interchange and Capitol Landing Road. These include bicycle and pedestrian amenities as well as landscaping and other corridor and gateway beautification efforts, such as the removal of overhead utilities. The total project cost is \$4.5 million. In recent years, the three localities have jointly applied for funding for these improvements, and Williamsburg has programmed improvements along York Street (Route 60) in its Capital Improvement Plan for FY14-15. This project can serve as a model for other such collaborative efforts.

HOUSING IN THE HISTORIC TRIANGLE

According to the 2010 Census, there are 41,458 housing units in the Historic Triangle – an increase of 45% (12,932 units) since 2000. This includes both year-round units and units that are for seasonal, recreational, or occasional use. Most of the growth in the area’s housing stock between 2000 and 2010 was in James City County, which grew by 9,025 units, followed by upper York/Yorktown, which had a net increase of 2,609 units. The City of Williamsburg experienced a net increase of 1,296 units. (At least a portion of the net increase in York County appears to be attributable an under-count of time-share units by the Census Bureau in 2000.)

Single-family detached homes dominate the area housing market, constituting over two-thirds of the housing stock in the Historic Triangle. Apartments, townhouses, and duplexes are most prevalent in Williamsburg, where they represent half of the housing stock. Single-family detached homes are most prevalent in upper York/Yorktown, where they make up 86% of all housing.



The development of two higher-density neo-traditional mixed-use developments – New Town in James City County and High Street in Williamsburg – has introduced a new type of compact urban form to the Historic Triangle that brings residential and commercial development together into vibrant, walkable environments where people can live, work, and shop. These two developments have greatly increased the number of townhouses and apartments in the area. Nevertheless, Census Bureau statistics indicate that single-family detached housing has actually *increased* from 67% of the housing stock in 2000 to 69% in the latter part of the decade (based on the American Community Survey for 2005-09).

With the rapid rate of home construction activity in recent decades, the Historic Triangle’s housing stock



is much newer, on average, than in the metropolitan area or the state. For example, almost half the homes (48%) were built since 1990, compared to 29% in Virginia and 25% in the MSA. Likewise, only 10% of the housing was built before 1960 vs. 23% in the MSA and 24% in Virginia. This is reflected in the fact that homes in the Historic Triangle tend to be larger and have higher assessed values than in the metropolitan area or the state as a whole.

According to the 2010 Census, 87% of the housing in the Historic Triangle is occupied. This is slightly lower than both the

statewide occupancy rate of 91%, and the metropolitan area rate of 92%. The overall homeowner vacancy rate is 2.8%, while the vacancy rate for rental housing is 8.0%, both of which are higher than the corresponding vacancy rates for both the metropolitan area and the state.

One-fifth (19.9%) of the housing units in the Historic Triangle are classified by the Census Bureau as being “for seasonal, recreational, or occasional use,” including time-share units. This is significantly more than in either the MSA (2.2%) or the state (2.4%) as a whole. Of the 2,906 seasonal units in the area, almost half (49.5%) are located in James City County, while York County and Williamsburg account for 44.3% and 3.5% respectively.

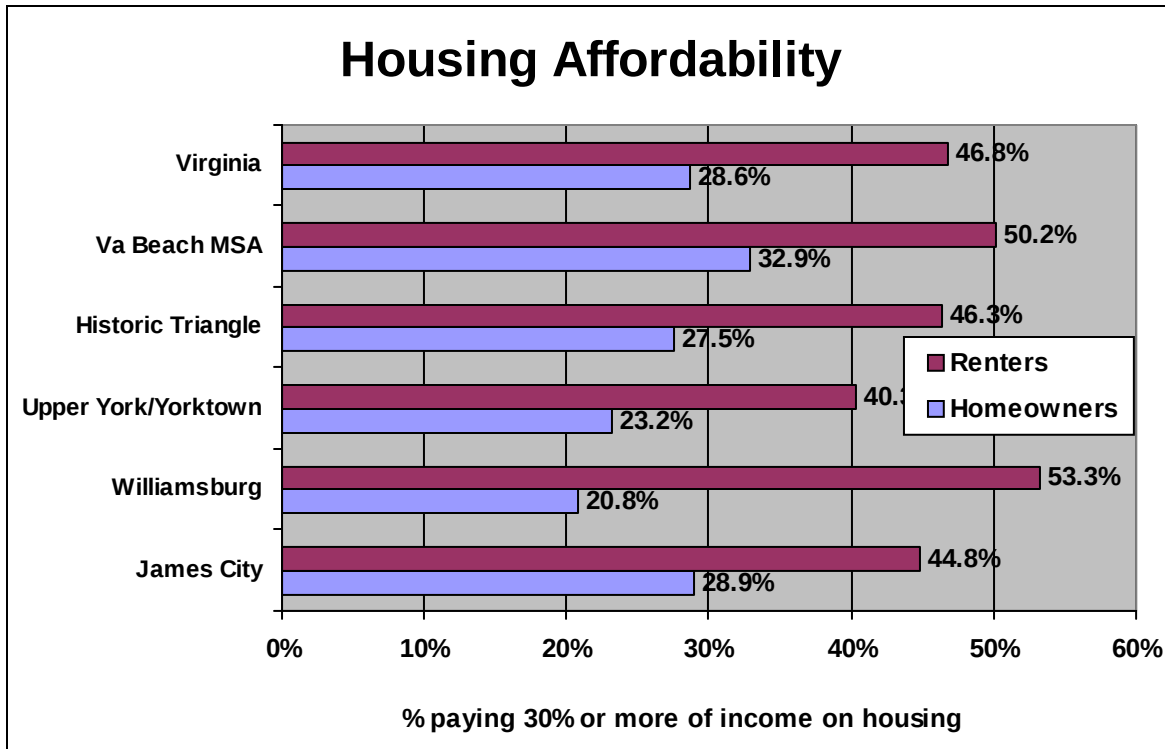
Homeownership is high in the Historic Triangle, where 72% of occupied housing units are owner-occupied. A relatively high percentage (56%) of the occupied units in Williamsburg are renter-occupied in comparison with the surrounding counties (24%). The City of Williamsburg’s large college student population accounts for some of the disparity between rental occupancy in Williamsburg and the surrounding areas, but cities generally tend to have higher rental rates than suburban counties; in the Cities of Hampton and Newport News, for example, rental units account for 42% and 49% of all occupied units respectively. William and Mary houses 73% of its full-time undergraduate students and 14% of full-time graduate students, and the demand for rental housing near campus remains high. To address this demand, William and Mary purchased the Williamsburg Hospitality House (renamed One Tribe Place) for additional student housing, adding approximately 400 new beds.

People who live in group quarters (dormitories, correctional facilities, military quarters, nursing homes, etc.) represent 6% of the Historic Triangle’s population. Almost three-quarters of these 5,541 residents are William and Mary students who live on campus, while the Virginia Peninsula Regional Jail and the Merrimac (juvenile detention) Center in James City County account for another 471 residents, followed by the Naval Weapons Station Yorktown with 270. Nursing facilities and skilled nursing facilities in James City County and Williamsburg account for most of the remainder (492).

Housing Affordability

In general, housing values are higher in the Historic Triangle than in the MSA or the state of Virginia as a whole. At \$334,100, James City County has the highest median house value in the area, followed by York County (\$316,100) and Williamsburg (\$311,200). The MSA and state averages are somewhat lower at \$233,600 and \$247,100 respectively. Similarly, rents also tend to be higher in the Historic Triangle, with the median gross monthly rent ranging from \$950 in Williamsburg to \$1,124 in York County; the median rent is \$1,017 in James City County. For the MSA and the state, the figures are \$918 and \$931 respectively.

Although house values and rents are generally higher in the Historic Triangle than in the rest of the metropolitan area, Census figures indicate that housing affordability affects a smaller proportion of households. A common measure of housing affordability is the general rule that no household should have to spend more than 30% of its annual gross income on housing. According to the Census Bureau’s American Community Survey for 2005-09, 27.5% of households living in owner-occupied homes in the Historic Triangle were paying at least 30%. The figures are 32.9% and 28.6% for the metro area and the state respectively. For rental housing, the figures are 46.3% for the Historic Triangle, 50.2% for the MSA, and 46.8% for the state.



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. Within this affordable range, 80%-120% of 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-\$34,950). Using the “30% of income” standard, household incomes in the 50%-80% of AMI range roughly equate to an affordable house value of \$150,000-\$250,000. Housing within this range is termed “affordable housing,” “low/moderate income housing,” and/or “workforce housing.”

A large percentage of the area’s housing stock (excluding rental apartments) falls within this affordable range as shown in the *2012 Housing in Affordable Range* and *2012 Housing Values* tables, based on 2012 real estate tax records. There are over 14,000 existing dwelling units in the 50%-80% of AMI range (house values of \$150,000-\$250,000). Williamsburg has the largest percentage of non-apartment housing stock in this range (32%), followed by York County (30%) and James City County (27%).

