

Land Use

Introduction

Land use planning attempts to align the related, yet sometimes competing, needs for population, economic development, public facilities, parks and recreation, environment, housing, transportation, and community character into a single coherent vision for future land development in the community. This vision is expressed in the community's land use policies, translated into its land use map, and supported through its Goals, Strategies, and Actions (GSAs). Together these elements make up the land use plan for the community.

The Land Use Chapter Goal, and the Strategies and Actions, are listed at the end of the chapter. After careful review and public input, the Goal language maintains the emphasis on reinforcing and improving the quality of life for citizens, but has been revised to add language about land use approaches within the Primary Service Area (PSA) and outside the PSA. The linkage from Land Use to the goals in the other eight chapters is maintained. The Goal now states: **“Achieve a pattern of land use and development that reinforces and improves the quality of life for citizens by encouraging infill, redevelopment, and adaptive re-use within the PSA; limiting development on rural and natural lands outside the PSA; and achieving the other eight goals of this Comprehensive Plan.”** Many important Land Use Chapter implementation activities have been achieved in the last five years, as detailed in the Spotlight on Implementation section. However, as the information in this chapter explains, further action through the revised and updated Strategies and Actions will be needed.

Key Planning Influences

Growth Management

The linchpin of James City County's land use planning is growth management. In simple terms, growth management is a set of tools to address the timing, character, and location of development so that growth occurs in an orderly and efficient manner. It answers the questions of where growth should occur, how it should occur, and when it should occur.

Growth management, however, does not seek to stop growth. Localities inevitably evolve over time, and planning for growth is a proactive way of preparing for these anticipated changes. Equally important, the *Code of Virginia*, as well as court decisions throughout the nation and Virginia, provide guidance requiring municipalities to reasonably plan for and accommodate growth. Caps on building or population are not permitted under Virginia law.

In general, growth management tools fall under the following categories:

- Zoning and other regulatory tools;

- Urban containment (growth boundaries, such as the Primary Service Area);
- Facility planning, adequacy, and timing;
- Promotion of infill and redevelopment;
- Open Space Preservation;
- Rural Lands Protection; and
- Regional planning.

Their implementation is often accomplished through a locality's policies, ordinances, and regulations, which are discussed in the sections that follow.

Primary Service Area (PSA)

The Primary Service Area policy is James City County's foundational, longstanding growth management tool having been incorporated in the first James City County Comprehensive Plan adopted by the Board of Supervisors in 1975 and all subsequent updates. As a growth management tool, the PSA uses a combined growth area/service area boundary to direct growth to areas where the land is most suitable to support growth and more intensive development and where public facilities and services exist or are planned. The area outside the PSA has a Rural Lands designation on the County's Future Land Use Map and has its own distinct character and primary uses. As a growth area/service area boundary, the PSA accomplishes the following goals:

- Increase public benefit per dollar spent;
- Encourage efficient utilization of public facilities and services (water and sewer, roadways, schools, fire and police stations, libraries, etc.);
- Help ensure such facilities and services are available where and when needed;
- Promote public health and safety through improved emergency response time;
- Minimize well and septic failures within the PSA; and
- Encourage utilization of Rural Lands for economically beneficial agriculture, forestry, and related uses.

The inclusion of the PSA in the Comprehensive Plan text and Future Land Use Map is consistent with state code guidance that a jurisdiction's comprehensive plan should show the long-range recommendations for development of the locality, thereby directing implementation actions through the zoning and subdivision ordinances and other mechanisms, such as the utility policy and the Capital Improvements Program. As the foundational growth management tool, the PSA also relates to and has implications for all chapters of the Comprehensive Plan, as it affects the appropriate levels of growth as well as the provision of services and facilities in different areas of the County.

On the Land Use Map, the PSA defines areas presently provided with public water and sewer and high levels of other public services, as well as areas expected to receive such services over the next 20 years. It is intended that most residential, commercial, and industrial development will occur within the PSA. Boundary changes to the PSA should only be conditioned upon significant changes in development trends and patterns, significant changes in County policy, and projected community needs. The PSA should provide for adequate economic growth and County housing needs at all levels of affordability.

Primary Service Area - Residential Capacity

The Comprehensive Plan has traditionally assessed the estimated residential development capacity of the area inside the PSA to absorb projected growth during the 20-year cycle of the Future Land Use Map. These estimates can help inform considerations of whether it might be appropriate to evaluate the extent of the PSA, or to consider other approaches to accommodate the community's vision of desired growth (e.g., increase recommended densities, etc.), or to manage the amount, type or pace of future residential growth (particularly in Categories 3 and 4 listed in Table LU-1 below) in a different manner than historical trends.

To estimate the capacity for future development located within the current PSA, County planning staff have used historic development data and current land use guidance to calculate the total residential capacity estimates set out in Table LU-1: Residential Units Based on Planning Division Staff Analysis. Staff has utilized the County's Geographic Information System (GIS), CaseTrak system, and JCC PermitLink system to calculate the current totals for the first two categories in **Table LU-1**. Staff also used these systems to estimate the amounts for Categories 3 and 4 within this table, as well as broad policy assumptions for the Mixed Use and Economic Opportunity designations, such as the percentage of the site dedicated for residential use and dwelling unit yield per acre. As such, the totals in Categories 3 and 4 are estimates, rather than a precise accounting.

To estimate the projected anticipated growth and related absorption rate, staff has typically used the historic average number of residential Certificates of Occupancy (COs) issued per year. The 15-year average for COs yields a rate of 563 per year, while the average over the last three years is approximately 434.

Finally, to estimate how long it may take for the estimated capacity within the PSA to be absorbed, the estimated capacity can be divided by the projected absorption rates, using a range from the three- and 15-year CO rates. Using these assumptions and estimates, the years to estimated absorption in the PSA are shown in **Table LU-1**.

Table LU-1. Residential Units Based on Planning Division Staff Analysis¹

Parcel Status	Estimated Development Potential (Dwelling Units)	Estimated Years to Absorption
1. Master Planned Communities and By-Right Subdivisions with Approved Construction Plans	6,787	13-17
2. Other Vacant Platted Lots	598	
Subtotal	7,385	
3. Undeveloped Parcels Designated Low Density or Moderate Density Residential	2,286	18-24
4. Totals Above, Plus Undeveloped Parcels Designated Mixed Use or Economic Opportunity (portion of designated areas)*	937	
Grand Total	10,608	

**Not all land designated Economic Opportunity is currently within the PSA, but the 2009 Comprehensive Plan made clear that it would all be brought in once master planned.*

There are several characteristics of Category 1 that provide context regarding the location and type of the potential dwelling units remaining within the PSA. Of the 6,787 units within this category, approximately 80% are located within large master planned communities. Of this 80%, developments that have more than 100 units left in the approved cap are: Colonial Heritage, Ford's Colony, Patriots Colony, New Town, the Settlement at Powhatan Creek, Williamsburg Landing and Stonehouse. These developments are governed by binding master plans, as well as proffers and conditions to mitigate impacts resulting from continued build out. Furthermore, approximately 17% of the units in Category 1 are located within Continuing Care Retirements Communities (CCRCs), such as Williamsburg Landing, Patriot's Colony, and WindsorMeade. These units are intended for a specific, older demographic with unique desires and needs and are not expected to be available to a younger population. As such, development trends within this sector may not correlate with broader market trends for residential development.

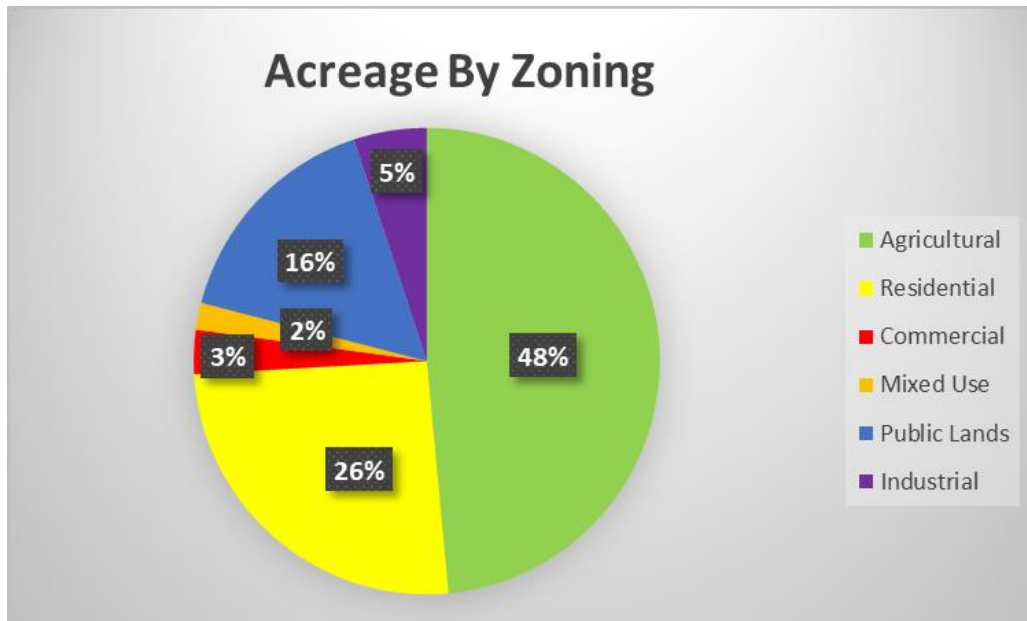
It is important to note that the information above pertains to the estimated development potential inside the PSA. Widespread residential uses in the rural areas outside the PSA are discouraged, but can still occur under current regulations, making the development potential of the entire County higher than what is reflected in Table LU-1.

Primary Service Area - Non-Residential Capacity

As can be seen in **Chart LU-1** below, the largest zoning category in the County by acreage is Agricultural, which accounts for approximately 48% of land (43,326 acres). The Residential zoning districts account for 26% (22,808 acres) of land in the County, making it the second largest zoning category. The Public Lands zoning district accounts for 16% (14,180 acres). Commercial, Mixed Use, and Industrial zoning districts combined account for 10% (8,904 ac).

¹ This analysis uses data from the residential subdivision build-out data/cumulative impact database, which is the source for the development status report updates included in the Planning Commission annual reports. However, it contains additional classification work for Categories 1 and 2, and as discussed in the text, application of assumptions to "acreage parcels" with certain designations (Categories 3 and 4).

Chart LU-1. Acreage by Zoning District



Zoning Districts are classified as follows: Agricultural (A-1, R-8), Residential (R-1, R-2, R-3, R-4, R-5, R-6, PUD-R), Commercial (LB, B-1, PUD-C), Mixed Use (MU), Public Lands (PL), Industrial (M-1, M-2).

In James City County, most commercial and industrial activity occurs in one of six zoning districts: Limited Business (LB), General Business (B-1), Mixed Use (MU), Limited Business/Industrial (M-1), General Industrial (M-2), and Planned Unit Development-Commercial (PUD-C). All of these zoning districts are intended for non-residential development of varying degrees of intensity, and occur inside the PSA. Based on County GIS information as of 2020, approximately 8,904 acres in the County are currently zoned as one of these six districts. Commercial and/or industrial activity can also occur in the Research and Technology (RT) and Economic Opportunity (EO) zoning districts, but there are no parcels currently zoned RT or EO.

In addition, as shown in **Table LU-2** below, staff analysis accounted for already-developed land, plus residential portions of Mixed Use areas and other refinements, which resulted in a total estimated undeveloped area of approximately 2,430 acres of land zoned for commercial or industrial. The total land designated for commercial or industrial use on the Future Land Use Map, but not yet zoned is approximately 1,032 acres, for a combined estimated figure of 3,462 acres. Of the land that is designated, but not yet zoned, the largest contiguous area is the Mooretown Road/Hill Pleasant Farm Economic Opportunity area, which was designated in 2009.

Table LU-2. Non-Residential Land Based on Planning Division Staff Analysis

Category	Acres
Zoned, undeveloped	2,317
Zoned, available portion of partially-developed parcels	113
Designated, not yet zoned	1,032
Total	3,462

This zoned and/or designated land contains a mixture of areas where utilities are already in place as well as areas without utilities. For the areas where utilities are not currently in place, utility extensions may increase the absorption rate for the parcels. As a result of the Engage 2045 process, the County will have new modeling tools that will enable the County to more easily track the current amount of non-residential capacity within the PSA.

Another important consideration in analyzing commercial capacity is the efficient use of commercial land through redevelopment, existing structure re-use and increased percent occupancy and infill techniques. Commercial redevelopment is an important goal. Per the input received as part of the Engage 2045 process, residents of the County prefer commercial redevelopment when compared to new commercial development as a way to ensure more compact development and reduce sprawl. Examples of progress on this front in the past decade include new commercial buildings at Candle Factory (CVS and Food Lion), approval of a Special Use Permit (SUP) for the former Williamsburg Outlet Mall property (Lightfoot Marketplace), the construction of the new buildings on the Williamsburg Pottery property, and the development of guidelines for redevelopment in Toano. Opportunities for redevelopment exist throughout the County, from the BASF property and the nearby soil and gravel mining operation in Grove (which operate under SUP conditions designed to ensure future re-use), to the possibility of an eventual change in the development pattern at one or more shopping centers, to additional possible new buildings and infrastructure at the Williamsburg Pottery and in Toano. Together, these and other properties represent hundreds of acres of land that may currently, or in the future, be suitable for redevelopment.

As the County considers future commercial redevelopment, it is paramount that such development maintain or enhance community character. The Engage 2045 community engagement process revealed that citizens are keenly interested in protecting the natural environment, maintaining the integrity of the rural areas outside of the PSA and upholding the established community character within the PSA. The engagement also confirmed the public's support of economic development that results in more businesses with higher paying jobs within the County. These desires create the opportunity for conflict if not managed well, as unplanned commercial growth could detract from community character. As such, commercial redevelopment within the PSA is encouraged, but only when it efficiently redevelops or utilizes land and maintains or enhances the existing community character of the immediate surrounding area through adherence to the Character Design Guidelines and other policies and regulations.

James City County's Utility Policy plays a major role in limiting growth to areas within the PSA. The following outlines the County's pertinent water and sewer requirements, which are explained in more detail in the County's Zoning Ordinance and Subdivision Ordinance, and in the regulations governing utility service provided by the James City Service Authority (JCSA).

Generally speaking, most existing development inside the PSA is connected to public water and sewer, and new development must connect if it is a major residential subdivision or within 55-feet of JCSA infrastructure that is accessible through an applicable and existing right-of-way and/or JCSA water or sanitary sewer easement. Most developments desire to be served by public water and sewer to achieve a higher density and reduce the infrastructure costs. Outside the PSA, subdividers of major subdivisions are required by the Subdivision Ordinance to construct an independent water system, but can use individual onsite sewage disposal systems. Subdividers of minor subdivisions are permitted to use individual well and sewage disposal systems.

An SUP is required for extensions of major water and sewer mains. SUPs for utility extensions within the PSA occur infrequently due to the extensive network of utility lines already in place. The PSA concept strongly discourages extension of utilities outside the PSA. Over past years, there have been certain limited locations that have received SUPs for extension of utilities. Other than two exceptions for neighborhoods (Governors Land on John Tyler Highway and Deer Lake Rural Cluster adjacent to Colonial Heritage), the extensions have been to serve a significant public purpose (school sites), address health and safety situations (Chickahominy Road Community Development Block Grant area, Riverview Plantation, and Greensprings Mobile Home Park), or improve utility service inside the PSA (Cranston's Mill Pond Road and Jolly Pond Road mains, and the JCSA College Creek Pipeline). In keeping with the Utility Policy included as part of the 1997 Comprehensive Plan, all of the SUPs associated with these mains include conditions that place clear limits on connections to directly adjacent properties, a policy that should continue into the future.

Finally, the developer is responsible for paying the cost of providing water and sewer service to and within new subdivisions. JCSA may contribute to the costs to upsize water or sewer lines to serve additional areas. Any decisions about changes to the Utility Policy and the PSA must be carefully examined in conjunction with decisions about Rural Lands policy, which is discussed above.

Facility Planning, Adequacy and Timing

James City County uses other growth management tools to complement the PSA policy, and has implemented a number of strategies to address facility planning, timing, and adequacy. Through utilization of these tools, the County has strived to strike a balance between accommodating additional development and providing services for already-approved development. Examples of policies that may be required of new development include: the provision of pedestrian/bicycle accommodations, adequate public schools facilities analysis, adequate transportation facilities analysis, traffic impact analysis, environmental constraints analysis, fiscal impact analysis, enhanced landscaping, green building incentives, and water conservation guidelines.

New residential development that requires a rezoning or special use permit will be approved only after careful consideration of adequate schools, transportation, water, sewer, recreation, and public safety facilities and services. In the past, the County has strongly encouraged applicants to mitigate the impacts of a proposed development through the combination of physical improvements and

timing requirements offered in the form of proffers, as allowed by state code. In terms of adequate facilities, many of the physical improvements are related to keeping traffic at an acceptable level of service (for example, through the construction of new turn lanes or traffic signals), and building recreational facilities as recommended by the Parks and Recreation Master Plan.

Assessing development impacts and creating policies to best address them continues to be an important and very complicated endeavor. Since 2009, the County has made progress in developing the means to track the cumulative impact of development proposals on existing and planned public facilities and services, and in developing guidelines for the content and methodology to be used for various submittal documents, such as traffic studies. Work will continue into the future on refining these systems and documents to best track and mitigate impacts generated by proposals.

Promotion of Infill and Redevelopment

Another key aspect of growth management is promoting infill development and redevelopment. Fostering infill and redevelopment is a viable alternative to the conversion of open space to new development that not only conserves rural and open land but also can save public infrastructure costs that would otherwise be needed to serve more sprawling growth patterns. Infill and redevelopment initiatives are important for residential, commercial, and mixed use developments to help with the creation of complete communities close to existing amenities and activities and to help direct development to appropriate locations within the PSA.

Development of previously undeveloped areas, sometimes called “greenfield” development, often has implicit financial or feasibility advantages for developers over infill development or redevelopment. In order to offset these implicit advantages, the County will need to offer incentives that rebalance the attractiveness of infill and redevelopment for the private sector. Over the years, the County has updated Ordinances and policies to try to encourage infill and redevelopment, including the creation of the R-3, Residential Redevelopment District and a re-examination of the setback requirements in the Mixed Use and other zoning districts. It will be important to continue to re-examine the County’s Ordinances going forward to see if they are working to facilitate or incentivize infill and redevelopment. In addition, the County can play a role by participating in public-private partnerships, and making or encouraging targeted investments in infrastructure, amenities or other improvements that work to reduce costs or increase the viability of infill and redevelopment. As this infill and redevelopment is being considered, it is essential that it be sensitive to community character and fit in with surrounding development. These efforts can also be supported by creating plans for particular portions of the County through sub-area or corridor master plans that show specific visions for preferred redevelopment or infill development. These efforts relate to LU 4.

Open Space Preservation

Open space can take many different forms, but in its simplest sense, can be viewed as any undeveloped or minimally developed land. To the casual observer, it may be unknown whether the vacant lot, marsh, or wooded area they consider open space has public access or is private, was a remnant of development or was created as a purposeful space, is temporarily or permanently preserved or is entitled to be developed. Nevertheless, it may be valued all the same for its scenic quality, enjoyment, or natural resource value. To those involved in land use planning, the concept of open space includes a broad range of possible specialized meanings, values and purposes, such as: environmental purposes including watershed protection, stormwater management, and carbon sequestration; economic development purposes including ecotourism and working lands; land

banking purposes for future public facilities; park and recreation purposes in the form of active and passive parks and trails; transportation purposes including greenways and roadway buffers; for the purpose of maintaining community character values such as historic preservation, cultural heritage landscapes, and scenic viewsheds; or for myriad land use and community design purposes including providing common spaces in neighborhoods, organizing elements in developments, and buffers between varying development patterns. These can exist in either the public or private realms, but still provide value to the entire community in terms of ecosystem service delivery, sense of community, and improved human and fiscal health.

James City County citizens' support for open space protection is prevalent in the expressed opinions in numerous outreach efforts for protecting nature, preserving community character, enhancing quality of life, and expanding economic development. As noted in various chapters of this plan, protecting open space includes various types of resource protection efforts such as wetlands and waterways; agricultural and forestal lands; green infrastructure; greenways; historic and archaeological resources; cultural heritage landscapes; scenic properties and scenic viewsheds; entrance corridors and road buffers including Community Character Corridors; open spaces within the County's Community Character Areas, neighborhoods and other built environments; and parks and recreation. Also noted is the role open space can play in shaping the character, direction and timing of community development, especially where the impacts of development will stress County facilities and resources. This is more likely to be a particular need within the PSA where higher development pressures may impact facilities and resources to a greater degree.

