

Chapter 9 **Institutions**

Since its establishment in 1699, Williamsburg has been defined by its major public institutions. The College of William and Mary and Bruton Parish Church preceded the City and were its first institutional partners. The colonial government was based here from Williamsburg's founding in 1699 until the capital was moved to Richmond in 1780. The Publick Hospital, which became Eastern State Hospital, was a major presence in the City from 1773 until completing its move to James City County in 1970. Finally, the Colonial Williamsburg Foundation traces its origin to 1926 when John D. Rockefeller, Jr. began the restoration of the Colonial Capital. The College and Colonial Williamsburg comprise 43% of the City's total land area. This chapter will discuss the impact of these two institutions on the City.

THE COLLEGE OF WILLIAM AND MARY

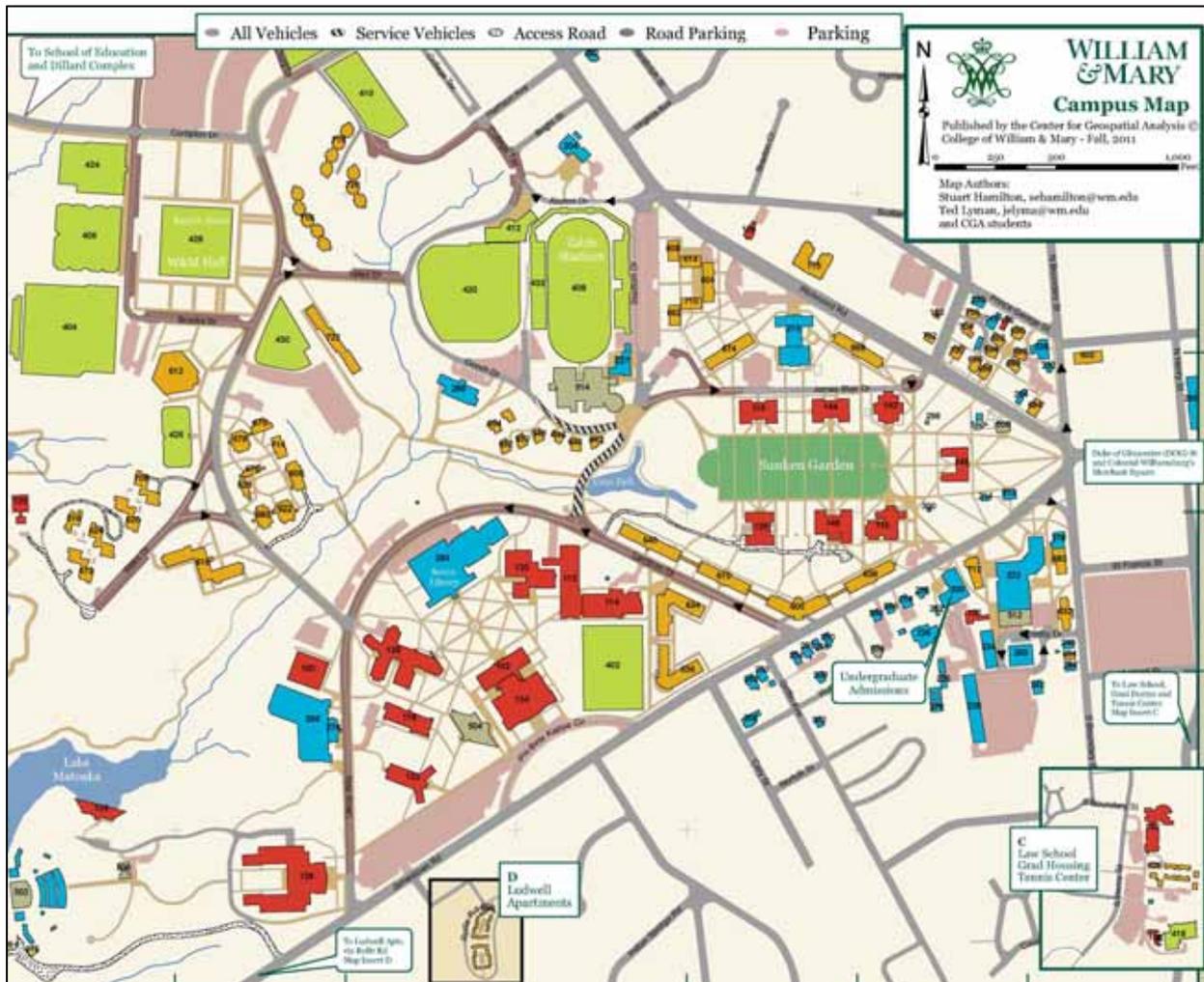
The College of William and Mary, one of the nation's premier state-assisted liberal arts universities, has played an integral role in the City from the start. The College was chartered in 1693 by King William III and Queen Mary II, and is the second oldest educational institution in the country. Today, College enrollment is 8,200 students, projected to grow to 8,400 students by 2015. The College provides high-quality undergraduate, graduate and professional education, and is comprised of the Schools of Arts and Sciences, Business Administration, Education, Law, and Marine Science. The College had 595 full-time faculty members and 246 part-time faculty members in 2011.