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

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

Among the three localities in the Historic Triangle, Williamsburg has the smallest proportion of homeowners – but the highest proportion of renters – spending more than 30% of their income on housing. This most likely reflects the City’s disproportionately large proportion of homeowners who do not have a mortgage (44%) and the large number of college students living in off-campus rental housing.

Each of the three localities in the Historic Triangle has developed programs for meeting the housing needs of the community. In James City County, some major successes include 661 units voluntarily proffered at reduced rents or sale prices within new developments between 2000 and 2008, implementation of a Cluster Overlay District that gives density bonuses for developments that provide significant public benefits (including affordable housing), and development of a housing fund to use as leverage for state and federal grants or for other revitalization projects. In addition, approximately 100 of the 661 total proffered units have utilized a soft-second mortgage held by James City County. These soft-second mortgages reduce the amount borrowed by the buyer, while still allowing the unit to have a higher sales price. The amount of the soft second equals the difference between the contract sales price and the proffered affordable sales price. This “discount,” secured by the County, is forgiven to the homeowner over a period of time as long as the property is not sold or leased. Some noteworthy affordable housing projects in James City County are the Ironbound Square Redevelopment, Michelle’s Point, and the Longhill Grove Apartments, which have a combined total of 332 units, 212 of them affordable.

In the City of Williamsburg, recommendations in the 1953 and 1968 Comprehensive Plans 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 subdivision; Strawberry Plains Redevelopment Area, a 56-lot 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 a total of 75 single family lots and 104 subsidized rental units. The City’s 2006 Comprehensive Plan recognizes the need for more affordable low- and moderate-income housing and has identified several areas as being suitable for this use. These include the undeveloped portion of the Wales subdivision on Ironbound Road, which will support at least 19 additional single-family homes; the Mixed-Use area on Strawberry Plains Road south of Berkeley Middle School, which will support up to 140 dwelling units; a 12-acre undeveloped parcel in the Highland Park neighborhood located on the east side of North Henry Street



The Blayton Building in the City of Williamsburg

north of the 29-unit WRHA-subsidized apartment complex on Dunning Street; and the Blayton Building property on Scotland Street, which can support approximately 39 additional elderly housing units.

York County encourages the construction of moderately priced housing through the *Affordable Housing Incentive Provisions*, which are set forth in the Planned Development regulations of the Zoning Ordinance. This is accomplished through the reduction or elimination of otherwise applicable planned development open space requirements depending on whether the proposed lots are less than or greater than 7,500 square feet. In exchange, these provisions require either modular dwelling units or other approved single-family detached dwelling units and establish a maximum unit size, all with the objective of promoting affordability. Five planned developments, with a combined total of 385 units, have been developed under the Affordable Housing Incentive Provisions since their inception in 1986. Two of these developments – the 88-lot Bruton Glen subdivision and the 22-lot Sunset Meadows subdivision – are located in the upper County.

LAND USE IN THE HISTORIC TRIANGLE

As with traffic, the development and growth patterns within the Historic Triangle are influenced by factors from all three localities. Although each of the localities retains individual control over the land use designations and zoning of land within its borders, residents, businesses, and visitors alike view the area more holistically when making decisions about where to live, work, and shop. In recognition of this, the City of Williamsburg, York County, and James City County consult with each other not only when considering changes to the future land uses along common border areas, but also when reviewing specific plans for development in these areas.

To further aid in the localities' coordination efforts regarding development, the planning staffs of the three localities prepared combined maps showing existing and future land uses throughout the Historic Triangle as part of the coordinated review process. These combined maps allowed staff to analyze more readily the conditions in the focus areas. The existing land use map reflects current conditions on the ground, while the future land use map projects the desired conditions as development occurs and land uses change over the twenty-year horizon of the comprehensive plans.

Conducting this effort required staff to translate the specific land use designations used in each locality into a common language. The table below lists the general categories shared between localities and details the individual future land use designation and densities each locality associates with that category.

LAND USE	WILLIAMSBURG	JAMES CITY COUNTY	YORK COUNTY
Agricultural	None	Rural Lands	None
Residential	Low Density Single Family (3 dwelling units/net acre) Medium Density Single Family (5 du/net ac.) Medium Density Multi-Family (8 du/net ac.) High Density Multi-Family (14 du/net ac.) Downtown Residential (8 du/net ac. – more with SUP) Urban Residential (Determined when rezoned)	Low Density Residential (1-4 du/gross ac.) Moderate Density Residential (4-12 du/gross ac.)	Low Density Residential (1 du/gross ac.) Medium Density Residential (1.75 du/gross ac.) High Density Residential (3 du/gross ac.) Multi-Family Residential (10 du/gross ac.)
Mixed Use	Mixed Use (8-14 du/net ac. – more with SUP) Economic Development (10-12 du/net ac.)	Mixed Use (18 du/gross ac./0.4 FAR-Floor Area Ratio) Economic Opportunity (Residential development al- lowed at density in Zoning Ordinance)	Yorktown Mixed Use overlay designation (10 du/gross ac.)
Commercial	Office Downtown Commercial (14 du/net ac. – more with SUP) Corridor Commercial (14 du/net ac.) Urban Commercial (14 du/net ac. – more with SUP)	Neighborhood Commercial (0-0.2 FAR) Community Commercial (0.2-0.4 FAR)	Limited Business General Business Economic Opportunity (NO FAR LIMITS)

LAND USE	WILLIAMSBURG	JAMES CITY COUNTY	YORK COUNTY
Institutional	Public and Semi-Public Colonial Williamsburg Historic Area Colonial Williamsburg Support Colonial Williamsburg Resort College of William and Mary	State, Federal, and County Land (portion) Park, Public or Semi Public Open Space (portion)	
Industrial	None	Limited Industry (0.2 - no limit FAR) General Industry (0.2 - no limit FAR) Airport	Limited Industrial General Industrial NO FAR LIMITS
Military	None	State, Federal, and County Land (portion)	Military
Parks, Open Space, Greenways	Parks, Parkway and Recreation Sensitive Environmental Areas	Conservation Area Park, Public, or Semi Public Open Space (portion) State, Federal, and County Land (portion)	Conservation
Notes: • AC = Acre • DU = Dwelling Units • FAR = Floor Area Ratio (Gross floor area of all buildings or structures on a lot divided by the total lot area) • SUP = Special Use Permit • There are no FAR requirements except where noted.			

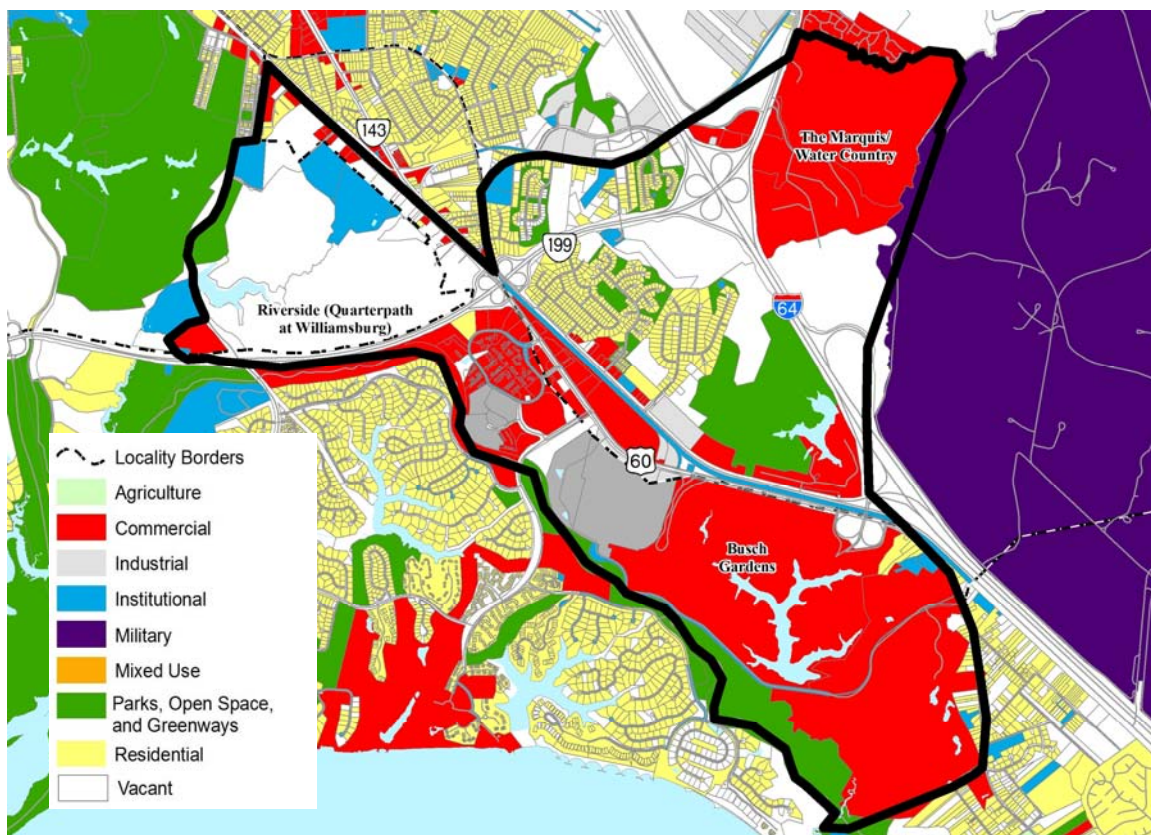
RIVERSIDE/MARQUIS/BUSCH FOCUS AREA

Description of the Focus Area

The Riverside/Marquis/Busch focus area surrounds the southern Interstate 64/Route 199 interchange and the nearby Route 199/Route 143/Route 60 interchange. This focus area occupies slightly over 3,000 acres of land, 44.3% located in James City County, 41.4% in York County, and 14.3% in the City of Williamsburg.

