



# LAND USE

## INTRODUCTION

The Land Use element is perhaps the element of the *Comprehensive Plan* with which citizens are most familiar. It describes the distribution of existing land uses and the potential for future development and also identifies the policies that will guide the arrangement and intensity of future additions or changes to existing land use patterns. While residential densities and use characteristics are generally described in the Land Use element, specific standards, such as minimum lot sizes and permitted uses, are set forth in the County's Zoning Ordinance and Zoning Map.

Of the 108 square miles contained within the County's jurisdictional limits (a figure that includes the bodies of water within the jurisdictional limits), approximately 37% of the total land area is owned by the Federal government. These Federal landholdings include the various military installations – the U.S. Coast Guard Training Center, U.S. Naval Weapons Station, Cheatham Annex, and Camp Peary – which total approximately 20,400 acres, and the 3,900-acre Colonial National Historical Park. In addition to these large Federal landholdings, the Cities of Newport News and Williamsburg each own reservoirs and watershed property in the County encompassing a total of 6,600 acres. The combination of Federal and watershed property accounts for 30,900 acres, representing almost half (47.5%) of the land area in York County. While presenting a number of constraints for the County, these landholdings do ensure that a relatively large amount of open space will be perpetuated, thus contributing positively to the County's quality of life and the perception of a rural atmosphere.

## EXISTING LAND USE

The process of creating a vision for the future begins with an analysis of existing conditions. The distribution of land uses throughout the County is shown on the 2005 Existing Land Use Map and is summarized in **Table 1**. In these discussions, *gross area* includes all of the land area in the County, whereas *gross developable land area* excludes both military and recreation/conservation land. The description of land as “developable” in this context means that the land is *available* for development (or redevelopment) and not necessarily that it *can* feasibly be developed. Indeed, much of this land has environmental or other constraints that may limit or even preclude development. Gross developable land area is 44% of the County's gross land area and includes both already developed and vacant land.

<b>YORK COUNTY EXISTING LAND USE, 2005</b>		
<b>Land Use Category</b>	<b>Acres</b>	<b>Percent</b>
Single-Family Residential	11,270	17.2%
Multi-Family Residential	730	1.1%
<b>Residential Total</b>	<b>12,000</b>	<b>18.3%</b>
Commercial	900	1.4%
Tourist Commercial	590	0.9%
<b>Commercial Total</b>	<b>1,490</b>	<b>2.3%</b>
Limited Industrial	410	0.6%
General Industrial	1,250	1.9%
<b>Industrial Total</b>	<b>1,660</b>	<b>2.5%</b>
Conservation/Recreation	16,410	25.1%
Agricultural	680	1.0%
Vacant	11,150	17.0%
<b>Open Space Total</b>	<b>28,240</b>	<b>43.2%</b>
Military	20,910	32.0%
Public/Institutional	1,130	1.7%
<b>Military, Public/Inst. Total</b>	<b>22,040</b>	<b>33.7%</b>
<b>TOTAL</b>	<b>65,430</b>	<b>100.0%</b>

Table 1

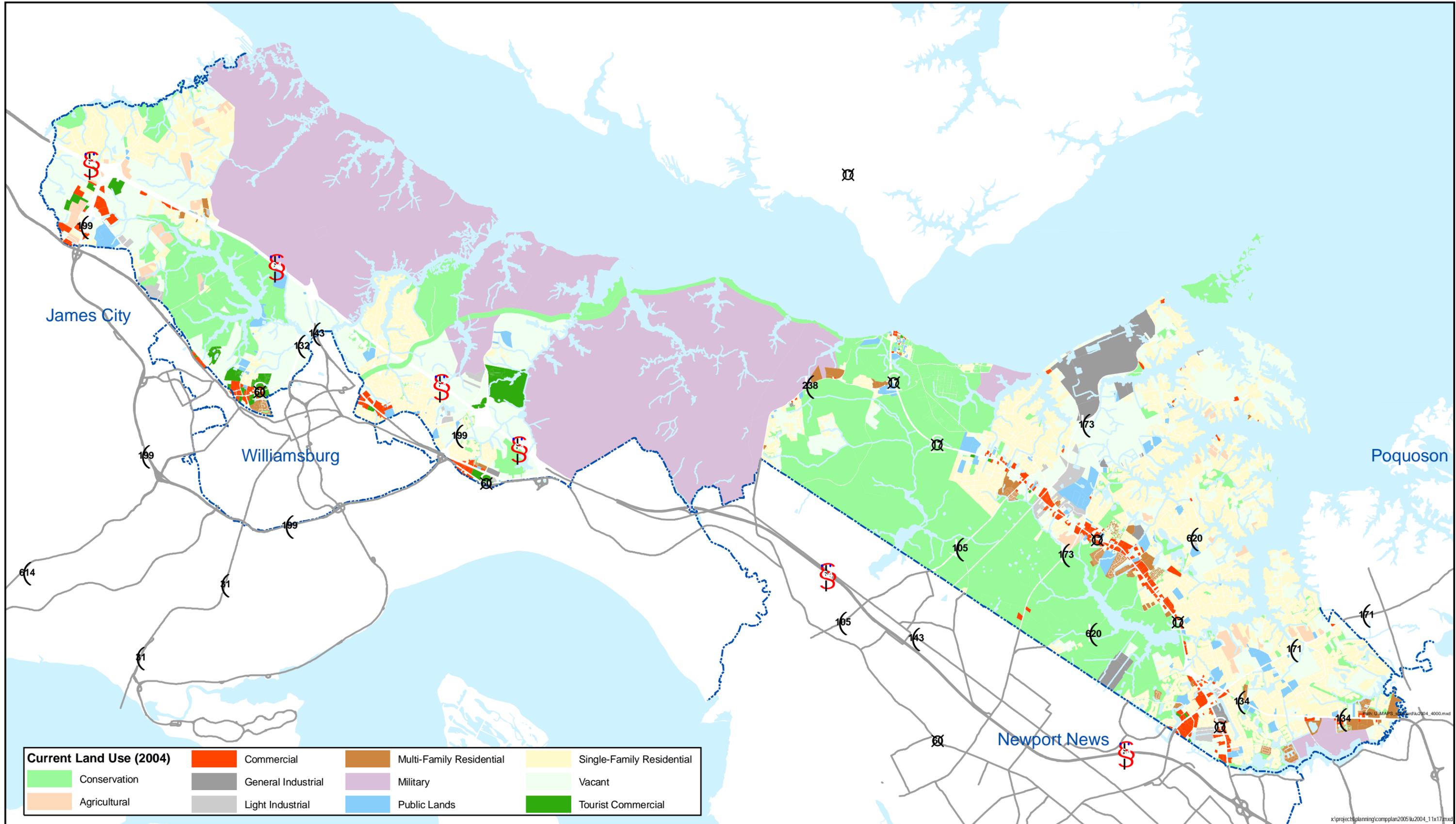
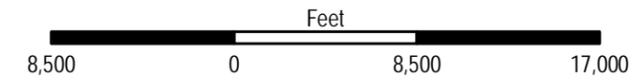
### Residential

Residential development occupies about 12,000 acres. Although this figure may seem low for a suburban “bedroom community” of almost 66,000 acres, it represents 42.3% of the County's *gross developable* land area (excluding military installations and conservation/recreation land)

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This map should be used for  
information purposes. It is not  
suitable for detailed site planning.

# 2005 Existing Land Use

July 14, 2005



and 70.7% of the County's developed non-military land area. The vast majority of the residentially developed land in the County (94%) is dedicated to single-family detached housing.

Low-density residential development is typically found along the County's extensive shoreline (approximately 200 miles) and in other areas where development constraints – such as environmentally sensitive areas, lack of public utilities, poor access, etc. – limit the capacity of the land to support denser development, while medium- and high-density single-family uses are generally located in areas where public utilities and convenient access to major thoroughfares are available. Even though the designations of "medium" and "high" denote smaller lots, the conventional development lot sizes permitted in these areas are somewhat larger than the "medium" and "high" density lots in other localities. However, since the early 1990s, the predominant trend in single family detached residential development has been the use of the "cluster" or "open space subdivision" development technique where lots are smaller but the total number allowed is no more than would be permitted under conventional subdivision practices.

Multi-family residential development includes townhouses, duplexes, quadruplexes, and other multiplex units, as well as apartments, and mobile home parks. This category does not include the 450-acre Bethel Manor military housing complex, which is included in the Military category. The 730 acres of multi-family residential development represents 1.1% of the County's land area and 6.0% of the residentially developed land area.

## **Commercial**

Commercial uses occupy approximately 1,500 acres in the County. In the lower County, commercial development is concentrated along Route 17, which is the County's main commercial corridor, and the Victory Boulevard (Route 171) corridor between Route 17 and the Newport News city line, which is centrally located to the entire Peninsula and, with the development of the Village Square (Super Kmart) Shopping Center, Cybernetics, the First Advantage Credit Union office building, Wal-Mart, and various hotels and restaurants, has experienced a significant transformation in the past ten years.

In the upper County, the Lightfoot area has emerged as a major retail destination for the greater Williamsburg area. The completion of the segment of Route 199 between Interstate 64 and Route 60, coupled with the extension of Mooretown Road to a full interchange at Route 199, have created a major commercial node encompassing the Mooretown Road and Route 199/East Rochambeau Drive corridors. The County has developed a water system to serve the area and sewer service is also available. Other commercial corridors in the upper County are Route 143 (Merrimac Trail), Mooretown Road, Bypass Road (Route 60), and portions of Pocahontas Trail and Richmond Road.

Almost 40% of the commercial development in the County is classified as Tourist Commercial, which includes hotels, motels, timeshare resorts, and other uses oriented primarily to the tourist market. There are a few tourist commercial activities in the Yorktown area as well as several motels along Route 17; however, the latter facilities tend to serve a transient business market rather than a tourist market in most cases. These tourist commercial activities are concentrated in the Williamsburg market area, particularly along the Bypass Road corridor, with its many motels, restaurants, and timeshares, and the Route 199/Penniman Road corridor where Water Country USA and the Kings Creek Plantation timeshare resort are located.

There are also various neighborhood-oriented businesses that serve the day-to-day needs of nearby residents. These are generally termed convenience activities since their business depends more on the convenience of the establishment to the shopper than to any comparative advantage over other establishments offering similar products. In York County, neighborhood commercial activities are generally located in the centers of the older, well-established residential areas such as Lackey, Seaford, Dare, and Penniman Road. This category also includes water-related activities that have historically held a very important position in York

County's commercial base. Included under this category of commercial activities are the marinas as well as several boat-building operations and seafood businesses located in the Dare, Seaford, Dandy, and Waterview areas.

### **Industrial**

The 1,700 acres devoted to industrial land development represent 2.5% of the County's land area. The great majority of this industrial land area is utilized by the Giant Industries oil refinery and the Dominion Virginia Power Yorktown Power Station, both located on the Goodwin Neck peninsula. These two operations comprise the major portion of the General Industrial activities in York County. Also included in the General Industrial category for the purposes of this analysis are the numerous automobile salvage yards at the southern end of the Route 17 corridor in Tabb. The categorization of these businesses as heavy industrial uses is based on their impact on their surroundings in terms of characteristics such as noise, dust, odor, traffic generation, and visual appearance. Approximately 1,250 acres are classified as heavy or general industrial.

Light or limited industrial activities are scattered throughout the County and are in many cases located in the midst of commercially oriented areas. Examples of this activity are the Bethel, Busch, Ewell, Greene, and Victory industrial parks.

### **Public/Institutional**

Public uses in the County include County schools, fire stations, libraries, and office buildings, the State-operated Victory Center at Yorktown, U.S. post offices, and the Commonwealth of Virginia's Emergency Fuel Depot property near Cheatham Annex. The institutional category of land uses includes places of worship, the new Sentara Williamsburg Community Hospital under construction on Mooretown Road, the Historic Triangle Community Services Center and the Williamsburg water filtration plant on Waller Mill Road...however, a large portion of the land area is attributable to the Colonial Coast Girl Scout Council camp in the Skimino area of the County. Lands classified as public or institutional occupy a small proportion (1.7%) of the County's gross land area.

### **Military**

Military landholdings account for approximately 20,900 acres, or almost a third (31.8%) of the County's gross land area. Included under this classification are the Bethel Manor military housing complex, the U.S. Coast Guard Training Center, the Yorktown Naval Weapons Station, the Cheatham Annex Naval Supply Center, and Camp Peary. As previously noted, this vast amount of military property exerts a major influence on land use and development patterns in York County. Most notable is the fact that the Naval Weapons Station "divides" the County into its "upper" and "lower" portions.

### **Open Space**

The Open Space category is fairly broad, encompassing conservation areas, agricultural land, and vacant land that is privately owned. Lands identified under the Conservation category include the Colonial National Historical Park, the various County parks, the City of Williamsburg's Waller Mill Park, and the extensive holdings of the Newport News and Williamsburg Waterworks (Harwood's Mill, Lee Hall, and Waller Mill watersheds). Also included are the various designated common areas within residential subdivisions. The 16,400 acres that these uses occupy represent a quarter (25.2%) of the County's land area.

The Agricultural category includes commercially productive agricultural activities that are participating in the Land Use Assessment program. They account for an estimated 676 acres or 1.0% of the County's land area. The majority of these activities are concentrated in the Lightfoot and Skimino areas. Several other agricultural operations are spread throughout the County;

however, none are extensive. In general, agricultural activities in York County contribute more to the perception of a rural atmosphere than they do to the County's economic base.

Vacant and undeveloped privately owned land comprises almost 11,200 acres, or 17.0% of the County's land area. These are the areas to which growth will be targeted in the years ahead. Large areas of contiguous vacant land are prominent in the upper County, especially in the Skimino and Lightfoot areas and the lands surrounding Interstate 64 interchanges at Camp Peary/Route 143 and Route 199/Water Country USA. In the lower County, large areas of vacant land are largely limited to environmentally constrained land in the Seaford, Baytree Beach, York Point, and Tabb areas, much of which has limited development potential. Most of the very large potential residential development sites in the lower County have been used. It is unlikely that major planned developments on the magnitude of Coventry, Kiln Creek or Yorkshire Downs will be proposed, simply because tracts that large are unavailable. There are still significant opportunities, however, for additional infill development (the development of new housing or other uses on scattered vacant sites in a built-up area<sup>1</sup>), in both the upper County and the lower County

## COMMUNITY CHARACTER AND APPEARANCE

Traditionally the term *land use* has been fairly narrowly construed to encompass the basic category of use – i.e., residential, commercial, or industrial – that describes how land is or will be developed. More appropriate, however, is a broader definition encompassing not just the type of use but how it will be designed and what it will look like. Just as most County residents take pride in the character and appearance of their homes and properties, so too do they have keen interest in the overall character and appearance of the County in which they live. Whether one's interest is in preserving the County's "rural character" (a term that has various definitions), seeing vacant commercial buildings occupied, having architecturally attractive commercial and residential buildings, living on tree-lined residential streets, or a host of other objectives, there is a strong desire to preserve and improve York County as a pleasant and attractive place to live, work and enjoy leisure time.

York County is blessed by its geography. With over 200 miles of shoreline and associated tidal areas and almost 50% of its total land area owned by the Federal government (military or National Park Service) or as parts of watersheds (Newport News Waterworks or City of Williamsburg waterworks), there are vast areas of green space that are likely to remain that way for many generations. These "green" areas are supplemented by undeveloped privately owned lands with extensive tree cover and by developed properties where attention and effort have been given to protecting and enhancing the landscape. This vast amount of green/open space is one of the County's principal *character-defining* features and, most likely, is the reason that so many perceive the County to be *rural*, or at least *semi-rural*.