The centerpiece of the College is the Wren Building, attributed apocryphally to the English architect Sir Christopher Wren. It is the oldest academic building in continuous use in the United States, constructed between 1695 and 1699, prior to the founding of Williamsburg. The Wren Building, together with the Brafferton (1723) and the President's House (1732), comprise the original campus of the College. The restoration of the Wren building was the first project undertaken in Williamsburg by John D. Rockefeller, Jr. Along with the restored Colonial Williamsburg Historic Area, this original campus is a character defining feature of Williamsburg.

Physical Improvements

The original campus served the needs of the College from 1693 until 1920. From 1920 until 1950, the “Old Campus” was developed west of the Wren Building to the Crim Dell area. The “New Campus” developed in the 1960s with buildings of a modern design. Strategic infill took place between 1980 and 2002. Since 2005, William and Mary has completed construction of the Jamestown Residence Halls on Jamestown Road which house 388 students; the new School of Business at the northwest corner of Jamestown Road and Ukrop Way which provides 166,000 square feet of classroom, office and meeting spaces; a new Parking Garage on Campus Drive adjacent to Adair Gymnasium; the 114,000 square foot School of Education on Monticello Avenue; the Integrated Science Center Phases I & II on Landrum Drive; the Cohen Career Center adjacent to the Sadler Center; and the Jimmy Laycocke Football Facility on Gooch Drive. During this period, the College also renovated the Lake Matoaka Amphitheater. The College will complete construction in August 2013 of eleven new Fraternity Houses along Ukrop Way that will increase the residential housing capacity by 187 beds. Within the next five years, it is anticipated that Phase III of the Integrated Science Center on Landrum Drive will be completed. Additional work will include the renovation of Tucker and Tyler Halls on the old campus.



Map 9-1
William and Mary Main Campus

The Student View

In anticipation of the 2006 Comprehensive Plan, the Sharpe Scholars completed three projects for the City: Analysis of Off-Campus Housing in 2002, the development of an Off-Campus Housing web site in 2003, and a Student Survey in 2004. All three of these studies provided many insights about the City from the student perspective, important for the City to know since approximately one-half of the City's population is made up of students at the College. In addition to these studies, the opinions of William and Mary students were actively solicited during the preparation of the 2006 Comprehensive Plan. For the 2012 Comprehensive Plan, Planning staff met with Student Assembly representatives in the early stages of the process, and a Planning Commission work session with Student Assembly representatives was held in September 2011. In addition, a student was appointed as a member of Planning Commission in December 2011, which has provided a valuable student insight in the preparation of the 2012 Comprehensive Plan Update.