Opportunities exist for James City County to facilitate private actions to support the value of open space protection through the development review process; partnerships with land trusts; the development of policies, ordinances and programs that support environmental credit markets; and economic development efforts that promote agri-tourism, heritage and eco-tourism businesses, which relate to actions in LU Strategies 1, 4, and 6. In addition to facilitating private efforts for open space preservation, public actions will be necessary to close the gaps that cannot be effected solely by private actions and conserve resources important to the community. These public actions may range from expanding or initiating special planning efforts, strengthening policies and Ordinances; and reactivating, aligning and funding County open space programs, which relate to actions in LU Strategies 6 and 7. The latter programs should include efforts to acquire open space in an integrated and prioritized manner that maximizes the potential to leverage existing state datasets and state or federal funding sources. As explained in the Environment section, the concept of mapping and planning for a countywide system of "green infrastructure" can offer an organizing structure to these efforts so that James City County can realize its vision more fully, more efficiently and more strategically.

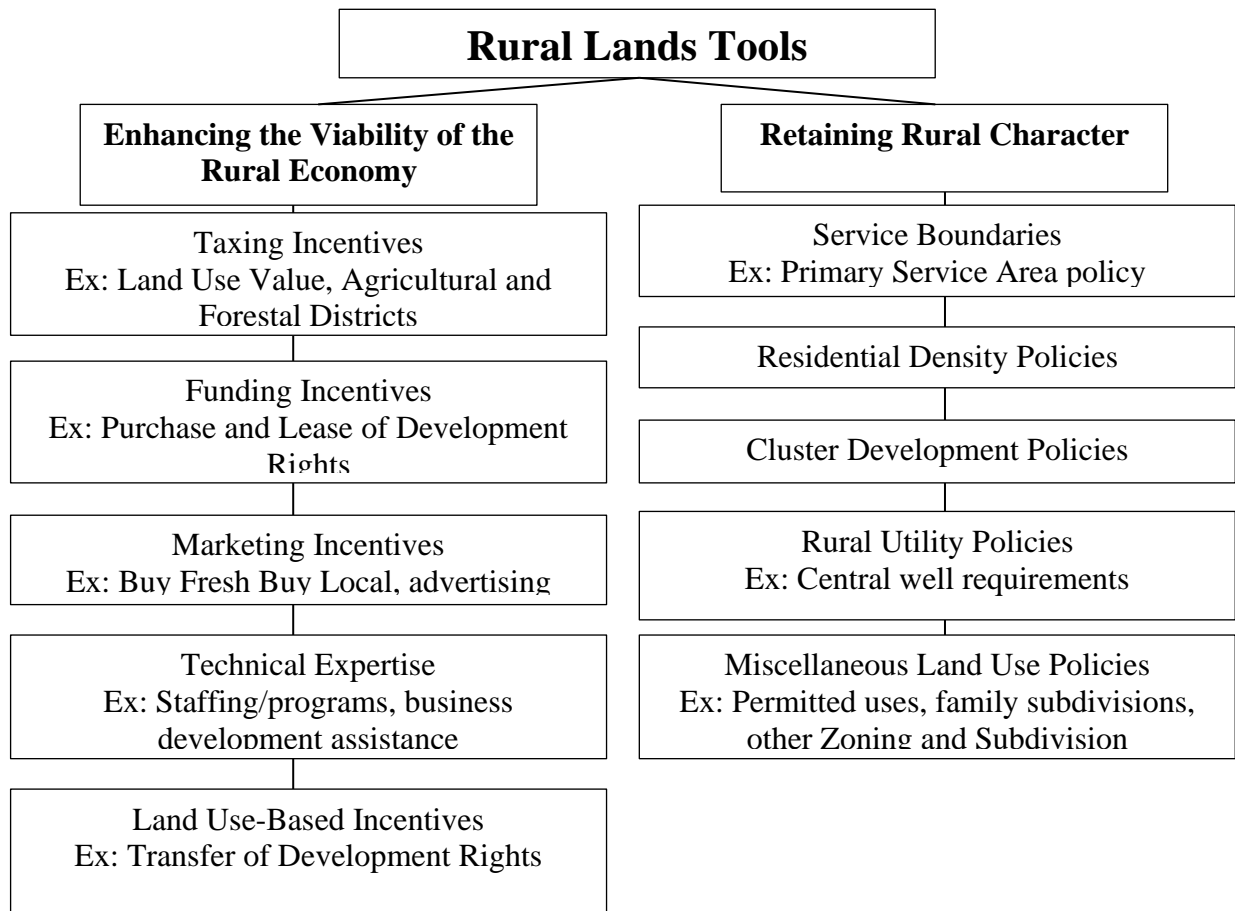
To help property owners and staff members sort through the major open space preservation options to find a tool that matches the property owner's intentions and the property's attributes, staff has created an open space tool decision tree located in Appendix L.

Rural Lands Protection

The areas outside of the PSA are in large part designated as Rural Lands on the Future Land Use Map. While areas with this designation are predominantly known for agricultural and forestal activities, they also contain lands that are vital to the broader environmental health of the County, such as natural areas, extensive Resource Protection Areas (RPAs), aquifer recharge areas, and the headwaters for important watersheds. Land preservation, especially of prime farmland soils, is of utmost importance in this area.

There are a number of tools available to local governments that apply to the protection of the Rural Lands, generally falling into two categories: enhancing the viability of the rural economy and retaining rural character. **Figure LU-1** outlines a spectrum of tools and includes information about existing County efforts as well as possible tools that can be used. To be successful, the tools must be tailored to reflect local land use regulations, market forces, community preferences, landowner expectations, property values, and fiscal constraints. It is also important to use tools from both of the categories below to create a balanced approach to the Rural Lands, provide the widest spectrum of opportunities for property owners, and continue to enhance and promote rural character.

Figure LU-1. Tools for Enhancing the Viability of the Rural Economy and Retaining Rural Character



Existing Rural Lands Tools

As a result of previous comprehensive plans and studies examining the Rural Lands, the County already employs several of the tools referenced in **Figure LU-1**, including:

- 1) Land use value taxation;
- 2) Agricultural and Forestal Districts (AFDs);
- 3) Greenspace and Purchase of Development Rights (PDR) programs (pending funding);
- 4) Restrictive utility, zoning, and subdivision requirements and service and
- 5) Limited business development assistance.

These programs can offer financial assistance to land owners to offset high land prices in rural areas or provide additional protections for agricultural uses. These existing tools used by the County are important building blocks. However, over the last five years, approximately 284 residential units have been added in the Rural Lands, facilitated in part by the creation of new “by-right” subdivisions and build out of established ones. The market for suburban-rural housing is expected to continue in the future, which could result in the continued “by-right” subdividing and build-out of rural areas within the County. The public road and community water requirements, which had once been major deterrents due to prohibitive costs, have appeared to be less effective in discouraging large-scale rural residential development outside the PSA. While the PSA and the land use designations remain cornerstones of the County’s growth management policies, it remains evident that the tools used to effect these policies need to be updated if they are to achieve the stated goals of the Rural Lands designation as discussed in more detail below.

Evaluation of Rural Lands Tools

As discussed previously, there are a number of tools that can be used to help preserve the economy and character in the Rural Lands. The County has conducted preliminary evaluations of some of these tools, both in terms of enhancements to existing tools as well as possible new tools. Using the categories from Figure LU-1 above to organize the discussion, the following provides a brief summary of efforts and investigations that have occurred in the past:

Residential Density Policies, as well as other Categories under the Retaining Rural Character heading

There have been multiple efforts over the years to address development policies in the Rural Lands, particularly residential density policies. In the mid-2000s, citizen committees worked with staff and consultants to research options and best practices. This work led to the development of a draft narrative ordinance with recommendations for amendments to the Zoning Ordinance that would provide incentives for developing large lot and rural cluster subdivisions instead of more conventional small-lot subdivisions. This draft narrative ordinance was not pursued further per new Board direction.

During and following the 2009 Comprehensive Plan update, the County undertook additional research and community engagement efforts. In 2010, as part of the update process, staff worked with a consulting team to research tools used by peer localities in Virginia. In 2013, the County

partnered with the Virginia Cooperative Extension to host an educational *Understanding Rural* panel discussion covering state and national trends in rural development best practices and information about farming, forestry, and marketing trends and resources. This partnership also included hosting the *Thinking Rural* discussions with rural landowners and other interested citizens that focused on defining “rural lands” and gathering community thoughts and preferences regarding policies, regulations and programs. Participant comments varied, and on multiple occasions presented opposite perspectives. On the whole, most participants valued the following features and characteristics of rural areas: open/undeveloped areas with low density development, agricultural and forestry productivity and minimal governmental regulations. However, there was wide variation in ideas of what the County could do to help achieve its long-term vision for Rural Lands. No additional work has proceeded on revising the ordinances to influence the residential development potential or pattern of the Rural Lands.

Land Use-Based Incentives, Example: Transfer of Development Rights

A feasibility study for a Transfer of Development Rights (TDR) program was completed by the consulting firm Design, Community and Environment (DC&E) for the County in October 2011. A TDR program essentially allows a developer to purchase development rights (in the form of dwelling units or commercial square footage) from a property in a designated “sending area” and move them to a designated “receiving area” to increase the permitted residential or commercial density. As the assumptions for the feasibility study were being developed, the Board of Supervisors identified the following goals for a potential TDR program in James City County: 1) to preserve rural character; 2) to keep rural landowners “whole” in the event of a downzoning; and 3) to not increase the overall net number of residential units permitted in the County. The study found that a TDR program under the Virginia enabling legislation would be feasible, but was not recommended because of several limitations, including high transfer ratios, an inadequate number and size of receiving areas, inability to hold overall County buildout at a constant level, difficulty with targeting preservation areas with a voluntary program, and difficulties with mitigating the impacts of more intense development in receiving areas.

Marketing Incentives and Technical Expertise

A Strategy for Rural Economic Development was completed in 2014 in conjunction with the Rural Economic Development Committee (REDC) of the Economic Development Authority (EDA) in recognition of the tremendous opportunity to support and grow agriculture- and forestry-based businesses and increase the agricultural sector of the local economy. Enhancing the viability of rural economic uses can also provide alternatives to residential development within the Rural Lands. As shared by Ed McMahon during his presentation titled *Nature, Agriculture, Economy and Community Character*, economic development is strongly linked to the retention of a unique community character, which is a competitive advantage in attracting asset-based businesses and potential employees.

Goals for the Strategy included: assisting existing agriculture- and forestry-based businesses to grow and succeed, identifying and creating opportunities for new business ventures, growing and diversifying the local tax base, and identifying and celebrating the uniqueness of James City County’s character. The Strategy includes a list of potential projects in the following three categories: marketing/public relations, business development and facilities/capital projects. The County could play an instrumental role in facilitating projects, establishing groundwork, helping to make connections, and identifying resources for implementation.

Considerations for Implementing Rural Lands Tools

As discussed above, there are many potential land use tools in the “toolkit” for rural protection that could be used, many of which are already being very effectively implemented by the County. However, given the significant public input received in this and prior rounds of Comprehensive Plan updates that the County needs to do more to preserve rural lands, it is important to take a strategic approach and assess which tools and practices are the most effective in meeting this goal of better rural lands protection. As part of the research done for this Comprehensive Plan update, a research paper on “Open Space & Rural Character Preservation Analysis” was developed that summarized some key principles for rural lands protection based on the historically most effective rural land protection programs in other Virginia localities. The four principles listed below stand out as opportunities to add new tools or expand existing ones in James City County.

1. Supportive Zoning

Experience in growing localities like James City County has shown that it is very hard to achieve long-term successful rural protection without supportive agricultural zoning. Rural zoning with minimum lot sizes of 1-10 acres is generally not conducive to the protection of rural character over the long term as it gradually converts the landscape both visually and functionally into a large lot residential character as land is subdivided into lots. In general, the most successful zoning for rural protection has been achieved in the 20-50 acres per dwelling unit range of density, often with sliding scale density program that depend on tract sizes. Minimum lot sizes of at least 20 acres, or cluster development of equivalent gross density, should be considered for implementation as important to both protecting the visual character and maintaining a rurally-focused economic character in the County over the long term.

2. Supportive Utility Policies

Consistent utility policies that do not allow the extension of utilities into rural areas are another feature of localities that have successfully protected their rural lands from extensive development. As part of this, it is important to have a rational basis for utility policies that is consistent with overall growth management policies in the Comprehensive Plan. Currently, the County’s independent water systems requirements for major subdivisions in rural lands acts as somewhat of an economic deterrent to large scale conversion of rural lands to residential subdivisions. For major subdivisions with independent water systems, the developer is responsible for constructing the well facility and infrastructure, but this infrastructure is then turned over to JCSA for ownership and maintenance. Operation of these systems currently results in a JCSA fiscal deficit. However, if the independent water system requirements are eliminated, it may be expected that the pace of rural development could increase significantly as the costs of developing large scale three-acre subdivisions in rural areas would be substantially less. If James City County waives the independent water system requirement for Rural Lands, mitigating measures should be proactively put in place in order to avoid the rapid development of the Rural Lands, which would go against the County’s long term vision for rural character protection. These measures could include revising lot sizes as discussed in the Supportive Zoning item above or implementing subdivision phasing requirements.

3. Supportive Rural Protection Programs

Rural protection programs also require consistent effort and funding. There are increasing opportunities for leveraging state and federal funding programs and these should be considered to minimize the impacts on local funding sources. In addition, there should be clear and objective

standards for selecting properties for these programs, and coordinating with eligibility criteria for state or federal funding programs will allow effective leveraging of other funding sources. See also the Open Space discussion earlier in this chapter.

4. Supportive Rural Economic Development Programs

A consistently funded and robust campaign to foster rural economic development has also been a key feature of successful rural protection in Virginia. A rural economic development staff position could be involved in supporting many different types of compatible rural economic development programs. A position like this could also be a conduit for grant funding, connect property owners and entrepreneurs with supportive programs or available land, and generally be a voice for the protection of a vibrant and economically successful rural culture in a community. This principle complements the discussion of the Strategy for Rural Economic Development in the section above.

The four key principles above relate to the Strategies and Actions found in LU 6 and LU 7 in the Land Use Chapter GSAs. In addition to these items, it will be important to continue to monitor enabling legislation in the state code for other potential tools going forward.

Regional Planning

James City County's growth trends are not the result of activities solely within its borders. The plans of surrounding localities and major institutions influence development within James City County and vice-versa. Therefore, James City County coordinates its planning efforts on a regional level, taking into account the comprehensive plans of other jurisdictions and participating in regional planning opportunities. Many opportunities to plan collaboratively and cooperatively exist in formal groups, such as the Hampton Roads Planning District Commission, while other opportunities are created and taken advantage of daily in normal work activities.

One such example was the coordination effort between James City County, York County, and the City of Williamsburg in the early 2010s. The purpose of this effort was to promote closer collaboration and communication concerning land use, transportation, and other comprehensive plan issues that cross jurisdictional boundaries, and to provide an opportunity for citizens of all three localities to talk about issues of mutual interest. The initial steps for this effort included the preparation of a combined map depicting existing land use across the Historic Triangle and development of a project website and reports on demographics, transportation, and housing. Next, the three localities hosted a series of joint community forums that gave citizens the opportunity to learn about the three comprehensive plans and to share their visions and goals for the future of the Historic Triangle. There was a particular focus on three key geographic areas where jurisdictional boundaries meet (the Riverside/Marquis/Busch focus area, the Lightfoot/Pottery focus area, and the Northeast Triangle and surrounding focus area). Next in the process, the three Planning Commissions held a joint work session to review and discuss the citizen comments of common concern, such as housing affordability, transportation, economic development, and land use compatibility along jurisdictional borders.

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 James City County, York County, and the City of Williamsburg 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, a summary document was

compiled 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. This document is not intended to be included within each of the three localities Comprehensive Plans, but is simply a resource for citizens.

The summary document also included a generalized future land use map that reflects the adopted Future Land Use Map in each locality's comprehensive plans; the map uses a common language and colors so that planners, developers, and citizens can better understand what is planned across borders by each individual locality. The County references this generalized future land use map when performing courtesy reviews for proposed legislative cases within York County and the City of Williamsburg. Overall, the purpose of the summary document is to serve as a foundation for ongoing dialogue and cooperation, which is reflected in this section's GSAs.

Fort Eustis Joint Land Use Study and BASF Site

The most significant example of regional cooperation since the County's previous comprehensive plan update is the Joint Base Langley-Eustis Joint Land Use Study (JLUS). The Joint Base Langley-Eustis (JBLE) is a 7,933-acre facility that is located in both Newport News and James City County and supports a population of 22,000 people, including active duty members, the Army National Guard, Army Reserve, and civilians and family members. JBLE is important to national defense and to the economies of the Commonwealth of Virginia, the Hampton Roads region, and James City County. JBLE is a significantly impactful land use with a unique mission of national defense. As such, the County places a high importance on taking into account how potential development and land use policies in the land adjacent to JBLE might impact or impair its mission.

One such potential development is the BASF site which consists of several contiguous parcels accounting for approximately 678.4 acres, a portion of which directly abuts the JBLE. This site was historically used for chemical manufacturing, though all manufacturing activity on the property ceased in 1994. Since then, the property has been undergoing remediation for contamination, primarily due to zinc. During the previous Comprehensive Plan update in 2015, the County received a request to change the land use designation for the BASF property from General Industry to a Mixed Use designation, which would have been more impactful to the surrounding area. As part of this requested review, the County received correspondence from the Virginia Secretary of Veterans and Defense Affairs, who recommended that no land use designation decision be made until a thorough Joint Land Use Study (JLUS) was conducted. This was due to the potential negative impact that a land use redesignation could have on the Fort Eustis military mission. In light of this recommendation, the proposed land use request was not granted and the site remains designated for General Industry use.

The Joint Base Langley-Eustis JLUS commenced in January 2017. The objective of this study was to identify land uses that are compatible with the mission and use of JBLE, as well as develop growth management guidelines that reduce encroachment on the military site without impairing growth within the surrounding communities.

The County was an active participant in the 15-month collaborative planning process that produced the JLUS. Stakeholders included the U.S. Department of Defense Office of Economic Adjustment, Joint Base Langley-Eustis (Fort Eustis), the City of Newport News, James City County, York County, and community residents and business representatives, including a representative from BASF. The County participated in multiple aspects of this process. Two members of County leadership were members of the Policy Committee for JLUS and steered its overall direction as well as its policy recommendations. Two members of Planning Division staff were members of the

Technical Working Group and provided technical expertise on local land use and planning matters relevant to the County. Planning staff also helped facilitate the public involvement process by hosting members of the neighboring communities at community workshops and neighborhood forums within facilities within the County.

The JLUS was published in March of 2018 and adopted by the County's Board of Supervisors in June of that same year. As such, the study is a valuable planning tool that provides a blueprint for the County and the JBLE for further partnership in land use matters. The JLUS recommends that the County and the JBLE establish formal communication procedures to ensure that development proposals and policy changes from either party are communicated clearly and in a timely manner. The JLUS also recommends that the County establish a Military Influence Overlay District (MIOD). The MIOD is a policy tool that would ensure a representative of JBLE would have the opportunity to provide comment and guidance on land use policy decisions and development proposals within the County portion of the JLUS study area. The County intends to continue its partnership with representatives from the JBLE in the future to ensure land use decisions serve County citizens without impeding the mission of the JBLE.

Other Localities

In addition to York County and the City of Williamsburg, the County is directly adjacent to the City of Newport News and New Kent County. The County also neighbors and has important transportation connections with Charles City County and Surry County via the Judith Stewart Dresser Memorial Bridge and the Jamestown-Scotland Ferry, respectively. James City County continues to monitor the comprehensive plans adopted in these localities to keep abreast of regional issues and implications.

Current Development Trends

Residential Trends

James City County has undergone continuous rapid growth since 1970. In the past 50 years, the County's population has more than quadrupled, growing from 17,853 in 1970 to 74,153 as reported in the 2018 American Community Survey. During that time significant changes in land use, particularly within the PSA, have transformed the predominantly rural character of James City County into a more urban and suburban environment. The majority of this development has occurred within the PSA and has largely been concentrated around the City of Williamsburg, though development has also spread to the northern and western areas of the County.