Existing Land Use

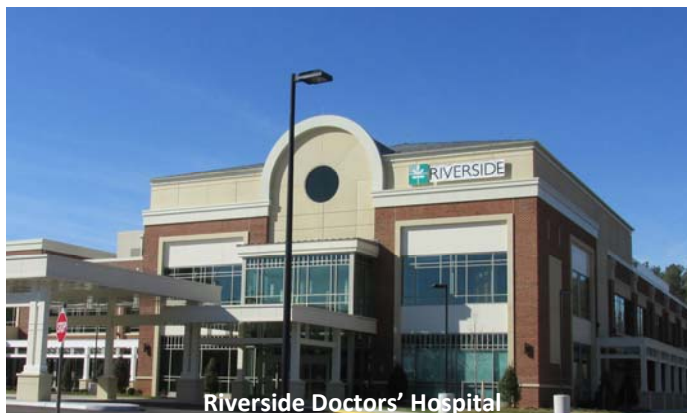
Most of the existing development in this area in 2012 was commercial, with major uses including Busch Gardens, the InBev brewery, and the Busch Commerce Center in James City County, and, in York County, the Marquis shopping center, Water Country USA, and the Parkside timeshare resort. The Williamsburg portion of this area is largely vacant, except for the Quarterpath Crossing shopping center, the Colonial Williamsburg Distribution Warehouse and the WATA/Penske facility, both of which are accessed from Route 60, and the Colonial Williamsburg Nursery on Quarterpath Road. On the east side of Quarterpath Road is Redoubt Park, a 21.4-acre passive park. Residential development in this area is primarily single-family detached and mostly confined to the area bounded by Penniman Road, Merrimac Trail, and I-64 in York County, with such subdivisions as Carver Gardens, Country Club Acres, Williamsburg Bluffs, Penniman East, and Highgrove. There is also a 14-unit duplex development called Callahan Village.



Existing Land Use – Riverside/Marquis/Busch Focus Area

Future Land Use

The three adopted comprehensive plans essentially call for a continuation of the existing land use pattern, which is mostly commercial and industrial. The biggest change on the horizon is in Williamsburg, where Riverside Healthcare Association is developing a 362-acre mixed-use development called Quarterpath at Williamsburg, located on the north side of Route 199 between Quarterpath Road and Route 60. This is the largest tract of undeveloped land under single ownership in the City. Williamsburg's Comprehensive Plan designates the lower section along Route 199 as Economic Development, which is a mixed-use category, while the upper section north of Tutter's Neck Pond is designated Medium Density Residential. The development is anchored by Doctors' Hospital, a 40-bed facility that opened in May 2013. In addition to the hospital, this property will have commercial, office, and medical office uses, and the potential for 1,362 dwelling units.



Riverside Doctors' Hospital



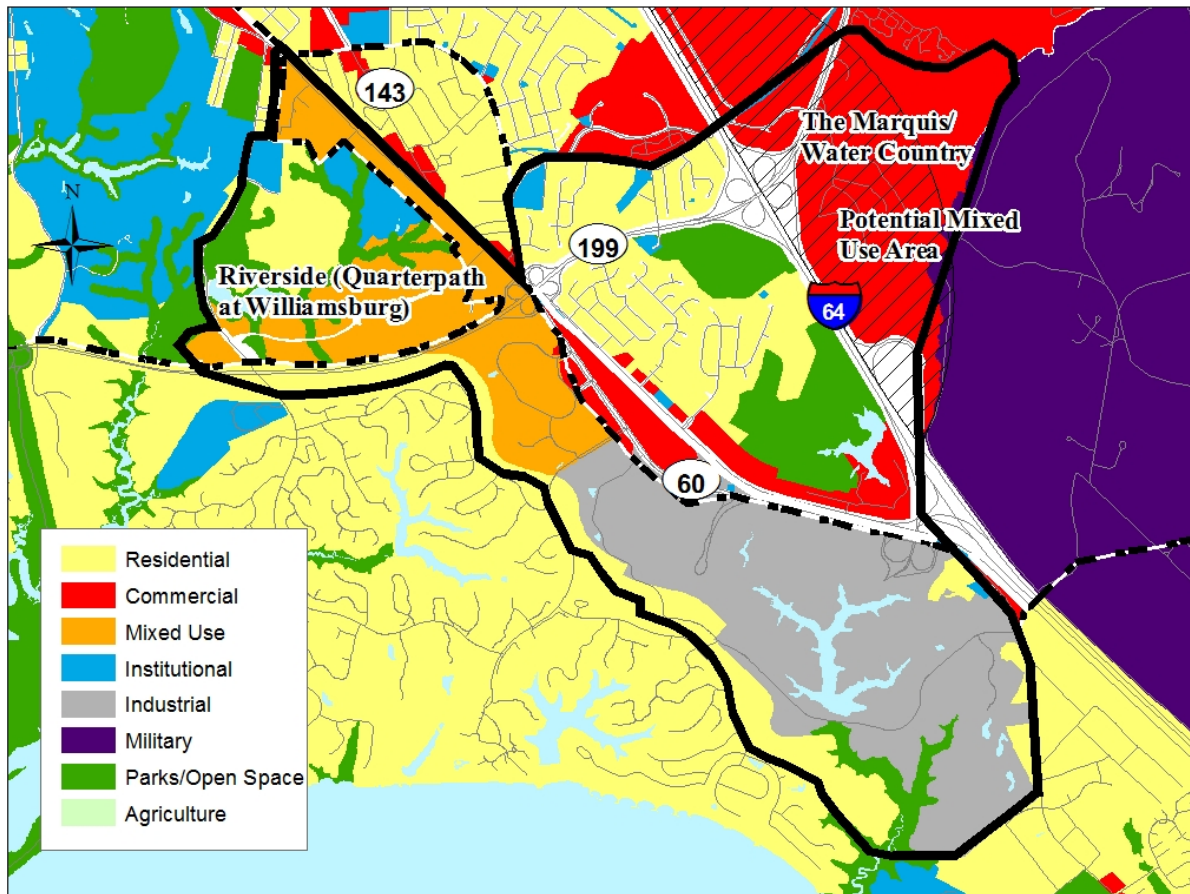
Verbolten at Busch Gardens

The Williamsburg Comprehensive Plan calls for a section of Quarterpath Road adjacent to Redoubt Park and Tutter's Neck Pond to be closed to vehicular traffic, with alternate access provided by the future construction of Redoubt Road. The closed section of Quarterpath Road would become a multi-use trail that would connect to the proposed trail system for Quarterpath at Williamsburg and the existing multi-use trail on Quarterpath Road.

Some of the infrastructure improvements associated with the Quarterpath at Williamsburg project are in James City County, where the vacant land along Route 60 north of Route 199 is designated for Mixed Use with the expectation of some spillover retail and office development generated by the project. Otherwise, there is very little vacant land in this area that is located in James City; however, Busch Gardens, is continually making changes, adding new rides and other attractions, the latest of which is Verbolten – a thrill ride in the Germany section of the park that opened in 2012.

The 2013 York County Comprehensive Plan does not recommend any major changes to the current land use designations in this area, maintaining I-64 as the dividing line between commercial and residential designations. However, the Comprehensive Plan also identifies the area on the east side of I-64 between the Colonial Parkway and the Grove interchange, most of which has an underlying land use designation of Economic Opportunity, as a potential mixed-use development node that could include residential as well as retail and office uses. Existing development on the east side of I-64 includes the Marquis shopping center, which contains approximately 400,000 square feet of commercial space and has conceptual approval for an additional 700,000 square feet. Adjacent to the Marquis on Route 199 is the Water Country USA theme park, which occupies 221 acres of land and, like Busch Gardens, is constantly adding

new attractions. Approved expansion plans will see the water park grow from 41 acres to 84 total acres of attractions, with the additional 43 acres to be developed in five phases over the next twenty years. On the west side of I-64 are approximately 100 acres of vacant land designated for medium and high-density single-family detached residential development, which can accommodate an estimated 220 or so dwelling units.