Although development has altered much of the County's natural landscape, policies and regulations put in place nearly 50 years ago (with the adoption of the County's first Zoning Ordinance in 1957), and improved upon since, have helped to minimize the *character-altering* impacts of that development. Could those techniques have been more aggressive and have required greater amounts of landscaping or open space? Yes – but so too could they have been less stringent. Suffice it to say that the land use controls imposed over the past 50 years have struck the balance that was considered appropriate at the time between private property rights and the citizen concerns. Now, as the County is about to enter its second 50 years of planning and zoning history, citizen responses indicate a desire for the bar to be raised to a higher level to ensure that the inevitable growth and development that occurs has a positive *defining* effect on the character and appearance of the County.

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<sup>1</sup> Harvey S. Moskowitz and Carl G. Lindbloom, *The Latest Illustrated Book of Development Definitions* (Rutgers, The State University of New Jersey: New Brunswick, NJ), 2004, p. 207

## **Character-Defining Tools And Techniques**

Under the terms of the *Code of Virginia*, various tools and techniques are available to local governments seeking to protect and enhance the character and appearance of their jurisdiction. These measures can be coupled with non-regulatory and incentive-based policies and programs to address issues affecting appearance, either on a countywide basis or in targeted areas, as was the case with the recommendations developed in 2004 by the Route 17 Revitalization Committee. The following is a summary of some of the techniques in use in York County.

### **Landscaping – Preservation and Enhancement**

In 1980 the Board of Supervisors adopted amendments to the Zoning Ordinance that established the first formal landscaping requirements for commercial and industrial development. These provisions required that a 10-foot wide open space area be provided around the perimeter of development sites and that existing trees within that area be preserved to the extent possible and that supplementary landscaping be installed. These requirements have been adjusted over the years, in terms of both width (a 20-foot wide strip is now required along road frontages) and number of landscape plantings, all with the objective of continuing to enhance the appearance of developing areas. As the landscaping installed pursuant to these requirements continues to mature, the appearance of the County's commercial corridors will continue to improve.

Recognizing the aesthetic benefits that landscaping can provide at the "gateways" to the County and on major transportation corridors, the County has undertaken several major landscaping projects with funding provided on a dollar-for-dollar match through the Virginia Department of Transportation Revenue Sharing Program. To date, extensive median and shoulder landscaping has been installed on segments of Routes 17, 171, and 199 and additional projects are planned for Bypass Road, Merrimac Trail/Second Street and the Grove interchange area. As a part of this effort, the County has also assumed responsibility for enhanced levels of maintenance (mowing/litter pick-up, etc.) along these roadways. As the landscaping installed in these areas matures, it will significantly improve the appearance of the corridors.

### **Greenbelts**

In accordance with policy guidance provided by the 1991 *Comprehensive Plan*, the Board of Supervisors amended the Zoning Ordinance in 1995 to include requirements to protect and preserve existing trees and vegetation within a 35-foot wide *Greenbelt* along certain designated road corridors. These provisions recognized the reality that commercial site design and development usually resulted in considerable disturbance within the front ten to twenty feet of a site, causing existing mature trees to be damaged or destroyed and thus altering significantly the views and vistas along that corridor. While some have argued that tall, spindly existing trees should be removed from a developing site and replaced with new landscaping, it is those same tall trees that create the pleasant vistas along many of the County's road corridors and that can be supplemented (rather than replaced) with new landscaping to create an even more attractive highway corridor. With these benefits in mind, the Board of Supervisors has recently amended the Greenbelt provisions to increase the width to 45 feet along certain corridors and to expand the provisions to additional residential and commercial corridors.

### **Corridor Design Standards**

Also in 1995, and again in concert with policy guidance provided in the 1991 *Comprehensive Plan*, the Board of Supervisors amended the Zoning Ordinance to establish the TCM-Tourist Corridor Management Overlay provisions. These provisions, which don't change the list of uses allowed by the underlying zoning classification, address basic architectural design and appearance issues with the objective of ensuring that new or redevelopment projects are

compatible with their surroundings and present a positive image on the County's major tourist entry corridors (as enabled by the terms of Section 15.2-2306 of the Code of Virginia). In 2005, the Board of Supervisors adopted amendments that strengthened the architectural design standards in the existing TCM overlay district and also created a separate stand-alone Corridor Management Overlay designation applicable to Route 17 between Cook Road and the Newport News city line. The Route 17 overlay, which includes many of the same architectural design standards of the basic TCM overlay, was adopted as a direct result of the work and recommendations of the Route 17 Revitalization Committee.

### **Historic Districts**

In 2004, after many years of study and deliberation, the Board of Supervisors established the Yorktown Historic District and the accompanying Yorktown Design Guidelines. These provisions, which were adopted pursuant to the authority provided in Section 15.2-2306 of the Code of Virginia, establish a formal architectural design review process for the historic Village of Yorktown the intent of which is to ensure that new construction and renovation work is designed in a manner that respects and complements the special character of Yorktown.

### **Cluster Development Opportunities**

First established in 1985, the residential *cluster* or *open space subdivision* provisions of the Zoning Ordinance are intended to promote the protection and preservation of environmentally sensitive areas and open space for and active and passive recreation within residential developments. The cluster provisions allow the same development yield (number of lots) that can be achieved through conventional subdivision techniques, but there is no minimum lot size requirement. As a result, lots can be much smaller and the land not platted into individual lots can be reserved as permanent open space owned in common by all the lot owners in the development. This has proven to be a popular development practice and has resulted in the preservation of more character-enhancing open space and woodland than would have been the case under conventional development techniques.

### **Conservation / Open Space Easements**

As noted previously, the vast amounts of federally owned and waterworks-owned properties in York County contribute enormously to character and appearance. However, recognizing that there may be other properties and areas worthy of permanent protection – whether because of environmental sensitivity, appearance values, buffering, recreation needs, etc. – the Board of Supervisors has established capital improvements program funds for both Greenways acquisitions and Conservation Easements acquisition. Although funding amounts are limited, the establishment of these funds represents an acknowledgement of the importance of such areas to the future appearance of the County and the well-being and contentment of its citizens.

### **Property Improvement Grant Programs**

In order to stimulate reinvestment in the commercial property on the Route 17 corridor, the Revitalization Committee recommended that financial assistance (matching grants on a dollar-for-dollar basis up to a maximum award of \$20,000) from the County's Economic Development Fund be offered for a Route 17 Commercial Property and Building Improvement Incentive Program. Many of the businesses on Route 17 and on other commercial corridors are small operations that generally have very little available capital for improving the appearance of their property. In many cases the businesses are leasing the property and the owners have no motivation to improve the building and/or property. A number of the small strip centers in these commercial areas are leasing to small local businesses that do not pay high rents; hence, the owners of these centers are not inclined to make major renovations since their current net operating profit is very low. This grant program, which proved to be very popular and resulted in a number of successful renovation projects, provides a financial incentive for commercial

property owners to improve building façades, signage, landscaping and general site conditions. The overall goal of the program is to improve the aesthetics and functionality of the corridor businesses in order to maintain and increase their economic viability. While initially developed for Route 17, this program is readily transferable to other commercial corridors in the County.

### **Tax Exemption Program for Rehabilitation, Renovation or Replacement of Commercial and Industrial Structures**

Many properties on the County's commercial corridors are occupied by older structures, and it is likely that some owners are hesitant to renovate or expand because improvements can result in increased real estate assessments and an increased tax burden. Section 58.1-3221 of the Code of Virginia provides authority for localities to provide for the partial exemption from real estate tax for commercial and industrial structures that are twenty (20) or more years of age. The exemption may be made available for a period not to exceed fifteen (15) years. By providing a real estate tax exemption for property improvements to older commercial structures in the corridor, owners will have a real incentive to improve and maintain the quality of their property. Section 58.1-3221 of the Code of Virginia provides the following specific guidelines for this program. As a result of the recommendations of the Route 17 Revitalization Committee, the Board of Supervisors adopted a tax exemption program for the Route 17 corridor in 2004. This same type of program could be established on other commercial corridors as determined appropriate by the Board of Supervisors.

### **Underground Utilities**

Overhead utility lines add to the visual clutter, detract from the appearance of even the best looking and best maintained properties, and limit the type and size of the landscaping that can be planted along the road shoulder and the fronts of properties. In addition, the overhead lines are subject to damage from automobile accidents (poles hit and snapped) and during storms (from limbs or trees falling across the lines). For these reasons, underground utilities are required in York County in all new subdivisions and on-site in all new commercial and industrial developments. In addition, where new development activity necessitates relocation of roadside overhead lines, they must be placed underground in their new location. Areas where utilities have been placed underground (e.g., in front of Washington Square and Grafton Shopping Centers, along Victory Boulevard in the Kiln Creek area) are noticeably more attractive as a result. Unfortunately, the cost of putting existing lines underground is extremely high and, while the County has set aside a small sum (\$50,000) in the annual Capital Improvements Program Budget for several years, the available amount is a "drop in the bucket" in relation to the \$1 million/mile general cost estimate for such work.

One of the most opportune times to consider undergrounding utilities is in conjunction with road improvement projects since VDOT policies allow certain "credits" for utility relocation work that is necessitated by a road project. As a result of these opportunities, the Board of Supervisors has approved a major commitment of County funds (to be matched through the VDOT Revenue Sharing Program) to facilitate undergrounding of utilities along most of the length of the proposed Route 17 widening project between Wolftrap Road and Route 134. In addition, the Board has indicated a desire to target Bypass Road as the next area for an undergrounding effort.

### **Telecommunications Towers**

Wireless telecommunications infrastructure has given rise to another set of utility-related aesthetic concerns with the proliferation of telecommunications towers. Consumer demand for cellular phones, paging devices, two-way radios, public safety services, and other wireless telecommunication services has increased sharply in just the last 5-10 years. The fast-paced wireless communications industry has presented local governments with the challenge of guiding the siting of the industry's antennas and support structures in their communities. At

times it is difficult to find suitable locations that meet both the expectations of the wireless industry and the aesthetic goals of the community.

Support structures are typically needed for the placement of an industry's antennas to deliver wireless communications. Antennas must be at specific heights (typically between 150' and 200') to transmit and receive radio frequencies adequately. Existing support structures – such as buildings, utility poles, pylons, church steeples, water towers, highway signs, lighting poles, and existing towers – can help accommodate the industry's antennas when they are located in or near a provider's service area. Basically, any structure that meets the height requirements needed by the service provider can be adapted to accommodate an antenna. The industry often uses existing support structures when available but when they are not available the communications provider must construct a support structure – usually a communications pole or tower – capable of supporting its antenna.

Although the federal Telecommunications Act of 1996 did not preempt local zoning authority, localities are somewhat constrained in their ability to deny requests for towers. Such decisions may be overturned by the Federal Communications Commission or federal courts if the intent or the effect of the decision is to discriminate between types of communications service providers, if the decision is not reached within a reasonable period of time, if the denial is unreasonable, or if the denial is based on public health concerns relating to radio frequency emissions. In addition, the Act places an obligation upon localities to assist the telecommunications providers in finding a facility somewhere within the footprint (coverage area).

Through its development ordinances and Special Use Permit conditions for towers, the County works to ensure that support structures are properly sited. Each potential tower site is different, but there are certain general policies that should govern where such facilities are located. Towers should not be located in or near historic areas or along tourist corridors or greenbelt roads and ideally should be located in industrial and commercial areas rather than in residential neighborhoods. In accordance with the County's policy that it is preferable to have fewer towers, even if that means they have to be taller than they would otherwise be, wireless providers should be required to share towers (i.e., co-locate) whenever possible and existing structures should be used when available. When no other feasible option exists, communication towers will be allowed to encroach on these areas if facilities are designed appropriately and are compatible with the character of the protected areas. In such cases, antenna support structures should be designed to blend into the environment whenever possible. Finally, it is important to ensure that support structures are removed in a timely manner when they are no longer in use.

### **Additional County Funded Maintenance**

Since 1999, the County has supplemented VDOT's mowing and litter pick-up efforts on portions of the Route 17 corridor and at the Route 143 "gateway" to the County off I-64 (Camp Peary interchange) to enhance their appearance. This effort ensures that the medians and shoulder areas are mowed at least every two weeks, in contrast to the every two months or more frequency that is the norm given VDOT's resource limitations. The County program initially depended on workforces provided by the Virginia Peninsula Regional Jail; however, over the past several years the manpower available from the jail has declined. As a result, the County crews have assumed a greater role, and significant funding has been provided by the Board of Supervisors to allow maintenance contracts to be awarded to the private sector. Through these commitments, the County now maintains or funds private sector maintenance on virtually the entire Route 17 corridor; on Route 171 from Route 134 to the Newport News city line; on Route 143 at the Route 199 interchange, the Camp Peary interchange, and at Second Street; and on Route 199 and Mooretown Road in the Lightfoot area. The aesthetic benefits of this program have been significant and, as VDOT's resources continue to decline, there will likely be additional corridors where such County-funded efforts are necessary in order to achieve the appearance standards that citizens desire.

## **Blight Elimination**

Currently, York County has adopted the parts of the Virginia Uniform Statewide Building Code that address new construction. Part III of the Virginia Uniform Statewide Building Code is a property maintenance code that allows localities to formally cite property owners for violations like broken windows, decaying wood and peeling paint. This code is routinely used in communities with older, run-down housing and commercial structures that are not being maintained. Adoption of this code would require additional staffing to enforce and would have to be applied on a countywide basis rather than targeted to a specific area or corridor – both of which have been cited by the Board of Supervisors in previous discussions as reasons for not pursuing this type of program. However, as the County's housing stock and structures along commercial corridors continue to age, and in some cases deteriorate into blighted conditions, it may become increasingly necessary to have available a regulatory tool to persuade property owners to maintain their buildings.

## **Acquisition of Maintenance and Landscape Easements on Blighted Properties**

For various reasons, commercial and residential properties sometimes become vacant and are not maintained properly. These situations range from vacant lots that are not mowed frequently enough to commercial structures that become dilapidated and are prime graffiti targets. Code enforcement efforts sometimes work in these cases but often are very ineffective, particularly in the absence of a comprehensive property maintenance ordinance. Even properly maintained abandoned properties can be a 'blight' on a neighborhood or corridor. For example, along Route 17 there are numerous properties with old vacant buildings or properties where the building has been demolished yet the concrete or asphalt parking lots and driveways remain. These properties are not attractive and, in most cases neither the buildings nor other improvements could be salvaged for use in a redevelopment scheme for the property. For aesthetic and marketing purposes the best short-term solution for many would be to simply remove all of the old remnants and grass/landscape the site.

In 1997 the County was faced with a dilapidated building situation next to the Yorktown Library. An old service station was abandoned and an out of town owner was not maintaining the property. County staff was able to convince the owner to raze the structure but could not require that the grounds be cleaned and maintained to the same standard as the adjacent library property. In order to accomplish this the County requested that the owner dedicate/donate a landscaping and maintenance easement that allowed County forces to remove the debris on the property, plant shrubs and grass, and properly maintain the grounds. This same approach could be selectively used to address problem properties where all other avenues, including building maintenance codes (if adopted), have failed. The goal of such a program, which could be targeted to specific corridors or areas, would be to effect significant aesthetic improvements on the targeted property in order to stop its blighting influence and facilitate the property's sale and renovation. Ideally, such results could be achieved through an easement arrangement, thus allowing the County to make the aesthetic improvements but with the property remaining in private ownership. However, in certain other situations it may be necessary for the County to pursue an outright purchase of the property in order to implement the desired aesthetic improvements and to make the property (or properties) more marketable and better able to accommodate redevelopment, and with an ultimate objective of resale to the private sector. The County should be prepared and willing to pursue such approaches as necessary.

## **Developing A Vision**

As noted previously, in 2004 the Route 17 Revitalization Committee, a committee appointed by the Economic Development Authority in response to the Board of Supervisors' goal to improve the appearance of Route 17, recommended a 14-point action plan for the corridor. As part of its work the Revitalization Committee discussed and developed the following vision statement for Route 17. Many of the points in this vision statement (listed below), as well as the action item

recommendations, are transferable to other corridors in the County and the process followed by the committee should serve as a model for encouraging improvements to additional corridors and areas.