Planning Issues

The College, as an arm of the Commonwealth, is exempt from City land use regulation. This makes it important that the College and the City work together to preserve Williamsburg's very special character. The City does not wish to interfere with the College's ability to plan and decide on land use issues interior to the campus, but becomes concerned when these issues affect adjoining City neighborhoods, commercial areas and historic areas. While many college towns have given up on close-in residential neighborhoods adjacent to campus, Williamsburg will not surrender the character and livability of these valuable and historic neighborhoods.

Architectural Character. The architectural character of the College is of utmost importance to both the College and the City. Recognizing the importance of this issue, the College developed a *Campus Design Guidelines Report* in May, 2003. This document formulates design guidelines to help reestablish the consistency of planning and design principles exemplified in the Old Campus, and envisions "a unified campus image and character based on the historic expression of the Old Campus and the Sunken Garden Quadrangle, formulated on a new framework of clearly organized pedestrian pathways and public spaces. The disparate images portrayed by multiple existing campus precincts will be consolidated into a seamless transition between three newly defined campus landforms: North Campus, South Campus and West Woods." The general architectural framework in this report echos the urban design concerns expressed in *Chapter 5 – Community Character* as well as in the Design Guidelines adopted by the City's Architectural Review Board. The College and the City need to work cooperatively together to make sure that new buildings constructed on the campus complement the character of the surrounding City neighborhoods, and that new construction in the City does the same for the character of the College. The area adjoining the Old Campus is located in the City's Architectural Preservation District, and the New Campus adjoins the Corridor Protection District along Jamestown Road and Monticello Avenue.

Student Housing. The College had a total enrollment in 2011-12 of 8,200 students, which includes 6,071 undergraduates and 2,129 graduate students. Of the 6,071 undergraduates, 5,967 were enrolled as full time students (99%). Of the 2,129 graduate students, 1,629 were enrolled as full-time students (80%). On-campus housing is provided for 4,381 of the 5,987 full-time undergraduates (73%), and for 239 of the 1,697 full-time graduate students (14%). For the entire student body, 4,620 full-time students are housed on-campus (63%).

There will be a net increase of 187 beds for undergraduates when the new fraternity complex is completed in August 2013. This will increase undergraduate beds to 4,568, which will accommodate 74% of the undergraduates anticipated for the 2015-16 school year. Undergraduate enrollment is projected to grow to 6,200 students in 2015-16 school year, a 2% increase over the 2011-12 enrollment of 6,071 undergraduates.

There is a great demand for student housing on campus and in the area surrounding the College, which has an impact on the largely single family neighborhoods adjacent to the College along Richmond Road

and Jamestown Road. It is the responsibility of the College to provide an appropriate amount of student housing on the campus. Additionally, City regulations should be developed to encourage appropriate student-oriented housing off-campus to supplement the housing provided by the College. To implement these two goals, the Planning Department worked closely with the College in the planning for the Tribe Square project, which was completed in 2011 and provides 56 student beds in 14 four-bedroom apartments. The City also worked with the developer of the Prince George Commons project at 521 Prince George Street, which received site plan approval in 2011 and will provide seven one-bedroom apartments on the second floor; and with the developer of the City Lofts project at 1406 Richmond Roads which was approved in 2012 and will provide 143 student beds in 94 one-bedroom apartments. In addition to these projects, there are other options that can help meet the need for student housing:

- Construction of additional student housing on the main campus.
- Construction of new multifamily units in the Midtown Planning Area. City Lofts was approved in 2012, and provides 94 one-bedroom apartments to house 143 students. Other future opportunities include adding student apartments as a part of a redevelopment of the Williamsburg Shopping Center, and redeveloping all or a portion of the Lawson Apartments on Mount Vernon Avenue for higher density student apartments. See *Chapter 10 – Commercial and Economic Development* for more detailed information on the Midtown Planning Area.
- Construction of new multifamily units planned for High Street Williamsburg, Quarterpath at Williamsburg, and in the Downtown area. While these are not planned specifically as student housing, these new units will give students wishing to live off-campus additional options outside of the traditional close-in City neighborhoods. See *Chapter 10 – Commercial and Economic Development* for more detailed information on these areas.
- Using the Dillard Complex for student housing or student apartments. The existing buildings could be either renovated or demolished and redeveloped. This area is connected to the main campus by Treyburn Drive, and is located next to the mixed-use High Street Williamsburg development. It is also served by Williamsburg Area Transport bus service, including the Williamsburg Trolley.