Planned Future Land Use – Riverside/Marquis/Busch Focus Area

Summary

A 2.3-mile segment of Interstate 64 and two interchanges are located in this focus area. As noted previously, VDOT and the FHWA have been working on a study of the I-64 corridor from I-95 in Richmond to I-664 in Hampton. This study will identify transportation needs within the I-64 corridor and evaluate the impacts of proposed improvements. As part of this process a Draft Environmental Impact Statement was completed in October 2012 which identified five build alternatives for further, more detailed study. In addition to the “no build” alternative, construction alternatives being studied involve widening I-64 to the inside (both with and without tolls) and widening it to the outside (with and without tolls). More recently, the Commonwealth Transportation Board has programmed \$100 million to reconstruct and add capacity to I-64 between Newport News and the southern Route 199 interchange, which all three comprehensive plans support. Construction is tentatively scheduled to begin in Fiscal Year 2015. Unfortunately, current funding is sufficient for only the first phase of this project, which will widen I-64 from four to six lanes along the between Bland Boulevard and Lee Hall in Newport News.

Another major transportation artery that runs through this focus area is Route 60 – York Street and Pocahontas Trail – where the three localities have developed a plan to implement approximately \$4.5 million worth of corridor improvements – landscaping, beautification, pedestrian, and bicycle improvements – between the I-64 Grove Interchange and Capitol Landing Road. The three localities have jointly applied for funding for these improvements along portions of this 4-mile corridor, and Williamsburg has programmed improvements along York Street in its Capital Improvement Program for FY2014-15.

Percentage of Focus Area Acreage		
Land Use	% of Existing Land Use	% of Planned Future Land Use
Residential	8%	22%
Commercial	45%	21%
Mixed Use	0%	14%
Industrial	6%	27%
Open Space/Conservation	11%	12%
Institutional	4%	4%
Vacant	26%	0%
TOTAL	100%	100%

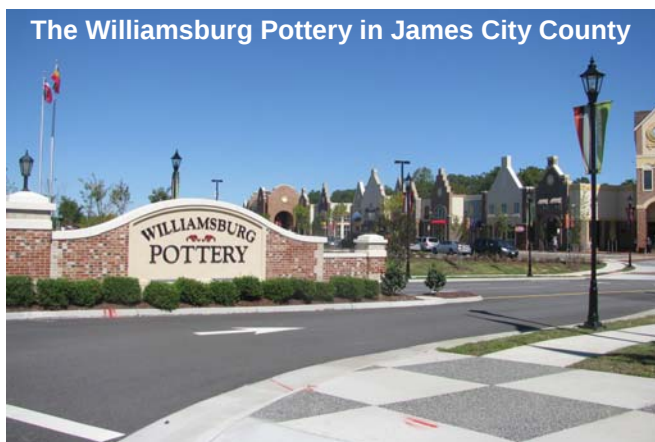
LIGHTFOOT/POTTERY AREA

Description of the Focus Area

The Lightfoot/Pottery area directly involves only two of the three Historic Triangle jurisdictions – James City County and York County. The focus area’s boundaries are largely defined by major transportation features – Interstate 64, Croaker Road, and Richmond Road—as well as large existing and planned activity centers.

Existing Land Use

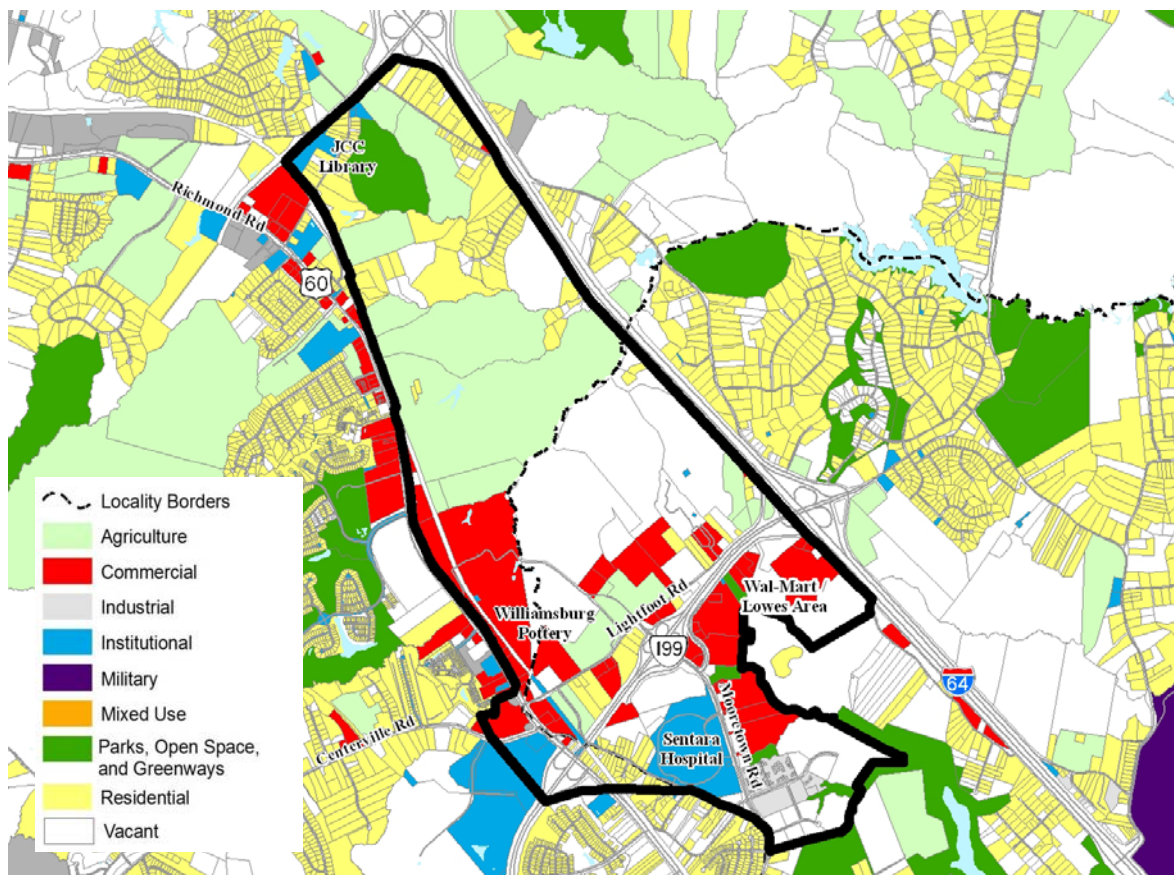
There are a variety of land uses from one end of the focus area to the other. Agriculture and vacant land are predominant, representing a combined total of 58% of the land area, followed by commercial (16%) and residential (14%). Much of the land in James City County is currently in agricultural or residential uses, with a concentration of commercial uses in and around the Williamsburg Pottery. Existing institutional uses within or adjacent to the focus area include the James City County Library, Warhill High School, Thomas Nelson Community College’s Historic Triangle Campus, and the new Law Enforcement Center. In York County, most of the land (56%) is vacant, while the developed land is occupied mostly by commercial and institutional uses as the area has grown in recent years with the addition of the Michael Commons office park, the Williamsburg Marketcenter, and the Sentara Williamsburg Regional Medical Center.



most of the land (56%) is vacant, while the developed land is occupied mostly by commercial and institutional uses as the area has grown in recent years with the addition of the Michael Commons office park, the Williamsburg Marketcenter, and the Sentara Williamsburg Regional Medical Center.

Lightfoot has been a hub of activity dating back to the establishment of the Pottery in 1938. Over the years, the surrounding commercial area has grown to include supporting retail and restaurants. The more recent transformation of the Lightfoot area into a major regional activity center is a result of decisions stemming from York County’s 1991 Comprehensive Plan. Until that time, much of the area had been designated for low density residential. However, recognizing the need for a larger commercial base to offset the fiscal demands generated by rapid population growth, and seizing on the proximity to the I-64 interchange at Lightfoot and the improved access to be provided by the extension of Mooretown Road and the completion of Route 199 itself, York County designated the entire area Economic Opportunity. This Economic Op-

portunity designation was created as part of the 1991 Comprehensive Plan with the goal of providing for a mix of retail, office, tourist-related, and light industrial uses in certain areas of York County. Lightfoot is now home to three of York County's six largest private sector employers: Sentara Williamsburg Regional Medical Center, Great Wolf Lodge, and Walmart.



Existing Land Use – Lightfoot/Pottery Focus Area

Future Land Use

Based on the two comprehensive plans, future land use in the Lightfoot/Pottery Area is expected to be nearly 80% Economic Opportunity – split between mixed use and commercial – 11% agriculture, and 5% institutional. The shift from the predominant existing land uses expected over time is attributable to continued implementation of the Economic Opportunity designation first made in the York County's 1991 Comprehensive Plan, and more recently, the decision made during the James City County 2009 Comprehensive Plan update to redesignate approximately 900 acres (shown in orange area on the map) from Rural Lands and Mixed Use to Economic Opportunity. This change eliminated one of the major cross-jurisdictional land use incompatibilities in the Historic Triangle.

