CITY OF WILLIAMSBURG
MEMORANDUM

TO: **Planning Commission**

DATE: **February 4, 2005**

SUBJECT: **Comprehensive Plan Update**
Commercial Corridors and other major land use issues

Commercial Corridors

Initial Proposal.
At the January 26 work session, various ways to designate the Commercial Corridors were discussed. The proposal presented by staff was that the General Commercial land use designation would remain for the Second Street area, and would be added for the small area on Mooretown Road – these would be the most intensive commercial areas, with automobile related uses being allowed by right instead of with a special use permit. The General Commercial area from the Williamsburg Shopping Center area to Ironbound Road would be changed to Corridor Commercial, and adjustments to the zoning regulations would be made to ensure that uses are not made nonconforming by the change. This would result in having all commercial corridors except for Second Street and Mooretown Road in the same category.

Alternate Proposal.
As discussion continued, an alternate scheme evolved, and it was decided to continue discussion on the Commercial Corridor issue on February 7. The Commission expressed concerns with how residential uses would be treated in the commercial corridors (which would include the Southern Inn property). This led to a discussion about the proposed Corridor Commercial and General Commercial breakdown. An observation was made that possibly the Williamsburg Shopping Center area should be treated differently from the other Commercial Corridors, and that possibly Second Street should be treated the same way as the other Commercial Corridors (except for the Shopping Center area).

The alternate proposal could be structured as follows:

1. *General Commercial areas.*

   The Williamsburg/Monticello Shopping Center area remains as General Commercial land use, implemented by B-3 zoning, and this land use is extended to Ironbound Road to match the existing B-3 zoning. This is the most "urban" section of the Commercial Corridors, as evident by building density and setback (15 feet required). The permitted uses would need to be adjusted specifically for this area, and uses such as automobile

dealerships, plant nurseries, carwashes as a principal use, contractor's establishments, drug or alcohol treatment centers, fortune tellers and palm readers, miniature golf courses, and mini-storage warehouses would be eliminated as either permitted or special use permit uses.

Multifamily dwellings would require a special use permit instead of being allowed by right, density would remain at 14 units/net acre, 67% (instead of the present 50%) of the floor area of an individual building could be used for residential uses (1 floor commercial or office, 2 floors residential), and condominiums would continue to be required. This was the "medium" option listed in the January 21 memo, allowing one additional floor of residential in a mixed use building. Multifamily dwellings used as housing for persons 55 years of age or older, as regulated by Sec. 36-96.7 of the Code of Virginia, would be allowed as a special use permit at a density of 22 dwelling units/net acre.

A proposal for a new B-3 General Business District (which includes a comparison with the existing B-3 District) is attached. This is a working document, and needs further refinement before it would be ready for implementation.

2. *Corridor Commercial areas.*

The General Commercial designation for the Second Street area, and for the Jamestown Road/Route 199 intersection, would be changed to Corridor Commercial land use, matching the designation of the City's other Corridor Commercial areas – Richmond Road west of Ironbound Road, Capitol Landing Road, York Street and Mooretown Road. The Second Street area would then be rezoned to B-2, and the permitted uses would need to be adjusted to incorporate the uses existing in the area. Added as permitted uses would be uses such as pet shops, printing and photocopying shops, repair services and businesses. Added as special use permit uses would be uses such as amusement arcades, billiard and pool rooms, bowling alleys, carwashes as a principal use, contractor's establishments, drug or alcohol treatment centers, fortunetellers and palm readers, miniature golf courses, mini-storage warehouses, nursing homes, plant nurseries, service stations, warehouses and wholesale businesses.

Multifamily dwellings would require a special use permit instead of being allowed by right, density would remain at 14 units/net acre, 67% (instead of the present 50%) of the floor area of an individual building could be used for residential uses (1 floor commercial or office, 2 floors residential), and condominiums would continue to be required. This was the "medium" option listed in the January 21 memo, allowing one additional floor of residential in a mixed use building.