*“We envision Route 17 as a corridor where...*

- *Existing businesses can remain viable and flourish through growth and expansion;*
- *New businesses can be established and thrive;*
- *Existing and newly developed parcels contribute positively to the appearance of the corridor;*
- *Property owners take pride in the condition of their properties and keep them attractive and well-maintained;*
- *Existing deteriorated structures have been rehabilitated or demolished;*
- *Signs are well-maintained, attractive, tastefully designed, and subdued in terms of size and height;*
- *Monument-style signs with attractive landscaping around their bases are the preferred and predominant type;*
- *Signs associated with closed businesses and abandoned properties have been removed;*
- *Development regulations strike an appropriate balance between private property rights and establishing and protecting community character (i.e., where property can be developed to its highest potential, while at the same time ensuring that sufficient attention is given to compatibility with surroundings, appearance of buildings, signs, landscaping, etc);*
- *Medians, shoulders and other available areas of the VDOT right-of-way are landscaped with trees, shrubs, ornamental grasses, perennial and annual flowers and weed-free lawn areas in a consistent theme pattern, all of which are maintained to remain healthy and attractive;*
- *Unightly utility lines have been placed underground;*
- *Adjoining property owners have agreed to share joint-access driveways in order to improve Route 17 traffic flow and safety conditions and to enable efficient and cost-effective site design;*
- *Parking lots and large expanses of asphalt are screened or buffered from view by low-profile landforms (berms), ornamental fences, shrubs, ornamental grasses or other landscaping;*
- *Efforts are made to protect and retain existing mature and healthy trees on a development site;*
- *Outdoor storage areas, dumpsters, building mechanical systems (HVAC units), loading docks and other potential unightly features are screened from view from the corridor.”<sup>2</sup>*

## **CITIZEN INPUT**

York County is a residential “bedroom community” and, based on the public input collected in the preparation of this plan, York County’s citizens would like it to stay that way. York County’s quiet, rural character was the reason, according to the results of the 2005 telephone survey, that 13% of County residents first chose to live here (second only to the quality of the schools). Over 63% of county residents consider it extremely important that open space and green space be preserved, 46% believe it is extremely important for new businesses to have attractive landscaping, and 49% consider it important to address vacant, rundown properties in order to improve the appearance of commercial corridors. Citizens have expressed concerns about the pace and appearance of new development and how it can result in the destruction of trees and green areas.

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<sup>2</sup> Route 17 Revitalization Committee, *Final Report*, November 2004.

When asked what they like *most* about living in York County, citizens mentioned a variety of factors including the following “community character and appearance” reasons:

- Rural or semi-rural environment
- Country living
- Calm, small-town feel
- Greenspace/natural areas
- Quiet, peaceful
- Large amounts of trees
- Shoreline setting

Conversely, when asked what they like *least* about living in York County, citizens mentioned the following “community character and appearance” factors, among other various other reasons:

- Loss of trees and greenspace to new development
- Lack of architectural character along commercial corridors
- Abandoned / unsightly buildings on commercial corridors
- Lack of a “downtown”

In general, through their comments at the Neighborhood Open House meetings, on questionnaires, and in the telephone survey, County citizens have made it clear that they value greenspace and support efforts to improve the appearance of existing and new development. There is concern that continued development, if it is not planned and implemented with attention to open/green space protection and enhancement and architectural quality, will destroy the attributes that attracted people to make York County their home. While that sentiment doesn't suggest that new development be prevented, it does indicate that County citizens support establishment of plans, policies and laws to ensure that the development (or redevelopment) that occurs will contribute positively to the County's character and appearance.

## **PLANNING ISSUES FOR THE FUTURE**

The one adjective that is probably used more than any other to describe York County is “rural.” As noted, many residents who were not born in the County say they moved to York County to get away from more urban environments. They like the fact that York County is less “built up” than other communities. They like the slower pace, the lush vegetation, the open space, and the less congested atmosphere. York County tends to attract more than its share of families with children because it is a good environment for raising children. This is nothing new, and it is certainly not unique to York County. The post-World War II settlement pattern across the United States has been characterized by migration out of the central cities into the suburbs and beyond, into the so-called “exurbs.”

Maintaining this “rural” character in the face of continued development and striking a balance between the citizens' desire for a high quality of life and landowners' rights to develop their property are the sorts of challenges that the County will face in the years ahead. These challenges were addressed in the 1991 *Comprehensive Plan*, which cites the following characteristics that contribute to the perception of a “rural” character in the County:

- Retention of natural physical features,
- Retention of forest and woodland areas, both along roadways and within developed areas,
- Protection of existing agricultural areas,
- Protection or installation of landscaping and open space in all development, and
- Protection or enhancement of open space areas at strategic, highly visible locations throughout the County.

This is still as true in 2005 as it was in 1991, and, thanks largely to the approach the County has taken in its development rules and regulations – most notably the Zoning and Subdivision Ordinances – measures are in place to allow the County to continue to develop without losing these rural characteristics. These measures include tree preservation standards, landscaping requirements, lower residential densities, larger lots, open space requirements in housing developments, greenbelts along major roadways, and natural resource management and protection standards. The citizens have affirmed their support for these measures, expressing strong support for protecting the environment, keeping the overall population density low, purchasing and preserving open space, enhancing the appearance of major commercial corridors, and requiring landscaping in all new development. In addition, there are several large land areas in the County – including watershed property, the National Park Service property, Camp Peary, and the Naval Weapons Station – that will not likely be opened for private development and contribute to the perception of “rural” character by providing large amounts of contiguous vegetated open space.

Although “rural” probably is not the best word to describe a county that, with approximately 600 persons per square mile, is the sixth most densely populated county in Virginia, many of the things people think of as rural – trees, open space, and low densities – are still applicable to York County and, through appropriate development techniques, can be maintained without causing undue hardship on the landowners.

## **LAND USE DESIGNATIONS**

The following land use designations have been used in developing the Land Use element and the 2025 Land Use Map. Although general in nature, these designations will provide guidance for any changes to the more specific zoning regulations and zoning district locations and boundaries that implement the *Comprehensive Plan*. It must be clearly recognized that development in accordance with these designations, as they apply to a specific area, may be appropriate not at this time but only after certain improvements and infrastructure are completed. Since some of these improvements may require public investment, the appropriate timing for development will be closely related to capital improvements programming by the County and state.

### **Conservation**

The Conservation designation is intended to recognize the vast amounts of parkland, watershed areas surrounding current or potential public water supply reservoirs, and similar reserved areas and ensure their protection. For the most part, these areas are in a natural state and contribute positively to the perception of a rural atmosphere. The Conservation designation is intended as a policy statement to indicate the County's commitment to the proper management and protection of these sensitive and unique areas. While many of these areas are controlled by the Federal or state government and are not subject to local land use regulations, such areas should in most situations be placed in the least intensive zoning classification in order to ensure their proper management and protection. This will ensure that almost any development, unless it is of extremely low intensity, will be reviewed by the Planning Commission and the Board of Supervisors through the rezoning process.

### **Military**

This designation recognizes the vast amounts of military property in the County even though such installations are not subject to local land use regulations. Several of these installations also have environmentally sensitive areas that would limit development opportunities if transferred to private ownership. Consequently, such areas should be placed in the least intensive zoning classification to emphasize the County's interest in ensuring their proper management and protection.



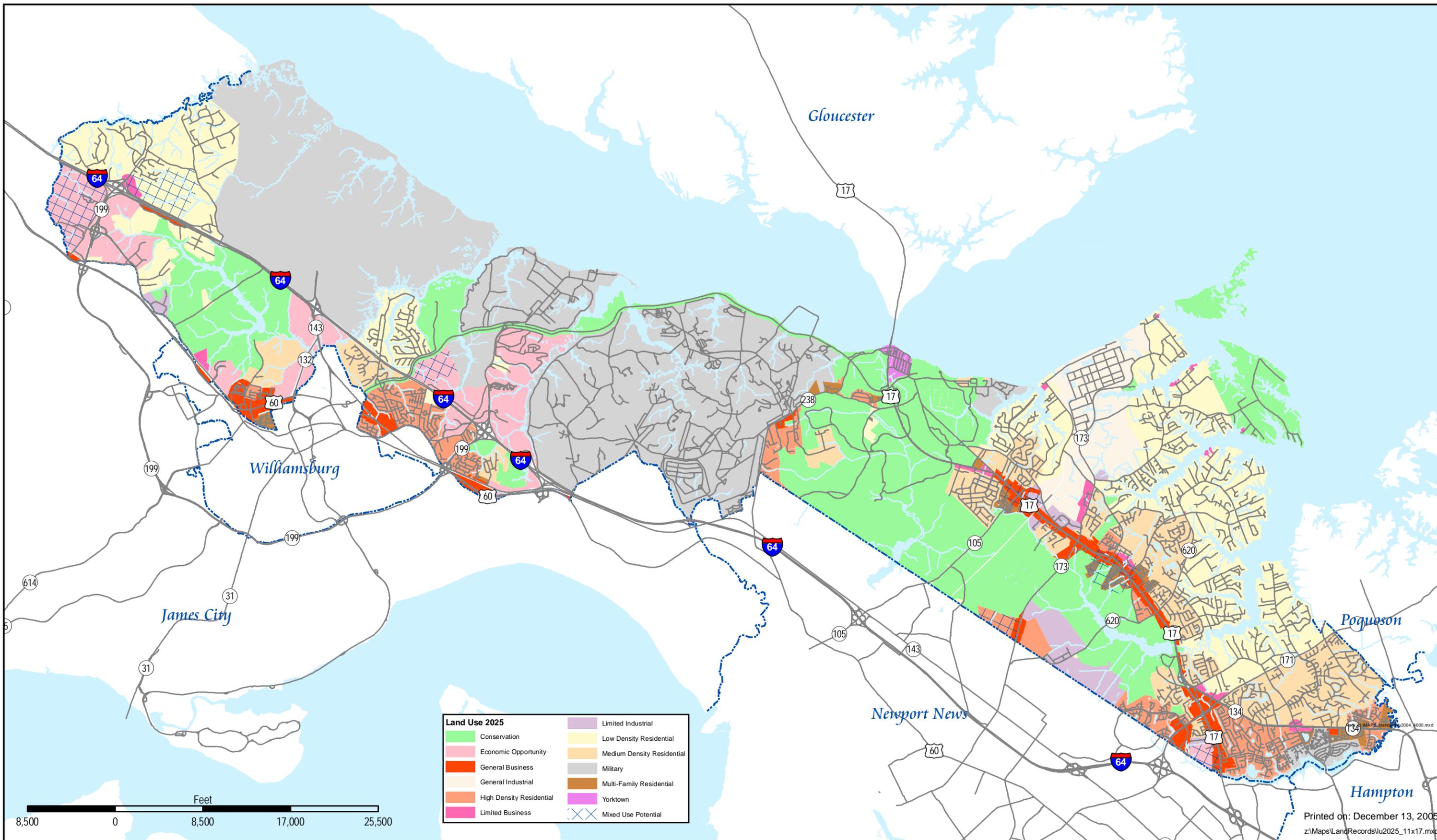
THIS IS NOT A LEGAL PLAT.  
This map should be used for  
information purposes. It is not  
suitable for detailed site planning.

# Land Use 2025

Adopted on: December 6, 2005



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## **Single-Family Residential**

The three single-family residential designations are based on density (number of housing units permitted per acre of land) and are intended to recognize and continue the existing range of single-family densities in the County. This plan has defined allowable development density in terms of gross acreage; however, since undevelopable areas such as water bodies, wetlands, marshes, major power transmission rights-of-way, steep slopes, and other similarly situated areas should be excluded from single-family lots, the use of clustering is preferred to conventional subdivision. This technique will preserve the environmental amenities that make York County special while maximizing open space retention, reducing impervious surface, and providing efficiency and cost savings in infrastructure construction. and can be accomplished by establishing appropriate lot size criteria for conventional subdivisions while controlling cluster subdivisions through density.

- **LOW DENSITY:** This designation is intended to provide opportunities for single-family detached housing having a maximum density of **1.0 dwelling unit per acre**. Low-density development is appropriate in areas where physical or environmental constraints are prevalent and/or public services and facilities are limited.
- **MEDIUM DENSITY:** This designation is intended to provide opportunities primarily for single-family detached housing having a maximum density of **1.75 dwelling units per acre**. Medium-density development typically generates moderate demands on public services and facilities and should be located in areas where such services will be adequate and environmental constraints will not present development problems.
- **HIGH DENSITY:** This designation is intended to provide opportunities for single-family housing having a maximum density of **3.0 dwelling units per acre**. The high-density development envisioned by this designation can be expected to generate intensive demands on public services and facilities and should be located with careful consideration given to the availability and adequacy of public services, transportation facilities, and commercial centers.

With respect to the establishment of specific residential zoning classifications, it is intended that a range of residential density opportunities be made available. In this regard, the density guidelines established herein should be interpreted with a degree of flexibility when determining the range of lot sizes that are consistent with and can implement a particular density designation. Furthermore, the definition of permitted densities should not be construed to preclude consideration of higher-density single-family detached housing through the planned development process, subject to public hearing requirements and review by the Planning Commission and the Board of Supervisors.

Flexibility is also appropriate with respect to the development of small vacant "infill" parcels that are essentially surrounded by development having a density in excess of that prescribed. Such "infill development" flexibility should be exercised only in situations where logical and efficient subdivision and provision of public utilities would be difficult in strict accordance with the established density designation. In no case should such an interpretation be made that would circumvent the overall Land Use goals and objectives or allow the extension of inconsistent development densities into essentially undeveloped areas.

## **Multi-Family Residential**

This designation is intended to recognize and encompass those areas of the County that are particularly suitable for residential development at a maximum density of **10.0 units per acre**. The high-density development envisioned by this designation can be expected to generate very intensive demands on public services and facilities and should be located accordingly. This designation is intended to provide opportunities for a variety of multi-family housing types such

as garden apartments, townhouses, duplexes, quadruplexes, etc. In addition, it is the intent of this designation to provide opportunities for the establishment of manufactured home subdivisions through use permit provisions or other appropriate review techniques intended specifically to evaluate the impact of such development on the surrounding area.

### **Limited Business**

The Limited Business designation is intended to provide opportunities for commercial activities of low to moderate intensity such as business or professional offices, and research, development and training facilities and commercial activities oriented primarily toward serving the day-to-day needs of residents of nearby areas. The scope of permitted commercial activities should be limited so as to discourage substantial traffic from outside the immediate neighborhood. Because of this limited scope, this designation is appropriate within, or in close proximity to residential neighborhoods. This designation is also intended to recognize and continue to provide opportunities for various types of activities requiring access to the water. These types of activities have historically been conducted in such areas as Waterview, Seaford, Dandy, and Dare, and their locational requirements often dictate that they be within or in close proximity to established residential neighborhoods or in areas with limited surface transportation access.

### **General Business**

The General Business designation is intended to provide opportunities for retail and other commercial uses oriented primarily toward supplying goods or services for a community or regional market. The scope of commercial activities envisioned by this designation would include uses that need access to arterial highways. The high intensity activity levels envisioned by this designation dictate that it be located with a full understanding of the potential impacts on adjacent residential and commercial development and traffic and circulation patterns.

### **Economic Opportunity**

This designation is intended to guide a mix of office, light industrial, commercial, and tourist-related uses to certain portions of the County that have or are planned to have the access and infrastructure necessary to support both capital- and labor-intensive uses. The imposition of open space, landscaping, and buffering requirements that exceed the otherwise acceptable levels may be appropriate in order to foster a superior development character. The employment benefit to the County should be positive and enhance the tax base by increasing the County's fiscal strength. The unique nature of the Economic Opportunity designation excludes uses that may conflict with or detract from the activities proposed.