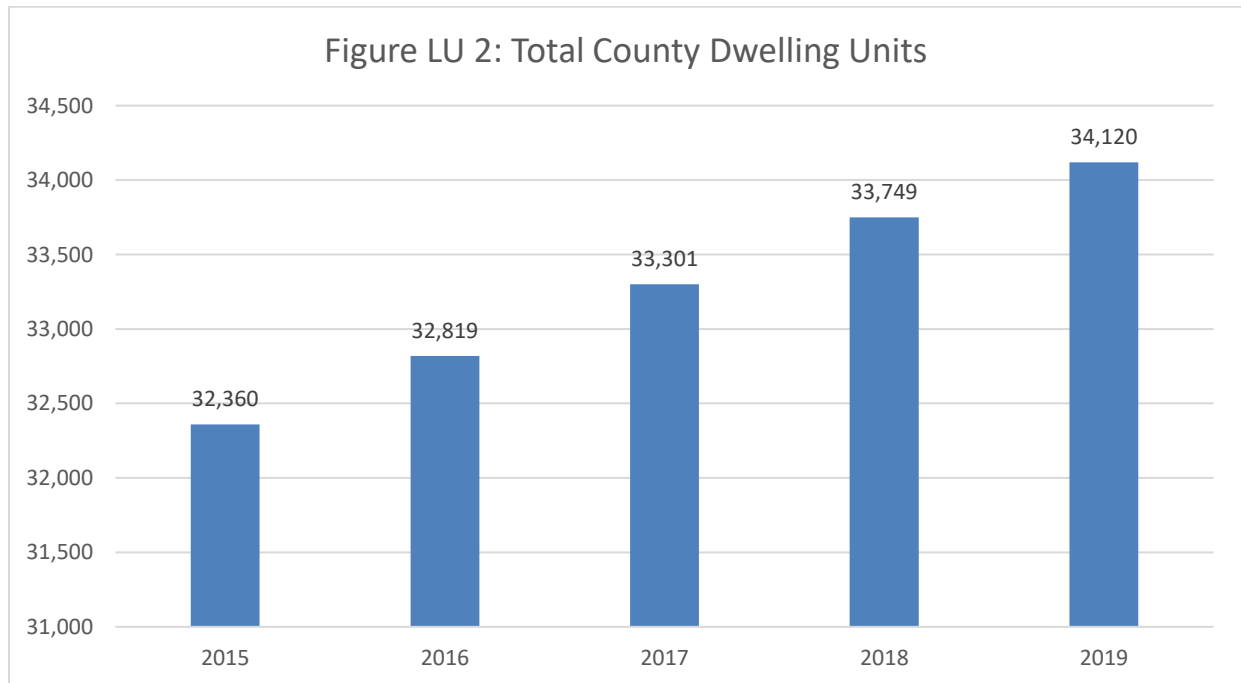
Many of the housing units in the County are located in subdivisions along Richmond Road, John Tyler Highway, Ironbound Road, Greensprings Road, Jamestown Road, Centerville Road, Monticello Avenue, and Longhill Road. Some established neighborhoods, such as Kingsmill, Kingspoint, and First Colony, have reached or are approaching build-out, or their permitted capacities. Other large planned communities such as Colonial Heritage and Stonehouse are expected to contribute new housing from their current inventory of approved units throughout the next several years.

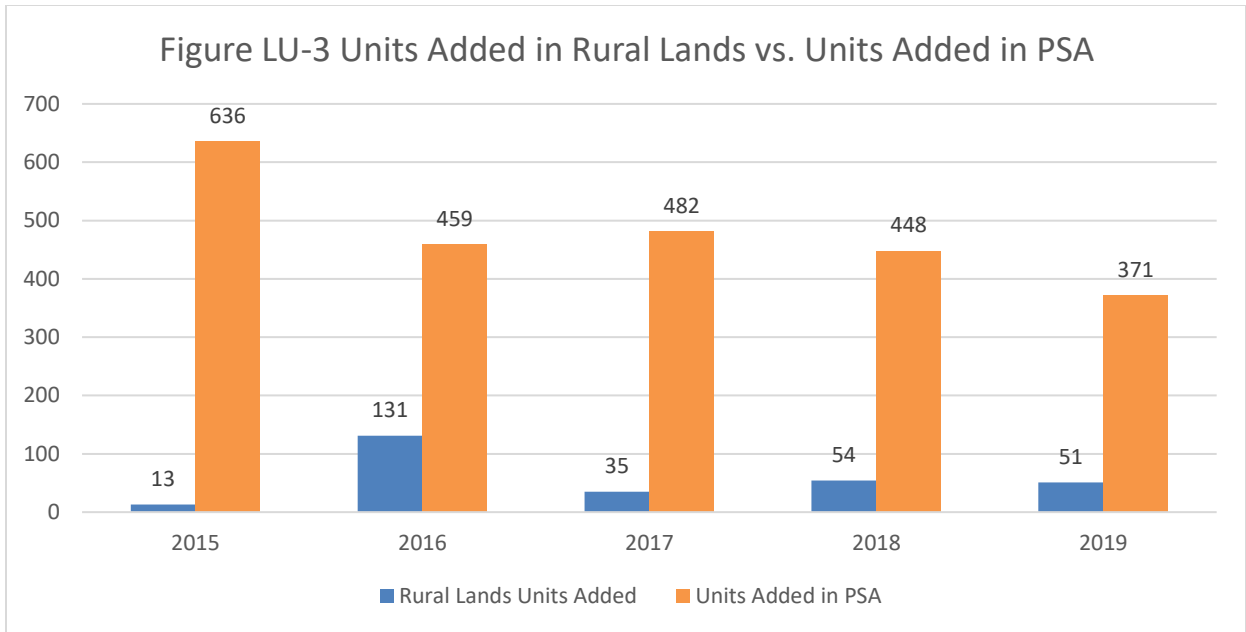
Approximately one-third of the County's existing dwelling units are in large master-planned communities (with 500 or more homes each) and, as of January 2020, approximately 4,821 dwelling units in these communities remain approved but are not yet constructed. More than one-

half of this potential output is located in Stonehouse, a master-planned community in the northern end of James City County.

Since the last Comprehensive Plan update in 2015, no new large master-planned communities with more than 500 units have been approved. One existing large master planned community, Stonehouse, was amended in 2019 to remove approximately 1,100 dwelling units from its maximum build-out. In addition, several smaller developments continued their build-out or reached build-out, including the Village at Candle Station, Governors Grove, Walnut Grove, and Powhatan Terrace. The total number of new units approved legislatively since 2015 was approximately 434. There are also several smaller developments that were legislatively approved since 2015 which have yet to commence or make substantial progress toward build-out, such as Forest Heights and Oakland Pointe.

As to geographic distribution, approximately 87% of the County's existing dwelling units are located inside the PSA. Outside of the PSA, the vast majority of remaining dwelling units are located within lands designated as Rural Lands. The heaviest concentrations of these units are located along John Tyler Highway near the Chickahominy River, within the Croaker area, and along Barnes and Richmond Roads. Excluding master-planned communities, the majority of the lots in large rural neighborhoods were subdivided prior to 1990. The 1989 density revision to the A-1, General Agricultural Zoning District and subsequent independent water system requirements initially slowed the trend of rural development considerably. However, in the past two decades, activity in rural areas has increasingly followed broader residential market trends, with demand for new housing units contributing to development pressure on rural areas. As can be seen in **Figures LU-2 and LU-3**, the total number of units in the County has increased by approximately 5.4% from 2015 to 2019, while the number of units located in land designated for Rural Lands has increased by approximately 7% during that same time, at an average of 57 units annually. The percentage of the County's total dwelling units located in Rural Lands has remained constant during this time at approximately 12%.





Commercial and Industrial Trends

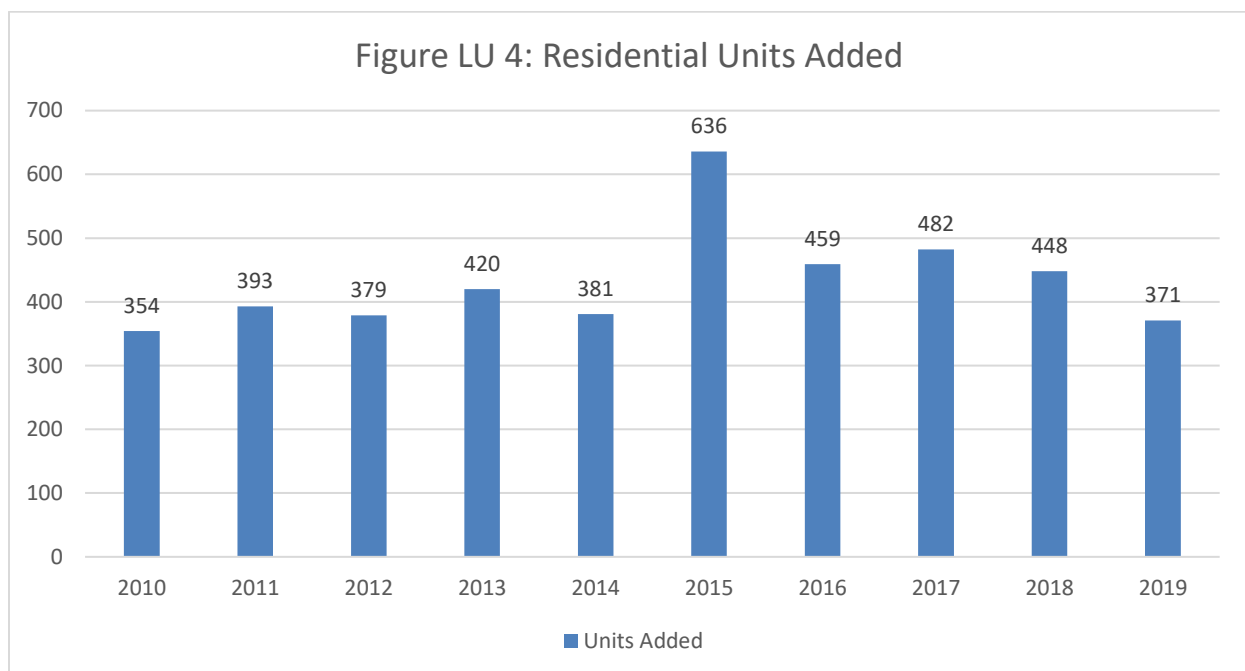
Beginning in the 1990s, the County experienced significant diversification in business and industry, a trend that has continued over the past two decades. One of the most prominent developments in James City County since 2000 has been New Town, a mixed use area approved for more than 1,000,000 square feet of commercial space. The primary retail corridor, Main Street, was completed in 2007 and is anchored by New Town Cinemas. New Town also includes the Discovery Office Park, where a substantial amount of the office square footage has been constructed. Since 2010, commercial development in the Settlers Market section of New Town has completed build-out of approximately 400,000 square feet of commercial space, with additional residential units currently under construction in this area as well. Nearby to New Town, complementary commercial development exists within the Courthouse Commons, Courthouse Green, WindsorMeade, Monticello Marketplace, and Monticello Shoppes developments.

The industrial sector also made gains over the last 40 years. Much of the industrial growth occurred in the formerly designated James River Enterprise Zone in the Grove area of the County, both in James River Commerce Park and Green Mount Industrial Park. In the last 10 years, Jacob's Industrial Park (adjacent to Hankins Industrial Park) has been a focus area of activity, adding significant infrastructure and several businesses. The County's industrial base includes three Fortune 500 (or Fortune Global 500) companies: Anheuser-Busch InBev, Ball Metal, and Walmart.

Opportunities for future industrial growth still exist within the County. In 2019, Navien, Inc. announced its plans to establish a manufacturing and assembly center in an available facility located within the Stonehouse Commerce Park. In addition to Stonehouse Commerce Park, Hankins Industrial Park, James River Commerce Center, and Green Mount Industrial Park have industrial property available for development. In addition to these major industrial parks, land zoned and/or designated for commercial and industrial development or redevelopment is available throughout the County.

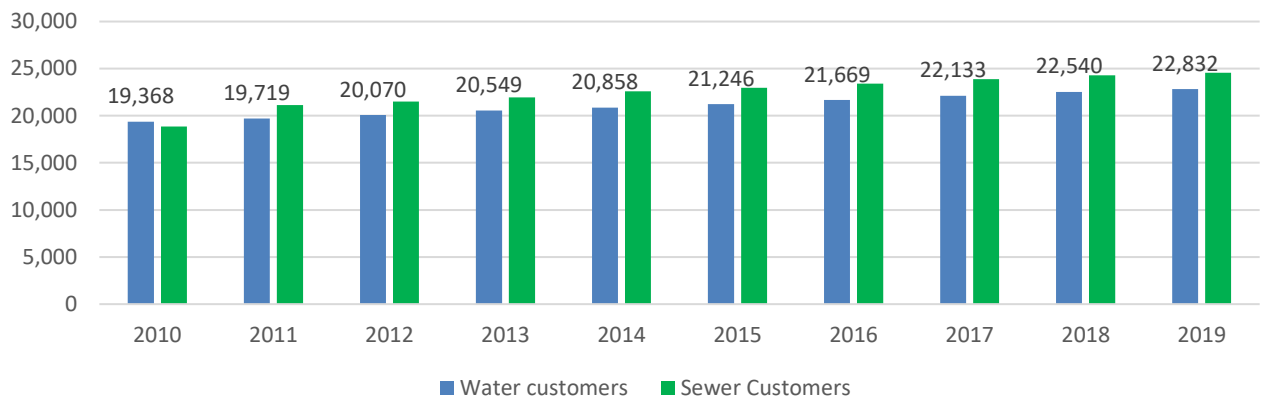
General Construction and Service Trends

Certificates of Occupancy (COs), building permits, trends in population, and water and sewer service connections all indicate the rate of growth and assist in the analysis of its total impact on the County. CO issuance confirms that a building is complete and ready for occupancy. Among other uses, CO data is useful in analyzing the number of new homes added to the County's housing stock and determining the amount of population growth. From year to year, both residential building permits and CO numbers tend to be cyclical, echoing fluctuations in the housing market. As can be seen in **Figure LU-4**, the number of units added in the County over the past decade has risen and fallen with market trends. Between 2010 and 2019, the County added an average of 432 residential units per year, with the average number of units added for 2010-2014 being 385 units per year and the number of units added for 2015-2019 being 480 units per year.



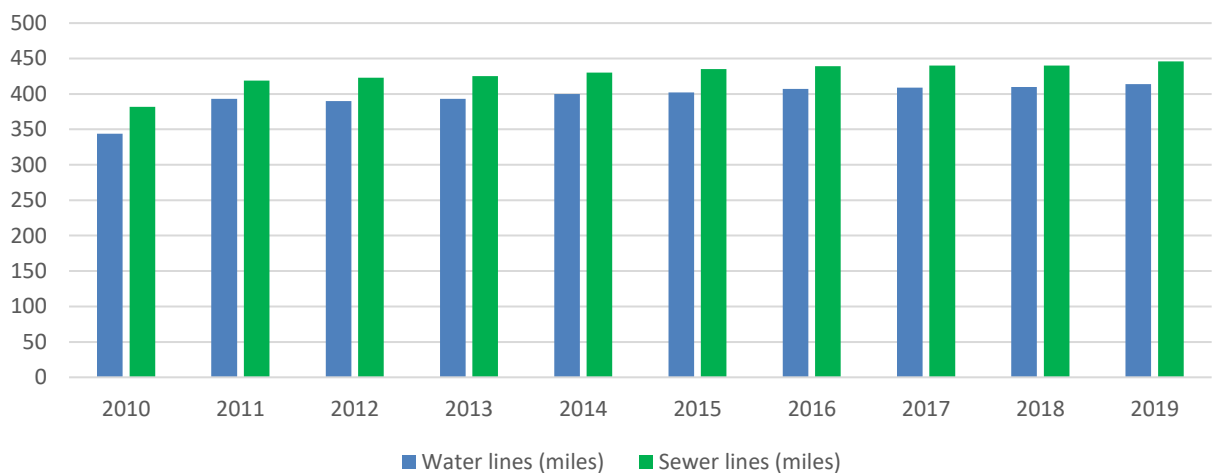
Another indication of growth and its impact on County services is the growth in public water and sewer. Sewer and water service connections have risen to meet population demands and to respond to health concerns. As can be seen in **Figure LU-5** below, the number of water and sewer customers for JCSA has increased steadily on an annual basis over the previous decade, with the water customer base increasing 1.8% annually on average and the sewer customer base increasing 3.0% annually on average. The public water and sewer infrastructure expanded in tandem with this growth in customer base. Per **Figure LU-6** below, the total mileage of water facilities increased by 20% and the total mileage of sewer facilities increased by 17%. In comparing the residential annual CO data with the water and sewer customer growth for each year, it is markedly clear that increased residential development positively correlates with increased demand for public water and sewer services.

Figure LU-5. Total Water & Sewer Customers 2010-2019



Source: JCSA Comprehensive Annual Financial Report 2019

Figure LU-6. Total Water and Sewer Mileage 2010-2019



Agriculture Trends

Agriculture continues to be an important part of a diverse economy and community in James City County. With lands available for both farming and timbering, agriculture not only remains an important area for targeted economic growth in the County, but also serves as a way to uphold the community character. Trends captured by the 2017 Census of Agriculture show that farming in the County did not necessarily mirror statewide trends. The state saw declining numbers of farms with less overall land in farms since 2012, but steady average farm sizes. Since 2002, the number of farms statewide showed a net decrease of approximately 9.2%. Comparatively, County trends showed a decrease in the number of farms since 2012, but with more land in farms overall and a larger average size. Since 2002, the number of farms County-wide showed a net increase of 12.5%. The County consistently uses a higher percentage of farmland as cropland compared to the rest of

the state; other uses for farmland can include woodlands or livestock-related uses such as pasturing. (See **Table LU-3**)

Table LU-3. Summary comparison data from Census of Agriculture 2002-2017

	2017		2012		2007		2002	
	State	County	State	County	State	County	State	County
Total Farms	43,225	72	46,030	83	47,383	74	47,606	64
Land in Farms (acres)	7,797,979	6,630	8,302,444	5,544	8,103,925	5,831	8,624,829	8,962
Avg. Size of Farm (acres)	180	92	180	67	171	79	181	140
Total Cropland (farms)	32,091	46	34,525	57	35,954	47	41,047	60
Total Cropland (acres)	3,084,067	3,591	2,990,561	2,987	3,274,137	2,990	4,194,158	6,342

The greatest number of farms in the County - 26 farms in total - are between 10 and 49 acres. This size range is consistently the most prevalent in the County since 2002, while statewide the most common range is 50 to 179 acres. Census of Agriculture numbers from 2002 to 2017 indicate that there are proportionally more small farms (farms of less than 50 acres) in the County than overall in the state.

Table LU-4 below shows the total size of farms by year since 2002:

Table LU-4. County and state farm size comparison

	2017				2012				2007				2002			
	State		County		State		County		State		County		State		County	
	Total	%	Total	%	Total	%	Total	%	Total	%	Total	%	Total	%	Total	%
Farms by Size																
1 to 9 acres	4,595	11%	17	24%	3,343	7%	17	20%	3,530	7%	10	14%	3,027	6%	13	20%
10 to 49 acres	13,631	32%	26	36%	14,425	31%	34	41%	15,177	32%	40	54%	14,082	30%	22	34%
50 to 179 acres	14,800	34%	18	25%	16,850	37%	28	34%	17,589	37%	16	22%	18,315	38%	19	30%
180 to 999 acres	6,732	16%	9	13%	7,864	17%	3	4%	7,777	16%	7	9%	8,613	18%	7	11%
1,000 acres or more	2,127	5%	0	0%	2,173	5%	0	0%	1,985	4%	0	0%	2,183	5%	1	2%
	1,340	3%	2	3%	1,375	3%	1	1%	1,325	3%	1	1%	1,386	3%	2	3%

Community Design Policies

Large Retail Establishments

Due to their size and prominence within an area, large retail establishments are expected to impact their surrounding environment. Because these uses present both challenges and opportunities, the following policy statement was developed during the 2003 Comprehensive Plan update to guide their location and design: “a large retail establishment is defined as any combination of retail establishments occupying a single building comprising 40,000 square feet or more of floor space. This building may or may not be situated within a larger shopping center.”

The bulk, size, and scale of large retail establishments present many land use concerns for James City County, including but not limited to aesthetic and transportation impacts. Large retail establishments can be detrimental to the vision for James City County and can contribute to a loss of the unique sense of place when they result in massive individual structures that do not integrate into the character and fabric of the area. There are also significant problems involved in the recycling or adaptive re-use of a large retail establishment if it is abandoned, particularly if it was constructed as a stand-alone entity. However, there are advantages to these establishments in terms of convenience and impacts on public finance in the form of sales tax benefits and employment opportunities.

Currently, large retail establishments are regulated through the rezoning process and by a separate commercial SUP requirement for any commercial building or group of buildings which exceeds 10,000 square feet of floor area. The rezoning and SUP processes allow the County to control aesthetics, traffic and other physical impacts through proffers and conditions.

In order to ensure the success of a large retail establishment and to minimize the possible negative impacts on the County, particularly the problems of adaptive re-use, these establishments should be developed consistent with the following policies:

- Be designed as an integral and indivisible component of a larger retail and business enterprise (for example, such as Monticello Marketplace).
- Be sited in locations close to major arterial roads with adequate buffering from existing residential areas and careful integration with new residential areas.
- Be combined when possible with smaller retail merchants and smaller commercial structures in a well-designed and coordinated shopping and business center in a manner that visually reduces their bulk, size, and scale.
- Be designed with a unified theme of design, materials, and shared parking, as well as the utilization of facades that are compatible with local community character and avoid uniform, bland, box-like architecture.
- Be consistent with the design standards for commercial uses in the Character Design Guidelines.

Strip Commercial Development

Commercial developments gain exposure by being located next to each other and along major roadways. Incremental “strip” commercial development is a common suburban development pattern. While this may provide the desired exposure to the roadway, narrow bands of development yield an unbalanced image of a community and do not assist in reducing automobile dependency. Even if the developments are attractively designed, strip development does not allow the public to take advantage of the convenience of centralized commercial activity and may in fact deter shoppers from smaller establishments in smaller developments. Over time, this type of development pattern begins to negatively impact the attractiveness of the commercial area by virtue of its inherent traffic congestion and inconsistent character. County policy will continue to focus on the potentially adverse impacts of strip commercial development, but will also attempt to encourage a more complementary pattern of development into localized centers or nodes, especially at concentrated locations such as intersections of major thoroughfares. This policy is reflected in the different scales of development suggested by the Commercial and Mixed Use designations of the Future Land Use Map the general performance zoning principles in the Zoning Ordinance and the design standards for commercial uses in the Character Design Guidelines.