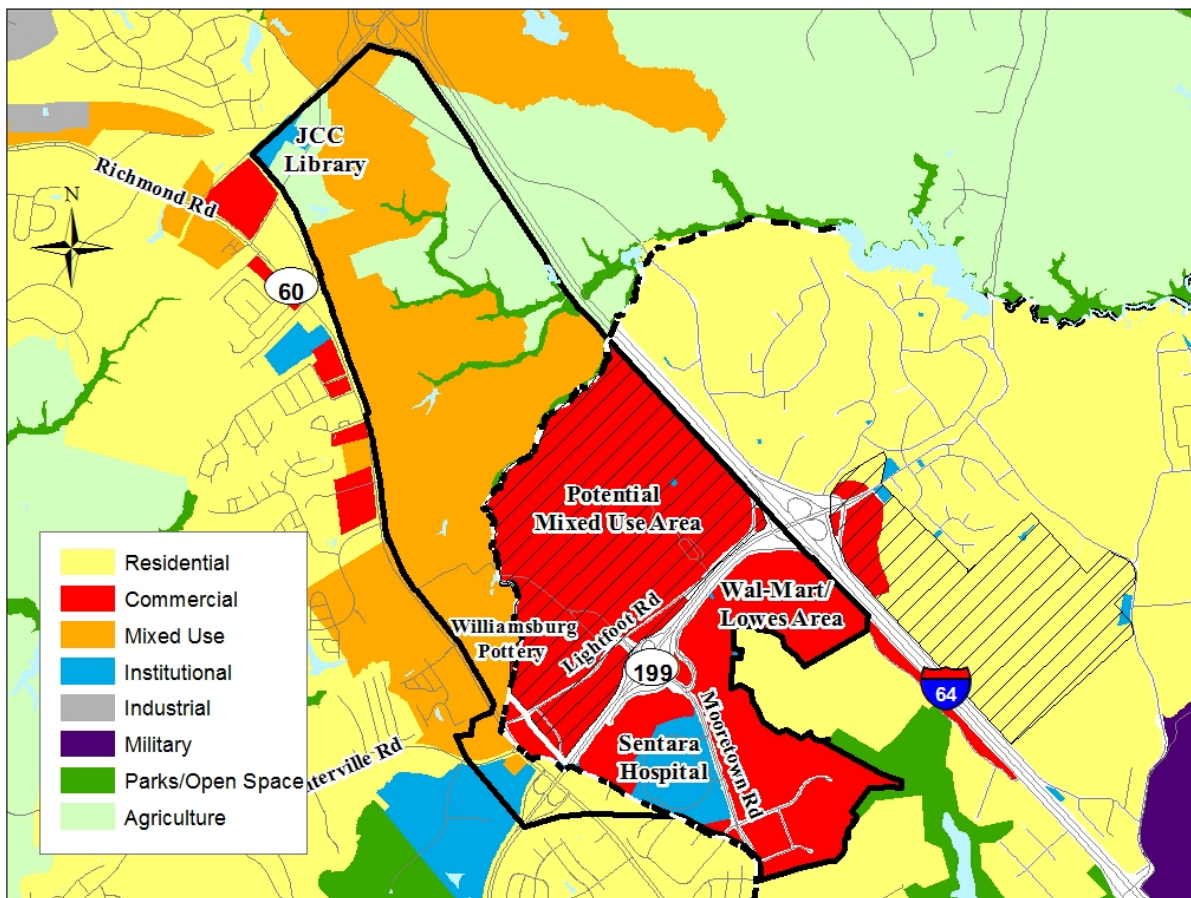
On the York County side, there is still considerable potential for additional development beyond the current 2.3+ million square feet of commercial, hotel, timeshare, office, and hospital space, particularly on the north side of Lightfoot Road, where development remains relatively sparse. There are several large parcels under single ownership (Williamsburg Pottery), which creates the potential for a large master planned development. As mentioned previously, the York County Comprehensive Plan designates this

area as Economic Opportunity with a potential mixed use overlay.

For James City County, the Economic Opportunity designation incorporates the Pottery area and surrounding properties and seeks specifically to maximize the economic development potential of the area with primary uses of industrial, light industrial, and office uses which encourage development types that have a positive fiscal value, are environmentally friendly, and support local economic stability. Retail and mixed-cost housing are allowed but limited to amounts necessary to support the industrial/office component. The designation further stresses the following considerations:

- The importance of a multi-jurisdictional master planning process to ensure available infrastructure, and compatible community character;
- Inclusion of the master planned areas within James City County's Primary Service Area (PSA) to allow connection to public water and sewer; and
- Matching the preferred development pattern with any plans for commuter rail or other type of transit.

This text was the guidance for the recently developed and adopted Economic Opportunity zoning district in James City County. The majority of the remaining future land use designations in the focus area continue to be in Rural Lands.



Planned Future Land Use – Lightfoot/Pottery Focus Area

One of the considerations going forward for this area that is intimately related to planned land use is transportation. The HRTPO transportation study conducted as part of the coordinated comprehensive plan review projected that a number of roadways in this focus area, including Croaker Road, Richmond Road in the vicinity of its intersection with Centerville Road, and I-64, are projected to have severe congestion in 2034. To deal with this congestion and to help fulfill the economic potential of this area, there are a number of improvements planned for this area. These include preliminary engineering/right-of-way acquisition funds for widening Croaker Road from two to four lanes, as well as preliminary engineering/right-of-way acquisition and construction funding for turn lane/intersection improvements on Richmond Road/Centerville Road and Route 199/Richmond Road. Another potential project identified in the localities' comprehensive plans would extend Mooretown Road from its current terminus at Lightfoot Road to tie into Croaker Road or Rochambeau Road. At the request of James City County, the Hampton Roads Transportation Planning Organization, approved \$400,000 to study this corridor and determine an alignment. The actual construction cost is estimated to be \$15.8 million, for which future funds would need to be secured.

Of final note is the previously mentioned VDOT/Federal Highway Administration study of the I-64 corridor from Richmond to I-664 in Hampton. The study is scheduled to be completed in early 2014 and would be the first step in getting I-64 widened, which has been a goal of the three localities for some time. Funding for construction has yet to be identified and, given the general lack of transportation funding in Virginia, would likely be many years in the future.

In addition to these road projects, there are several noteworthy bicycle, walkway, and transit projects in this focus area. There is one bicycle/pedestrian project with funding for preliminary engineering, right-of-way acquisition, and construction in the study area – a multi-use path along Croaker Road. In addition, the Mooretown Road extension study would examine the road as a “complete street,” which is a road that includes facilities for pedestrians and bicyclists as well as cars. Also on the table for discussion during this regional process are shoulder bike lanes along Rochambeau Drive and Richmond Road. As a final note on transit, the Transit Vision Plan for Hampton Roads recommends commuter rail that could include service to this focus area. Among the questions to be answered would be what land use patterns would emerge in this area (since higher densities of commercial and residential would tend to better support this service) and any capacity issues created by commuter rail, Amtrak, and freight rail sharing the same tracks. These are all part of ongoing conversations among the localities, the region, the state, and the transit providers.

Summary

As noted previously, the vast majority of land in this focus area is designated Economic Opportunity. In James City County, this designation calls primarily for industrial, light industrial, and office uses as well as limited amounts of retail and mixed-cost housing. In York County, the Economic Opportunity designation calls for a mix of retail, office, tourist-related, and light industrial uses. Unlike James City County, York County does not provide for residential development in its Economic Opportunity designation. However, it should be noted that the Economic Opportunity designation for the vast acreage north of Lightfoot Road and west of I-64, most of which is owned by the Williamsburg Pottery, also has a Mixed Use overlay designation. This overlay designation is intended to create well-designed communities with a mix of commercial and residential uses – and different types of residential uses – within a single, relatively compact development under a unified, coherent master plan. The York County Comprehensive Plan does note that the ability of a particular applicant to use the Mixed Use overlay designation is dependent on the availability of infrastructure and public services and the designation of a certain area

should not be construed as a guarantee that a mixed use development would necessarily be approved. Neither comprehensive plan specifies a recommended residential density range in the Economic Opportunity designation description. Both localities also have Economic Opportunity zoning districts, and York County has a Planned Development Mixed Use (PDMU) zoning district that would be used to implement the Mixed Use overlay designation. The James City County EO District permits residential densities of up to 10 dwelling units per acre. The York County EO district does not permit residential uses, but the PDMU district permits residential densities of up to approximately 10 dwelling units per acre, and that the amount is tied to the amount of commercial square footage.