### **Limited Industrial**

This designation is intended to provide opportunities for a variety of industrial activities of low to moderate intensity whose operations will have relatively low impacts in terms of smoke, noise, vibration, or similar factors. Desirable features of areas encompassed by this designation include full transportation access (highway, rail, water, air), available utilities, and favorable soil conditions.

### **General Industrial**

This designation is intended mainly to recognize the County's existing heavy industrial base, while providing opportunities for additional industrial activities whose operations and characteristics may necessarily involve significant levels of odor, noise, vibration, traffic and other conditions that may adversely impact surrounding land uses. As with the Limited Industrial

designation, desirable features of areas encompassed by this designation include full transportation access (highway, rail, water, air), available utilities, and favorable soil conditions.

<b>2025 Land Use Summary</b>		
<b>Land Use Designation</b>	<b>Gross Acreage</b>	<b>Undeveloped Acreage</b>
Low Density Residential	11,830	4,030
Medium Density Residential	4,770	1,170
High Density Residential	2,710	330
Multi-Family Residential	590	40
<b>RESIDENTIAL TOTAL</b>	<b>19,900</b>	<b>5,570</b>
General Business	1,500	370
Limited Business	560	330
Economic Opportunity	3,640	2,750
Limited Industrial	1,010	90
General Industrial	2,180	950
<b>COMMERCIAL/INDUSTRIAL TOTAL</b>	<b>8,890</b>	<b>4,490</b>
Conservation	15,560	1,080
Yorktown	120	10
Military	20,960	NA
<b>TOTAL</b>	<b>65,430</b>	<b>11,145</b>

Table 2

### **Mixed Use**

A Mixed Use overlay designation has been applied to certain areas of the County that have been identified as being potentially appropriate for a master-planned development approach that includes some type of mixed use development. This overlay designation is intended to create well-designed communities in which people can live, work, and recreate by providing opportunities for a mix of commercial and residential uses – and different types of residential uses (i.e., detached, attached, and apartments) – within a single, relatively compact development under a unified, coherent master plan. Proposed uses should have a high degree of physical and functional integration with one another, including extensive pedestrian and bicycle connectivity.

The range of permitted uses envisioned within any given mixed use development includes but is not limited to homes, senior housing, hotels and motels, offices, retail shops, restaurants, and, depending on the location, even light manufacturing. The balance of residential and commercial uses should generally reflect the underlying land use designation(s) and be compatible with adjacent land uses. Care must be exercised in evaluating any proposed mixed-use development to ensure that the introduction of a residential component into areas where the underlying designation is not residential will not significantly increase the County’s maximum build-out population of 80,000. Likewise, care must be exercised in evaluating a proposal to introduce a commercial component into an area with an underlying residential designation to ensure compatibility with the surrounding area and the scale of the mixed-use project. It is also critical that any proposed mixed-use development be designed, through proffered conditions, to mitigate public service and infrastructure impacts. Furthermore, in areas with an underlying commercial and/or industrial designation, the mix of uses must have a positive fiscal impact; in other words, the balance of nonresidential and residential uses must be such that the net revenues generated by the former more than compensate for the net expenditures generated by the latter.

While the Mixed Use overlay designation is applied to several locations, the County’s ability to accommodate mixed-use development will be limited not just by market forces but also by the availability of infrastructure and public services. The identification of specific areas for mixed use

should not be construed as excluding other areas from consideration for mixed-use development, nor should it be construed as a guarantee that a mixed-use development, if proposed in one of these areas, would necessarily be approved. Because of their uniqueness, it is critical to require that any proposed mixed-use developments be individually approved by the Board of Supervisors with Planning Commission review and public hearings.

## **SUB-AREA DESCRIPTIONS**

The specific land use designations for each area of the County are discussed in detail in the following pages. Except in areas that are currently vacant, land use designations are in large part intended to reflect existing development. In areas where the land use designation differs from existing development, the designation has been selected with the intention of promoting redevelopment and/or a change in the area's character to ensure compatibility with the surrounding area and/or other land use objectives. It should be recognized that, as set forth in 15.2-2223 of the *Code of Virginia*, each locality's comprehensive plan "shall be general in nature, in that it shall designate the general or approximate location, character, and extent of each feature shown on the plan..." Consistent with that requirement, the land use designations shown on the 2025 Land Use Map should not be construed as parcel-specific. Rather, they are intended to reflect the general location of desired land use types, with the actual use opportunities to be defined on a parcel-by-parcel basis through the Zoning Ordinance district classifications. In cases where there may be a conflict between the map and the textual description contained herein, the text should be considered as taking precedence.

### **1. Skimino**

The Skimino area east of I-64 is in the northernmost part of the County and is one of its most rural areas. Residential lots are relatively large, and utilities are generally unavailable as yet. The topography is severe and road conditions generally poor. The existing development character should continue and thus this area is designated Low Density Residential. However, a Limited Business node has been designated for the area immediately surrounding the east side (i.e., Newman Road) of the I-64 Lightfoot interchange because of its topography, access, and configuration. Commercial development at this node should be oriented toward serving the needs of the surrounding community rather than a regional or tourist market. Such development should be a coordinated concentration of retail service uses of a scale in keeping with the character and market demands of the immediately surrounding residential areas. Any commercial development in this area, however, should be deferred until public water and sewer are available.

The scale of commercial uses should be limited to businesses that are compatible with residential development and are oriented primarily toward serving the day-to-day needs of nearby residential communities. Businesses should be of a type that generally operate only during daylight hours, have low external impacts in terms of noise, light, and activity levels, and are architecturally compatible with residential development. Specific design features would include:

- Limitations on signage – number, type (monument only), area, height, colors
- Limitations on building size (footprint) and height
- Specific architectural design guidelines, including building materials, colors, architectural style, pitched roofs following a consistent, distinct, coherent overall architectural character or theme
- Parking areas shielded from public rights-of-way or, preferably, located to the rear of any structure(s)
- Landscaping – buffers to screen views from adjacent properties and public rights-of-way; heavy parking lot landscaping; street trees
- Pedestrian connectivity both internal and external to the commercial area

# 2025 Land Use Map Sub-Area Index



- Prohibition of incompatible uses – such as 24-hour businesses and businesses oriented toward serving a tourist or regional market rather than a local market
- Prohibition of exposed neon
- Minimal number of curb cuts
- Limitations on outdoor storage and sales
- Limitations on site lighting ( $\leq 0.1$  foot-candle at property line)

These development and design objectives should be implemented by ensuring that the initial zoning classification of the land is at the lowest commercial intensity (i.e., Limited Business) with the understanding that requests for rezoning to General Business could be favorably considered if the considerations noted above regarding uses and design are adequately addressed through voluntarily proffered conditions.

This node is part of about 300 acres of contiguous undeveloped land stretching along Fenton Mill Road from Newman Road all the way to Barlow Road. Water and sewer extensions will double the potential lot yield in much of this area, which will likely trigger accelerated development activity. Topography in much of this area is severe, and Chesapeake Bay Preservation Areas line Carters Creek, which runs through this area. These environmental constraints limit the development possibilities for much of this property while creating an opportunity for a master-planned development that could incorporate both Limited Business and clustered residential development that preserves significant open space. The carrying capacity of Fenton Mill Road south of Newman Road should be preserved through a prohibition on individual residential driveways, with only commercial frontage at the Limited Business node, limited points of access, and a greenbelt designation to ensure continued attractiveness of the Interstate corridor. Areas directly adjacent to existing residential development should remain residential and any development thereon should be compatible with neighboring properties in terms of housing type, lot size, and density. Commercial uses of a Limited Business character could be appropriate also in the interior of a master-planned, primarily residential development (i.e., not within the node).

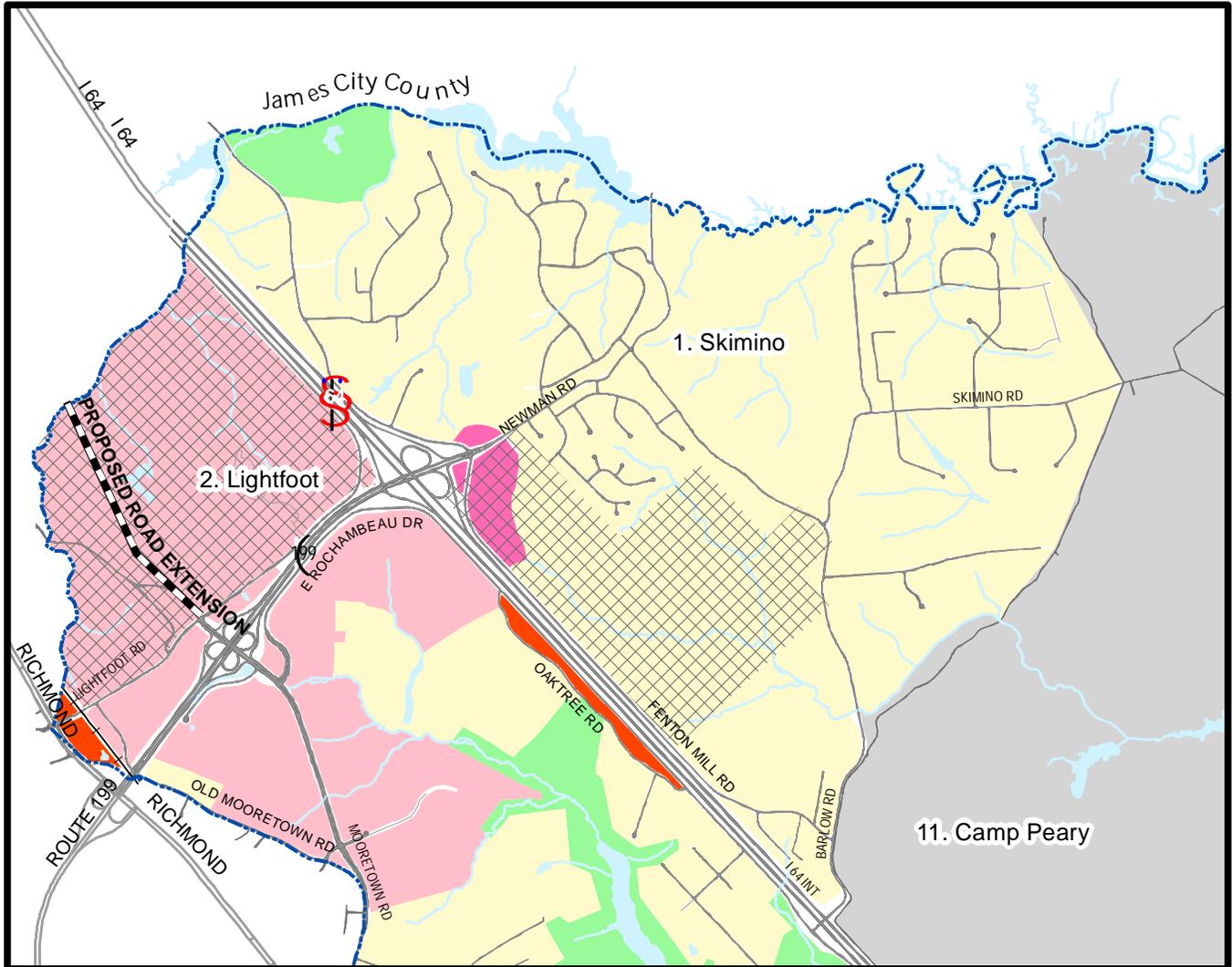
A number of limited industrial uses have been established at the eastern end of Fenton Mill Road, but the expansion of these uses to adjacent properties would not be compatible with this area's rural character. This area is designated Low Density Residential.

## **2. Lightfoot**

The character of the Lightfoot area has changed dramatically in recent years with the completion of Route 199, which has made the Route 199/Lightfoot interchange of I-64 one of the primary entrances to Williamsburg. Accessibility was further improved by the extension of Mooretown Road to Lightfoot Road, with an interchange at Route 199, and the County funded utility improvements to serve future economic development. As a result, the Lightfoot area south of Route 199 has emerged as a major regional activity center with the construction of Lowe's, Wal-Mart, and Great Wolf Lodge on East Rochambeau Drive and Home Depot, Sentara Williamsburg Community Hospital, International Center, and Williamsburg Marketcenter on Mooretown Road. Properties along the Route 199 and Mooretown Road corridors in Lightfoot are designated Economic Opportunity, and this designation encompasses the area between Mooretown and Old Mooretown Road, except for a short section of Old Mooretown Road frontage that is designated Low Density Residential to recognize existing residences while still providing opportunities behind those frontage areas for office or commercial development ancillary to the hospital now under construction in this location. Existing homes along East Rochambeau Drive and Oaktree Road are also recognized with a Low Density Residential designation; however, the area between those two roads is designated General Business. This strip of land is a little over 5,000 feet long and only 300 feet wide at its widest point, and the predominant land use is commercial. The General Business designation recognizes this use and prevents the establishment of individual residential driveways on East Rochambeau Drive, which is not suitable for direct residential access. Commercial access, however, should not be

# 2025 Land Use Map Skimino/Lightfoot

# 4



## Legend

- |   |                          |   |                            |
|---|--------------------------|---|----------------------------|
|  | Conservation             |  | Low-Density Residential    |
|  | Economic Opportunity     |  | Limited Industrial         |
|  | General Business         |  | Medium-Density Residential |
|  | General Industrial       |  | Multi-Family Residential   |
|  | High-Density Residential |  | Yorktown                   |
|  | Limited Business         |  | Military                   |
|   |                          |  | Mixed Use                  |

permitted on Oaktree Road, which is a narrow residential street (approximately 16') incapable of safely accommodating commercial traffic. The greenbelt buffer along East Rochambeau Drive, which currently terminates at the western Oaktree Road intersection, should be extended to the eastern intersection in order to ensure more extensive buffering along this property than would normally be required and to help preserve the appearance of the Interstate corridor.

Development on the north side of Route 199 remains relatively sparse, with a few agricultural and tourist-oriented commercial uses. There are several large parcels under single ownership (Williamsburg Pottery Factory), which creates the potential for a large master planned development. The areas fronting along Lightfoot Road are relatively flat, highly visible, and easily accessible from I-64 and Route 199 and thus are well suited for commercial development. Interior areas, in contrast, have steep slopes, and portions about Skimino Creek and therefore are in the Chesapeake Bay Resource Protection Area and thus are better suited for residential than commercial development. A Mixed Use overlay designation is applied to this area to recognize the constraints and opportunities presented by the topography of the property and to encourage a master planned approach to development.

Future development of this large tract of land also presents an opportunity for the extension of Mooretown Road from its present terminus at Lightfoot Road to the York County line and, perhaps, all the way to Croaker Road in James City County. Accordingly, the Pottery has requested that this corridor be designated and reserved for a potential future road connection. Although not critical to York County in terms of relieving traffic congestion, such a road could potentially yield economic benefits by improving accessibility to the Pottery property. Accordingly, any extension of Mooretown Road in York County should be paid for by the developer and not with York County's limited Secondary Road funds.

### **3. Mooretown Road**

The Mooretown Road corridor south of Old Mooretown Road is designated Low Density Residential in recognition of existing single-family detached homes along this road. Similarly, an existing industrial park and a small area of undeveloped acreage are designated Limited Industrial to recognize existing development and provide opportunities for minor expansion.