Commercial Development Adjacent to the Main Campus. One of the successes of the City’s recent planning efforts is the redevelopment of the College Commercial area on the north side of Richmond Road between Armistead Avenue and Scotland Street. This area is well located to serve the needs of the large number of students on the main campus. New businesses that have located in this area are the Wawa convenience store (2001), the four restaurants at Tribe Square (2011), the restaurant at the Cook Building (2012), and Prince George Commons (approved 2009, awaiting construction). Redevelopment in this area should be done carefully and with great sensitivity to the existing historic character. The City’s Architectural Review Board should closely review the design of any new proposed building before approving the demolition of existing buildings to make sure that the proposal conforms to the City’s Design Guidelines.



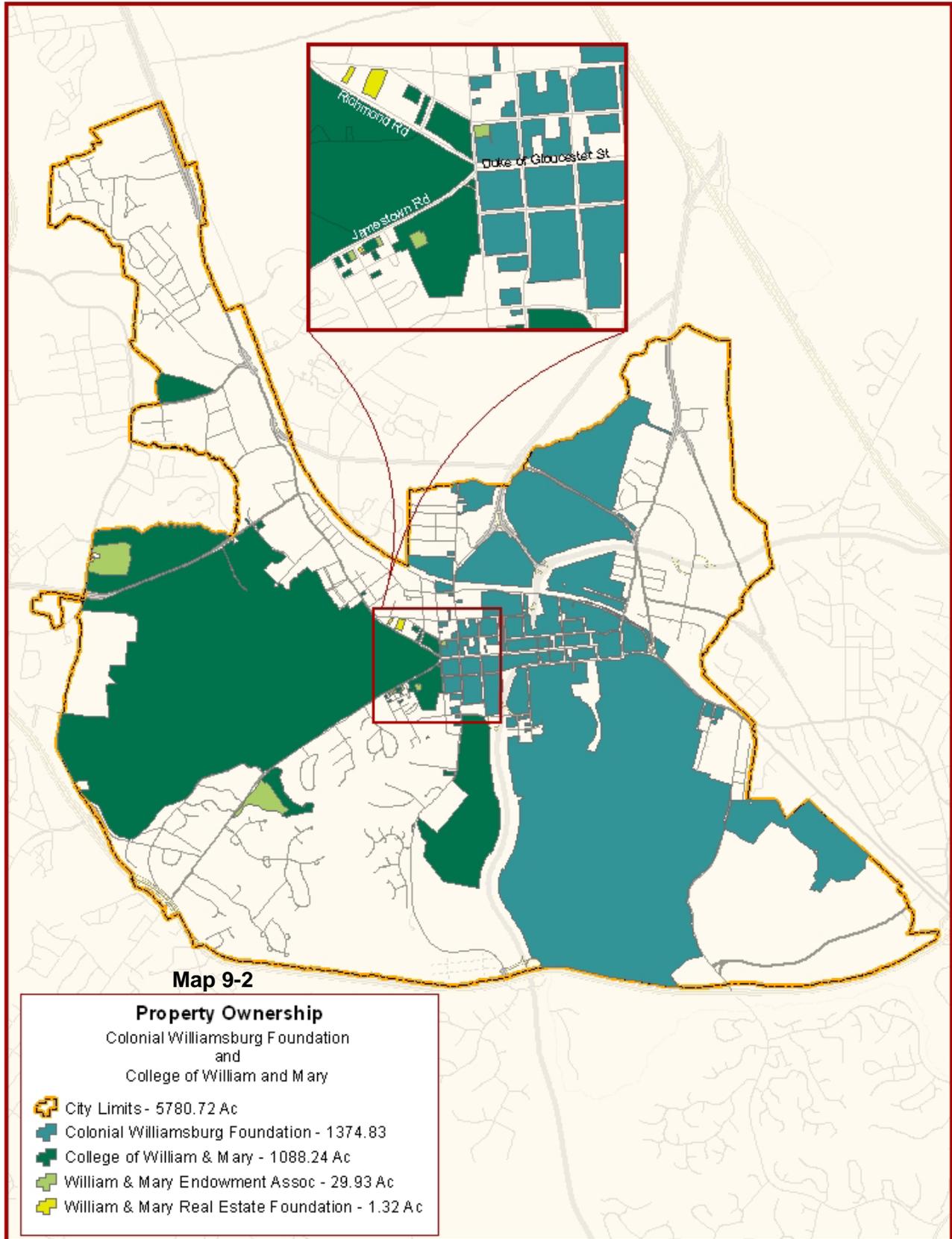
Other nearby locations with potential for commercial expansion that will also serve student needs are the Arts and Cultural District *Mixed Use* area between Brooks Street and the Williamsburg Shopping Center, and the *Urban Commercial* area centered around the Williamsburg and Monticello Shopping Centers (see *Chapter 10 – Commercial and Economic Development*).