While there are some differences in terminology and technical approaches used, the Economic Opportunity portion of this focus area, particularly the Williamsburg Pottery property, is very similar between the two counties. One key item to note is that the documents of both counties allow substantial flexibility. In each case, the documents would allow a purely commercial use, such as a light industrial park, but also provide for the possibility of a master-planned mixed use community that includes integrated retail and residential uses. Both counties' comprehensive plans recognize the importance and potential of this area without establishing a specific vision. In accordance with longstanding practice, any large-scale development on either side of the jurisdictional boundary in Lightfoot would include opportunities for the other county to participate by reviewing plans and offering input. Alternatively, any master planning exercise or development project involving property on both sides of the county line would require joint participation and close cooperation on the part of both counties.

As noted, both comprehensive plans include the extension of Mooretown Road in their future transportation plans but with one key difference: whereas James City County has pursued public funding for study of this project, York County's Plan states that any extension of Mooretown Road – at least in York County – should be paid for with developer funds and not with increasingly limited public road funds. Ultimately, whether or not public funds will be applied to this project will most likely be decided by the HRTPO based on objective evaluation criteria such as congestion relief, safety, viability, environmental impact, economic utility, and cost-benefit. Since the road extension would be a cross-jurisdictional facility, any such funding request would need to be coordinated between the two counties.

There are also opportunities for coordination on bikeway and sidewalk connections in the focus area. York County may consider pursuing sidewalks on existing Mooretown Road which could connect to a planned sidewalk along the James City County portion of Mooretown Road and to any future extension of this road. In addition, the Regional Bikeway Plan recommends shoulder bike lanes on Richmond Road in this area, particularly in James City County but also a short segment in York County.

Percentage of Focus Area Acreage		
Land Use	% of Existing Land Use	% of Planned Future Land Use
Residential	14%	3%
Commercial	17%	45%
Mixed Use	0%	34%
Industrial	2%	0%
Open Space/Conservation	4%	6%
Agriculture	26%	11%
Institutional	6%	1%
Vacant	31%	0%
TOTAL	100%	100%

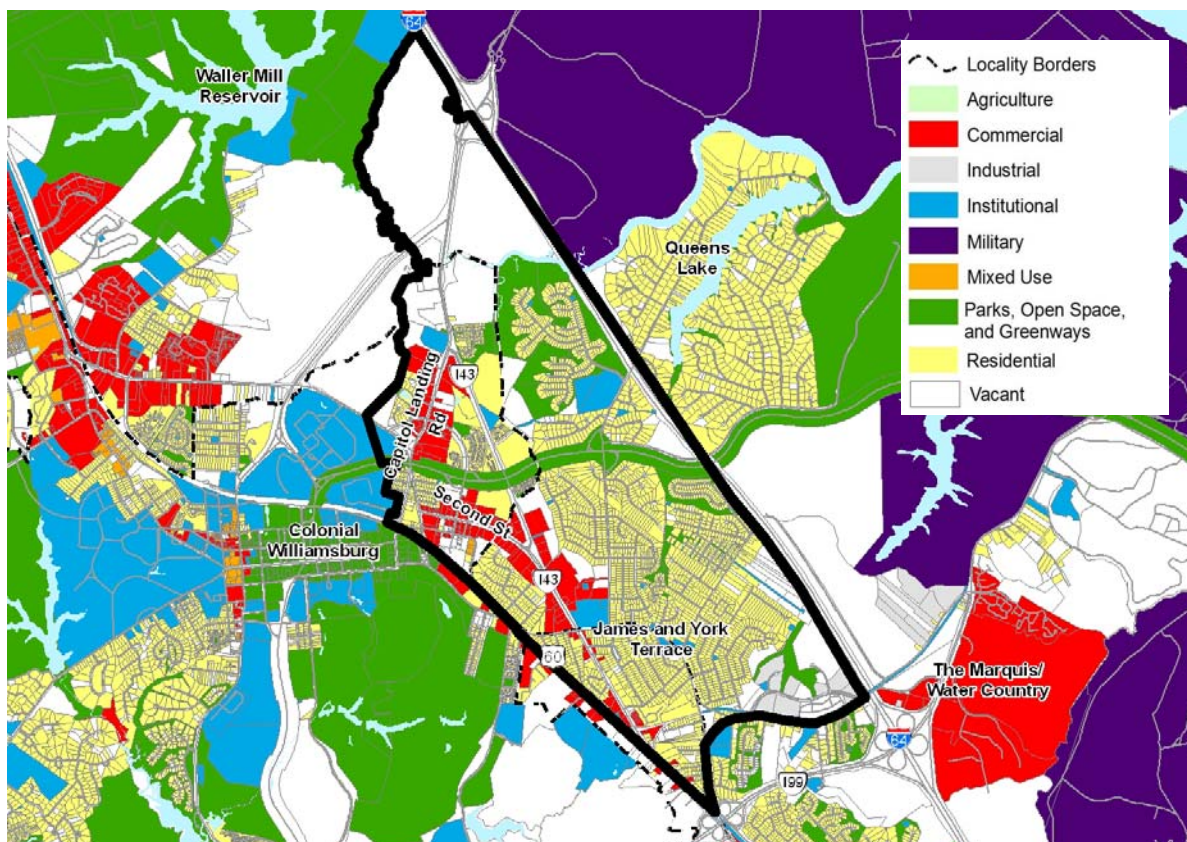
NORTHEAST TRIANGLE AND SURROUNDING AREA

Description of the Focus Area

The Northeast Triangle and Surrounding Area involves all three Historic Triangle jurisdictions - Williamsburg, James City County and York County. The Focus Area's boundaries are largely defined by major transportation features – Interstate 64, Route 143 (Capitol Landing Road and Merrimac Trail), Second Street, and the CSX Railroad – as well as by the existing residential and commercial areas.

Existing Land Use

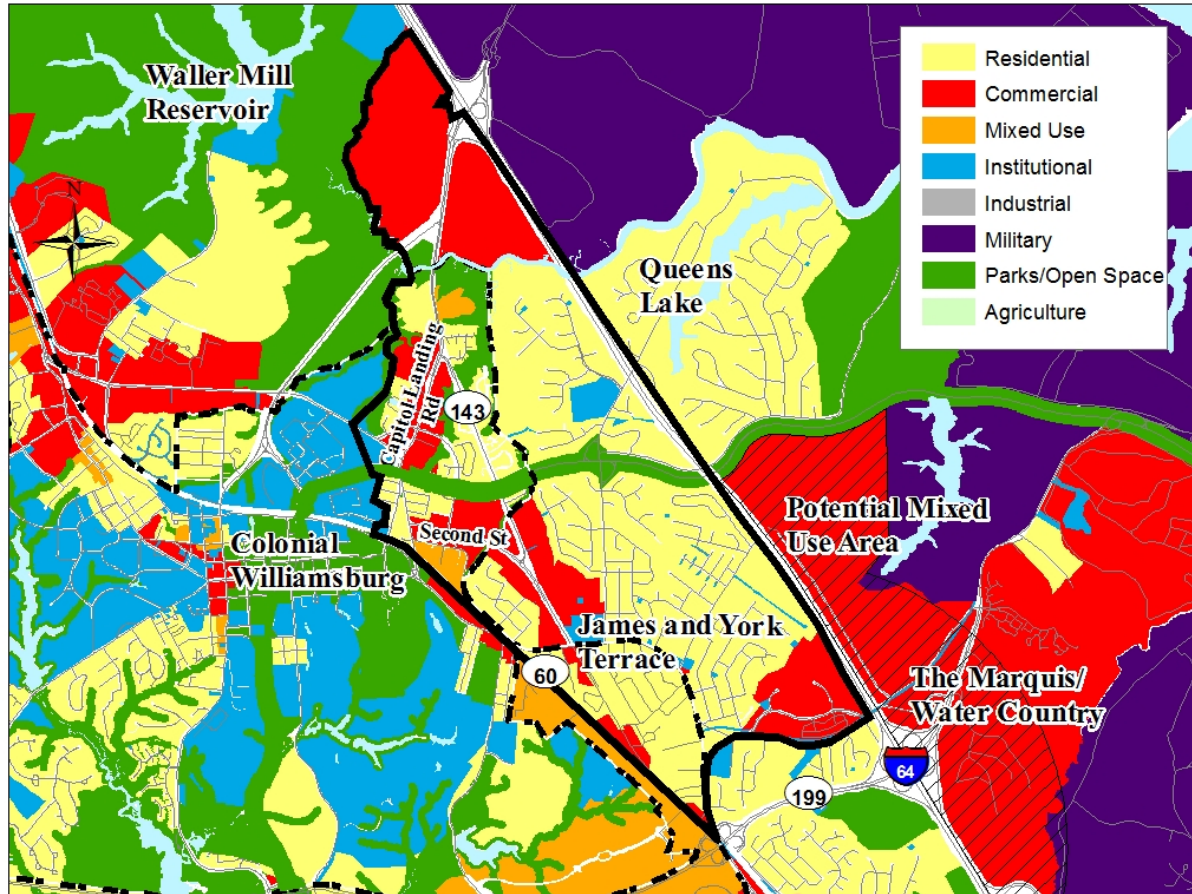
York County represents 70% of the Northeast Triangle and Surrounding Area, Williamsburg 22%, and James City County 8%. Within this focus area are a variety of existing uses, the predominant ones being residential and vacant (combined 75%), followed by open space at 11% and commercial at 9%. Commercial uses are concentrated along the major corridors of Capitol Landing Road (Williamsburg), Second Street (Williamsburg and York County), and Merrimac Trail/Route 143 (York and James City Counties). The majority of the commercial uses are located in Williamsburg (56%), with 37% in York County and 7% in James City County along Merrimac Trail. The predominant commercial uses in the focus area are hotels, automotive related businesses, restaurants, and retail. York County has most of the residential land use (66%), with James City County and Williamsburg each containing 17% of the residential acreage. Residential is the primary land use in the James City County portion of the focus area. Most of the vacant land is in York County.