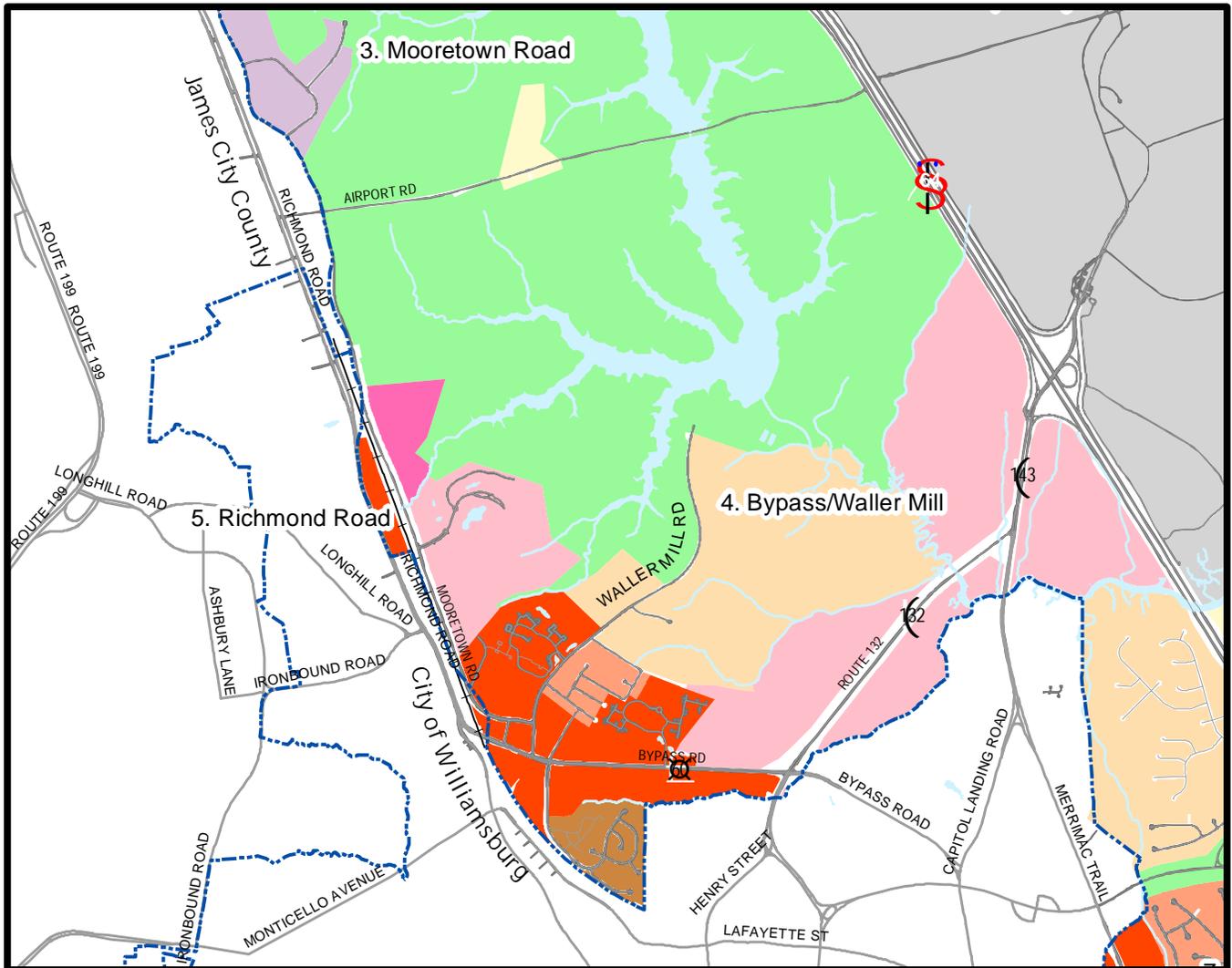
Watershed property surrounding the Waller Mill Reservoir and owned by the City of Williamsburg is designated Conservation in order to preserve the reservoir's water quality. In addition, a few parcels that are privately owned and are entirely surrounded by watershed property are designated Conservation to express the goal and expectation that these properties will ultimately be incorporated into the watershed. A small area along Airport Road is designated Low-Density Residential in recognition of the existing development, the absence of public utilities, and the proximity of the reservoir.

A large area in the vicinity of the Airport/Mooretown Roads intersection is designated Limited Business. Although several small light industrial activities are currently in the area, it is mostly undeveloped and contains several large parcels. However, because of the proximity of Waller Mill Reservoir and the presence of environmental constraints, further industrial development should not be encouraged until public water and sewer service are readily available to this area.

### **4. Bypass Road/Waller Mill Road**

As a major gateway into the historic Williamsburg area, Bypass Road carries large amounts of tourist traffic, and the area is easily accessible from all major tourist attractions and thoroughfares. This area contains much of the County's tourist-oriented development – including numerous motels, timeshares, and restaurants – and accordingly is designated General Business. Much of the undeveloped land in this area is under single ownership (the Colonial Williamsburg Foundation), as is a large area of contiguous undeveloped land encompassing the property on both sides of Route 132 and both sides of Route 143

## 2025 Land Use Map Mooretown Rd/Richmond Rd/Bypass/Waller Mill



### Legend

- |  |  |
|--|--|
|  Conservation             |  Low-Density Residential    |
|  Economic Opportunity     |  Limited Industrial         |
|  General Business         |  Medium-Density Residential |
|  General Industrial       |  Multi-Family Residential   |
|  High-Density Residential |  Yorktown                   |
|  Limited Business         |  Military                   |
|  |  Mixed Use                  |

surrounding the west side of the I-64/Camp Peary interchange, which is designated Economic Opportunity in recognition of its excellent accessibility to Interstate 64 and its potential for economic development. The majority of the Bypass Road corridor is designated General Business. Because of these three corridors' proximity to the historic area, any new development must be held to rigorous design standards – especially with regard to such features as signage, landscaping and tree preservation, and building colors – to protect the area's visual appeal.

A creek running through the Colonial Williamsburg (CW) property serves as a natural dividing line between commercial and residential property, with the western portion, which fronts on the residential section of Waller Mill Road, designated Medium Density Residential. With the completion of Mooretown Road to Route 199, Waller Mill Road between Bypass and Mooretown Roads is currently experiencing moderate AM and PM peak-hour congestion, and its width drops considerably beyond Plantation Drive; this segment is where most of the CW property is located, and Waller Mill Road is the only means of ingress and egress. To prevent the over-burdening of Waller Mill Road, development of this large, mostly undeveloped area should provide for one or more alternate access points to Bypass Road and/or Route 132.

Additional existing residential development in this area is recognized with a High-Density Residential designation on the north side (Greensprings subdivision), and a Multi-Family Residential designation on the south side (i.e., Commons Way) where the Williamsburg Commons condominiums and duplexes are located and a senior apartment complex has been approved.

## **5. Richmond Road**

Richmond Road runs through Williamsburg and James City County and is a principal tourist and commercial corridor in the Williamsburg area. Some of the retail development along Richmond Road is located in York County. Accordingly, these properties are designated General Business.

## **6. Queens Lake**

The Queens Lake area encompasses the Queens Lake, Royal Grant, Creekside Landing, and Parkway Estates subdivisions as well as New Quarter Park. North of the Colonial Parkway and east of Interstate 64, the Queens Lake subdivision and the area between Queens Lake and Parkway Estates have been recognized with a Low-Density Residential designation. Most of the lots in Queens Lake are developed and further expansion is limited by surrounding Queen Creek, New Quarter Park, and the Parkway. Undeveloped property along Lakeshead Drive is not suitable for higher residential densities because of the topographic relief and the need to limit individual residential access to Lakeshead Drive, which is a 40-mph collector road. New Quarter Park, like other County parks and recreational facilities, is designated Conservation.

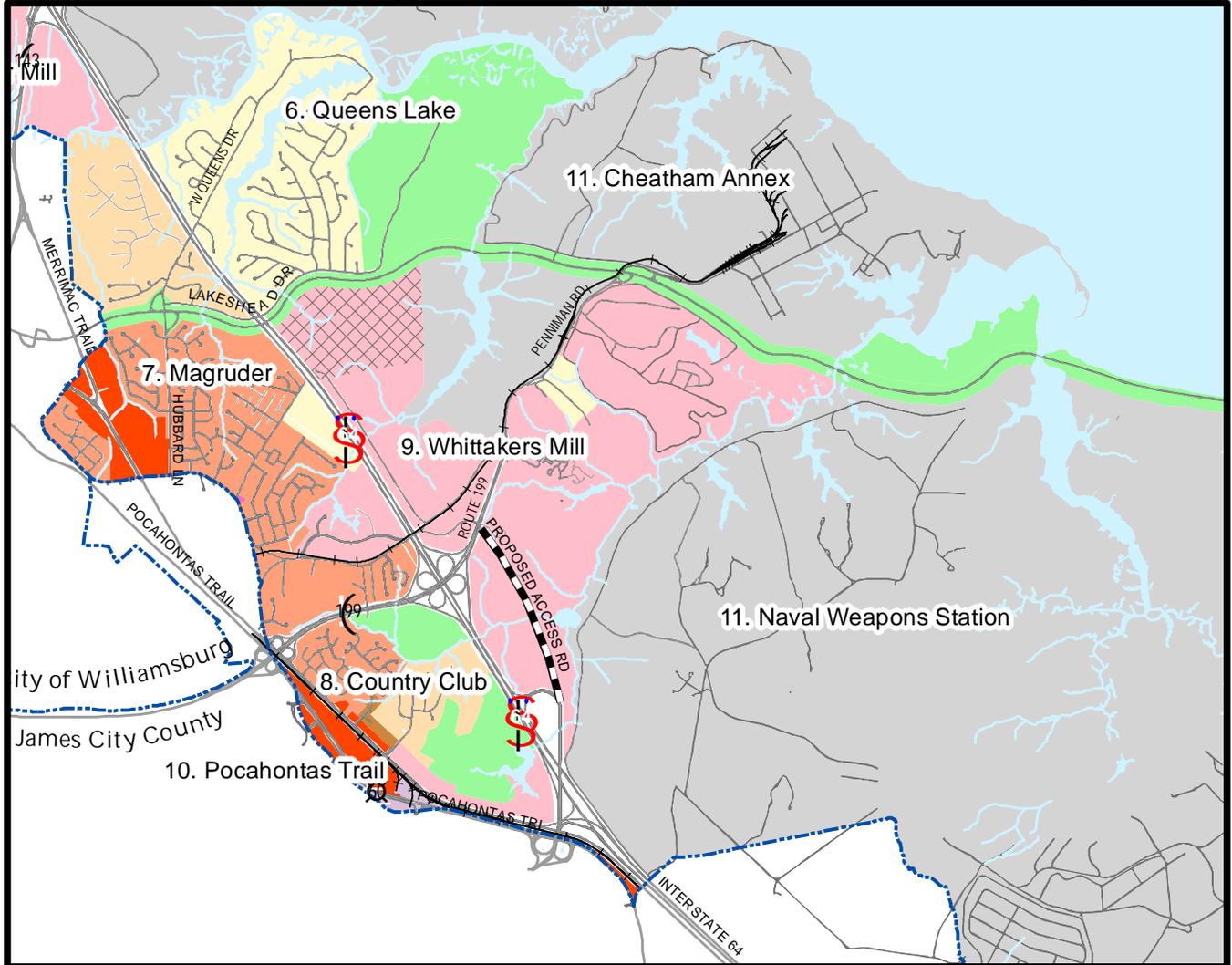
The area on the west side of I-64 is designated Medium Density Residential because of existing development (Parkway Estates, Royal Grant, and Creekside Landing subdivisions and a small section of Queens Lake) and the availability of public water and sewer. A small area abutting the Williamsburg city boundary, which was designated Multi-Family Residential in the 1999 plan because it was adjacent to multi-family housing developments in the City of Williamsburg, is designated Medium Density Residential in recognition of a 200' Dominion Virginia Power right-of-way that separates the property from the adjoining multi-family housing and to ensure compatibility with the adjacent single family detached developments in York County.

## **7. Magruder**

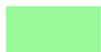
The Magruder area is bounded by I-64 to the east, the Colonial Parkway to the north, Route 199 to the south, and Penniman Road and the James City County line to the west. It encompasses two major commercial corridors – Merrimac Trail and Second Street – that serve residential and

## 2025 Land Use Map

### Queens Lake/Magruder/Whittakers Mill/Country Club



### Legend

- |   |                          |   |                            |
|---|--------------------------|---|----------------------------|
|  | Conservation             |  | Low-Density Residential    |
|  | Economic Opportunity     |  | Limited Industrial         |
|  | General Business         |  | Medium-Density Residential |
|  | General Industrial       |  | Multi-Family Residential   |
|  | High-Density Residential |  | Yorktown                   |
|  | Limited Business         |  | Military                   |
|   |                          |  | Mixed Use                  |

tourist traffic in the greater Williamsburg area; a General Business designation has been applied along both roads. Most of the remaining land in this area is designated High Density Residential in recognition of existing development, good access, and the availability of public utilities. This includes the area between Penniman Road and Route 199, where opportunities for in-fill development that can best be addressed through the High-Density Residential designation. The area contains some large parcels that can be subdivided into lots that are in character with the surrounding area. Any such subdivision must include street interconnections to adjacent properties in order to minimize the number of individual driveways along Penniman Road. Also on Penniman Road at its intersection with Queens Creek Road is a small neighborhood business that is recognized with a Limited Business designation.

An area along Interstate 64 is designated Low Density Residential because of access limitations and the predominant lot sizes. This area is on the east side of Queens Creek Road, which is the only means of access and, with a pavement width of approximately 20', is not sufficient to accommodate the additional traffic volumes associated with higher density development. In addition, the need to protect the Bryan Manor Plantation historic site, which is listed on the National Register of Historic Places, further warrants a Low Density Residential designation. Higher residential densities should not be considered in this area unless a secondary means of access is provided.

The 104-acre Busch Industrial Park on Penniman Road includes some warehousing and other non-residential uses and is designated Limited Industrial.

## **8. Country Club**

The Country Club area is bounded by Route 199 to the north, I-64 to the east, and Route 143 and the CSX rail line to the west and south. The 152-acre Williamsburg Country Club – which is primarily a golf course – is designated Conservation in recognition of its open space/recreation use, while an Economic Opportunity designation has been applied to a large area east of the country club in recognition of an approved timeshare resort and the former Philip Morris plant. Most of the remaining frontage along Merrimac Trail in this area is designated General Business, while residential areas to the rear are designated High Density Residential (Carver Gardens and Williamsburg Bluffs), Medium Density Residential (Country Club Acres), and in the case of the Country Club Apartments and Callahan Village duplexes, Multi-Family Residential.

The area surrounding the southwest quadrant of the I-64/Route 199 interchange in this area has been designated Conservation. The only access to this undeveloped property, much of which was formerly used as a VDOT borrow site, is via Lodge Road, which has a pavement width of approximately 17'-18' and cannot safely accommodate high traffic volumes. If this publicly owned property is ever transferred to private ownership, it would be a likely candidate for conditional rezoning to address such issues as access – not just the condition of Lodge Road but also secondary access – and prohibition of dwelling units in proximity to I-64 or Route 199 in order to prevent noise impacts.

## **9. Whittaker's Mill**

The Route 199/Penniman Road corridor on the east side of Interstate 64, encompassing the entire area bounded by I-64, the Colonial Parkway and the Federal military installations, is designated Economic Opportunity. This designation recognizes the presence of a full I-64 interchange and the potential for extension of public utilities to serve a mix of office, commercial, tourist-related, and light industrial uses. A limited amount of low-intensity residential development – such as age-restricted housing, for example – could potentially be considered as one component of a master-planned mixed-use corporate campus. Existing commercial development in this area includes Water Country USA, the Kings Creek Plantation timeshare resort, Presidents Park, and the Jamestown-Yorktown Foundation's new office/warehouse facility, as well as a small cluster of limited industrial activities on the north side of Penniman

Road. This corridor is a gateway linking the Yorktown and Williamsburg areas; any development proposals in this area should be subject to special design and landscaping standards to preserve its visual appeal and ensure protection of the scenic vistas and integrity of the Colonial Parkway. Improvements to Penniman Road and other access improvements will be needed to accommodate commercial and industrial traffic generators.