Continuing Care Retirement Communities (CCRCs)

James City County already has a number of developments and facilities to serve the senior segment of the population, from age-restricted communities like Colonial Heritage, to facilities with a range of care levels (known as Continuing Care Retirement Communities, or CCRCs) such as Williamsburg Landing and Patriots Colony. With the percentages of the senior segment of the population expected to increase, the need for housing and care options will likely increase as well. CCRCs are sometimes called life care communities and many have large campuses that include separate housing for those who live independently, assisted living facilities that offer more support, and nursing homes for those needing skilled nursing care. When all levels of care are included within the same grounds, people who are relatively active, as well as those who have serious physical and intellectual disabilities (like Alzheimer’s disease, dementia, etc.) will potentially live in close proximity. Residents then move from one housing choice to a progressively more supportive one as their needs change. CCRCs are a permitted or specially permitted use in the R-3, R-4, R-5, PUD (Planned Unit Development), and MU (Mixed Use) Zoning Districts.

While there has been some variation over the decades in evaluating the impact of CCRCs, the consistent recent practice for these purposes has been to calculate a CCRC’s density based on the number of independent living units, with the assisted living rooms and/or skilled nursing beds excluded from this calculation. While assisted living rooms and skilled nursing beds do have an impact on the County, they do not represent the same level of impact as a traditional dwelling unit. Assisted living rooms and skilled nursing beds have been considered to be more along the lines of an institutional land use (like a hospital) than a residential land use, and their impacts should be accounted for differently than with a density measurement. It should also be noted that density is just one of many potential measures of impact for a given project. For most CCRCs, the largest public impacts from the assisted living rooms and skilled nursing beds will likely come from traffic (staff members who support these units traveling to and from the site, delivery of goods and services, etc.), emergency services (Fire and EMS response support for these units), and the environmental impacts associated with locating the building(s) to house these units on the CCRC site. In the past, adequately addressing these types of impacts via the proposal’s master plan or proffers has been judged to have met the intent of the Comprehensive Plan and it is the intent of the County to continue to address CCRC impacts using this practice.

Short-Term Rentals

The short-term rental of private residential property facilitated through companies such as Airbnb has emerged as an alternative to traditional short-term rentals such as hotels or timeshares. As of 2020, James City County does not have a specific definition for short-term rentals in the Zoning Ordinance, but historically has permitted “tourist homes” and “rental of rooms” within certain districts, either by-right or with a special use permit. In districts where an SUP is required for short-term rentals, conditions are stipulated that are intended to protect the residential nature of the surrounding area and ensure that updated Certificates of Occupancy are issued within a certain time period.

The Zoning Ordinance currently defines “tourist home” as a dwelling where lodging or lodging and meals are provided for compensation for up to five rooms which are open to transients. Historically, the “tourist home” use has applied to traditional bed and breakfast-style businesses, where a proprietor rents out rooms for short-term stays, and provides services such as meals and basic housekeeping. The current ordinance allows up to five rooms to be rented within a tourist home, and the definition has been interpreted to allow the proprietor to live on- or off-site. “Rental of rooms” is not specifically defined in the Zoning Ordinance, but has typically applied to situations where a homeowner rents a specific number of rooms (usually to a maximum of three) on a short-term basis. Unlike tourist homes, “rental of rooms” does not allow the owner/proprietor to live off-site. The long term rental of a dwelling or room under a traditional lease does not fall under the short-term rental category.

Many, but not all, residential districts require a special use permit for either tourist homes or rental of rooms, which allows for a legislative review process and conditions to be stipulated which protect the character of the surrounding area. Certain commercial districts allow tourist homes by-right, but rental of rooms is not permitted at all. It is important to note that even if a tourist home or rental of rooms is permitted by-right in a particular location through the Zoning Ordinance, business licensure and an updated Certificate of Occupancy to ensure compliance with commercial fire and building codes would still be required.

Due to the unique impacts that can arise from transient residents in short-term rentals, the County should continue to carefully consider the impacts these uses can have on a community’s quality of life. The thriving rural character of James City County continues to offer a variety of agri-tourism opportunities, for which short-term rentals may provide a truly unique opportunity and experience; one that provides economic benefits to rural property owners but does not directly compete with more conventional tourism-based opportunities inside the PSA. If located within a residential context, short-term rentals should serve to complement the residential character of the area rather than altering its nature. Therefore, while every location can be considered uniquely, short-term rentals are most appropriately located subject to the following development standards:

- Be located on lands designated Rural Lands, Neighborhood Commercial, Community Commercial, Mixed Use or Economic Opportunity;
- Be located on the edge or corner of an existing platted subdivision, rather than internal to it;
- Be located on a major road; and
- Be operated in a manner such that the property owner will continue to live and reside on the property during the rental.

Timeshares

In James City County, timeshares have traditionally been considered as appropriate uses in residential zoning districts and Comprehensive Plan future land use designations. When assessing impacts, it is important for projects to provide information on the maximum possible occupancy of units (given features such as lockout units). In the past, lockout features (typically, a unit which has the capability of being divided to create two separate but complete sections) have not been counted toward density, but should be taken into account, if appropriate, in assessing impacts. Timeshare development should be developed consistent with the following policies:

- It should not directly or adversely impact either existing or planned development.
- It should not be developed as a primary use within any non-residentially designated area.
- In Mixed Use areas, timeshares should be a secondary use and should not be located in areas generally reserved for commercial or industrial use.
- It should follow the design standards for residential uses in the Character Design Guidelines.

Community Guidance

Public Engagement

Public input for the Land Use Chapter was received at key points of the Engage 2045 process. All of the public engagement themes identified during this Comprehensive Plan update are related to this chapter. These public engagement themes are the protection of community character, protection of the natural environment, fostering affordable and workforce housing, growing the local economy, and enhancing quality of life. The 2019 Citizen Survey was conducted in the spring of 2019 and the results were reported in the summer. Overall, respondents to the 2019 Citizen Survey revealed a strong desire for the County to continue managing growth in a manner that upholds community character, protects rural lands and allows for enhancement of the community's overall quality of life.

The County hosted the Engage 2045 Summit on the Future in the fall of 2019 to engage with citizens to determine their priorities and preferences for the future. The responses from the Summit continued the themes from the Citizen Survey, revealing the community's strong desire for the County to protect and preserve rural character and the natural environment and specifying that growth should be located within the PSA and not in the Rural Lands.

This vision was more fully explored through the second round of community engagement, which occurred in the fall of 2020. The second round of public engagement included questionnaires on the Goal statements for each chapter, and feedback on alternative options for future growth and preservation. The results of the Goals Questionnaire for the Land Use chapter's goal showed that slightly more than 70% of respondents did not want to change the goal. Of those preferring change, there was an emphasis on the need to maintain the character of the community by discouraging new development and promoting infill and redevelopment of properties. The results from the questionnaire on alternative futures are expressed in the Scenario Planning key principles listed below.

The third round of community engagement was held in the winter of 2021. This round solicited input on policy directions the County should pursue, actions it should take, and design guidelines it should apply to enable citizens' vision for the future of the community to be realized. The recommended policy directions and actions included new development restrictions and public land acquisition to limit development impacts on natural lands, with a strong emphasis on protecting water resources. Regarding development style, there was more support for styles of development that reduce development intensity supported through the expression of values for natural beauty, agricultural conservation, privacy, walkability, historical architecture, and community. Participants generally desired lower-density development, natural surroundings, and colonial inspired architecture. They indicated a preference for commercial areas separate from parking lots where shoppers can walk, with integrated greenspaces and tree cover, as well as a preference for craft cluster and craft core types of commercial/industrial spaces. Participants were generally concerned about preserving farmland and open space, and strongly preferred large lots (20+ acres), passive recreation, and wooded screening. There was also consistent support for enhancing quality of life amenities in James City County with a strong emphasis on walking and biking facilities. Respondents supported prioritizing County resources for enhancing quality of life amenities. They also supported prioritizing walking and biking amenities in locations that increase connectivity between neighborhoods and shopping, schools, employment areas, and greenways.

Scenario Planning - Key Policy Guidance

The results of the Scenario testing phase of community engagement yielded several key community preferences that relate to Land Use:

- Create more mixed-use “complete communities” that include connected open spaces and natural areas, increase walkability and connectedness, and provide new housing and work opportunities, while maintaining the natural green character of the County;
- Provide a more compact development pattern within the Primary Services Area (PSA) and reduce new development in rural lands outside the PSA, as well as potential reductions in the PSA;
- Support efforts to reuse or redevelop existing, older developments and undertake development on infill sites to maximize use of existing services, improve quality of older developed areas, and reduce pressure for development on rural and natural lands;
- Protect natural features and rural areas as critical community character assets that help to attract new businesses and workers, serve as active working lands, and are the foundation for agri-tourism and eco-tourism industries;
- Provide more housing options that increase the ability for workers to live locally and for households entering new lifestyle periods, such as first-time homebuyers and empty nesters, to have options that allow them to continue to live in the County; and
- Ensure high-quality design of new developments and redeveloped areas that focuses on maintaining community character, supporting green building best practices, incorporating of natural areas within the built environment, supporting walkability and multimodal access, and leveraging existing public infrastructure.

Spotlight on Implementation

Building a strong community for the future requires land use planning practices that will preserve natural resources, plan for adequate transportation and housing infrastructure, create a sense of place and community, and maintain an economic base that remains vital during a variety of market climates. In order to achieve a pattern of land use and development that reinforces and improves the quality of life for the community, James City County has identified the following strategic issues:

- Having a range of housing opportunities and choices;
- Having a diverse tax base;
- Achieving cooperation among all neighboring localities to ensure compatibility of land uses;
- Having attractive places with a discernible identity;
- Promoting the use of land in a manner harmonious with other land uses and the environment;
- Mixing land uses to promote the efficient use of land;
- Preserving natural resources such as open space, farmland and environmentally sensitive areas;
- Providing varied and adequate transportation opportunities;
- Directing development into designated growth areas and providing services and facilities that meet the needs of all citizens; and
- Encouraging the development of complete communities, multi-modal transportation options, and compact mixed use centers that are walkable and bikeable.

There have been a number of items accomplished since 2009 that originated in whole or in part from the Land Use section and Goals, Strategies, and Actions (GSAs). In terms of GSAs related to the area that is designated Rural Lands, the County conducted a study of the feasibility of starting a Transfer of Development Rights (TDR) program, continued to examine zoning regulations for this area, including holding several discussion sessions, and was awarded an Agricultural and Forestal Industries Development grant to enhance rural economic development activities.

With regard to engaging in planning efforts related to our regional context, the County partnered with federal officials, adjacent localities, residents, and business owners to complete the planning process portion of the Joint Base Langley-Eustis Joint Land Use Study (JLUS). This 15-month process resulted in the adoption of the study by the County's Board of Supervisors.

The Zoning and Subdivision Ordinances were also updated to address actions across multiple strategies. For example, the Zoning Ordinance was updated to permit places of public assembly used primarily as an event facility subject to certain performance standards, which helped fulfill one of the recommendations of the County's rural economic development strategy. Other examples include the Zoning Ordinance being updated to create a new section that lists standards and specifications for street trees in certain residential developments, to add bicycle improvements to

many of the required pedestrian accommodation improvements based on the Historic Triangle Bikeways Master Plan, to allow for electric vehicle charging stations as an accessory use to off-street parking, and to revise submittal requirements for legislative cases.

Finally, in terms of GSAs related to the tracking of impacts of development proposals in a comprehensive and cumulative manner, staff has updated its tracking methods and now creates annual updates so future development can be better projected. A land use modeling effort in collaboration with consultants as part of this Comprehensive Plan update will also provide additional resources for staff's tracking and analysis of development.

As the County looks to 2045, the Land Use section, along with the entire Comprehensive Plan, seeks to address the strategies listed above and provide the framework for the policy decisions and Ordinances that will guide the community both today and into the future.

Future Land Use Map Descriptions and Development Standards

The following Future Land Use Map descriptions define the Land Use Map designations and assist in interpreting the intent of the Comprehensive Plan. These descriptions are to be used in conjunction with the Comprehensive Plan's Land Use Development Standards and Future Land Use Map when considering any development proposal affecting areas within the County. On any given parcel, there may be factors or property features highlighted in other Comprehensive Plan sections (e.g., historic or environmental resources) which may also influence the preferred uses, intensities and general development of the property, or determine its suitability for open space preservation.

In some instances, existing developed areas are not shown on the Future Land Use Map because it would be imprudent to encourage further expansions of those uses at this time. There are also areas where a property's zoning is not consistent with its Comprehensive Plan Land Use Designation. The significant instances of this circumstance are described below.

The Future Land Use Map and Comprehensive Plan will be reviewed on a periodic basis to consider changes in development patterns or County policy which may affect the rationale behind particular Future Land Use Map designations. Because the plan is reviewed on a regular basis, the Future Land Use Map and Comprehensive Plan are intended to be relatively rigid guidelines for development over the next five years.

Land Use designations and zoning districts are both important, but each serve a different function. The Land Use designation, in conjunction with County development guidelines, is a guide for a property's desired use in the future. Zoning is a separate regulatory process and layer, and legally determines current development, such as building and structure dimensions, design, placement, and use on the property.

Primary Service Area (PSA)

The PSA defines areas presently provided with public water, sewer and high levels of other public services, as well as areas expected to receive such services over the next 20 years. Promoting efficiency in the delivery of public facilities and services through land use planning and timing

development is an important concept. The PSA concept encourages efficient use of public facilities and services, avoids overburdening such facilities and services, helps ensure facilities and services are available where and when needed, increases public benefit per dollar spent, promotes public health and safety through improved emergency response time, and minimizes well and septic failures within the PSA. Most residential, commercial, and industrial development will occur within the PSA. Development outside of the PSA is strongly discouraged.

Public utility sites, easements, and facilities are not shown on the Future Land Use Map; however, it is the intent of the Comprehensive Plan that any development of these sites, easements, and facilities, inside or outside the PSA, be subject to individualized review under § 15.2-2232 of the Code of Virginia.

Relationship between the Comprehensive Plan Future Land Use Map and Zoning Ordinance District Map for Areas with Residential Designations

The first James City County Zoning Ordinance was approved in 1969, following the first adopted Land Use Plan, which was adopted in 1965, but pre-dating the first Comprehensive Plan, which was adopted in 1975. The Comprehensive Plan Future Land Use map was created with recognition and deliberation of adjacent land uses, traffic conditions, zoning, and a variety of other considerations. The following information provides additional guidance on the zoning-Comprehensive Plan Future Land Use Map relationship.

	Future Land Use Map Residential Designations (Low Density Residential and Moderate Density Residential)
R-8 or A-1 Zoning Districts inside the PSA	<ol style="list-style-type: none"> 1. For residential uses, it may be appropriate to rezone to a residential zoning district. 2. For commercial uses, certain uses are permitted by-right in these zoning districts, while others may require a Special Use Permit (SUP). In a limited number of instances, to be evaluated on a case-by-case basis, a rezoning to a limited commercial zoning district may be considered. For either SUP or rezoning legislative actions, careful adherence to the Low Density Residential /Moderate Density Residential development standards, which have more specific guidelines for these limited commercial uses/districts, will be extremely important.
Residential Zoning Districts (R-1, R-2, R-3)	<ol style="list-style-type: none"> 1. Residential uses and residential zoning districts are in concert with these Future Land Use Designations. 2. For residentially-zoned properties where a property owner wishes to pursue a commercial use, a limited number of uses are permitted by-right in these zoning districts, while others may require an SUP. In a limited number of instances, to be carefully evaluated on a case-by-case basis, a rezoning to a limited commercial zoning district may be considered. In these instances, for either SUP or rezoning legislative actions, careful adherence to the Low Density Residential/Moderate Density Residential development standards, which have more specific guidelines for these limited commercial uses/districts, will be extremely important.
Commercial/Industrial Zoning	A number of properties in this scenario reflect the historical discrepancy between the property's original zoning and the Comprehensive Plan Future Land Use Map. In these instances, the future land use designation was deliberately put in

Districts (LB, B-1, M-1, M-2)	place to address a variety of considerations. Examples of this are described below, together with the rationale for the existing designation, and information to help guide future development in these areas. Where this discrepancy occurs, a property owner could choose to pursue a rezoning to a residential district to allow for a residential use, which is typically less intense than what would otherwise be allowed. Similar to the circumstances discussed in the previous categories, if a property owner wishes to pursue a commercial use, certain uses are permitted by-right in these zoning districts, while others may require an SUP. For legislative actions, careful adherence to the language pertaining to a particular area below (where applicable) and to the Low Density Residential /Moderate Density Residential development standards, which have more specific guidelines for these limited commercial uses/zoning districts, will be very important.
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Anderson's Corner Area

There are approximately 87 acres outside the area designated Mixed Use in Anderson's Corner that are zoned General Business (B-1) and designated Low Density Residential. The surrounding property is zoned General Agricultural (A-1) and Limited Residential (R-1).

The County recognizes this property's zoning and Comprehensive Plan land use designations are inconsistent; however, for the reasons outlined below, the County believes that no changes in Land Use Map designation are warranted.

- Changing the Future Land Use Map designation to Mixed Use is not recommended. There is a substantial amount of land designated Mixed Use in and around the Barhamsville Road and the Croaker Road interchanges. There is also a substantial amount of land designated for General Industry just to the south of Anderson's Corner.
- Changing the Future Land Use Map designation to make it consistent with the underlying zoning could lead to other adjacent property owners wishing to re-designate their parcels from Low Density Residential to a more intense land use classification. Further development beyond what could occur based on existing zoning could result in significant increases in traffic volumes on both Route 30 and Richmond Road (Route 60).
- Because these B-1 parcels are adjacent to existing single family homes and property designated Low Density Residential on the Comprehensive Plan, they are not an appropriate location for intense business/ commercial uses. By keeping the Low Density Residential designation in this area, the County is better able to mitigate the impacts of businesses that locate in this area through the SUP process. It is the policy of the County to mitigate these impacts during the development review process.

The County would evaluate development proposals in this area based on how well they measure against the following criteria:

- Protecting adjacent residential areas.
- Limiting curb cuts and minimize negative traffic impacts on the area.

- Discouraging “strip” development and promote a coordinated and comprehensive development plan for the entire area.
- Giving preference to office and limited industrial uses.
- Encouraging pedestrian travel.

Strawberry Plains Road and Route 199 Area

This property is located on the west side of Strawberry Plains Road north of John Tyler Highway (Route 5). The northern portion of this area is zoned Limited Business (LB) and the southern portion is zoned B-1. The northern half of this area has a Moderate Density Residential designation while the balance of the area is designated Low Density Residential. Most of the property designated Moderate Density is already developed with small commercial uses associated with the Midlands townhouse complex. A portion of the property zoned B-1 is owned by the County and has been utilized for Route 199 right-of-way and buffers, and the rest has been developed as the Strawberry Plains Center commercial area.

The County believes that no change in Comprehensive Plan designation is warranted. Given this area’s proximity to nearby residential development, including the Strawberry Plains subdivision in the City of Williamsburg, it is ill-suited for further intense business and commercial development. For the B-1 property, the County discourages development or redevelopment of this property in a strip commercial fashion.

Greensprings Road and John Tyler Highway (Route 5)

Several properties located at the southwestern corner of John Tyler Highway (Route 5) and Greensprings Road are zoned LB and designated Low Density Residential. These parcels front on both Greensprings Road and John Tyler Highway (Route 5). They are adjacent to Low Density Residential properties (built subdivisions). Historic Green Spring is located directly across the street. The western parcel has been developed as an office complex. Because of their location, the development of these parcels could have a significant impact on the entry point to Green Spring Road and Historic Green Spring and consequently their historic and natural character.

The County believes that no change in the Future Land Use Map designation is warranted. Development of these parcels should continue to be very low traffic generators that protect the adjacent residential communities and the historic and aesthetic character of Greensprings Road and John Tyler Highway (Route 5). By keeping the Low Density Residential designation in this area, the County is better able to mitigate the impacts of businesses that locate in this area through the SUP process.

Jamestown Road - Sandy Bay/Ironbound Road Area

There are a number of properties in this area that are zoned LB and designated Low Density Residential. Jamestown Road is projected to be approaching or over capacity in the future Widening would have a significant negative impact on the character of the road. Given the traffic concerns and the fact that this area is predominantly residential in character, the Low Density Residential designation is appropriate for this area and should remain unchanged. The most appropriate uses are either residential or the very limited accessory commercial uses referenced in the Low Density

Residential designation. The Low Density Residential designation affords more opportunity to guide future uses.