Existing Land Use – Northeast Triangle and Surrounding Area

Future Land Use

Based on the planned future land use designations in each locality's adopted comprehensive plans, the predominant land use in this area will continue to be residential (54%), but commercial land use is planned to grow from 9% to 31% of the area, primarily in York County. Commercial expansion in James City County and Williamsburg will be incremental, and primarily along the existing commercial corridors. Parks and open space land use will remain at 11% for the focus area. Other than the widening of I-64, no major road improvements are planned for this area.



Planned Future Land Use – Northeast Triangle and Surrounding Area

The Williamsburg portion of the Northeast Triangle and Surrounding Area has much potential for future development and redevelopment. There are several projects underway, or soon to be underway, in the area:

- Queen Mary's Port Subdivision, 41 single family detached lots located on Capitol Landing Road at Queen Creek, was approved in 2011;
- Capitol Landing Green, a 16 lot single family detached and duplex subdivision between Capitol Landing Road and Page Street, is now under construction;
- Second Street Boutique, a mixed-use commercial and condominium development, has been approved with a Special Use Permit and is now under construction.

In addition to these specific projects, there is a 16-acre parcel between Penniman Road and the CSX railroad tracks that was originally approved for 400 timeshares which were not built; it is now available for development and is designated for Mixed Use in the Comprehensive Plan.

A seven-member Focus Group appointed by the City Council spent 2011 evaluating its Northeast Triangle Area in the City, and this was used as the basis for the Comprehensive Plan's recommendations for the area. The plan recommends a coordinated program of infrastructure improvements, including underground wiring on Page Street, Second Street, and Capitol Landing Road; streetscape improvements such as improved street lighting, directional signage and landscaping; bicycle and pedestrian facility improvements; and further work on the development of a Capitol Landing Park.

The basic future land use designations in Williamsburg's 2006 Comprehensive Plan have been carried over to the 2013 Plan, with the exception of new Mixed Use areas between Penniman Road and the CSX Railroad and The Beeches at 1030 Capitol Landing Road near Queen Creek (also known as Queen's Creek). Residential future land use remains unchanged, except for the Capitol Heights/Pine Crest/Capitol Landing Green area, which has been redesignated to Medium Density Single Family Detached land use to recognize the existing residential density of the area. Residential uses in mixed use projects in Corridor Commercial areas are proposed to be limited to no more than 75% of the total floor area to ensure commercial development in these identified corridors. Capitol Landing Road, Page Street and Second Street are designated as Entrance Corridors, and Capitol Landing Road between Merrimac Trail and Queen Creek is designated as a Greenbelt Corridor (as is the York County segment between Queen Creek and the I-64 interchange). The majority of the City's Northeast Triangle area is in designated Architectural Preservation and Corridor Protection Districts, subject to review by the Architectural Review Board. The Capitol Heights area and Capitol Landing Road between Merrimac Trail and Queen Creek are in designated Archaeological Review Districts subject to review by the Planning Commission.

The York County portion of the Northeast Triangle and Surrounding Area is mostly developed, but there are opportunities for redevelopment and adaptive re-use – such as the recent proposal to convert the George Washington Inn from a hotel to an assisted living facility – and infill development, such as the 22-lot Sunset Meadows subdivision, which is located between the York Terrace subdivision and the Busch Industrial Park and is being developed under the County's Affordable Housing Incentive Provisions.



Most of the vacant land in this area is on the west side of the Camp Peary interchange, where the Colonial Williamsburg Foundation owns approximately 350 acres on both sides of Capitol Landing Road that are designated Economic Opportunity in the York County Comprehensive Plan. The Colonial Williamsburg property is protected with 300-foot scenic easements along Capitol Landing Road, East Rochambeau Drive, and Route 132, which are gateways into the Historic Triangle. These easements will preserve the natural vegetation and maintain the aesthetic appeal of these properties if and when development occurs. Also along Capitol Landing Road, the County secured state and federal funding to add shoulder bike lanes between East Rochambeau and the Queen Creek bridge, thereby eliminating one of the missing links in the regional bikeway network. VDOT completed this project in early 2013.

Although there has not been a lot of new development in this part of York County in recent years, there have been some important changes. Since the last comprehensive plan update in 2005, York County has worked to address sidewalk deficiencies along Merrimac Trail and Second Street that were first identified in the original 1991 comprehensive plan when the County could be defined as the place where the sidewalk ends. The County funded most of this sidewalk construction, but there was also assistance from the development community – specifically Wawa, the Animal Clinic of Williamsburg, and James York Plaza – all of which agreed to incorporate sidewalks into their development plans. The County also added a sidewalk along Hubbard Lane to safely accommodate pedestrian traffic in the area of Magruder Elementary School and the newly expanded James York Playhouse.

James City County has the smallest portion of the focus area (8%), and the future land use designations in its Comprehensive Plan generally reinforce the existing residential and commercial land uses. Some redevelopment of the uses along Merrimac Trail (Route 143) may occur in the future. All existing and proposed commercial land use is along Merrimac Trail.

Summary

The basic land use designations for the Northeast Triangle and Surrounding Area have been in place for some time and are basically compatible among the three jurisdictions. Based on the three adopted comprehensive plans, commercial uses will continue to be concentrated along the major corridors of Capitol Landing Road (Williamsburg), Second Street (Williamsburg and York County), and Merrimac Trail (Route 143 in York and James City Counties). The predominant commercial uses in the focus area are hotels, auto-related businesses, restaurants, and retail. Residential land use will continue to be predominant, representing 54% of the total future land use, but commercial land use will grow to 31%, with the major growth in York County.

One area where the land use designations differ on opposite sides of a jurisdictional boundary is Capitol Landing Road (Route 143), where Queen Creek serves as the boundary between the City of Williamsburg and York County. On the Williamsburg side of the line, the land along Capitol Landing Road is designated as a “Sensitive Environmental Area” adjacent to the creek, where most of the land is located within a Chesapeake Bay Resource Protection Area (RPA), and Low Density Residential and Mixed Use between Queen Creek and Merrimac Trail. On the York County side, the land along Capitol Landing Road, which is owned by the Colonial Williamsburg Foundation and extends all the way to I-64 and the Camp Peary interchange, is designated Economic Opportunity, which provides for a range of retail and office uses. The Economic Opportunity designation dates back to the 1991 Comprehensive Plan, which sought to maximize the economic potential of the vast amounts of undeveloped land surrounding the County’s three I-64 interchanges in the Williamsburg area, and has been carried forward with each subsequent Plan update. By virtue of restrictive covenants recorded in 1975, Colonial Williamsburg will ensure that any development of this property will incorporate 300-foot vegetative “buffer zones” along East Rochambeau Drive, Capitol Landing Road, and Route 132 within which “no change will be made... [other than entrances into the property] that would alter the character of such lands as forest land.” These covenants also prohibit any development on the 10-acre parcel bounded by Route 132, Capitol Landing Road, and Queen Creek. The cumulative effect of these covenants and the Chesapeake Bay RPA buffer along Queen Creek is to reduce the developable acreage from approximately 350 to 215 acres and to preserve the natural, park-like character of these important scenic gateways into Colonial Williamsburg.