An established residential neighborhood in the Springfield Road/Jones Drive area along Penniman Road is recognized with a Low Density Residential designation. Expansion of this residential area would not be consistent with the major commercial node envisioned in this area.

## **10. Pocahontas Trail**

Pocahontas Trail (Route 60) is a major regional commercial corridor running through the City of Williamsburg, York County, and James City County before becoming Warwick Boulevard in the City of Newport News. The two relatively short York County segments include the Village Shops at Kingsmill and portions of the Busch Commerce Center and Festival Marketplace, all of which are heavily dependent on both tourist and resident traffic within the entire Williamsburg area. Properties along both sides of the corridor are designated General Business, with the exception of existing warehousing activities between Pocahontas Trail and Merrimac Trail and the entrance to the Anheuser-Busch brewery located in James City County, both of which are designated Limited Industrial.

Further to the south along Pocahontas Trail is a very small area in the Grove community that – with a business, four homes, and several vacant parcels – has no established development character and is designated General Business.

## **11. Camp Peary/Cheatham Annex/Naval Weapons Station**

Camp Peary, Cheatham Annex, and the Naval Weapons Station are Federal facilities and therefore not subject to local land use regulation. Accordingly, the entire area encompassing these three facilities is designated Military. Although none of this land is currently available for private development, there is no guarantee that this will always be the case. Military installations in the County have survived the Base Realignment and Closure (BRAC) process, but as the Armed Forces continue to cut back, there remains the possibility that these bases could be considered for closure.

## **12. Yorktown**

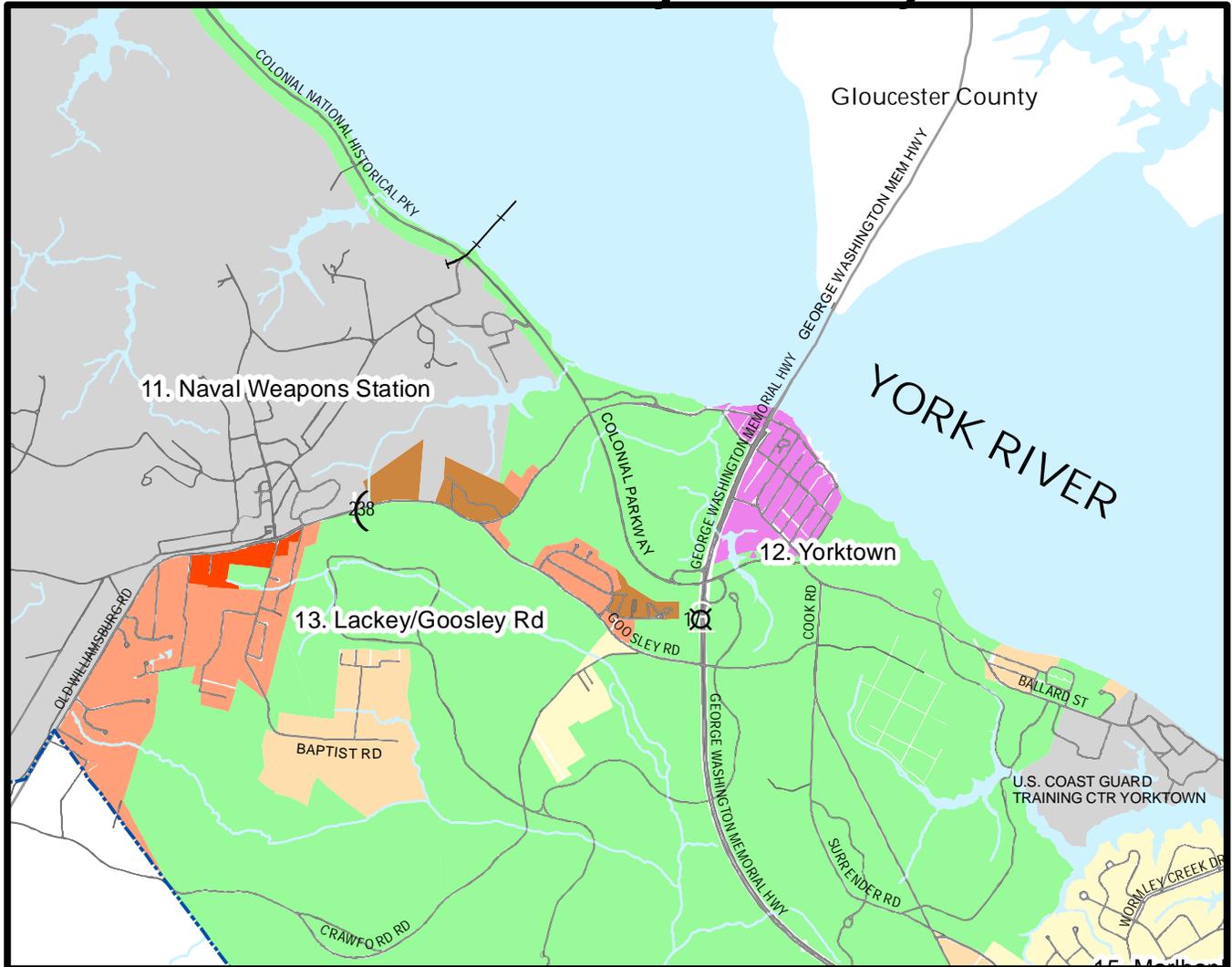
Yorktown is designated as an historical village without reference to specific land uses. The intent of this designation is to recognize the unique history of the town and to encourage development that is consistent with the historic, residential, and commercial land uses already present. The historic buildings of Yorktown are contained in *The Virginia Landmarks Register*, and some are listed on the *National Register of Historic Landmarks*. Special regulations that recognize the colonial architecture and historic heritage have been implemented to provide opportunities for a variety of land uses that will complement the unique character of the village. More specific recommendations for land uses and improvements in Yorktown are contained in the *Yorktown Master Plan*, which is a separate document but is incorporated into this *Comprehensive Plan* by reference.

The Colonial National Historical Park surrounds the village and is designated Conservation, as are the various parcels that the National Park Service owns in the Moore House Road area, where privately owned residences are recognized with a Medium Density Residential designation.

The U. S. Coast Guard Training Center Yorktown located on the York River at the end of Moore House Road is designated Military.

# 2025 Land Use Map Yorktown/Lackey/Goosley Rd

# 4



## Legend

- |   |                          |   |                            |
|---|--------------------------|---|----------------------------|
|  | Conservation             |  | Low-Density Residential    |
|  | Economic Opportunity     |  | Limited Industrial         |
|  | General Business         |  | Medium-Density Residential |
|  | General Industrial       |  | Multi-Family Residential   |
|  | High-Density Residential |  | Yorktown                   |
|  | Limited Business         |  | Military                   |
|   |                          |  | Mixed Use                  |

### **13. Lackey/Goosley Road**

Most of the privately owned land in Lackey has been designated High-Density Residential in recognition of the existing development character and the availability of public water and sewer. A major portion of Route 238 in Lackey is designated General Business to recognize various existing neighborhood businesses and provide opportunities for additional commercial development of this nature. In addition, the General Business designation is intended to recognize potential for the wider range of business that might be attracted to the area because of the Federal HUBZone designation that applies to Lackey and the surrounding area (Census Tract 505).

A relatively isolated area at the end of Baptist Road, which has a pavement width of approximately 20' and is the only means of ingress and egress, is designated Medium Density Residential because of these access limitations. It is entirely surrounded by property owned by the National Park Service or Newport News Waterworks, making it difficult but perhaps not impossible to provide any additional access. Higher density development should be entertained only in the event of developer-funded improvements to provide a second means of access.

A Low Density Residential designation has been applied to a small area along Crawford Road near its intersection with Goosley Road in recognition of existing development. This area is surrounded by NPS property, and any further development should be of a low-density character because of severely restrictive soil conditions, absence of utilities, and limited accessibility. A portion of the privately-owned land area along Goosley Road has been designated Multi-Family Residential in recognition of the Kings Court subdivision, the Yorktown Square Apartments, and Rivermeade Apartments.

### **14. Route 17**

As the County's primary commercial and transportation corridor, Route 17 (George Washington Memorial Highway) is recognized in this plan as an area worthy of special consideration. Extensive information and planning recommendations are established for this corridor in the separate *Route 17 Corridor Master Plan*, dated January 9, 1996, which is incorporated by reference as a part of this *Comprehensive Plan*.

Property along the Route 17 corridor is designated mostly for General Business development, with some exceptions. The Yorktown designation has been applied to the segment that runs through the Yorktown historic village, and the segment that runs through the Colonial National Historical Park is designated Conservation, as is all the National Park Service property.

From York High School to Cook Road, this corridor is designated for Limited Business development. This less intensive commercial designation is intended to protect this major gateway into the historic area by encouraging low-impact commercial and office uses in order to provide a smooth and visually attractive transition between the more intense retail and service-oriented uses along the southerly portion of Route 17 and the National Park Service property. The Limited Business designation is also intended to protect the adjacent residential areas from the adverse effects of more intensive commercial development. Commercial activities should be required to pay extra attention to landscaping and site aesthetics in recognition of the relative proximity of this area to Yorktown. A Multi-Family Residential designation recognizes an approved development of age-restricted quadruplexes at the intersection of Route 17 and Falcon Road.

Areas along Route 17 that have been identified as having potential for mixed-use development include the Fort Eustis Boulevard intersection and the Grafton Drive area, each of which is discussed separately. As noted in the *Route 17 Corridor Master Plan*, nearby land uses and the configuration of adjacent parcels give these areas potential for some type of mixed-use development.

Newport News Waterworks property abutting Route 17 in the Harwoods Mill Reservoir area is designated Conservation. Several junkyards along Route 17 in the Tabb area detract from the corridor's overall appearance. Aesthetic improvement or redevelopment of these nonconforming uses and continued focus on the strategies recommended by the Route 17 Revitalization Committee (see discussion in the Community Appearance section of this chapter) should be a major objective of the County.

### **15. Marlbank/Hornsbyville**

Most of the land north of the CSX tracks and Waterview Road, consisting largely of the Marlbank Cove and Marlbank Farms residential subdivisions, is designated for residential use. Although there has been some new home construction in recent years, this area contains mostly older, established residential neighborhoods. Little undeveloped land remains, and land use designations are intended mainly to recognize existing development in this area, most of which is designated Low-Density Residential primarily to ensure the protection of the Wormley Creek basin from the potentially adverse impacts of increased stormwater runoff and siltation associated with higher density development. Also contributing to the low-density development patterns are the capacity limitations of Waterview, Old Wormley Creek and Hornsbyville Roads. Medium-Density single-family development has occurred in areas adjoining Old York-Hampton Highway and Hornsbyville Road and is appropriately recognized. An extensive area on both sides of Wormley Creek Drive at the entrance to Marlbank Farms, and the Marl Ravine Road vicinity, has been designated Medium-Density Residential to recognize the development patterns that have occurred.

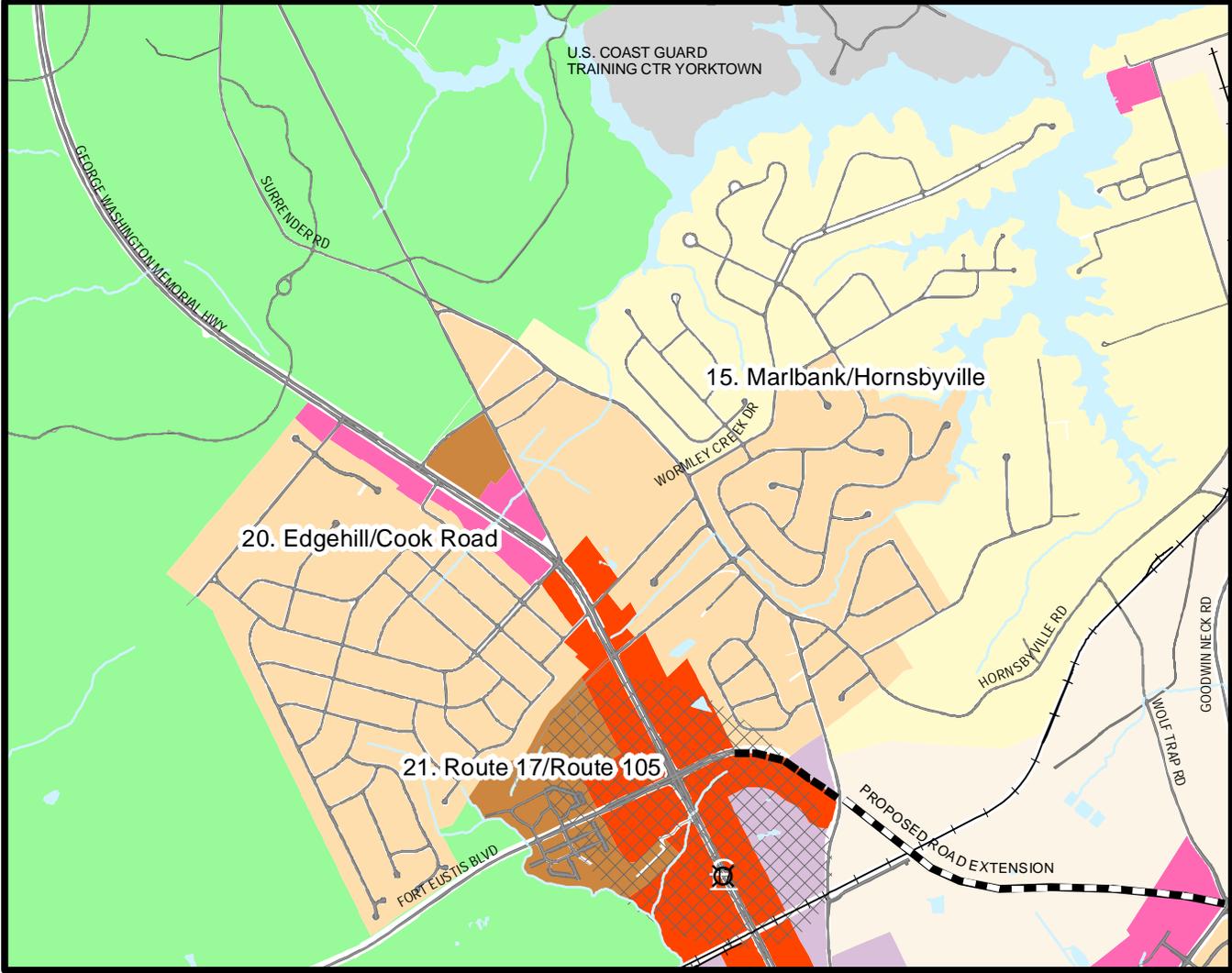
### **16. Goodwin Neck/Waterview**

The Dominion Virginia Power Plant and the Giant Industries refinery constitute the County's heavy industrial base, and the area encompassing these two facilities and their respective landholdings is designated General Industrial. A CSX railroad line traverses this area, bringing fuel and materials to these two heavy industrial users. Opportunities exist for future industrial and warehousing users to use this rail line for shipping and receiving; consequently, the rail alignment should be preserved. Rail access, public utilities, and interstate access via the planned Fort Eustis Boulevard extension, have the potential to stimulate the transformation of this area into a major light industrial commerce center. However, because of extensive residential development along Hornsbyville Road, the rail line itself is the most logical dividing line between residential and industrial designations along most of the rail corridor. Allowing residences to encroach on these future industrial sites would sow the seeds of future citizen discontent with their industrial neighbors. Similarly, industrial development should not be allowed to encroach on residential development along Hornsbyville Road; in the area just east of Old York-Hampton Highway, a Low Density Residential designation has been applied along Hornsbyville Road to recognize and prevent industrial access to this residential road.