Land Use Designation Descriptions and Development Standards

The information and charts below summarize the preferred development standards for the following future land use designations:

- Economic Opportunity
- Community Character Conservation, Open Space or Recreation
- Williamsburg-Jamestown Airport
- Federal, State or County Land
- Rural Lands
- Low Density Residential
- Moderate Density Residential
- Neighborhood Commercial
- Community Commercial
- Limited Industry
- General Industry
- Mixed Use

The designation descriptions and development standards for these future land use designations describe preferred uses, intensities and general development characteristics for each designation. In addition, the Character Design Guidelines should also be consulted as they describe the preferred design guidelines for different land uses.

Economic Opportunity

Lands designated as Economic Opportunity are intended primarily for economic development, increased non-residential tax base, and the creation of jobs. The lands should be at strategic locations in the County relative to transportation, utilities infrastructure, and adjacent uses, and the lands should only be developed consistent with comprehensive area/corridor master plans.

The principal uses and development form should maximize the economic development potential of the area and encourage development types that have certain attributes, principally that they have a positive fiscal contribution, provide quality jobs, enhance community values, are environmentally friendly and support local economic stability. Master planning is at the core of this designation, and no development should occur unless incorporated into area/corridor master planning efforts which should address environmentally sensitive areas, available infrastructure (roads, water, sewer, transit, etc.), community character and context, public facilities and adjacent land uses to include lands in adjacent jurisdictions. The intent of this designation is to include parcels with this designation in the PSA (where not already included) pending the outcome of the master planning efforts.

These area/corridor master planning efforts should phase development to be in step with, and provide for, adequate amounts or capacities of roads, water, sewer, transit, bicycle and pedestrian facilities, fire stations, police and general government services, parks and recreation facilities, schools, and other facilities and service needs generated by the development. The master plan for

the area should also demonstrate appropriate variation in uses, densities/intensities, pattern, and design such that new development is compatible with the existing character of surrounding areas. If an individual landowner in lands designated Economic Opportunity does not wish to participate in the master planning effort, such land shall be recognized and adequate buffers provided in the master plan to protect the current use of that land.

Development should be designed to encourage trips by alternative transportation modes and should be concentrated on portions of the site to avoid sensitive environmental features and respect viewsheds from historic and Community Character areas and corridors.

Economic Opportunity - Mooretown Road/Hill Pleasant Farm Area

For the Mooretown Road/Hill Pleasant Farm Area, the primary suggested uses include industrial, light industrial, and office uses. Primary uses shall follow the recommendations for the general Economic Opportunity designation as described above. Development should refer to the commercial/industrial and residential development standards. Retail commercial uses should be limited in amount and type to support the primary uses. Mixed-cost housing, with a strong emphasis on affordable/workforce needs, may be permitted on up to 15% of developable land area. Housing shall only occur with (a) an area/ corridor master plan to balance regional residential distribution, and (b) assurance that the residential units must be built concurrently or after the office/ industrial component. High density residential may be permitted as a secondary use only with commitments to improved transit system infrastructure and programs (light rail, commuter rail, expanded bus transit, etc.); should transit not occur, high density residential uses are strongly discouraged. In addition, any residential density should be highest closest to transit access points, and should decrease as distance increases from those points. A portion of this area is included within the Norge Community Character Area. Additional information can be found in the Norge description in the Community Character section. New development in the northern portion should be of a design, scale and intensity that is complementary to the development standards for the Croaker mixed use area.

Economic Opportunity - Barhamsville Interchange Area

For the I-64 Exit 227 Interchange Area, the primary suggested uses include industrial, light industrial, office, medical/research, and/or tourist attraction uses. Primary uses shall follow the recommendations for the general Economic Opportunity designation described above. Development should refer to the commercial/industrial development standards. Retail commercial uses should be limited in amount and type to support the primary uses. As expressed in the general Economic Opportunity language, the master plan for this area should demonstrate appropriate variation in uses, densities/intensities, pattern and design such that new development is compatible with the existing character of surrounding areas. In particular for this site, buffers, open space, or other similar mechanisms should be used along the southern and western property lines in order to provide a transition to areas designated Rural Lands and Park, Public and Semi-Public Open Space. These parcels constitute a gateway into the County along I-64 and Route 30 which should be reflected in the development's architectural design, landscaping and buffering.

Transportation is a key component of this EO area, with proximity to the interstate interchange as an important driver. The phasing and intensity of future development should safeguard this important element by maintaining adequate levels of service at the interchange and surrounding roadways. The primary access for these EO parcels should be an internal access road that connects to Old Stage Road/Route 30. A secondary access onto Barnes Road could be considered depending

on the type of development that is ultimately proposed, as well as a more thorough analysis of the adequacy and safety of Barnes Road to handle traffic both from the north and the south. Any residential uses should be subordinate to and in support of the primary economic development uses and only located on the periphery of the property in areas that are not suitable for economic development uses. In addition, the location and amount of any residential uses should be depicted as an integrated element of the larger master plan for the area, should be limited to the amount or percentage allowed in the Economic Opportunity Zoning District, and should not be developed prior to a significant portion of the primary economic development uses. New development should be of a design, scale and intensity that is complementary to the development standards for the Stonehouse mixed-use area.

Economic Opportunity - Toano/Anderson's Corner Area

For the Toano/Anderson's Corner Area, the recommended uses are industrial, light industrial and office uses. Businesses that take advantage of the unique assets of the property or use agricultural or timber industry inputs are highly encouraged. In order to support Toano as the commercial center of this part of the County, retail commercial is not a recommended use unless accessory to the recommended uses. Any residential uses should be subordinate to and in support of the primary economic development uses. In addition, the location and amount of any residential uses should be depicted as an integrated element of the larger master plan for the area, should be limited to the amount or percentage allowed in the Economic Opportunity Zoning District, and should not be developed prior to a significant portion of the primary economic development uses. As expressed in the general Economic Opportunity language, the master plan for this area should demonstrate appropriate variation in uses, densities/intensities, pattern and design such that new development is compatible with the character of surrounding areas. In particular for this site, buffers, open space, or other similar mechanisms should be used along the southwest and western property lines in order to provide a transition to areas designated Rural Lands, and the site design and architecture should respect the local rural character and nearby historic structures. Maintaining mobility on Route 60 is also a significant consideration, so development should utilize best practices for access management. New development should be of a design, scale and intensity that is complementary to the development standards for the Anderson's Corner mixed-use area.

Community Character Conservation, Open Space or Recreation

The properties that are most appropriate for this designation are those that currently contribute to the rural, historic and scenic character of James City County, whether inside or outside the Primary Service Area, and are used for that purpose. Categories for these properties includes those larger, undeveloped areas within the Primary Service Area (PSA) that are protected by historic or scenic easements, properties of national or local historic significance such as Jamestown Island, Colonial Parkway, Green Springs National Park, Carter's Grove and Mainland Farm, and properties currently used for public recreation such as York River State Park, the Warhill Sports Complex, Chickahominy Riverfront Park and Freedom Park. Other properties that are appropriate for this designation are those that provide buffers to historic sites and environmentally sensitive areas such as reservoirs, natural heritage resources, educational resources, and areas for recreation and enjoyment.

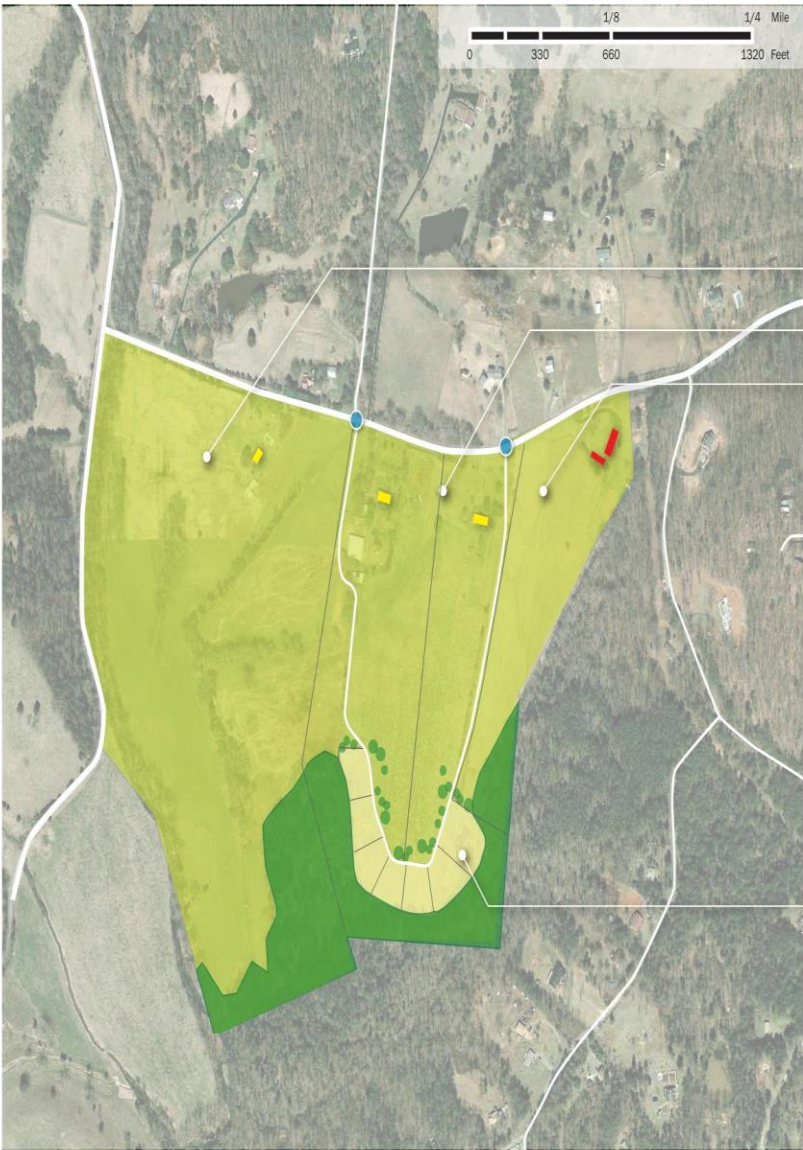
Williamsburg-Jamestown Airport

The principal suggested uses for the developable land associated with the airport include aviation, with airport-related commercial and office development as clearly secondary uses. Land which is currently in use as a mulching operation may continue in its current or a similar use, in a limited manner consistent with State and local permits. Changes in the use of this portion of the site to an activity which is similar or less intense than the previous activity may be permitted provided that all local, state, and federal permits are obtained and that the development of these uses is clearly secondary to the existing and future airport operations. Manufacturing, commercial, or industrial activities beyond the scope of what is described above are discouraged and any proposed development is to be considered in light of its impact on neighboring communities and subdivisions. The timing and intensity of development will be conditioned on the sufficient buffering and screening of adjacent property and the maintenance of an acceptable level of service for roads and other public services.

Federal, State, or County Land

Publicly owned lands included in this category are Eastern State Hospital, military installations, County offices and facilities, and larger utility sites such as the Hampton Roads Sanitation District treatment plant. Development in these areas should follow applicable development standards listed in the charts.

Chart 1. Rural Lands Designation Description	
1. Basic Description	Rural Lands are areas containing farms, forests and scattered houses, exclusively outside of the PSA, where a lower level of public service delivery exists or where utilities and urban services do not exist and are not planned for in the future. Rural Lands uses are intended to help protect and enhance the viability of agricultural and forestal resources and compatible rural economic development uses as important components of the local economy.
2. Recommended Uses	<p>Appropriate primary uses include traditional agricultural and forestal activities, but also innovative agriculture, horticulture, silviculture, specialty or niche farming, commercial and non-commercial equine opportunities, agri-tourism, rural-based public or commercial recreation, rural-support businesses and certain public or semi- public and institutional uses that require a spacious site and are compatible with the natural and rural surroundings.</p> <p>Retail and other commercial uses serving Rural Lands are encouraged to be located at planned commercial locations on major thoroughfares inside the PSA. However, appropriately-scaled and located direct agricultural or forestal-support uses (including agri-business and eco-tourism), home-based occupations, or certain uses which require very low intensity settings relative to the site in which it will be located may be considered on the basis of a case-by-case review, provided such uses are compatible with the natural and rural character of the area and are in accordance with the Rural Lands Development Standards. These uses should be located in a manner that minimizes effects on agricultural and forestal activities, and where public services and facilities, especially roads, can adequately accommodate them.</p>
3. Recommended Density	Residential development is not a recommended use and is discouraged outside the Primary Service Area in the Rural Lands. Residences associated with agricultural and forestal activities may be appropriate, but subdivision of lots should occur at a density of no greater than one residence per 20 acres. A very limited amount of residential development could be permitted in the form of rural clusters, provided significant preservation of the natural resources is achieved, such development does not interrupt rural qualities or character, and the development standards for rural clusters listed below are followed.
Rural Lands Development Standards	
4. Use and Character Compatibility	<p>a) Uses in Rural Lands should reflect and enhance the rural character of the County. Particular attention should be given to the following:</p> <ol style="list-style-type: none"> Locating structures and uses outside of sensitive areas; Maintaining existing topography, vegetation, trees, and tree lines to the maximum extent possible, especially along roads and between uses; Discouraging development on farmland, open fields, scenic roadside vistas, and other important agricultural/forestal soils and resources; Encouraging enhanced landscaping to screen structures located in open fields using a natural appearance or one that resembles traditional hedgerows and windbreaks; Locating new driveways or service roads so that they follow existing contours and old roadway corridors whenever feasible; Generally limiting the height of structures to an elevation below the height of surrounding mature trees and scaling buildings to be compatible with the character of the existing community; Minimizing the number of street and driveway intersections along the main road by providing common driveways; and Utilizing lighting only where necessary and in a manner that eliminates glare and brightness. <p>b) Encourage the preservation and reuse of existing agricultural structures such as barns, silos, and houses.</p> <p>c) Site more intensive uses in areas where the existing road network can accommodate the additional vehicle trips without the need for significant upgrades or modifications that would impact the character of the rural road network.</p>
5. Rural Clusters	<p>If built, rural clusters should develop with the following guidelines:</p> <ol style="list-style-type: none"> Densities should be no higher than the maximum permitted density in the underlying zoning district. Lot sizes may be reduced as appropriate to maximize the preservation of rural view-sheds and resources as described in the standards below. Minimize the impact of residential development by retaining a substantial amount (at least two-thirds) of the site in large, undivided blocks of land for permanent open space, farming, timbering and/or rural economic uses. Appropriate goals for open space and lot layout include preservation of farmland, open fields, scenic vistas, woodland, meadows, wildlife habitats, and vegetation; protection of environmentally sensitive land including wetlands, stream corridors, and steep slopes; important historic and archaeological resources, and roadway buffers. The goals of the open space and lot layout should be shown on a conceptual plan, and the design should support these goals. For instance, if preservation of agriculture is one of the main goals of the open space, the open space should encompass that land which is most suitable for farming (topography, soils). Blocks of land large enough to support a farm should be set aside in the open space. In addition, potential conflicts between the uses should be minimized by designing buffers between the farmland and the residential development. Similar design considerations would be expected to support other open space goals as well. The open space should be placed in a conservation easement or the equivalent to ensure that the land will remain undeveloped. The visibility of the development from the main road should be minimized. It is recommended that lots be placed along an access road rather than along the main route so that the view from the main route still appears rural in nature.



Rural Lands

SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

Large farm remains in agricultural / forestal use

Medium sized parcel divided into two large lots managed as small farms

Small farm managed as rural economic enterprise with agritourism and winery use



Small rural cluster sited away from roads and screened by trees to preserve rural viewsheds

Mixed use

Commercial

Civic

Industrial

Low Density Residential

Moderate Density Residential - Level 1

Moderate Density Residential - Level 2

Parking

Common Open Space

Wooded or Landscaped Buffer Areas

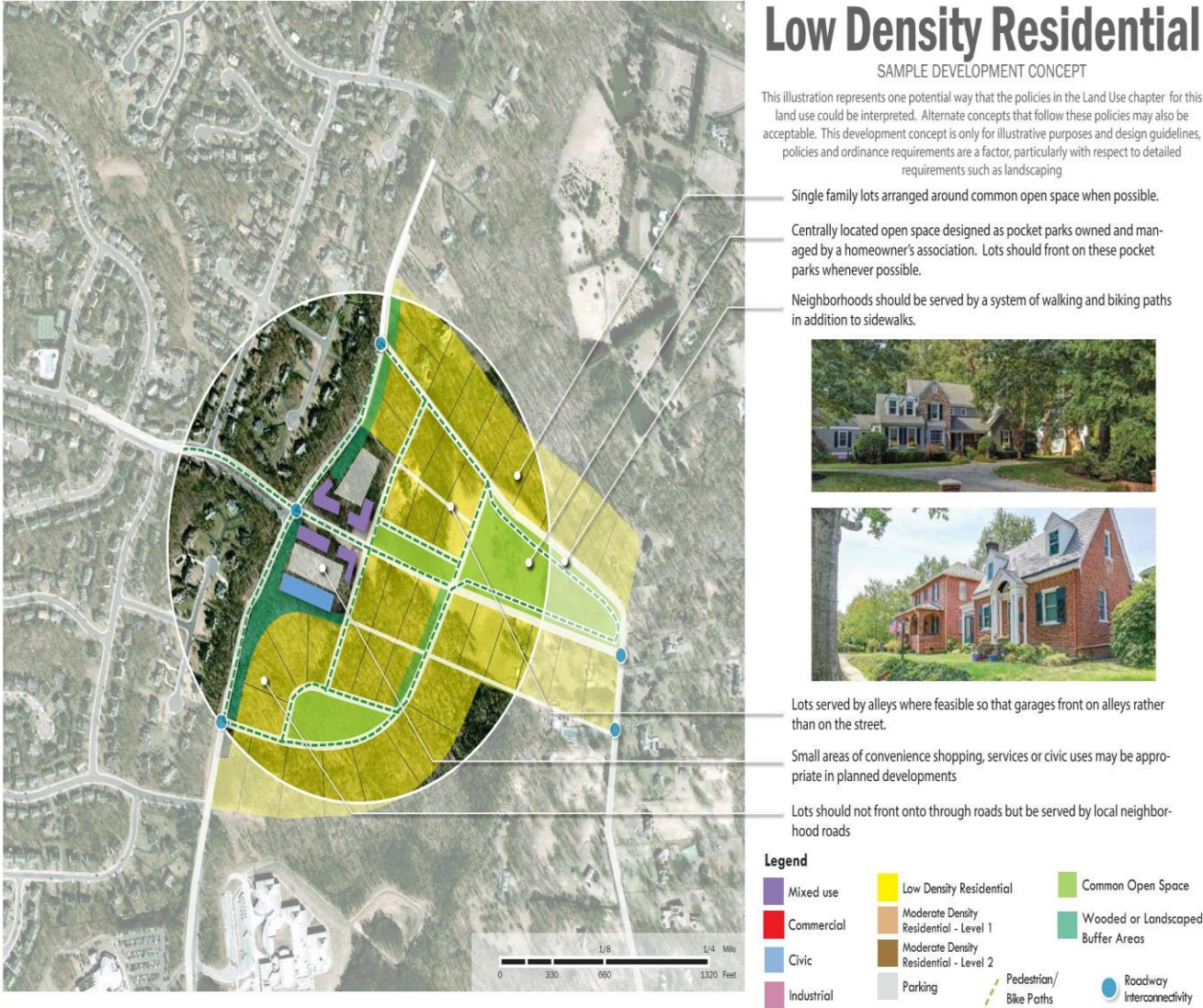
Pedestrian/ Bike Paths

Roadway Interconnectivity

Chart 2. Residential Designation Descriptions			
	Low Density Residential	Moderate Density Residential	
		Level 1	Level 2
1. Basic Description	<ul style="list-style-type: none"> • Located in the PSA where public services and utilities exist or are expected to be expanded to serve the sites over the next 20 years. • Have natural characteristics such as terrain and soils suitable for residential development. 	<ul style="list-style-type: none"> • Located in the PSA where public services and utilities are available. • Optimally located near the intersections of collector or arterial streets. • Have natural characteristics such as terrain and soils suitable for compact residential redevelopment. • May serve as transitional uses, primarily to general commercial, Neighborhood Commercial, or Mixed Use areas. 	<ul style="list-style-type: none"> • Have the attributes of Level 1, plus: • Optimally located on high capacity roadways, and near the intersections of collector or arterial streets. • May be part of a larger mixed use community as part of higher density uses at the core. • Should be located close to shopping and service uses with good multimodal connections to employment and recreation opportunities.
2. Recommended Density	<ul style="list-style-type: none"> • Gross density up to one dwelling unit per acre, depending on the character and density of surrounding development, physical attributes of the property, buffers, the number of dwelling units proposed, and the degree to which the development is consistent with the Comprehensive Plan. • Gross density from one unit per acre up to four units per acre, if particular public benefits are provided. Examples of such public benefits include mixed-cost housing, affordable and workforce housing, enhanced environmental protection, or development that adheres to the principles of open space design. 	<p>Minimum gross density of four units per acre up to 8 units per acre, depending on the character and density of surrounding development, physical attributes of the property, buffers, and the degree to which the development is consistent with the Comprehensive Plan. Development at the highest density is not recommended unless it offers particular public benefits. Examples of such public benefits include mixed- cost housing, affordable and workforce housing, and enhanced environmental protection.</p>	<p>Minimum gross density of 8 units per acre up to 16 units per acre, depending on the character and density of surrounding development, physical attributes of the property, buffers, the number of dwelling units proposed, and the degree to which the development is consistent with the Comprehensive Plan. Development at the highest density is not recommended unless it offers particular public benefits. Examples of such public benefits include mixed- cost housing, affordable and workforce housing, and enhanced environmental protection.</p>
3. Recommended Uses	<p>Group 1 Single family and multifamily units, accessory units, cluster or cottage homes on small lots, recreation areas.</p> <p>Group 2 Schools, places of public assembly, very limited commercial, and community-oriented facilities.</p> <p>Group 3 (See also the CCRC and timeshare policies) Timeshares, retirement and care facilities and communities.</p>	<p>Group 1 Multifamily units (single family attached homes, duplexes, townhomes), lower density apartments, recreation areas, manufactured home parks and subdivisions in accordance with location standards.</p> <p>Group 2 Very limited commercial and community-oriented facilities.</p> <p>Group 3 (See also the CCRC and timeshare policies) Timeshares, retirement and care facilities and communities.</p>	<p>Group 1 Multifamily units (single family attached homes, duplexes, townhomes), apartments, recreation areas, in accordance with location standards.</p> <p>Group 2 Limited commercial and community-oriented facilities.</p> <p>Group 3 (See also the CCRC and timeshare policies) Timeshares, retirement and care facilities and communities.</p>