The College administration and the William and Mary Real Estate Foundation should work closely with the City's Planning Department and Economic Development Manager to help encourage appropriate redevelopment in these areas.

Traffic and Parking. Traffic flow and parking in and around the College is an important concern for the City, and resulted in the *Jamestown Road Area Traffic and Parking Study*, prepared for the City and the College by Kimley Horn and Associates in 2004. Issues that were addressed by the study included improvements to sidewalks and crosswalks, geometric improvements to the Ukrop Way/Jamestown Road intersection, improvements to the residential permit parking program, construction by the College of satellite parking when the Business School is relocated to Jamestown Road, consideration of traffic calming measures for the Griffin Avenue/Newport Avenue cut-through traffic, and consideration of a roundabout at the College Corner intersection. The *College Corner Transportation Study* in 2005 further studied the College Corner intersection, and recommended that a roundabout not be constructed because vehicular/pedestrian conflicts make it operationally difficult. The College and the City should work closely together on any future projects that create traffic and parking impacts on City neighborhoods adjoining the campus.

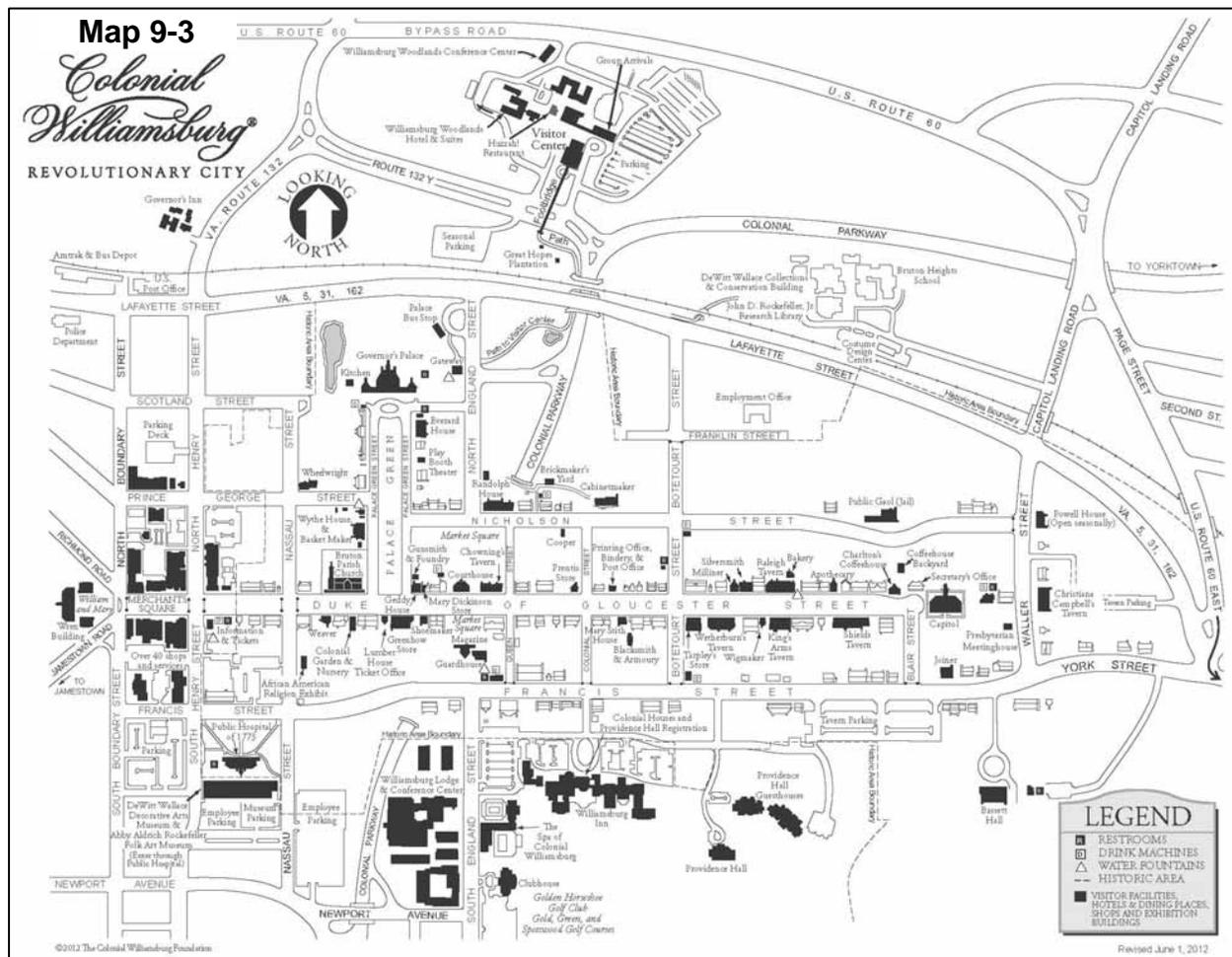
Pedestrian and bicycle facilities. Pedestrian and bicycle facilities are an important part of the College, and several improvements and expansions to the existing system are needed:

- High Street Williamsburg is a major destination for students. A bicycle and pedestrian link has been completed from the main campus to the new School of Education, but there is no connection from the School of Education to the sidewalk on Treyburn Drive, which connects to High Street. Sidewalk needs to be extended all the way to Monticello Avenue, and a signalized pedestrian crosswalk at the Treyburn/Monticello Avenue intersection. The College will need to work with the Virginia Department of Transportation to implement this improvement, since VDOT maintains and controls the intersection. A connection also needs to be made at the north end of Treyburn Drive at the Ironbound Road intersection, connecting the bicycle and pedestrian facilities to the Dillard Complex and Plumeri Park.