Water-oriented commercial development along Waterview Road and Wormley Creek are recognized with a Limited Business designation, while neighboring homes are designated Low Density Residential. A Limited Industrial designation has been applied to Victory Industrial Park in recognition of the park's character and that of adjacent parcels on Old York-Hampton Highway. The County Operations Center on Goodwin Neck Road is designated Limited Business because it consists primarily of office uses and semi-industrial uses (e.g., auto repair, carpentry shop) that, although they are government and not commercial uses, have land use impacts consistent with that designation. This designation also provides a buffer between the heavy industrial area to the north and the residential areas on the south side of Goodwin Neck Road.

# 2025 Land Use Map

## Marlbank/Hornsbyville/Edgehill/Cook Rd



### Legend

- Conservation
- Low-Density Residential
- Economic Opportunity
- Limited Industrial
- General Business
- Medium-Density Residential
- General Industrial
- Multi-Family Residential
- High-Density Residential
- Yorktown
- Military
- Limited Business
- Mixed Use

## **17. Dandy**

Surrounded by water on three sides (the York River, the Thorofare, and Back Creek), Dandy is an area of extreme environmental sensitivity. The entire area is within both the 100-year flood zone and the storm surge area for a Category 1 storm and is also in a Chesapeake Bay Preservation Area. Because of the extremely wet conditions over much of this area, the capability of the land to support additional development is limited. Lastly, there is only one road – Goodwin Neck Road – into and out of this area of over 150 homes and about 400 residents. In recognition of these constraints, the Dandy area is designated Low Density Residential. Even though public sewer has been extended to this area, the low-density designation is considered appropriate in order to protect adjacent wetlands and waterways from the increased stormwater runoff, siltation, and nonpoint source pollution associated with higher density development.

## **18. Goodwin Islands**

In 1991 the Goodwin Islands became a part of the Chesapeake Bay National Estuarine Research Reserve System for the Commonwealth of Virginia. The Virginia Institute of Marine Science (College of William and Mary) has been designated by the state to manage this island. This reserve will be used by VIMS for coastal research and education and is therefore designated Conservation.

## **19. Seaford**

Much of the Seaford area is designated Low-Density Residential, based largely on the need to protect Chisman and Back Creeks from further siltation and water quality degradation, which can be attributed in part to past development patterns and practices. Although several medium-density developments exist in the area, and public water and sewer are available in most locations, the need to encourage environmental protection is an overriding issue. Even with the availability of public water and sewer, environmental and infrastructure considerations such as wet soil, proximity to Chisman Creek and its tributaries, and poor road access dictate a Low-Density Residential designation. If environmentally feasible, any development in the area between Claxton Creek Road and Seaford Road should maintain this low density character to ensure compatibility with the area and to avoid overloading infrastructure.

Undeveloped property owned by Amoco remains designated for General Industrial use. However, a permanent conservation easement (100 to 200 feet in width) along the perimeter of the Amoco property is recommended at such time as any future development occurs. The Limited Industrial area at the intersection of Goodwin Neck and Seaford Roads is largely developed with the Coca-Cola distribution center and there is only limited opportunity to expand. The presence of tidal and perhaps non-tidal wetlands could be an obstacle to future development in this area.

A small neighborhood commercial area at the intersection of Seaford and Back Creek Roads serves the area and has been recognized with a Limited Business designation. Large-scale commercial development would not be appropriate in this area.

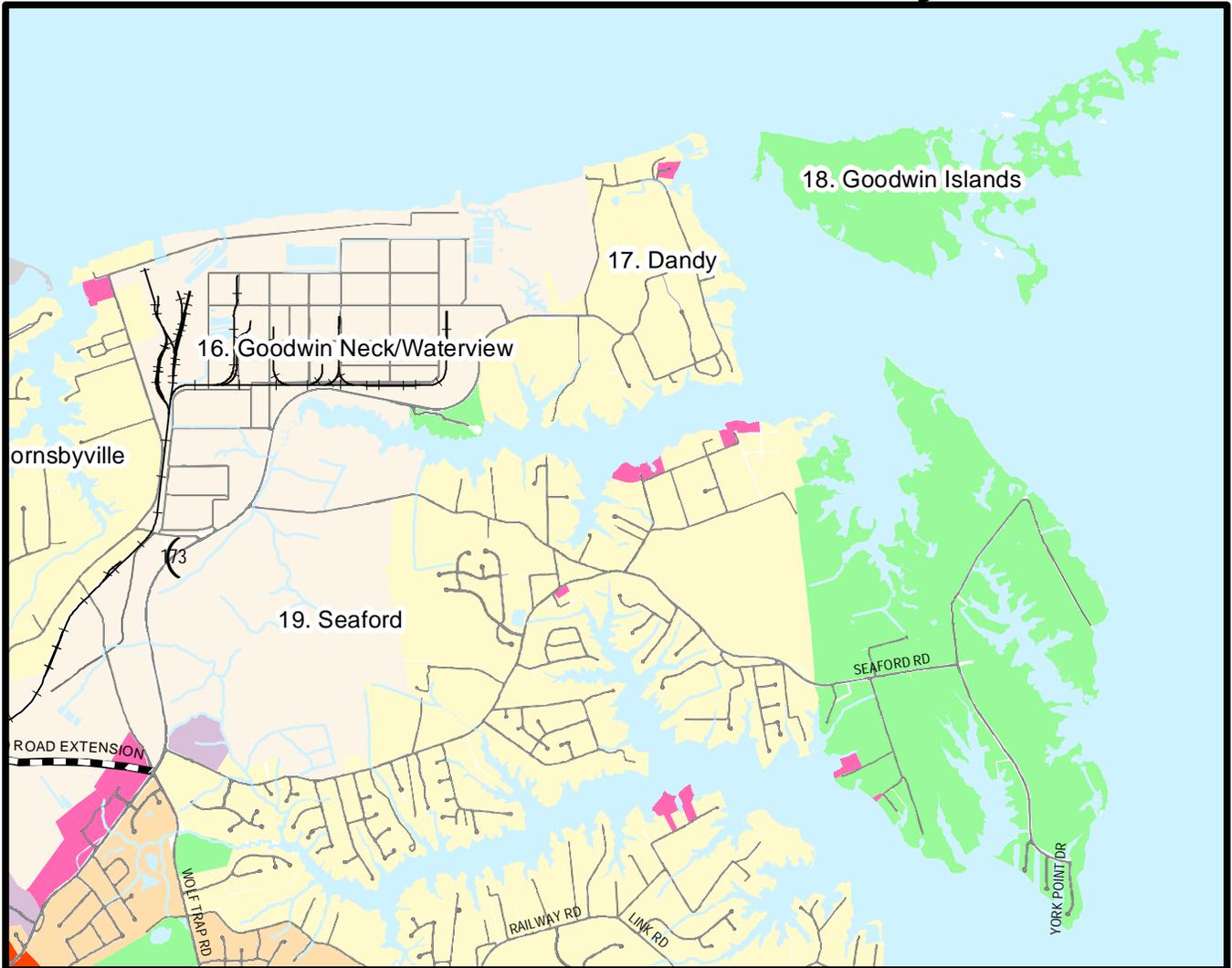
Water-dependent uses located on Shirley Road include Seaford Scallop, Mills Marina, and Calvin Hudgins Welding. These businesses, which provide support services for seafood landing and processing, boat fueling and re-supply, and boat repair operations, are designated Limited Business in recognition of the low intensity commercial use.

Much of the low-lying York Point/Baytree Beach area consists of salt marshes and other environmentally fragile areas (wetlands, high water table, Chesapeake Bay area) that need to be protected from the potentially adverse impacts of indiscriminate development. The area is located in the 100-year flood plain and the storm surge area for a Category 1 storm. Furthermore, unlike other storm surge areas – such as Dare – that have similar environmental

# 2025 Land Use Map

## Goodwin Neck/Waterview/Dandy/Seaford

4



### Legend

- |   |                          |   |                            |
|---|--------------------------|---|----------------------------|
|  | Conservation             |  | Low-Density Residential    |
|  | Economic Opportunity     |  | Limited Industrial         |
|  | General Business         |  | Medium-Density Residential |
|  | General Industrial       |  | Multi-Family Residential   |
|  | High-Density Residential |  | Yorktown                   |
|  | Limited Business         |  | Military                   |
|   |                          |  | Mixed Use                  |

constraints, this area has only one means of ingress and egress (Seaford Road). In recognition of these constraints, this area is designated Conservation

## **20. Edgehill/Cook Road**

Most of the triangular area bounded by Route 17, Cook Road, and Falcon Road is designated Limited Business to recognize existing office development, protect adjacent residential development from the potentially adverse impacts of more intense commercial development, and protect the quality of development of these major gateways – Route 17 and Cook Road – into historic Yorktown. This commercial area encompasses both sides of Route 17 but only the west side of Cook Road and is generally bounded by medium-density residential development. This includes the Edgehill subdivision on the west side of Route 17, which is almost entirely developed, and existing homes along Cook Road; both of which are designated Medium Density Residential. The area across Falcon Road from York High School is designated Multi-Family Residential in recognition of an approved development of age-restricted quadruplex homes.

The area bounded by Denbigh Boulevard, Newport News Waterworks property, and the Newport News city line is identified as an Economic Priority Area in the Economic Development element. A residential Planned Development with commercial frontage on Denbigh Boulevard has been approved and is under construction in this area. Accordingly, most of this area is designated High-Density Residential, with the Denbigh Boulevard frontage designated General Business.

## **21. Route 17/Route 105 Intersection**

As the crossing of two of the County's principal highways, the intersection of Route 17 and Route 105 represents a major transportation node and a significant opportunity for mixed-use development. This underdeveloped node is designated as a potential "village center" in the *Route 17 Corridor Plan*, because of its central location at the intersection of two major arterial highways and the proximity of commercial frontage to high-density housing areas (which are designated Multi-Family Residential), all of which creates the potential for a pedestrian-oriented mix of uses anchored by commercial development at each of the four quadrants comprising the intersection.

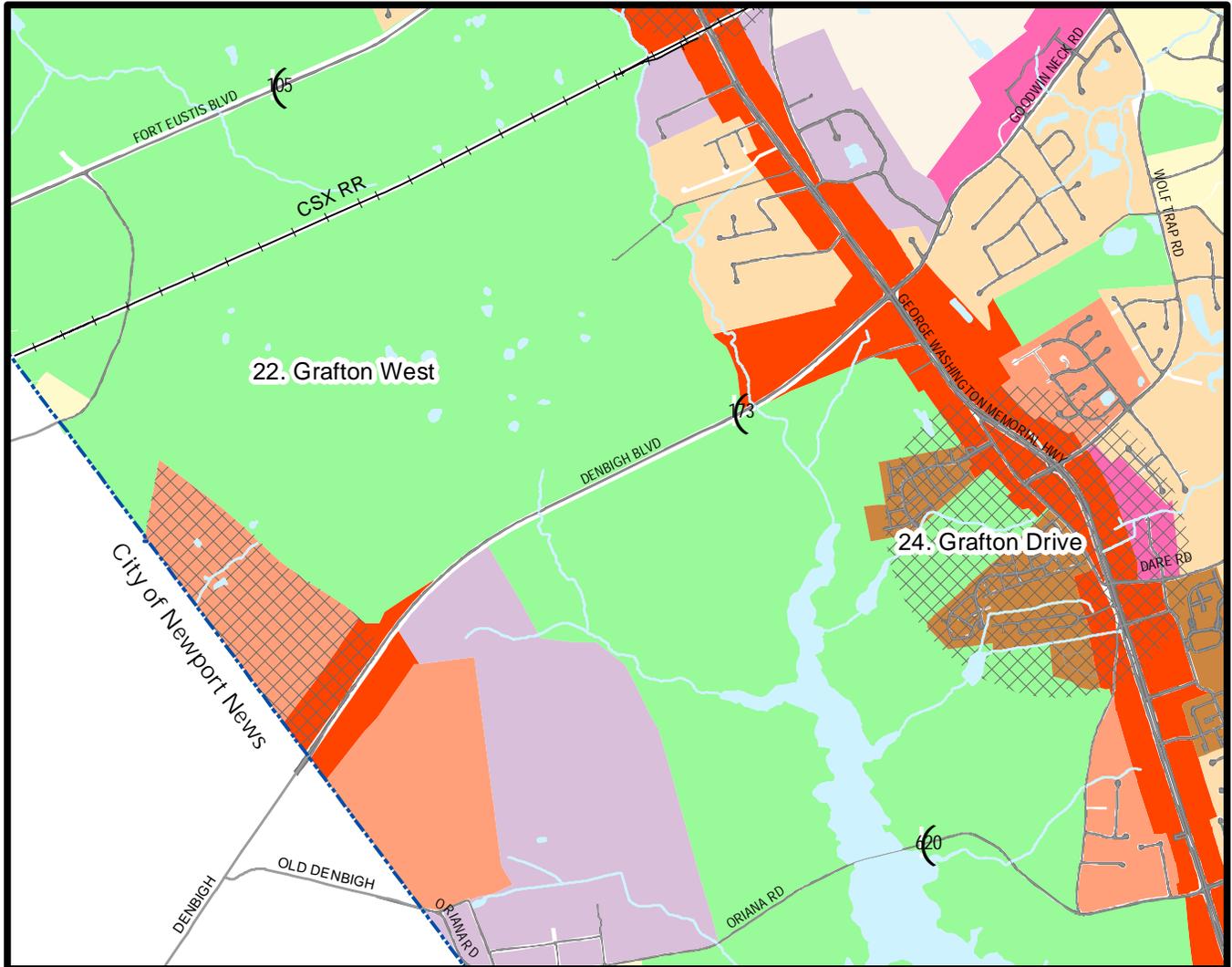
The mixed use potential of the two eastern quadrants of this intersection will be enhanced by the extension of Fort Eustis Boulevard, which will greatly improve access to about 15 acres of undeveloped land that is well suited to commercial use and that could be appropriate for a mixed-use development proposal either at the node or along the southern side of the corridor. As a four-lane divided highway, the Fort Eustis Boulevard extension is the logical dividing line between residential and commercial development and, as such, most of the north side is designated Medium Density Residential in recognition of existing housing. However, a small area at the Old York-Hampton end of the extension that has no viability for residential development because of existing industrial development is recognized with a Limited Industrial designation.

## **22. Grafton West**

Much of the land in the Grafton area west of Route 17 is owned by Newport News Waterworks and is designated Conservation to protect the watershed. This vast acreage extends almost the entire length of the lower County, stretching from the National Park Service property in Lackey to the Kiln Creek residential area in Tabb. A Planned Development of single-family detached homes on the north side of Denbigh Boulevard at the Newport News city line, which was originally approved in 1993, is recognized with a High Density Residential designation, while the commercial frontage along Denbigh Boulevard is designated General Business. The

# 2025 Land Use Map Grafton West/Grafton Drive

# 4



## Legend

- |   |                          |   |                            |
|---|--------------------------|---|----------------------------|
|  | Conservation             |  | Low-Density Residential    |
|  | Economic Opportunity     |  | Limited Industrial         |
|  | General Business         |  | Medium-Density Residential |
|  | General Industrial       |  | Multi-Family Residential   |
|  | High-Density Residential |  | Yorktown                   |
|  | Limited Business         |  | Military                   |
|   |                          |  | Mixed Use                  |

development will be served by a new road, Independence Boulevard, which, if extended to Richneck Road as recommended in the Transportation element of this plan and depicted on the 2025 Roadway Plan map, would provide an important road connection linking Denbigh and Fort Eustis Boulevards. This would enhance regional mobility, taking pressure off of Jefferson Avenue and Richneck Road in the City of Newport News as well as Route 17 in York County. With improved accessibility, this high-density residential area on the fringe of a major urban center is poised for an attractive, well-designed mixed-use development encompassing both residential and commercial uses – and different types of residential uses – in a compact, high-density arrangement that allows people to live, work, and recreate in the same neighborhood. A Mixed Use overlay designation has been applied to this area to recognize this potential.