Residential Development Standards	
4. Use and Character Compatibility	<p>a) Permit new development only where such developments are compatible with the character of adjoining uses and where the impacts of such new developments can be adequately addressed. Particular attention should be given to addressing such impacts as incompatible development intensity and design, building height and scale, land uses, smoke, noise, dust, odor, vibration, light, and traffic.</p> <p>b) Locate residential uses immediately adjacent to non-residential uses, major roads, railroads, airports, agricultural and forestal uses, and other conflicting uses only where the conflicts between such uses can be adequately addressed (noise, vibrations, and others). In some cases these conflicts may be addressed by sufficient screening or buffering, or other adequately protective site and building design features.</p> <p>c) For Moderate Density Residential uses generally, sufficient buffering should be provided so that the higher density development is compatible with nearby development and the natural and wooded character of the County.</p> <p>d) Uses in Groups 2 and 3 above should only be approved in these designations when the following standards are met:</p> <ul style="list-style-type: none"> i. Maintain the residential character of the area; ii. Have traffic, noise, lighting and other impacts similar to surrounding residential uses; iii. Generally be located on collector or arterial roads at intersections; iv. Act as a transitional use between residential and commercial areas or, if located within a residential community, be integrated with the residential character of the area rather than altering its nature; v. Provide adequate screening and buffering to protect the character of nearby residential areas; and vi. Generally intended to support the residential area in which they are located (for Group 2 uses only). <p>e) For uses that are covered in the Community Design Policies section of this chapter, follow the guidance for that use.</p>
5. Public Services, Utilities, and Adequacy of Infrastructure	<p>a) Timing and density of the development of particular sites will depend upon the availability and adequacy of public services, utilities, and facilities, and the maintenance of an acceptable level of service of roads and other public services.</p> <p>b) The need for public services (police, fire, education, recreation, etc.) and facilities (schools, fire stations, libraries, etc.) generated by a development should be met or mitigated by that development.</p>
6. Open Space, Open Space Design	<p>Use open space design and resource protection measures for new developments by:</p> <ul style="list-style-type: none"> a) Basing design on a use of land reflecting topographic and other physical features and natural boundaries of the site rather than imposing a layout intended solely to satisfy minimum Ordinance requirements; b) Maintaining open fields, farm lands or contiguous forests suitable for timbering; c) Preserving scenic vistas; d) Protecting wildlife habitats, high-ranking Virginia Department of Conservation and Recreation designated Natural Areas and significant natural heritage resources, and other sensitive areas as open space; e) Retaining natural vegetative buffers around water bodies or wetlands; f) Preserving historic and archaeological resources; g) Ensuring that the common land adjoins protected open space on adjacent parcels; h) Maintaining existing trees and vegetation and preserving the character of the development's natural setting; i) Emphasizing the use of natural screening/buffering (using vegetation, topography, etc.) over artificial or planted screening/buffering; j) Creating usable and functional public gathering places and recreational amenities that become focal points of the development and community; k) Designing effective pedestrian circulation to include trail systems (see also Nos. 8 and 9 below); l) Protecting land designated as conservation areas on development plans by perpetual conservation easement; and m)Protecting designated Community Character Corridors.
7. Enhanced Environmental Protection	<p>Provide enhanced environmental protection by designing the site in accordance with the open space design standards in No. 6, plus items such as:</p> <ul style="list-style-type: none"> a) Adhering to the County's adopted watershed master plans; b) Preserving soils with the highest potential for infiltration; c) Adhering to green building guidelines, such as LEED (Leadership in Energy and Environmental Design) or equivalent; d) Providing for water conservation measures and/or the use of grey or reclaimed water for irrigation; e) Providing for nutrient management plans; and f) Considering siting for solar orientation.

8. Transportation and Mobility	<p>Minimize the impact of development proposals on overall mobility and traffic safety, especially on major roads by:</p> <p>a) Limiting access points and providing internal, on-site collector and local roads, side street access, and joint entrances, and prohibiting direct access to arterial and collector streets from individual single-family detached units and duplex units except in the case of a master planned community;</p> <p>b) Providing new public collector and arterial roads in master planned communities;</p> <p>c) Enhancing the efficiency of the entire street network by providing for vehicular connections to adjacent properties and developments;</p> <p>d) Providing for safe, convenient, and inviting bicycle, pedestrian, and greenway connections to adjacent properties and developments in accordance with the adopted Pedestrian Accommodations Master Plan and Regional Bikeway Map, with a special focus on providing adequate access between residential and nonresidential activity centers and among residential neighborhoods;</p> <p>e) Encouraging use of “complete streets” which integrate sidewalks and bikeways into the design of streets, and provide adequate associated facilities such as bike racks, such that these activities are given equal priority to motor vehicle activity;</p> <p>f) Providing for ultimate future road, bicycle, and pedestrian improvement needs and new road locations through the reservation of adequate right-of-way, and by designing and constructing roads, drainage improvements, and utilities in a manner that accommodates future road, bicycle, and pedestrian improvements;</p> <p>g) Explore bus and transit service need and provide facilities if appropriate; and</p> <p>h) Encouraging adequate off-street parking areas for multi-family residential developments that minimize conflicting turning movements with on-site and off-site traffic circulation.</p>
9. Sense of Place and Streetscapes	Reference the Character Design Guidelines.
10. Affordable and Workforce Housing	<p>a) Affordable and workforce housing should be provided in accordance with guidance or requirements in the Housing Chapter, Zoning Ordinance, and any other adopted policies or regulations.</p> <p>b) Where provided, affordable and workforce housing should be blended with other units of various types and prices throughout a given development.</p> <p>c) Public benefit in this area is most effectively achieved through provision of units or dedication of land.</p>
11. Underground Utilities	Reference the Character Design Guidelines.





Moderate Density Residential - Level 1

SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

Walking trails to link together residential clusters and create a sense of a unified community

Level 2 Moderate Density Residential located along major intersections to provide mixture of densities



Residential clusters anchored by communal green spaces

Level 1 Moderate Density Residential in the form of townhomes located in small courts or clusters anchored by open space

Small areas of low density residential to provide mixture of densities and housing types

Mixed use with convenience shopping and services within walking distance of homes

Legend

Mixed use	Low Density Residential	Common Open Space
Commercial	Moderate Density Residential - Level 1	Wooded or Landscaped Buffer Areas
Civic	Moderate Density Residential - Level 2	
Industrial	Parking	Pedestrian/Bike Paths
		Roadway Interconnectivity



Moderate Density Residential - Level 2

SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

Lower density housing integrated into the community to provide a diversity of housing options and a mixed density community

Commercial uses along main highway act as "gateway" to the community

Mixed use buildings to create "main street" character with housing above walkable retail uses



Project designed as a "complete community" with a mixture of uses and housing types organized around a series of communal open spaces and walkable/bikable access to amenities

Ample open space in the community organized as small pocket parks or village greens with buildings fronting on them

Legend

Mixed use	Low Density Residential	Common Open Space
Commercial	Moderate Density Residential - Level 1	Wooded or Landscaped Buffer Areas
Civic	Moderate Density Residential - Level 2	
Industrial	Parking	Pedestrian/Bike Paths
		Roadway Interconnectivity

Chart 3. Commercial/Industrial Designation Descriptions				
	Neighborhood Commercial	Community Commercial	Limited Industry	General Industry
1. Basic Description	<ul style="list-style-type: none"> • Located in the PSA, serving residents of the surrounding neighborhoods in the immediate area and having only a limited impact on nearby development. • Location criteria for commercial uses are small sites; access to collector or arterial streets, preferably at intersections with local or other collector arterial roads; public water and sewer service; environmental features such as soils and topography suitable for compact development; and adequate buffering by physical features or adjacent uses to protect nearby residential development and preserve the natural and wooded character of the County. 	<ul style="list-style-type: none"> • General business activities located within the PSA and usually having a moderate impact on nearby development are designated Community Commercial. • Location criteria for Community Commercial uses are access to arterial streets, preferably at intersections with collector and arterial streets; moderate to large sized sites; public water and sewer service; environmental features such as soils and topography suitable for compact development; and adequate buffering by physical features or adjacent uses to protect nearby residential development. 	<ul style="list-style-type: none"> • Designated sites within the PSA for warehousing, office, service industries, light manufacturing plants, and public facilities that have moderate impacts on the surrounding area. • Limited Industry ordinarily requires access to arterial roads or major collector streets, public water and sewer, nearby police and fire protection, small to moderate sized sites, environmental features such as soils and topography suitable for intense development, and adequate buffers for nearby residential development. 	<ul style="list-style-type: none"> • Areas located within the PSA that are suitable for industrial uses which, because of their potential for creating dust, noise, odor, and other adverse environmental effects, require buffering from adjoining uses, particularly residential uses. • General Industry uses usually require access to interstate and arterial highways, public water and sewer, adequate supply of electric power and other energy sources, access to a sufficient labor supply, and moderate to large sized sites with natural features such as soils, topography, and buffering suitable for intense development.
2. Recommended Intensity	<p>Recommended FAR range: No minimum-0.2</p> <p>See Character Design Guidelines for massing information and other guidance.</p>	<p>Recommended FAR range: 0.2-0.4</p> <p>Lower FARs are acceptable if the site includes open space for future expansion or buffering purposes.</p> <p>See Character Design Guidelines for massing information and other guidance.</p>	<p>Recommended FAR range: 0.2-No limit</p> <p>Lower FARs are acceptable if the site includes open space for future expansion or buffering purposes.</p>	<p>Recommended FAR range: 0.2-No limit</p> <p>Lower FARs are acceptable if the site includes open space for future expansion or buffering purposes.</p>

3. Recommended Uses	Neighborhood scale commercial, professional and office uses such as individual medical offices, branch banks, small service establishments, day care centers, places of public assembly, convenience stores with limited hours of operation, small restaurants, and smaller public facilities. Examples of uses which are considered unacceptable include fast-food restaurants, 24-hour convenience stores, and gas stations.	Community-scale commercial, professional and office uses such as branch banks, places of public assembly, convenience stores, day care centers, general retail stores, grocery stores, indoor recreation facilities, medical offices, office parks, public facilities, service establishments, shopping centers, restaurants, and theaters.	See basic description for primary uses. Secondary uses in Limited Industry areas may include office uses and a limited amount of commercial development generally intended to support the needs of employees and other persons associated with an industrial development.	Primary uses include uses that maximize the industrial opportunities of an area. Typical uses can be found in the M-2, General Industrial, section of the Zoning Ordinance. Secondary uses in General Industry areas may include office uses and a limited amount of commercial development generally intended to support the needs of employees and other persons associated with an industrial development.
Commercial/Industrial Development Standards				
4. Compatibility	<p>a) Locate proposed commercial and industrial developments adjacent to compatible uses (public or other similar uses, etc.). Where a commercial or industrial development is proposed at a location near a sensitive area, the site should be designed so that transitional uses such as offices and/or buffers are located between conflicting uses. Emphasis should be placed on ensuring the provision of open space; protection of the environment, historical and archaeological resources; and adjoining land uses; sufficient capacities of public facilities and services; quality and effectiveness of pedestrian circulation systems and facilities; and ability to meet the public needs of the development.</p> <p>b) Commercial uses, and particularly Neighborhood Commercial areas, will have a limited impact on adjacent residential areas especially in terms of visible parking areas, lighting, signage, traffic, odor, noise, and hours of operation.</p> <p>c) Acceptable Neighborhood Commercial uses should be compatible with surrounding or planned residential development in terms of scale, bulk, size, building design, materials, and color, and should provide safe and convenient multimodal access to nearby residential neighborhoods and adjacent sites.</p> <p>d) For uses that are covered in the Community Design Policies section of this chapter, follow the guidance for that use.</p> <p>e) For Limited Industry areas, dust, noise, odor, and other adverse environmental effects are primary considerations for determining whether land uses are acceptable in these areas.</p> <p>f) Each Community Commercial area should be clearly separated from other Community Commercial areas to retain the small town and rural character of the County, provide a sense of place, and promote transportation mobility.</p> <p>g) Be consistent with the Character Design Guidelines.</p>			
5. Public Services, Utilities, and Adequacy of Infrastructure	<p>a) Permit the location of new uses only where public services, utilities, and facilities are adequate to support such uses. The need for public services (police, fire, education, recreation, etc.) and facilities generated by a development should be met or mitigated by that development.</p> <p>b) While a variety of market forces influence commercial and industrial development proposals, the maintenance of an acceptable level of service of roads and other public services and the availability and capacity of public utilities should be primary considerations.</p>			
6. Environmental Protection	<p>a) Protect environmentally sensitive resources including high-ranking Natural Areas and significant natural heritage resources, watersheds, historic and archaeological resources, designated CCCs and CCAs, and other sensitive resources by locating conflicting uses away from such resources and utilizing design features, including building and site design, buffers, and screening to adequately protect the resource.</p> <p>b) Protect land designated as conservation areas on development plans by perpetual conservation easement.</p>			

7. Transportation	<p>a) Minimize the impact of development proposals on overall mobility, especially on major roads, by limiting access points and providing internal, on-site collector and local roads, side street access, and joint entrances. When developing large master planned communities, provide new public collector and arterial roads that will mitigate traffic impacts on existing public collector and arterial roads. Provide for safe, convenient, and inviting bicycle, pedestrian, and greenway connections to adjacent properties and developments and activity centers. Vehicular connections to adjacent properties and developments should also be provided wherever possible in order to maximize the efficiency of the entire street network. Integrate multimodal facilities into the design of streets so that multimodal movement is safe, comfortable, and convenient. Multimodal activity should be given an equal priority to motor vehicle activity.</p> <p>b) Industrial and commercial areas should be planned and located to avoid traffic through residential and agricultural areas except in special circumstances where residential and nonresidential areas are both part of an overall master plan and special measures are taken to ensure that the residential or agricultural uses are adequately protected.</p> <p>c) Provide for ultimate future road, bicycle, and pedestrian improvement needs and new road locations through the reservation of adequate right-of-way and by designing and constructing roads, drainage improvements, and utilities in a manner that accommodates future road, bicycle, and pedestrian improvements. Explore bus and transit service need and provide facilities if appropriate.</p>
8. Streetscapes	Reference the Character Design Guidelines.
Specific Commercial Areas The following Commercial areas and their recommended priorities of land uses can be found in James City County:	
Jamestown /Sandy Bay Road Area	<p>Several parcels located at or near the intersection of Jamestown Road and Sandy Bay Road were re-designated from Low Density Residential to Neighborhood Commercial during the 1997 Comprehensive Plan update. This land use designation sought to recognize existing uses, zoning, and the future development of adjacent parcels while limiting negative impacts on the traffic capacity of Jamestown Road. Additional commercial development beyond the boundaries of the proposed Neighborhood Commercial designation would further impede traffic flow along this road.</p> <p>The principal suggested uses for the Jamestown Road Neighborhood Commercial area are very limited commercial uses. Future development is to be of a type and nature that is consistent with the Neighborhood Commercial designation. In addition, future development will consist only of low traffic generating uses due to the limited road capacity on Jamestown Road; the extent of parking will be minimal; uses will provide service to local, nearby neighborhoods, as opposed to the wider community; the site will develop as a pedestrian-oriented environment with a design compatible with nearby residential areas; a master development plan for the full area is encouraged; and driveways will be limited. There is to be full adherence to the County’s Community Character Corridor policy along the entire frontage of all properties along Jamestown Road.</p>
Premium Outlets Area	<p>The area in and around Premium Outlets was re-designated from Low Density Residential to Community Commercial during the 1997 Comprehensive Plan update.</p> <p>Re-designation of this area is in recognition of deliberate decisions of the Board of Supervisors to zone the area as commercial and of subsequent commercial development of the property. The Community Commercial designation of this area is not intended in any way to promote or accommodate an extension of a strip commercial development beyond its boundaries.</p>



Neighborhood Commercial

SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

- Small local shops or services located along collector streets serving a local neighborhood
- Cluster of professional office uses integrated with a new residential neighborhood with communal open space
- Neighborhood center with retail or office uses along arterial or collector roads designed to be compatible with surrounding context
- Community trails and sidewalks allow pedestrian and bicycle connections to nearby homes



Legend

Mixed use

Commercial

Civic

Industrial

Low Density Residential

Moderate Density Residential - Level 1

Moderate Density Residential - Level 2

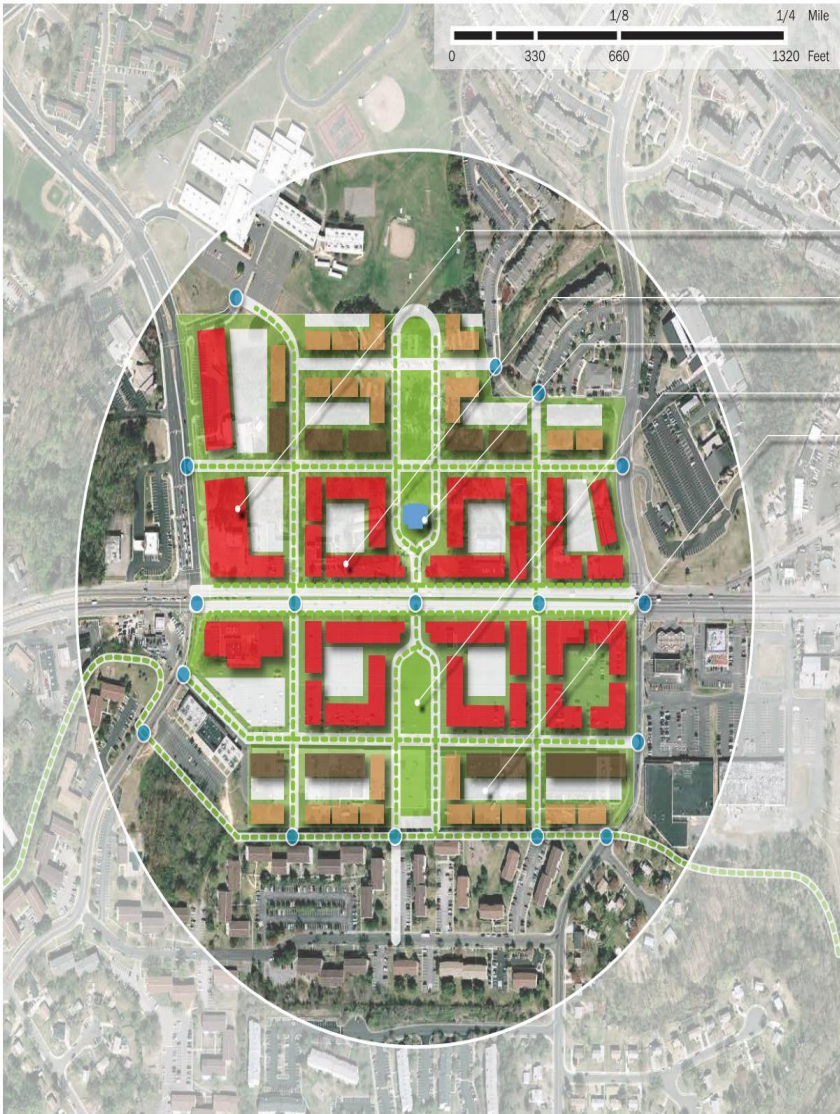
Parking

Common Open Space

Wooded or Landscaped Buffer Areas

Pedestrian/Bike Paths

Roadway Interconnectivity

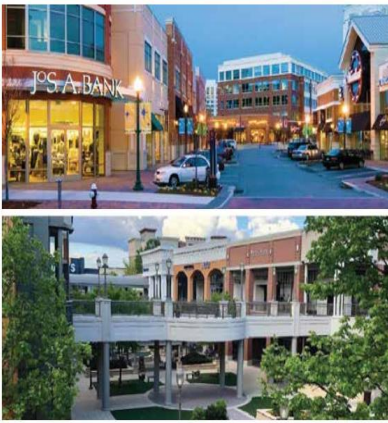


Community Commercial

SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

- Larger scale commercial and retail uses facing major roadways and intersections with screened parking
- Smaller scale office or retail uses facing roadways to create a "main street" character on walkable boulevards
- Civic uses integrated to create a community focal point
- Central community open spaces connected to each block through a system of sidewalks and trails
- A mixture of housing types and densities integrated with commercial buildings to make a mixed use "complete community"