- New Town is another student destination now served by bike lanes and Williamsburg Area Transport buses. There is a need for the College to design and construct a paved multiuse trail paralleling Monticello Avenue and connecting to the existing sidewalk on Compton Drive to provide a connection from the main campus to this activity center. This trail should also be extended across Compton Drive to connect with the entrance to the School of Education at Treyburn Drive.
- Sidewalk is needed along the north side of Jamestown Road in front of Phi Beta Kappa Hall.



THE COLONIAL WILLIAMSBURG FOUNDATION

Colonial Williamsburg has attracted more than 53 million visitors since 1932. This 301 acre area encompasses the majority of the 18th Century Colonial Capital, established in 1699. Williamsburg flourished for the next 80 years, until the capital was moved to Richmond in 1780. The removal of the capital began a period of decline until 1926 when John D. Rockefeller, Jr. inspired by Reverend W. A. R. Goodwin, began the restoration of the colonial city. The Colonial Williamsburg Historic Area and its surrounds have over 620 structures dating from the late 17th through the 21st century that contribute to its National Historic Landmark District designation. Of these structures, 88 are considered to be original, with additional structures either having been built on original foundations, containing original elements, or built based on other evidence of their existence. Notable buildings include the Governor’s Palace, the Capitol, the Courthouse, Bruton Parish Church, Raleigh Tavern and the Powder Magazine. Eighty acres of gardens and greens have also been recreated. The Colonial Williamsburg Historic Area is the centerpiece of the City’s Architectural Preservation District (see *Chapter 6 – Community Character*).