The other option, as outlined in the same memo, would be to allow multifamily dwellings and townhouses as a special use permit at the present density of 14 units/net acre. This could allow 100% of a B-2 or B-3 lot to be used for residential uses, with no commercial component. This option would most likely be used on Capitol Landing Road and Penniman Road. There is also potential on Richmond Road for the vacant property behind Outback on Waltz Farm Drive. However, with the large amount of new residential construction being proposed for Williamsburg, and with the limited amount of commercial land available for new development and redevelopment in the City, I do not recommend allowing properties in commercial areas to be used for 100% residential development. This may mean that some commercial property will not be developed in the short term, but it will also mean long-term availability for future commercial development.

A proposal for a new B-2 Corridor Commercial District (which includes a comparison with the existing B-2 District), is attached. This is a working document, and needs further refinement before it would be ready for implementation.

South England Street Residential Areas

Existing Planning Sub-Areas

The 1998 Comprehensive Plan identified four planning Sub-Areas on the lower part of South England Street. These were designated as Low Density Single Family Residential (1-3 dwelling units/net acre), and a potential for up to 127 units was identified. The Colonial Williamsburg Foundation said at the April 19, 2004 work session that low density residential is not the best fit for these areas, and suggested a more intensive use, such as townhouses. However, because of other major residential development proposed in the City at this time, and because this area is not located directly adjacent to existing development, the Low Density designation should remain.

Spotswood Golf Course

The Golf Course area is designated as Parks and Recreation land use in the 1998 Comprehensive Plan, and is zoned RS-1, the lowest intensity zoning category. The land use reflects the actual use of the property. At the April 19, 2004 Planning Commission work session, representatives of the Colonial Williamsburg Foundation said that they would like the flexibility to change the Spotswood Golf Course to a residential density similar to the Colonial Extension subdivision – medium density residential.

The following issues need to be considered for the Spotswood Golf Course:

- Is it appropriate to designate this property as Parks and Recreation land use?
- If the designation is changed to residential, what is the appropriate category – Low Density Single Family (3 dwelling units/net acre), or Medium Density Single Family (5 dwelling units/net acre)

Since this area is directly adjacent to existing Medium Density Single Family development, and is located in the central residential area, it seems to make sense that it be allowed to develop at the same density as the Colonial Extension Subdivision. It also seems logical that any new residential development be located in the area between South England Street and the Colonial Parkway, which is approximately 18 gross acres. The standards in the Comprehensive Plan and Zoning Ordinance reduce this to approximately 15 net developable acres, which would allow approximately 75 houses at 5 dwelling units/net acre. If the property was zoned to a new RS-3 district, if Tyler Street was extended with 60 foot lots on both sides, two side streets were constructed, and a row of 60 foot wide lots was laid out along the west side of South England Street, approximately 60 lots would be possible.

If the area was zoned to the same RS-2 district that exists for the Colonial Extension subdivision, the 15 net developable acres would allow approximately 45 houses at 3 dwelling units/net acre. If the property were rezoned to RS-2, if Tyler Street was extended with 80 foot lots as required by the standard zoning regulations, two side streets were constructed, and a row of 80 foot wide lots was laid out along the west side of South England Street, approximately 45 lots would be possible.

If the area remained zoned as RS-1, the 15 net developable acres would still theoretically allow approximately 45 houses at 3 dwelling units/net acre. If the development was laid out with 100 foot lots as required by the RS-1 zoning regulations, lots would only be possible along both sides of Tyler Street extended. With one cross street constructed, and with no lots fronting on South England Street, only approximately 26 lots would be possible.