Legend

Mixed use

Commercial

Civic

Industrial

Low Density Residential

Moderate Density Residential - Level 1

Moderate Density Residential - Level 2

Parking

Common Open Space

Wooded or Landscaped Buffer Areas

Pedestrian/Bike Paths

Roadway Interconnectivity



Limited Industry

SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

- Located near existing warehousing and light manufacturing as well as office uses and near high capacity transportation facilities
- Campus-style clusters of warehousing, office, service industries, light manufacturing plants, and public facilities compatible with surrounding areas
- Low scale flex and office uses compatible with light industrial uses
- Community trails and sidewalks allow pedestrian and bicycle connections to surrounding areas



Legend

Mixed use

Commercial

Civic

Industrial

Low Density Residential

Moderate Density Residential - Level 1

Moderate Density Residential - Level 2

Parking

Common Open Space

Wooded or Landscaped Buffer Areas

Pedestrian/Bike Paths

Roadway Interconnectivity



General Industry

SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

- Located with access to interstate and arterial highways and/or railroads
- Low density and low rise industrial buildings well screened and separated from adjacent communities because of their potential for creating adverse environmental impacts
- Wide separations and buffers, particularly to adjacent residential neighborhoods
- Limited office uses to support industrial complex



Legend

Mixed use

Commercial

Civic

Industrial

Low Density Residential

Moderate Density Residential - Level 1

Moderate Density Residential - Level 2

Parking

Common Open Space

Wooded or Landscaped Buffer Areas

Pedestrian/Bike Paths

Roadway Interconnectivity

Chart 4. Mixed Use Designation Descriptions		
	Level 1: Areas Noted Below as “Rural or Village Center” or “Small Town or Suburban Center”	Level 2: Areas Noted Below as “Medium Town or Suburban Center”
1. Basic Description	<ul style="list-style-type: none">• Located in the PSA where public services and utilities are available.• Located at the intersections of collector or arterial streets and intended to serve as local community focal points with a friendly blend of useful services, shopping, or employment and close-in housing just as in traditional town and village centers.• Have natural characteristics such as terrain and soils suitable for compact mixed use development or redevelopment.• Contain a mixture of uses, rather than uses segregated into individual areas for residences, retail, office, and services.• Designed with a pedestrian focus with good multimodal connections to surrounding areas and recreation opportunities.• Designed as lower intensity areas to be compatible with surrounding context and with transition areas and step downs in densities to respect nearby historic and/or residential areas.• Designed with a mix of uses that is compatible with the surrounding area, and is consistent with the specific area descriptions below.	<ul style="list-style-type: none">o Located in the PSA where public services and utilities are available.o Designed as existing or future activity centers where higher density development, redevelopment, and/or a broader spectrum of land uses are encouraged.o Located at or near interstate interchanges or the intersections of major thoroughfares, or adjacent to mixed use areas of similar intensity, and intended to maximize the economic development potential of these areas by providing for more intensive commercial, office, and industrial development, with ancillary residential uses to make a complete community.o Have characteristics such as terrain, high-capacity access and visibility that support higher density development with high design quality to serve as a countywide focal point.o Include mixed uses within buildings such as office or residential above ground floor retail for most buildings. Single use buildings should be integrated into a neighborhood of mixed uses and densities to create a more urban neighborhood character.o Designed as a walkable mixed-use community that supports multi-modal transportation choices and fosters substantial pedestrian activity.
2. Recommended Uses and Land Allocations	<ul style="list-style-type: none">o While no specific mix of uses is prescribed for Level 1 mixed use areas except as noted in the Specific Mixed Use Area descriptions below, each development should be designed as a complete community to foster pedestrian access to a wide range of employment, residential, recreational, civic and service opportunities. In addition, compatibility with surrounding context is paramount and land use mix and density should be aligned with the surrounding context.o Within the general mix of uses noted in the Specific Mixed Use Area descriptions below, specific land area allocations should be within the following ranges. Land area allocations are guidelines and considerations of community compatibility may modify these to fit in better with the surrounding context:<ul style="list-style-type: none">o Residential area: 30-60%o Non-residential area: 40-70%o Civic, open space and recreation areas: 20%o Note that the above are land allocations, not floor area allocations. Due to the typically higher Floor Area Ratios for commercial versus residential development, it would be expected that these land allocations would yield a much higher proportion of nonresidential floor area over residential floor area in a typical development.	<ul style="list-style-type: none">o While no specific mix of uses is prescribed for Level 2 mixed use areas except as noted in the Specific Mixed Use Area descriptions below, each development should have a mix of uses that complements the area and should be designed as a complete community to foster pedestrian access to a wide range of employment, residential, recreational, civic and service opportunities.o Within the general mix of uses noted in the Specific Mixed Use Area descriptions below, specific land area allocations should be within the following ranges. Land area allocations are guidelines and variability may be allowed if alternate allocations can be shown to better meet the land use objectives of this district as described herein:<ul style="list-style-type: none">o Residential area: 20-50%o Non-residential area: 50-80%o Public/Civic area: 5%o Open space and recreation areas: 10%o Note that the above are land allocations, not floor area allocations. Due to the typically higher Floor Area Ratios for commercial versus residential development, it would be expected that these land allocations would yield a much higher proportion of nonresidential floor area over residential floor area in a typical development.

3. Recommended Density and Intensity	<ul style="list-style-type: none">o Densities and intensities should be generally as follows but variability may be allowed only to better achieve compatibility with surrounding communities. Note that these include a minimum as well as maximum range. This is intended to ensure that these community-serving areas be used for their community development function and not be locked into low intensity single uses that preclude their function as a local activity area. Densities and intensities should be net, exclusive of open spaces and unbuildable areas.o Non-residential FAR: 0.2 to 0.4o Residential density: 4-8 units/acreo Number of Stories:<ul style="list-style-type: none">o Multi-family Residential: 2-3o Office: 2-3o Retail and Service Commercial: 1-2. Single-story buildings should only be located when integrated into a plaza or other public gathering space.o Developments at the higher ranges of density are not recommended unless they can be shown to be more compatible with surrounding community context and offer significant public benefits such as affordable/workforce housing, enhanced environmental protection, a high degree of access to multi-modal/transit transportation, or significant civic or recreational amenities.	<ul style="list-style-type: none">o Densities and intensities should be generally as follows but variability may be allowed if alternate densities and intensities can be shown to better meet the land use objectives of this designation as described herein. Note that these include a minimum as well as maximum range. This is intended to ensure that these prominently located areas be used for their economic development function and not be locked into low intensity uses that preclude future higher economic returns. Note also there is some flexibility language in the densities to allow for unique context considerations or innovative master plan approaches. Densities and intensities should be net, exclusive of open spaces and unbuildable areas.o Non-residential FAR: 0.3 to 1.0o Residential density: 6-12 units/acreo Number of Stories:<ul style="list-style-type: none">o Multifamily Residential: 2-5o Office: 2-6o Retail and Service Commercial: 1-2. Single story buildings should only be located when integrated into a plaza or other public gathering space.o Developments at the higher ranges of density are not recommended unless they offer significant public benefits such as affordable/workforce housing, enhanced environmental protection, a high degree of access to multi-modal/transit transportation, or significant civic or recreational amenities.
Mixed Use Development Standards		
4. General Language	<ul style="list-style-type: none">a) All developments should refer to the Residential and Commercial/Industrial Development Standards, including Affordable and Workforce Housing, Enhanced Environmental Protection, and Transportation and Mobility, along with the Mixed Use Development Standards. All developments should also refer to the Character Design Guidelines for more specific guidance on development character.b) Mixed Use developments should create vibrant urban/small town environments that bring compatible land uses, public amenities, and utilities together at various scales. These developments should create pedestrian-friendly, complete communities, with a variety of uses that enable people to live, work, play, and shop in one place.c) Mixed Use developments require nearby police and fire protection, high capacity road access, access to public utilities, large sites, environmental features such as soils and topography suitable for intense development, and proximity or easy access to large population centers. The timing and intensity of commercial development at a particular site are controlled by the maintenance of an acceptable level of service for roads and other public services, the availability and capacity of public utilities, and the resulting mix of uses in a particular area. Master plans are encouraged to be submitted to assist in the consideration of Mixed Use development proposals. The consideration of development proposals in Mixed Use areas should focus on the development potential of a given area compared to the area's infrastructure and the relation of the proposal to the existing and proposed mix of land uses and their development impacts.d) Mixed Use developments should focus on place-making. Developments should be designed to create a sense of place and should be seen as community destinations. Focal open spaces, community oriented gathering places, unified architectural design, and a mix of uses and design that encourages pedestrian activity are all examples of creating a sense of place.e) Mixed Use developments should allow for compact development that create more efficient buildings and spaces, which can be less of a burden on the environment, creating a more sustainable community.f) Mixed Use developments should encourage the proximity of diverse uses to make it possible to reduce vehicle trips and vehicle miles traveled, providing for a greater potential for internal capture than with typical suburban development and should provide good multimodal networks for bicycle and pedestrian uses.	

Specific Mixed Use Areas	
The following Mixed Use Areas and their recommended priorities of land uses can be found in James City County:	
1. Stonehouse UDA: Medium Town or Suburban Center	<p>The principal suggested uses for the Stonehouse Mixed Use area are light industrial and office/business park. Except for the area between I-64 and Old Stage Road, commercial uses should be clearly secondary in nature, should be limited in scale, comprise a small percentage of the land area of the overall mixed use area, and be oriented towards support services that employees and residents in the Stonehouse area can utilize. The commercial uses should not be developed in a “strip” commercial fashion, but rather should be internally oriented with limited and shared access to Route 30. For the area between I-64 and Old Stage Road, community-scale commercial uses (such as shopping center, hotel, restaurant, and office uses) consistent with prominent interstate interchange access and in support of surrounding residential development are envisioned. For the area between I-64 and Old Stage Road, residential is not a recommended use.</p> <p>The Stonehouse Planned Use Development should be developed in accordance with a binding master plan which maintains the appropriate mixture of principal and secondary uses.</p> <p>Development in the Mixed Use area should also emphasize shared access and parking, consistent treatment for landscaping and architecture, and the preservation of environmental and cultural resources. New residential developments in the Mixed Use area as well as the surrounding existing residential developments should be buffered from the light industrial and office uses through landscaping and architecture treatment, but connected with pedestrian access where possible. Future development in the Stonehouse area will be conditioned on the provision of adequate transportation access.</p>
2. Andersons Corner UDA: “Rural or Village Center”	<p>Andersons Corner is one of the few remaining areas in the PSA with significant rural agricultural vistas and contains one of the few remaining rural historic structures in the County, the Whitehall Tavern. Future development should occur in a manner that maintains an appropriate historic setting for the Whitehall Tavern and preserves the rural and historic character of the area.</p> <p>Views from Richmond Road (Route 60) and Route 30 should receive high priority. To accomplish this, significant amounts of open land and fields should be preserved along with agricultural and rural structures in a manner that creates a village commercial node that is integrated with surrounding residential development and suitably transitions to the Rural Lands areas to the west.</p> <p>The suggested principal uses are a balance of office and commercial. Residential is recommended as a supporting but not dominant use, and where it is proposed, the preferred format is integration in mixed use buildings that should be blended into the development of the principal uses for an overall village effect. Master planning of each of the Mixed Use intersection quadrants with adjacent existing and future residential development is strongly encouraged, with the use of shared access points as a primary consideration. Due to the width and traffic volumes on Routes 60 and 30, it is recognized that creation of a unified village effect that encompasses all four quadrants may be difficult, and for this reason, careful quadrant planning as described in the previous sentence will be important, and unique pedestrian connections, if feasible and appropriate, are encouraged.</p> <p>While greater intensities are anticipated, designs and land use patterns should reflect aspects of both appropriate PSA and Rural Lands Development Standards. Buildings and other structures should be small to moderate sized in scale, and of architectural styles that respect local rural and historic traditions. Standardized architectural and site designs should be strongly discouraged.</p> <p>Sections of Richmond Road (Route 60) east of Croaker Road are projected to be at or above capacity in the future. The extent to which development of this area contributes to traffic congestion in those sections of Richmond Road (Route 60) should be an important consideration in the review of development proposals.</p>

3. Toano UDA: Rural or Village Center	<p>The 2006 Toano Community Character Area Design Guidelines and Streetscape Plan recognized the special character of Historic Toano and the Transition Areas that included Forge Road, Chickahominy Road and Toano Drive. Architectural and streetscape guidelines were established for these areas and should be incorporated in any future development or redevelopment of this area. The ultimate goal is to preserve the village character of this historic community.</p> <p>Principal suggested uses include moderate density residential development, neighborhood scale commercial establishments, and small office developments. Limited industrial uses may be appropriate as secondary uses provided that they are set back and screened from Richmond Road (Route 60). Preservation and adaptive re-use of historic buildings are encouraged. Redevelopment of existing residential areas and commercial development are also encouraged. The following principles should guide streetscape and building designs in this area:</p> <ul style="list-style-type: none">• Highlight and honor history;• Encourage appropriate growth that enhances unique small town character;• Preserve open space, establish communal greenspace;• Enhance pedestrian and bicycle environment while slowing vehicular traffic; and• Improve streetscape and landscape to create a sense of place. <p>For the area west of Richmond Road and north of Forge Road, development should follow the streetscape plan and associated recommendations of the Toano CCA Design Guidelines for creating and maintaining a sense of place in Toano. This area of Toano is located in the “Entrance Corridor from Anderson’s Corner” as described in the guidelines and should follow the design elements recommended in the study. Primary uses directly along Richmond Road should be commercial in nature with larger buildings closer to the road. Development of multi-use buildings, with retail on the first floor and residences above are also encouraged. Desired elements include two- and three-story buildings, windows on all floors, and first or second floor balcony. It is important to keep the scale of the building relatively small with density being reduced farther away from Richmond Road. Larger buildings should be broken down into smaller masses to give the appearance of shops or residential units. Buildings removed from Richmond Road should be limited to one and one-half and two stories. Other development in this area should focus more on residential development, with commercial as a clearly secondary use. Densities for this area should be to the lower end of the Moderate Density Residential scale, with building scale and massing decreasing. Vehicle parking and sidewalks should be internal rather than along the perimeter of this residential area, providing a more pleasing transitional view when traveling from Rural Lands into Toano. Buildings should have architectural treatments on the outward facing sides as well as on the front. Enhanced buffers should be provided to preserve existing farm or agricultural uses on adjoining properties. The creation of a street network adjacent and parallel to Richmond Road allows a finer grain of density to develop and contributes to the village-like feel. Additionally, this network should begin to draw development and interest into side streets and neighborhoods. If appropriate, public open space or a village green should also be incorporated into this area.</p> <p>Development in the eastern most portion of this area, which abuts Richmond Road to the north and is located south of the industrial properties, is to be appropriately buffered, scaled and sited to retain the historic, rural character of Toano and provide a visual gateway into Toano.</p>
4. Norge UDA: Small Town or Suburban Center	<p>For the Mixed Use area in the northeast corner of the Richmond Road (Route 60) and Croaker Road intersection, a balance of office uses and moderate density residential is recommended.</p> <p>For the Mixed Use area on the north side of Cokes Lane east of the materials distribution yard property and adjacent to the CSX railroad and Mirror Lakes subdivision, a balance of small offices and warehouses and moderate density residential is recommended.</p> <p>For lands southwest of the Croaker Road/Richmond Road intersection, suggested uses include commercial and office as primary uses with limited industry as a secondary use.</p> <p>The office, warehouse or commercial uses should be compatible with the adjacent residential development in terms of size, scale, and architecture. The architecture should also complement historic structures in Norge. These areas should be designed and developed under a unified development plan or multiple coordinated development plans which emphasize shared access and parking, consistent treatment for landscaping and architecture, and the preservation of environmental and cultural resources. The intensity of development should be conditioned on the provision of sufficient buffering and screening to protect adjacent residential development, and traffic, noise, light, odor and other impacts should be assessed and mitigated. Internal streets and sidewalks should be connected to adjacent properties to the extent possible.</p>

5. Croaker Interchange UDA: Medium Town or Suburban Center	<p>Future development for the Mixed Use interchange quadrants should be developed in accordance with a binding master plan which maintains the appropriate mixture of principal and secondary uses. The binding master plan shall address how the future development and/or redevelopment of adjacent parcels, including the Mooretown Road/Hill Pleasant Farm Economic Opportunity area, would be integrated into the overall plan of development for the Mixed Use area.</p> <p>As development occurs for each of these quadrants, an appropriate mixture of preferred and secondary uses shall be maintained at all times. Future development for these interchange quadrants will be conditioned upon County acceptance of a specific plan and implementation schedule to maintain adequate levels of service on the surrounding road system, including the interstate and the interchange. Suggested uses for the two quadrants are outlined below.</p> <p>5A. Northwest Quadrant (adjacent to and east of the Mirror Lakes subdivision)</p> <p>The principal suggested uses include commercial and office. Secondary uses may include light industry and moderate density residential development. Moderate density residential development would be accommodated where it does not preclude the development of the principal uses.</p> <p>For the three properties to the west of Point O Woods Road and to the north of Croaker Road, suggested uses are those that meet the description and intensity of the Neighborhood Commercial designation (as found in Chart 3, Commercial/Industrial Designation Descriptions in the Land Use section), including medical offices, professional offices, branch banks, day care centers, and small restaurants. These three properties should be designed so they can share a single entrance onto Croaker Road, in a way that implements or incorporates best practices for access management. Particular attention should also be paid to adequately buffering potential development from the existing adjacent residential areas, and complementing the architecture of surrounding uses.</p> <p>5B. Southeast Quadrant</p> <p>The principal suggested uses for new development or redevelopment include light manufacturing and office. New development or redevelopment within this quadrant is to include adequate buffering for the portion of any parcels designated for Community Character Conservation, Open Space or Recreation.</p>
6. Lightfoot UDA: Small Town or Suburban Center	<p>For the land east of Richmond Road (Route 60), the principal suggested uses are commercial and office development. The property is adjacent to the railroad and, if passenger or light rail were to become available, would be suitable for a transit- oriented mixed use development with a mixture of limited industry, commercial, and moderate density housing. This broader set of uses could also be recommended if found suitable through a corridor redevelopment plan.</p> <p>For lands west of Richmond Road (Route 60), the principal suggested uses are moderate density housing, commercial developments, and office developments. The Lightfoot Corridor is particularly well-suited for the development of workforce housing.</p> <p>There are significant capacity issues in this segment of Richmond Road and at the Lightfoot/Richmond Road intersection and Route 199/Richmond Road interchange, with development occurring in both the County and adjacent localities. Measures to mitigate traffic congestion and enhance multimodal facilities will be critical to maintaining the economic vitality of the area and to maintaining an acceptable degree of mobility. Commercial uses should not be developed in a “strip” commercial fashion, and should emphasize shared access and parking as well as consistent treatment for landscaping and architecture. Uses in this area should be compatible and integrate with the adjacent Economic Opportunity designated area to the extent possible.</p>
7. New Town UDA: Medium Town or Suburban Center	<p>The principal suggested uses are a mixture of commercial, office, residential, and limited industrial.</p> <p>Most of this area is governed by a detailed master plan and design guidelines for each distinct area within the New Town development, which provides guidelines for street, building, open space design, and construction similar to the scale, architecture, and urban pattern found in the City of Williamsburg. New development or redevelopment in this area should follow consistent design guidelines and strive to integrate uses.</p> <p>A portion of this area is not governed by New Town development master plan and design guidelines, including areas along the west side of Ironbound Road and areas south of Monticello Avenue. These areas should have design, scale and development pattern that is consistent with the New Town development. For the area along the west side of the Ironbound Road corridor, the expansion of existing businesses, or similar uses, is encouraged, with the added opportunity for mixed use structures that incorporate housing as a clearly secondary use in upper stories.</p>
8. Five Forks Not a UDA, Use Level 1 Guidance	<p>Development at the intersection of John Tyler Highway (Route 5) and Ironbound Road primarily serves nearby residential neighborhoods. The principal suggested uses are community-scale and neighborhood commercial and office uses. Moderate density residential development is encouraged as a secondary use. Development should tie into the larger Five Forks area with complementary building types and connections to surrounding commercial and residential development.</p> <p>The property on the west side of Ironbound Road and south side of John Tyler Highway (Route 5) is envisioned to be limited to community-scale and neighborhood commercial and office uses. Specifically, future development on the parcel directly to the south and west of the existing 7-Eleven should not exceed the intensity and density of development identified on the approved master plan and approved proffers for James City County Case Z-9-05/MP-6-05 (Governor’s Grove at Five Forks, approved by the Board of Supervisors August 9, 2005).</p> <p>For the parcel located at 133 Powhatan Springs Road, historical uses have included a contractor’s office/warehouse. Similar small-scale, low-intensity Limited Industrial uses that are consistent in terms of scale and impact to the contractor’s office/warehouse and those that can adequately mitigate</p>