The Colonial Williamsburg Foundation preserves and interprets the Historic Area, as described by Colonial Williamsburg Foundation President Colin Campbell:

The Historic Area is the core of the Colonial Williamsburg Foundation. It is the focus and a resource for our education efforts, indeed for everything we do. It is a remarkable collection of original buildings and reconstructions, trade sites and shops, greens and gardens, livestock and rare breeds, coaches and wagons, four taverns working in

eighteenth-century fashion, and three-hundred-year old boulevards and byways. No wonder that, when he visited the Williamsburg Restoration, President Franklin Roosevelt proclaimed our central thoroughfare, the mile-long Duke of Gloucester Street, "The most historic avenue in all America."

In 2012 the Foundation's mission expanded to include its role as America's center for history, citizenship and democracy, reflecting the evolution of programming over the previous decade and emphasizing a more significant international presence.

The Foundation operates for-profit subsidiaries including hotels, restaurants, conference facilities and golf courses; and sells licensed products and reproductions. The Foundation also operates the DeWitt Wallace Decorative Arts Museum, the Abby Aldrich Rockefeller Folk Art Museum, Bassett Hall and the John D. Rockefeller Jr. Library.

The Historic Area

The Colonial Williamsburg Historic Area defines the character and drives the economy of the City. Initially conceived as areas on and near Duke of Gloucester Street with concentrations of restored buildings, the Historic Area has evolved and grown since the Restoration began in 1926. In 1939, formal boundaries of the "Restored Area" were established, which included areas along Duke of Gloucester, Francis and Nicholson Streets, and the adjoining historic campus of the College of William and Mary. This was expanded in 1949 to



include Waller Street and more of the east-west streets. The official name was changed to the "Historic Area" in 1962, and 1968 saw an expansion to include the Public Hospital and Custis blocks, the Timson house and several other areas. In 2002, 128 acres were added to the Historic Area, consisting of areas adjacent to the Custis garden site and the Williamsburg Inn, Bassett Hall and its surroundings, and the pasture northwest of the Timson House. In 2009, Duke of Gloucester Street was designated as one of America's Great Streets by the American Planning Association.

The City's planning and zoning regulations have always kept the protection of this important national resource as a high priority. The "Historic Colonial Area" zoning district was established with the City's original zoning ordinance in 1947, and enabled the Board of Zoning Appeals to permit the restoration or reconstruction of colonial buildings, and to allow their uses for uses that existed in the 18th Century. Additional controls were administered by a Board of Architectural Consultants established in 1958, which approved the architectural design of buildings. The regulations were refined to their current state in 1991, when a separate "Colonial Williamsburg Historic Area" zoning district was created, and when the Board of Architectural Consultants became the Architectural Review Board, reviewing the architectural character of the Architectural Preservation District which included the Historic Area.

The interpretation of the Historic Area is Williamsburg's most important attraction, illustrated by Colonial Williamsburg's credo: "That the future may learn from the past." Colonial Williamsburg, along with other history museums nationwide, is dealing with changing demographic and public tastes, competition with other vacation destinations, and a decline in the appeal of historic attractions. This is

being addressed by the evolution of interpretative programs such as Revolutionary City, and the introduction of new programs such as RevQuest: The Lion and the Unicorn, updated use of technology (web sites, social networking, webcams), and continual reinvestment in the physical aspects of the Historic Area. Two new additions to the Historic Area, R. Charlton's Coffeehouse and the Anderson Blacksmith Shop and Public Armoury, have been well received by visitors.