The Spotswood Golf Course parcel would not qualify for development under the PDR Planned Development Residential regulations because a minimum district size of 20 acres is required. Therefore, development would have to use the standard zoning regulations as described above. The potential number of lots allowed would be:

RS-1 (existing zoning for Golf Course)	26 lots
RS-2 (same as Colonial Extension Subdivison)	45 lots (+19 lots)
RS-3 (new Medium Density SF District)	60 lots (+34 lots)

The bottom line is that a Medium Density Residential (5 dwelling units/net acre) designation would allow an increase of approximately 34 houses over what is allowed for the Spotswood Golf Course under the existing RS-1 District. Since single family

detached residential generates approximately 10 trips per day per house, this would result in 340 additional trips per day. Although no specific traffic studies have been performed, it appears that the existing road network could adequately handle the traffic generated by the development.

City Property South of Berkeley School

The City owns approximately 13 acres of land to the south of the Berkeley Middle School property. This is designated as Mixed Use land use, and is zoned RS-2. The 1998 Comprehensive Plan states that:

> *Mixed use is an appropriate designation for this area because it is located within the transitional area between the developing Casey property in James City County to the northwest, and the existing residential area to the south [Strawberry Plains Redevelopment Area], and because it is adjacent to the Berkeley Middle School. The mixed use land use designation would be implemented by a new LB-2 Limited Business District Neighborhood zoning district …*

While the Williamsburg-James City County Schools have expressed an interest in a small portion of the property contiguous to Berkeley Middle School for the construction of a new building housing Student Services and Alternative Education, at least 10 acres remains appropriate for Mixed Use development, so the land use designation for the property does not need to change. The LB-2 District that is intended to implement the Mixed Use land use along Richmond Road between Brooks Street and the Williamsburg Shopping Center could also apply to this area. In addition to a mixed use development, this site could also be suitable for new student-oriented housing since it is located on the Strawberry Plains/Route 199 corridor, where numerous existing student-oriented housing are located (Governor's Square, Midlands Townhouses, Peppertree, and Jamestown Commons), and is also served by Williamsburg Area Transport bus service. It could also be suitable for additional low and moderate income housing, since is contiguous to the Strawberry Plains Redevelopment Area.

Williamsburg Community Hospital Site

This site is designated by the 1998 Comprehensive Plan as Public and Semi-Public land use, and is zoned LB-4 Limited Business Corridor, which allows hospitals as a special use permit use. The Hospital Re-use Committee has recently recommended the sale of the property to William and Mary. According to the College, the acquisition of the property will allow the consolidation of the classes, offices and programs of the School of Education on the site. It is also planned the Center for Excellence in Aging and Geriatric Health to move to the property, as well as offices related to graduate programming and additional meeting rooms. Graduate student housing is another use that has been mentioned for the Hospital site.

In terms of future land use planning, and because the Hospital site is adjacent to the William & Mary campus, it makes good sense to consider that the best land use designation for the site is College of William & Mary land use. This land use designation would support changing the zoning for the site to WM William & Mary District.

Riverside property east of Quarterpath Road

The residential property north of Tutter's Neck Pond is designated Low Density Single Family Detached Land Use (1-3 dwelling units/net acre), and is zoned RS-1 Single-Family Dwelling District. The Riverside rezoning request for this area results in a density of approximately 4.9 dwelling units/net acre, and the proposed land use category that would match the rezoning request is Medium Density Single Family Detached (5 dwelling units/net acre). Depending on the resolution of the pending rezoning application, the proposed land use for this area may need to be changed.

Colonial Williamsburg Property east of Quarterpath Road and north of the Riverside Property

This property is designated Low Density Single Family Detached Residential, and is zoned RS-1. The Colonial Williamsburg Foundation has requested that the land use designation be changed to a medium density residential use [insert quote from letter].

This property adjoins the Colonial Williamsburg Nursery on the west (designated as Colonial Williamsburg Support land use and zoned MS Museum Support) and the Colonial Williamsburg Distribution Warehouse on the east (designated as Colonial Williamsburg Support land use and zoned I Industrial). The property to the north is located in James City County and is zoned B-1 General Business District.

The residential density of this property should match the residential density of the Riverside property to the south, and depending on the resolution of the pending Riverside rezoning application, the proposed land use for this area may need to be changed.

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