	<p>impacts to adjacent low density residential areas may be appropriate. Expansion of the facilities to more intense industrial or commercial/retail uses is not recommended.</p> <p>Preservation and adaptive re-use of historic buildings are encouraged, as is the redevelopment of existing residential and commercial uses in the immediate area. Future development and redevelopment should also reflect the historic and scenic qualities of the Five Forks area and should adhere to the Board adopted Primary Principles for the Five Forks Area. Overall development intensities should be closely monitored to ensure they can be accommodated within the capacities of the existing two-lane roads.</p>
9. Williamsburg Crossing UDA: Small Town or Suburban Center	<p>The principal suggested uses are commercial, office, and moderate density residential. Continued access management is needed to maintain acceptable levels of service on John Tyler Highway (Route 5). Additional access points beyond those that currently exist for the Route 199 corridor will be strongly discouraged by the County.</p>
10. Jamestown Ferry Approach Not a UDA, Level 1 & Level 2 Do Not Apply; See #4 General Language for Guidance	<p>This land is located southeast of Jamestown Road and is bounded by Powhatan Creek, Jamestown Road, Jamestown Settlement, and undeveloped residential property. This area is designated as a CCA, and therefore all development should conform to the CCA design principles. Due to the unique character and location of this area, it should be developed in accordance with the approved Shaping Our Shores master plan and emphasis should be given to preserving the tree cover, protecting historic, archaeological, and environmental resources, and providing public access to the James River. Principal suggested uses include recreational and water-related establishments such as marinas and boat launches, but no water-dependent industries. Commercial uses may also be considered appropriate when their scale, intensity, and impacts can be appropriately accommodated. Designs should be encouraged to provide views of and public access to the James River and other points of interest.</p> <p>With capacity limitations on Jamestown Road, access management should be strongly encouraged. The traffic generation of any proposal should be in line with the goal of retaining Jamestown Road as a two-lane facility, as widening would significantly impact the visual character of the road.</p>
11. Routes 60/143/199 Interchanges UDA: Medium Town or Suburban Center	<p>The portion of this area to the south of the interchange is developed with minimal potential for additional development or redevelopment. For any new development or redevelopment that is proposed, the principal suggested uses are commercial, office and limited industrial development.</p> <p>For the portion of the Mixed Use area located north of the interchange, there is more potential for development and redevelopment. The principal suggested uses for this corridor are commercial and office development, with moderate density residential development as a secondary use. Future development should be consistent with the design guidelines and integrated with the layout of development planned in the City, including uses, architecture, landscaping, historic resources, and pedestrian amenities. A light rail station would be encouraged in this area should this be a viable option in the future. Given substantial planned development in both the City of Williamsburg and York County, future development should take steps to mitigate roadway and interchange capacity constraints, to the degree possible.</p>
12. James River Commerce Center Not a UDA, Level 1 & Level 2 Do Not Apply; See #4 General Language for Guidance	<p>Principal suggested land uses are limited industrial and office development. Public facilities are suggested as clearly secondary uses. The intensity of development in this area is conditioned on sufficient buffering and screening of Carter’s Grove and other adjacent residential development.</p>
13. Green Mount UDA: Small Town or Suburban Center	<p>For the Green Mount tracts north of Pocahontas Trail (Route 60), a balanced and integrated mixture of industrial, commercial, and residential uses is suggested. General Industry is the dominant use envisioned for this portion of the County. Uses in this Mixed Use area should therefore be comprised of support uses and should leave sufficient road and water capacity.</p> <p>Commercial uses should have a limited market area, primarily focused on direct services to nearby neighborhoods and employment centers, and should not include high traffic generators. In order to protect and enhance the character of the area and to maintain an access level that keeps the area attractive to large-scale economic development, the area should be designed and developed under a unified master plan that provides shared access and parking, compatible landscaping and architectural treatment, adequate buffering and screening, true mixed use concepts, and other measures that ensure it does not develop in a typical strip commercial fashion. Careful coordination between development and transportation issues will be important to avoid worsening the level of service along Pocahontas Road (Route 60), to retain a high degree of mobility through the area, and to preserve the options for improvements and/or alternatives to Pocahontas Road (Route 60). Shared access with the parcel to the north should be preserved as an option.</p>

14. Treyburn Drive	<p>This land is located west of Treyburn Drive and is bounded by the City of Williamsburg/James City County line to the west and Monticello Avenue to the south. Primary suggested uses for this area include neighborhood-scale commercial establishments and small offices that serve the needs of residents in surrounding neighborhoods. Residential is suggested as a secondary use and, where proposed, should be limited to integrated mixed use buildings. Safe and convenient pedestrian and bicycle connections to the surrounding area including High Street, and the William and Mary School of Education should be provided where feasible. Overall, development should have a limited impact on adjacent residential areas especially in terms of visible parking area, lighting, signage, odor, noise, and hours of operation.</p> <p>While RPA and steep slopes limit the developable area, designs should avoid linear strip patterns and instead aim to develop smaller groupings of inter-connected buildings with shared parking and access to Treyburn Drive. As a result, the area should preferably be developed in accordance with a unified development plan.</p>
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Mixed Use Level 1

SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

Mixed use buildings with ground floor shopping uses to create a traditional small town Main Street design character

A mixed density community with some attached or multifamily housing types mixed in with single family neighborhoods. Workforce housing mixed in with the various housing types

Community focused parks or open space in easy walking distance to residential neighborhoods

A mixture of housing types and densities designed with traditional bolcks and neighborhood patterns, integrated with mixed use buildings and tied together with a community trail system



Legend

Mixed use	Low Density Residential	Common Open Space
Commercial	Moderate Density Residential - Level 1	Wooded or Landscaped Buffer Areas
Civic	Moderate Density Residential - Level 2	
Industrial	Parking	Pedestrian/Bike Paths
		Roadway Interconnectivity



Mixed Use Level 2

SAMPLE DEVELOPMENT CONCEPT

This illustration represents one potential way that the policies in the Land Use chapter for this land use could be interpreted. Alternate concepts that follow these policies may also be acceptable. This development concept is only for illustrative purposes and design guidelines, policies and ordinance requirements are a factor, particularly with respect to detailed requirements such as landscaping

Mixed use clusters designed as "complete communities" around a major interchange

A combination of multifamily and mixed use buildings to create "main street" character with housing and walkable retail uses



Office and employment uses integrated into the community and oriented towards walkable amenities and community open spaces

Ample open space in the community organized as small pocket parks or village greens with buildings fronting on them

A mixture of housing types and densities integrated with commercial and mixed use buildings and tied together with a community trail system

Legend

Mixed use	Low Density Residential	Common Open Space
Commercial	Moderate Density Residential - Level 1	Wooded or Landscaped Buffer Areas
Civic	Moderate Density Residential - Level 2	
Industrial	Parking	Pedestrian/Bike Paths
		Roadway Interconnectivity

Goals, Strategies, and Actions

Goal

LU - Achieve a pattern of land use and development that reinforces and improves the quality of life for citizens by encouraging infill, redevelopment, and adaptive re-use within the PSA; limiting development on rural and natural lands outside the PSA; and achieving the other eight goals of this Comprehensive Plan.

Strategies and Actions

LU 1 - Promote the use of land in a manner harmonious with other land uses and the environment.

- LU 1.1 - Craft regulations and policies such that development is compatible in scale, size, and location to surrounding existing and planned development. Protect uses of different intensities through buffers, access control, and other methods.
- LU 1.2 - Review and update the Zoning Ordinance to ensure consistency between densities and intensities of development recommended by the Comprehensive Plan and the residential and commercial zoning districts.
- LU 1.3 - Use policy and ordinance tools to ensure the provision of open space as part of development proposals, as applicable. In particular, maintain or increase incentives for cluster development in exchange for additional open space that provides significant benefits to the community.
- LU 1.4 - Require that any development of new public streets, public parks or other public areas, public buildings or public structures, public utility facilities, or public service corporation facilities, inside or outside the Primary Service Area (PSA), be subject to individualized review as provided under Section 15.2-2232, Legal Status of Plan, of the Code of Virginia, as amended.
- LU 1.5 - In coordination with the Board of Supervisors and the County Attorney's Office, update the Planning Commission as-needed on major new planning legislation topics during non-Comprehensive Plan update years.
- LU 1.6 - Explore emerging technologies in the renewable energy industry, with the intention of protecting the County's unique rural character, preserving natural resources, and mitigating impacts to neighboring properties.
- LU 1.7 - Amend the Zoning Ordinance to address short-term rentals, including re-examining the districts where such uses are permitted.
- LU 1.8 - Use the conceptual plan process to provide early input and to allow applicants to better assess critical issues with the goal of having a predictable and timely development plan approval process.

LU 2 - Promote pedestrian, bicycle, and automotive linkages between adjacent land uses where practical.

- LU 2.1 - Plan for and encourage the provision of strategically located greenways, sidewalks, and bikeways to connect neighborhoods with retail and employment centers, parks, schools, and other public facilities and to effectively connect buildings and activities within individual sites, using the Pedestrian Accommodations Master Plan, the Historic Triangle Regional Bikeways Map, the Greenway Master Plan and other adopted plans for guidance.
- LU 2.2 - Facilitate the provision of road interconnections within new developments and between arterial and collector roads by promoting land use and road patterns within the developments which are conducive to such interconnections.

LU 3 - Promote regional cooperation among Hampton Roads localities, particularly the Peninsula, to ensure compatibility of land use planning activities.

- LU 3.1 - Promote regional solutions to managing growth through the following actions:
 - LU 3.1.1 - Engaging in joint planning efforts and allocating resources toward implementation.
 - LU 3.1.2 - Encouraging redevelopment, compact communities, and mass transit.
- LU 3.2 - Communicate with adjacent jurisdictions regarding development plans that have potential impacts on adjacent localities and public facilities. Work with them to coordinate plans and to identify and mitigate areas where there are conflicts.
- LU 3.3 - Continue to participate in regional planning processes with York County and the City of Williamsburg. Use the *Historic Triangle Coordinated Comprehensive Plan Review Summary Report* as a regional planning resource, particularly with regard to transportation and to land use issues in the three geographic focus areas (Riverside/Marquis/Busch, Lightfoot/Pottery, Northeast Triangle and Surrounding Area).
- LU 3.4 - In accordance with the recommendations of the adopted Joint Base Langley Eustis (Fort Eustis) Joint Land Use Study, establish a Military Influence Overlay District (MIOD) on the Future Land Use Map.
 - LU 3.4.1 - For areas within the MIOD, ensure a Fort Eustis representative provides input into development proposals.
 - LU 3.4.2 - For areas within the MIOD, update the Zoning and Subdivision Ordinances to incorporate the Code of Virginia sections that promote coordination between military installations and local municipalities.
 - LU 3.4.3 - For areas within the MIOD, update the Zoning and Subdivision Ordinances to establish a Military Influence Area (MIA) overlay district. The exact boundary of the MIA should be determined through additional discussion with Fort Eustis. The Zoning and Subdivision Ordinances should include:
 - (a) Siting guidelines for commercial solar wind farms and wind turbine farms, only if those uses become added to the Use List.

- (b) Standards and requirements for increased setbacks, buffers, and other design requirements to increase safety and security around the Fort Eustis installation.
- (c) Vertical obstruction standards and limitations.
- (d) Additional dark sky lighting requirements, as needed, within the defined air space of the Fort Eustis installation.
- (e) References to a newly created vertical constraints map identifying locations where tall structures should be prohibited.

LU 3.4.4 - For areas within the MIOD, ensure planned CIP projects would not conflict with the mission of Fort Eustis or otherwise promote incompatible growth with the installation.

LU 3.4.5 - For areas within the MIOD, create a user-friendly plan that provides guidance for a process by which water management issues can be addressed. Include an analysis of the use of the waterway and a strategy for emergency waterway closure, should the need arise.

- LU 3.5 - In accordance with the recommendations of the adopted Joint Base Langley Eustis (Fort Eustis) Joint Land Use Study, create a communication and coordination plan with the installation that provides opportunities to share information and a forum to receive feedback.
- LU 3.6 - In accordance with the recommendations of the adopted Joint Base Langley Eustis (Fort Eustis) Joint Land Use Study, create an education plan for the community in consultation with the installation.

LU 4 - Direct growth into designated growth areas in an efficient and low-impact manner.

- LU 4.1 - Enforce policies of the Comprehensive Plan to steer growth to appropriate sites in the PSA.
- LU 4.2 - Provide for low density and moderate density residential development in appropriate locations inside the PSA and prohibit such development on rural lands outside the PSA.
- LU 4.3 - Promote infill, redevelopment, revitalization, and rehabilitation within the PSA. Consider the following strategies when appropriate:

LU 4.3.1 - Use of financial tools such as public-private partnerships.

LU 4.3.2 - Revisions to the Zoning Ordinance and/or Subdivision Ordinance or the development of guidelines to provide additional flexibility, clear standards, or incentives, such as expedited plan review.

LU 4.3.3 - Partnerships with government agencies, non-profits, and private entities to facilitate improvements in areas identified for redevelopment.

- LU 4.4 - Accommodate mixed-use developments within the PSA, as further defined in the Mixed Use land use designation and development standards. Support design flexibility to promote the mixing of various types of residential and non-residential uses and structures. Encourage mixed use developments and complete communities to develop in compact nodes in well-defined locations within the PSA.

- LU 4.5 - Through the development process, reinforce clear and logical boundaries for commercial and industrial property within the PSA.

LU 4.5.1 - Provide sufficient buffering and open space from nearby residential uses.

LU 4.5.2 - Develop in a node pattern with a grid of internal parcels, internal streets, and judicious external connections, rather than in a strip pattern with individual connections along a single street.

- LU 4.6 - Emphasize the economic potential of interstate interchanges and encourage a mix of uses. Develop and maintain land use policies and other measures to achieve this strategy.
- LU 4.7 - Facilitate the development of sub-area/corridor master plans for strategic areas such as the County's interstate interchanges, Economic Opportunity Designations, and Mixed Use Designations/Urban Development Areas.
- LU 4.8 - Encourage development in the Economic Opportunity designations that is consistent with the Economic Opportunity land use designation and development standards. Explore tax incentives or other incentives used by other localities for such designations.

LU 5 - Continue land use planning and perform development review consistent with the capacity of existing and planned public facilities and services and the County's ability to provide such facilities and services.

- LU 5.1 - Encourage development of public facilities and the provision of public services within the PSA. As one component of this, maintain a utility policy that, along with other tools such as zoning regulations, supports the PSA as the growth boundary. Within the PSA, extend water and sewer service in the PSA according to a phased plan in accordance with the County's Comprehensive Plan and JCSA's master water/sewer planning. Outside the PSA, restrict the extension of water and sewer utilities.
- LU 5.2 - Through the following measures, coordinate allowable densities and intensities of proposed developments with the capacities and availability of water, public roads, schools, and other facilities and services:

LU 5.2.1 - Continue to develop and refine a model or models to assess and track the cumulative impact of development proposals and development of existing and planned public facilities and services.

LU 5.2.2 - Support-development of State enabling legislation for adequate public facilities ordinances to extend the policies to already zoned lands, if in a form acceptable to the Board of Supervisors.

LU 5.2.3 - Permit higher densities and more intensive development in accordance with the Future Land Use Map where existing public facilities and services are adequately provided.

- LU 5.3 - Ensure that developments are subject to zoning or special use permit review to mitigate their impacts through the following means:

LU 5.3.1 - Require sufficient documentation to determine the impacts of a proposed development, including but not limited to studies of traffic impact, capacity of public schools,

historic and archaeological resources, water quality and quantity, other environmental considerations, and fiscal impact.

LU 5.3.2 - Ensure that the recommendations of such studies are adequately addressed prior to preparation of development plans, or in instances where a rezoning or Special Use Permit is required, as part of those applications.

LU 5.3.3 - Continue to calculate and make available up-to-date information on the costs of new development in terms of public transportation, public safety, public schools, public parks and recreation, public libraries and cultural centers, groundwater and drinking water resources, watersheds, streams and reservoirs.

LU 5.3.4 - Consider and evaluate the use of impact fees to help defray the capital costs of public facilities related to residential development.

LU 6 - Enhance and preserve the agricultural and forestal economy and retain the character of Rural Lands and the predominantly wooded, natural, and small-town character of the County.

- LU 6.1 - Promote the economic viability of traditional and innovative farming and forestry as industries.

LU 6.1.1 - Support both the use value assessment and Agricultural and Forestal District (AFD) programs to the maximum degree allowed by the Code of Virginia. Explore extending the terms of the County's Districts.

LU 6.1.2 - Seek public and private funding for existing programs, investigate new programs, and support private or non-profit (such as land trust) actions that promote continued agricultural or forestal use of property.

- a. Encourage dedication of conservation easements to allow property owners to take advantage of State and Federal tax provisions. Develop a program that would provide information to property owners on the benefits of easement donation, including helping owners consider future possible plans for their property to verify they can be pursued under deed language.
- b. Seek a dedicated funding stream for open space preservation programs. Develop information for property owners on the benefits of participating in open space preservation programs.
- c. Stay informed of State legislation related to Transfer of Development Rights (TDR) and on the status of TDR programs in Virginia peer localities.

LU 6.1.3 - Continue to update the Zoning Ordinance list of permitted and specially permitted uses in the A-1 zoning district. Investigate adding a development standards policy for those uses that might benefit from a rural location. Continue to look at non-residential uses and development standards that may be appropriate, such as agri-business, eco-tourism, or green energy uses, and uses related to projects that are identified by the Strategy for Rural Economic Development.

LU 6.1.4 - As resources allow, support implementation of the recommendations in the Strategy for Rural Economic Development to maintain and create viable economic options for rural landowners.

- LU 6.1.5 - Consider funding a staff position for a rural or agricultural development officer to support and help acquire funding for rural protection programs and to undertake other similar activities.
- LU 6.1.6 - Protect farming and forestry uses from conflicting activities by encouraging buffers and open space design and by raising awareness among new rural land purchasers about existing farming and forestry uses in the County.
- LU 6.1.7 - Craft regulations and policies in a manner that recognizes the value of, and promotes the conservation of, prime farmland soils and environmentally sensitive areas, and consider impacts to the County's farm and forestal assets in land use decisions.
- LU 6.1.8 - Examine the actionable framework from the Lower Chickahominy study and consider incorporating the items recommended by that study that are a best fit with the overall economic development strategies and conservation goals for the County's rural lands.
- LU 6.2 - Residential development is not a recommended use in the Rural Lands. Creation of any residential lots should be in a pattern that protects the economic viability of farm and forestal assets, natural and cultural resources and rural character. Amend the Subdivision Ordinance, Zoning Ordinance, utility regulations, and related policies to promote such an overall pattern. Consider providing more than one option, such as the following, so long as an overall very low density pattern can be achieved, and the design and intensity of the development is consistent with the stated Rural Lands designation description and development standards and available infrastructure.
 - LU 6.2.1 - Revise the R-8 and A-1 Zoning Districts to set lot sizes to be consistent with the stated Rural Lands designation description and development standards. As part of this amendment, consider easing the subdivision requirements, such as eliminating the central well requirement or permitting the waiver of the central well requirement and/or allowing private streets in limited circumstances, as part of an overall balanced strategy.
 - LU 6.2.2 - Revise the rural cluster provisions in the A-1 zoning district to be more consistent with the Rural Lands designation description and development standards. As part of this amendment, consider easing the subdivision requirements such as eliminating the central well requirement or permitting the waiver of the central well requirement, allowing private streets in limited circumstances, making it a streamlined by-right use at certain scales, allowing off-site septic or community drainfields, etc.
 - LU 6.2.3 - Consider implementing a subdivision phasing program, where the number of blocks that could be created from a parent parcel within a given time period is limited.
 - LU 6.2.4 - Consider adding strong buffer and expanded setback regulations to the A-1 and R-8 Districts, particularly if the permitted densities are not lowered in these districts.
- LU 6.3 - To help retain the character of Rural Lands, develop additional zoning and subdivision tools (e.g., scenic easement dedication requirements, increased minimum lot sizes, increased setbacks, and/or overlay districts) to protect and preserve scenic roadways such as Forge Road. Consider 400 foot setbacks along Community Character Corridors outside the PSA.

LU 7 - Develop tools for targeted open space preservation inside the PSA that work in concert with the tools used in the Rural Lands, while acknowledging that the PSA is the County's designated growth area.

- LU 7.1 - Align eligibility criteria for applications for open space preservation with state and federal eligibility criteria for funding and other County efforts such as green infrastructure and greenway master planning, watershed preservation, and recreational planning, and prioritize properties at greatest threat of development. Monitor development trends and zoning regulations to periodically assess the threat of development and prioritization for properties inside the PSA versus those in Rural Lands.
- LU 7.2 - Incorporate rural and open space preservation best practices within the new character design guidelines. Develop additional guidelines as necessary for specific resource protections including historic, environmental, or scenic resources.
- LU 7.3 - Refine the buffer and setback standards specifically for visual character protection, addressing viewshed protection and maintenance of community character.