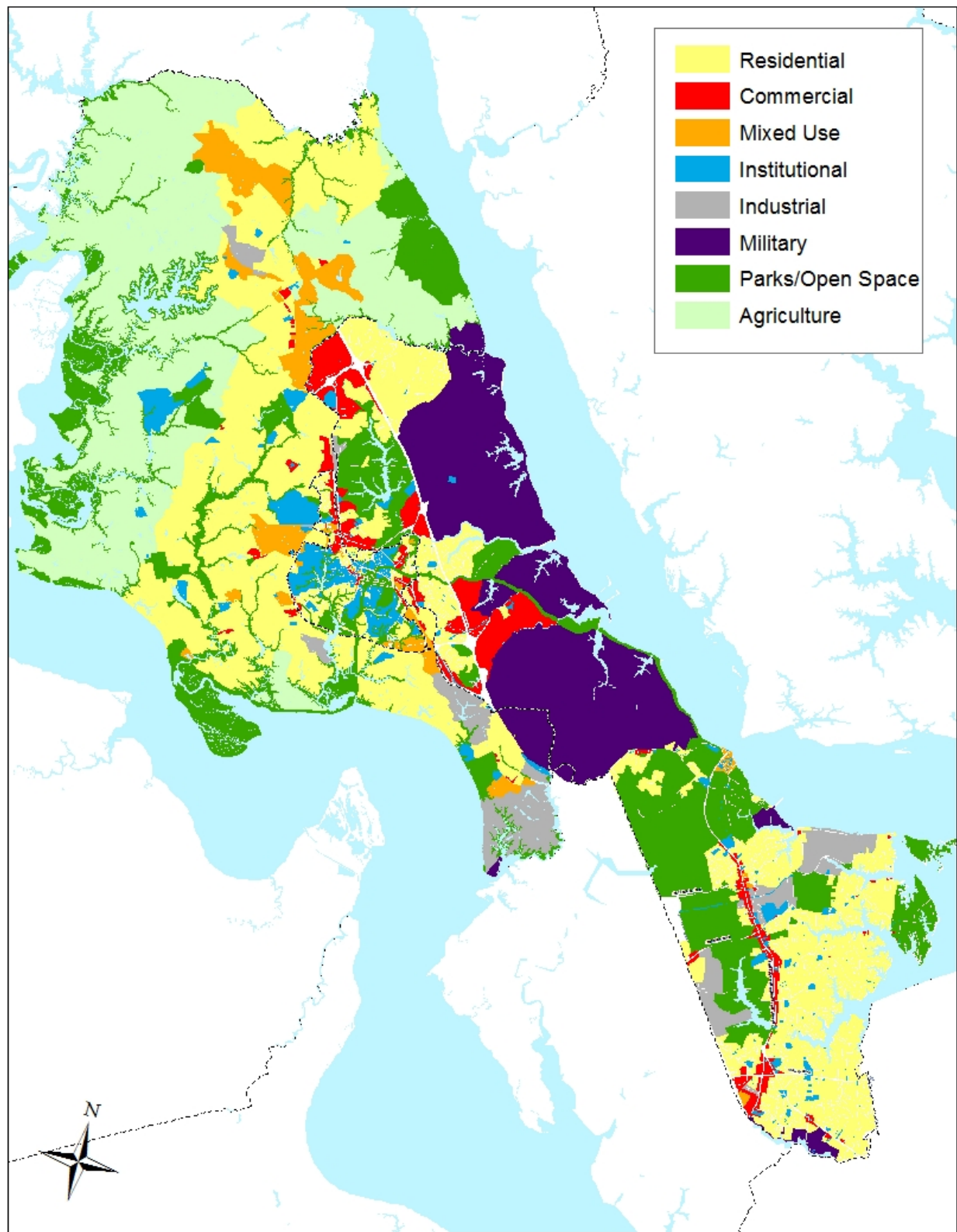
Williamsburg’s Comprehensive Plan proposes a new Mixed Use area on Penniman Road, replacing the previous Corridor Commercial land use. This will be implemented if an acceptable master plan for rede-

velopment is submitted, which will allow review of the project by both Williamsburg and York County. A second new Mixed Use area is proposed on Capitol Landing Road near Queen Creek, to be implemented only upon receipt of an acceptable master plan.

A major need in the Northeast Triangle and Surrounding Area is for better connectivity of pedestrian and bicycle facilities. This is recognized by the three comprehensive plans, as well as by the Regional Bikeway Plan. Williamsburg and York County have made major improvements to sidewalks in the area over the past ten years, and future needs are recognized in the three comprehensive plans. Critical areas that have been identified for future improvements include Bypass Road and Parkway Drive (Williamsburg) and Penniman Road (Williamsburg and York County). Adjacent to this area, Williamsburg plans to improve the pedestrian connection to the Colonial Williamsburg Historic Area by filling in a missing link on York Street and improving the pedestrian crossing of Lafayette Street. These improvements will improve pedestrian connectivity for all three jurisdictions. Similar improvements are proposed for future enhancements to bicycle facilities. The City's future plans call for bike lanes on Capitol Landing Road between Merrimac Trail and the Colonial Parkway, and along Parkway Drive between Capitol Landing Road and Penniman Road. York County proposes extending the existing Penniman Road bike lanes from the Williamsburg City limits to Route 143, and future bike lanes are proposed along Route 143 in James City and York Counties. These pedestrian and bicycle improvements will improve the connections between and among all three jurisdictions, addressing concerns raised at the Joint Community Forum in February 2012.

All three comprehensive plans recognize the need for preserving the character of the area's important entrance and tourism corridors. Scenic easements have been provided in Williamsburg and York County along Capitol Landing Road, East Rochambeau Drive and Route 132, preserving the character of the main entrance to the Colonial Williamsburg Historic Area from I-64. Williamsburg has identified the need for future streetscape improvements on Second Street, Page Street and Capitol Landing Road, including underground wiring. York County's Comprehensive Plan recommends that the County utilize the VDOT Revenue Sharing Program and/or the Transportation Enhancements Program to obtain matching funding to support new or expanded streetscaping/landscaping enhancements along various "gateway" corridors in the County, including Route 199, Merrimac Trail, Route 60 (Pocahontas Trail, Bypass Road, Richmond Road, Second Street, Mooretown Road, and East Rochambeau Drive).

Percentage of Focus Area Acreage		
Land Use	% of Existing Land Use	% of Planned Future Land Use
Residential	41%	53%
Commercial	9%	30%
Mixed Use	0%	2%
Industrial	2%	0%
Open Space/Conservation	11%	12%
Institutional	3%	3%
Vacant	34%	0%
TOTAL	100%	100%



Planned Future Land Use – James City County, Williamsburg, and York County

CONCLUSION

The Historic Triangle Coordinated Comprehensive Plan Review of 2012 is not the beginning of inter-jurisdictional communication and cooperation among the three localities of the Historic Triangle; rather, it is the continuation – in a more formalized, structural way – of a cooperative approach to planning that began long before the three governing bodies first agreed to coordinate the timing of their comprehensive plan reviews. James City County, Williamsburg, and York County have a long history of working together on issues of mutual concern. The development and implementation of the Regional Bikeway Plan and the establishment and operation of the multi-jurisdictional Williamsburg Area Transport system are perhaps two of the most concrete examples of joint, cooperative planning in action. In addition, the Regional Issues Committee, which first conceived the idea of a Regional Bikeway Plan as well as a coordinated comprehensive plan review process, provides a regular forum for City Council and Board of Supervisors members, Planning Commissioners, and other stakeholders from across the Historic Triangle to raise and discuss issues that affect the entire area. On a more occasional basis, Planning Commissioners from the three localities have participated with one another in Regional Planning Commission Forums, joint “visioning” exercises, and other such activities. In fact, the September 8, 1953 York County Planning Commission minutes contain a reference to a joint meeting that was held with the Williamsburg and James City County Planning Commissions.

Similarly, there is a considerable amount of interaction in the area of development review. Each jurisdiction notifies neighboring localities of any rezoning or Special Use Permit applications in proximity to the city or county border, in accordance with the *Code of Virginia*. However, the localities also offer adjacent localities opportunities to review and comment on plans for projects near their jurisdiction that are permitted as a matter of right and do not require notification.

Given this history, it should come as no surprise that the comprehensive plans of James City County, Williamsburg, and York County demonstrate a high degree of land use compatibility across jurisdictional boundaries as well as agreement on numerous goals and objectives. Importantly, one of those shared goals is inter-jurisdictional cooperation. James City County’s Comprehensive Plan, adopted in 2009, stresses the importance of cooperation among all neighboring localities to ensure compatibility of land uses and sustain a strong community. Toward that end, the Plan states that the County will “communicate with adjacent jurisdictions regarding development plans that have potential impacts on adjacent localities and public facilities” and “work with them to coordinate plans and to identify and mitigate areas where there are conflicts.” Likewise, the 2006 and 2013 Williamsburg Comprehensive Plans note that “‘regionalism’ in planning is widely promoted within the City and surrounding jurisdictions” and that “regional approaches to schools, libraries, parks, and recreation programs have been successfully orchestrated and implemented by and between the three locales.” Since 1991, York County’s Comprehensive Plan has included language recommending that the County “consider development patterns and plans established in adjoining jurisdictions when making local land use decisions and designations” and strive to “maintain ‘compatibility zones’ in areas adjoining jurisdictional boundaries to provide for comparable zoning and development patterns.”

It should be emphasized that these statements are not new; they have appeared in the three localities’ comprehensive plans for many years, providing guidance to local leaders in establishing the land use, development, transportation, and other policies that have helped to shape not just their respective localities but the Historic Triangle as a whole. Perhaps more than anything else, the three localities are in agreement that cooperative efforts among the three localities should continue.