Resort Facilities

Colonial Williamsburg offers 1,057 hotel rooms in five diverse facilities, including 26 Colonial Houses located in the Historic Area. A 20,000 square foot spa and fitness center, 45 holes of golf, tennis and other recreational facilities are also offered. In addition to its four historic taverns, Colonial Williamsburg operates two hotel restaurants and one freestanding restaurant.

The majority of the resort activities are located south of the Historic Area between South England Street and Quarterpath Road, and include the Williamsburg Inn, the Williamsburg Lodge and Conference Center, Spa and the Golden Horseshoe golf courses. In the past, this area has been designated as a combination of *Colonial Williamsburg Support* land use (hotel and conference facilities) and *Parks, Parkway, Recreation* land use (golf courses). To more clearly differentiate this area, it is now designated as *Colonial Williamsburg Resort* land use. This land use will be implemented by the existing MS Museum Support and RS-1 Single Dwelling zoning districts.

Support Facilities

Supporting the Historic Area is a wide array of facilities, including the Visitor Center on Visitor Center Drive, Bruton Heights School Education Center north of the Historic Area, the Stable complex on Lafayette Street, and the Vehicle Maintenance Facility on Route 60 East. A new stable and pasture on the north side of Bypass Road near the Visitor Center are planned to open in 2013. These uses are designated as *Colonial Williamsburg Support* land uses, implemented by the MS Museum Support zoning district.

Planning Issues

The Colonial Williamsburg Foundation is subject to the City's land use regulations, and it is important for the Foundation and the City to work together to preserve the special character of both the City and the Colonial Williamsburg Historic Area. The importance of this cooperative relationship is illustrated by the fact that the Foundation is both the City's largest taxpayer and the largest property owner.

Architectural Character. The maintenance of the architectural character of the Historic Area and the surrounding area is a critical planning issue. Over the years, the City has built upon the skill and expertise of Colonial Williamsburg staff, supplementing their knowledge and expertise in the restoration of the Historic Area with complementary City regulation of land use and architectural character. While the Foundation's stewardship of the Historic Area is unmatched, the continued disposition of properties surrounding the Historic Area makes the City's role in protecting its setting even more important. The City's Architectural Review Board needs to work closely with developers to ensure that new buildings constructed along the edges of the Historic Area complement its quality and character.



Open Space. The Colonial Williamsburg Historic Area is an essential element of the City’s open space system, particularly in its relationship to the Downtown area. Coupled with the campus of the College of William and Mary, the 301 acre Historic Area provides the City with a quantity and quality of open space that is unmatched by any other City in the Commonwealth, if not the country.



Merchants Square. Merchants Square is the City’s premier commercial area, ideally situated between the Colonial Williamsburg Historic Area and the College of William and Mary. It was developed by Colonial Williamsburg in the 1930s, and has evolved into both a tourist shopping area and a regional shopping and dining destination. Merchants Square, the Williamsburg Lodge and the Williamsburg Inn now comprise a historic district recognized on the National Register of Historic Places.

The City has been involved in planning for this area since the 1953 Comprehensive Plan, and the most recent City activities in the area are the construction of the Prince George Parking Garage and the completion of streetscape improvements for Prince George Street and North Henry Street. *Chapter 10 – Commercial and Economic Development* proposes zoning changes for Merchants Square and the areas to the north and south that will provide opportunities for increasing the number of permanent residents, thereby enhancing the economic and social vitality of the downtown area, and enabling it to continue to function as a true mixed use development.

Traffic and Parking. Traffic flow and parking in and around the Historic Area and Merchants Square is important both for the Foundation and the City. Parking has long been a cooperative venture, with the City policing parking lots that are owned and maintained by the Foundation. A traffic study for the Center City area was prepared in December 1995 by Desman Associates, and led to a number of improvements, the most notable being the 362 space Prince George Parking Garage. Improved directional signage has also been provided for the parking Merchants Square parking facilities.



Prince George Parking Garage