An additional 400+ acres surrounding Newport News/Williamsburg International Airport are owned by the Peninsula Airport Commission (PAC) and designated Limited Industrial in recognition of the airport and the possibility for future expansion. Most of the property in the area of the planned runway extensions is undeveloped with the exception of a small residential area on the north side of Oriana Road. The Limited Industrial designation for existing residential properties that would need to be acquired recognizes the ultimate use of the property. In addition, Oriana Road itself lies in the path of the proposed runway extension, requiring either bridging over or realigning a segment of this road. Any realignment should be limited to the segment between Harwoods Mill Reservoir and Denbigh Boulevard, where it should tie into the planned signalized intersection of Denbigh Boulevard and Independence Boulevard (discussed above). With the possible extension of Independence Boulevard to Richneck Road, this would provide for a continuous corridor from Route 17 to Ft. Eustis Boulevard, which could divert significant amounts of traffic off of both of these congested highways.

### **23. Grafton East**

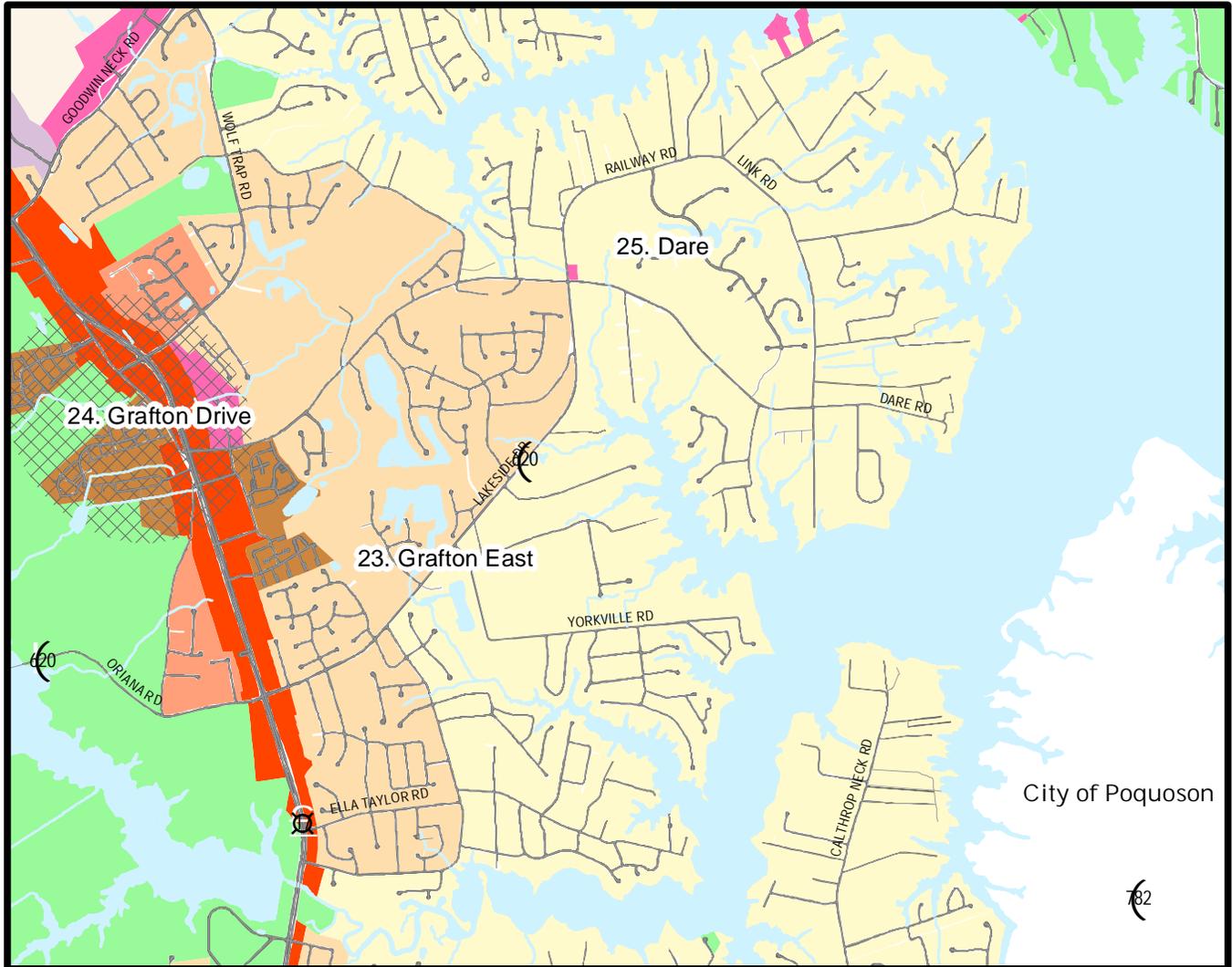
The land use designations in the Grafton area east of the Route 17 General Business corridor follow a general pattern of decreasing intensity of use from west to east. The areas immediately east of Route 17 are designated for Multi-Family and Medium-Density residential development in recognition of existing development and the availability of utilities. The Multi-Family Residential designation also provides a buffer between the intense commercial character of Route 17 and Medium-Density Residential development to the east, which likewise serves as a buffer between Medium- and Low-Density Residential areas. The easternmost areas of the Grafton area are designated for Low-Density Residential development because of their environmental constraints, proximity to waterways, limited accessibility, and, least importantly, the lack of utilities. Protection of wetlands and the quality of the adjacent waterways has been the overriding factor in maintaining the Low Density Residential designation in these areas. The only land in this area designated for High-Density Residential development is the area north of Wolftrap Road, which is relatively free of environmental constraints. The Willow Lakes planned development, which includes both single-family detached and attached housing, has been constructed in this location.

A Limited Business designation extending from Wolftrap Road to Dare Road, encompassing the mostly undeveloped Dare Professional Park area and surrounding areas, signifies the need for a well-designed transition between more intensive commercial development along Route 17 to the west and residential development to the east. A rather large assemblage of residential and commercial land in this area is controlled by a single property owner, creating an opportunity for a well-designed mixed-use development under a single coherent master plan for the entire area.

Wolftrap and Chisman Creek Parks (both of which are former Superfund sites) and the former County landfill are designated Conservation in recognition of their current and previous use. There are also several former borrow pits and landfills in the Grafton area that will require careful consideration if proposed for development. The development limitations of such land uses dictate that development, if any, be of low intensity. Consequently, these areas are

# 2025 Land Use Map Grafton East/Dare

# 4



## Legend

- |   |                          |   |                            |
|---|--------------------------|---|----------------------------|
|  | Conservation             |  | Low-Density Residential    |
|  | Economic Opportunity     |  | Limited Industrial         |
|  | General Business         |  | Medium-Density Residential |
|  | General Industrial       |  | Multi-Family Residential   |
|  | High-Density Residential |  | Yorktown                   |
|  | Limited Business         |  | Military                   |
|   |                          |  | Mixed Use                  |

designated Conservation to ensure close scrutiny of any development proposal other than very low intensity through the rezoning process.

## **24. Grafton Drive**

The Grafton Drive area, including both sides of Grafton Drive and Route 17 between the two Grafton Drive intersections, contains a variety of land uses, including two single-family attached housing developments (which are designated Multi-Family Residential), two County schools, and assorted retail and office development. The existing mix of commercial and high-density residential uses in close proximity to one another in a relatively compact area creates the potential for some type of pedestrian-oriented mixed-use “village activity center” consistent with the recommendations of the Route 17 Corridor Study. The area is underdeveloped and centrally located and could potentially be developed with the semblance of a “main street” on Grafton Drive. This area is designated General Business with a mixed-use overlay designation.

## **25. Dare**

The Low-Density Residential designation for the Dare peninsula recognizes the existing development character, environmental conditions, and its limited accessibility. This density level also recognizes the potential impact that development could have on adjacent Chisman Creek, Patricks Creek, and the York and Poquoson Rivers due to increased runoff and non-point source pollutant loadings. Consequently, any development that occurs must be accomplished in an environmentally sensitive manner utilizing public utilities or large lots that can accommodate individual systems. Such development patterns will help to ensure sufficient area for effluent and/or stormwater runoff filtering and cleaning. The Low-Density designation should be maintained even after public water and sewer are extended since higher density development would still be characterized by unacceptable runoff and traffic volumes. Maintaining this portion of the Allens Mill area in the low-density designation recognizes the need to protect Chisman Creek from increases in siltation and stormwater runoff both of which have an adverse impact on water quality.

The plan recognizes, through a Limited Business designation, a small neighborhood commercial area at the intersection of Dare, Lakeside and Railway Roads that serves surrounding residents. Water-oriented commercial activity is also an integral part of this community and includes boat storage, maintenance and repair facilities. These also have been recognized with a Limited Business designation where they exist.

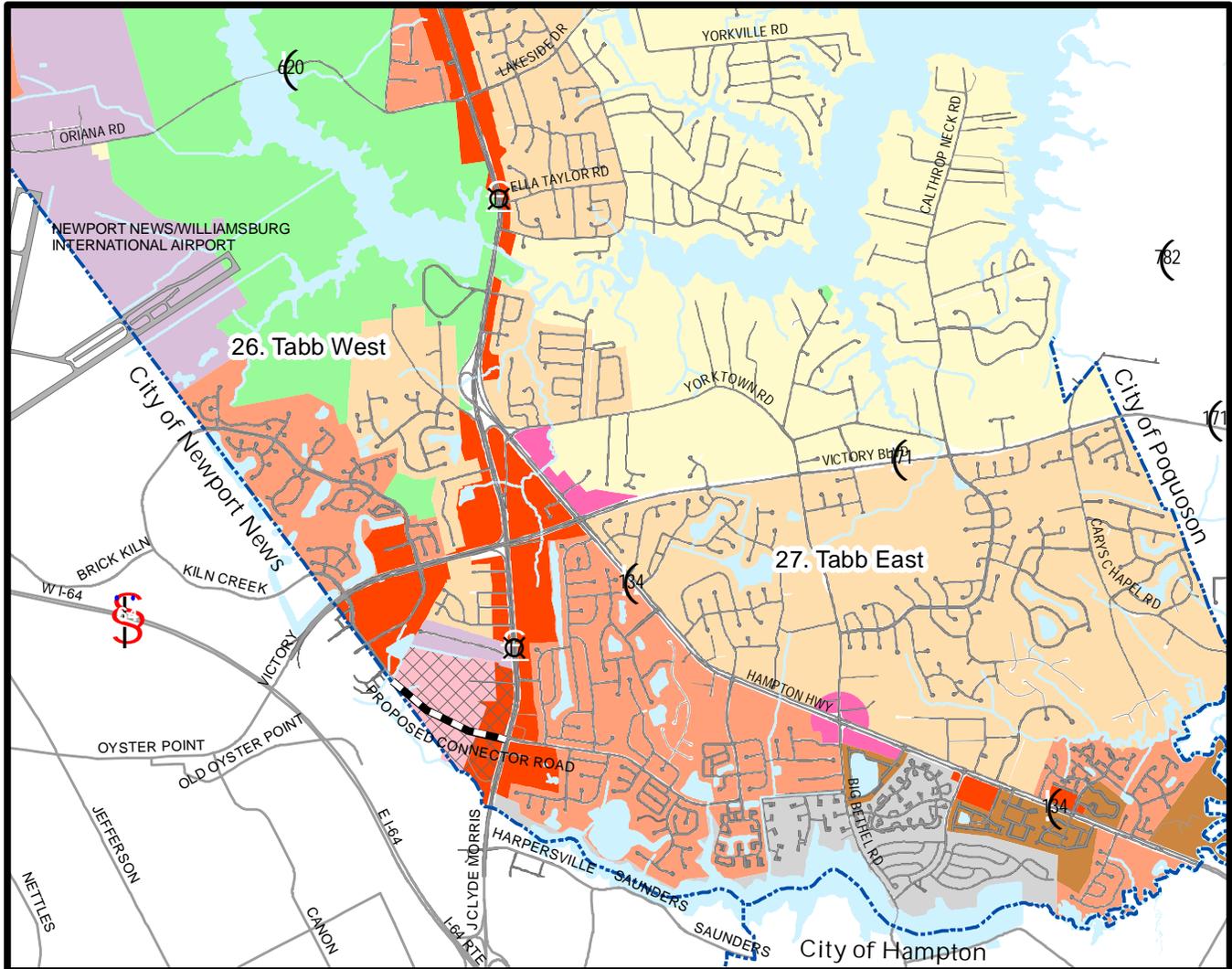
## **26. Tabb West**

The Tabb area is located in the southernmost part of the County and is generally bounded by the cities of Newport News, Hampton, and Poquoson and by the Poquoson River and Oriana Road. It is primarily a residential area with a wide range of housing types and densities, although major commercial development exists along the Victory Boulevard and Route 17 corridors. The Tabb area west of Route 17 has experienced a major transformation in the past fifteen years with the construction of Victory Boulevard (Route 171), which provides an east-west link between Newport News and Poquoson. Major development along this corridor includes the Villages of Kiln Creek golf course community straddling the York County/Newport News border, Cybernetics and Marriott Towne Suites, the Village Square Shopping Center, home of Super Kmart, and the Ice Palace skating rink. The Villages of Kiln Creek is recognized with a High-Density Residential designation consistent with the overall density of development, although there are two single-family attached sections (The Sanctuary and Eagle Sound). Remaining residential development in this area is designated Medium Density Residential.

South of the Kiln Creek commercial area, which is designed General Business, is a large amount of contiguous undeveloped acreage comprised of relatively few parcels controlled by a few property owners, creating the opportunity for some type of master-planned business park

# 2025 Land Use Map Tabb West/Tabb East

# 4



## Legend

- |   |                          |   |                            |
|---|--------------------------|---|----------------------------|
|  | Conservation             |  | Low-Density Residential    |
|  | Economic Opportunity     |  | Limited Industrial         |
|  | General Business         |  | Medium-Density Residential |
|  | General Industrial       |  | Multi-Family Residential   |
|  | High-Density Residential |  | Yorktown                   |
|  | Limited Business         |  | Military                   |
|   |                          |  | Mixed Use                  |

that could also potentially include a residential component in a mixed-use, master planned development. This area, which extends from the end of Commonwealth Drive all the way to Route 17, is designated Economic Opportunity in recognition of its proximity to the airport and I-64 on one end and to Route 17 on the other, creating the potential for a mix of office, light industrial, and retail uses. There appear to be significant wetlands in the area, which could limit the viability of intensive commercial development while providing opportunities for attractive housing areas, as part of a mixed-use development, with units clustered around common open space. Residential development currently exists on the opposite side of Commonwealth Drive in the City of Newport News. A Mixed Use overlay designation applies to this area, including all the Route 17 frontage area between Bethel Industrial Park and the Kiln Creek Shopping Center, which includes some fairly large parcels and some undeveloped (nonconforming residential) properties. This full-area overlay is established with the thought that it could prompt some additional land assemblage and some needed redevelopment.

## **27. Tabb East**

The area of Tabb east of Route 17 is the most densely populated area of the County, largely because of the Bethel Manor housing complex, which has a gross density of approximately 4,960 residents on approximately 310 acres of land. Although Bethel Manor consists almost entirely of multiplex housing, it is designated Military (rather than Multi-Family Residential) since it is military housing for Langley Air Force Base in Hampton. Much of the development surrounding Bethel Manor consists of multi-family and single-family attached housing and thus is designated Multi-Family Residential. Most of the remaining area on the south side of Route 134 has been designated for High Density Residential development in recognition of the existing development pattern.

Victory Boulevard (Route 171) has become the dividing line between low-density residential development to the north and medium density residential development to the south. The proximity of the Poquoson River and Lamb's Creek and the potential adverse water quality impacts of higher density development warrants a Low Density Residential designation for most of the area north of Victory Boulevard. This is also true in Calthrop Neck, where the presence of wetlands, waterways, and poorly drained soils support the need to maintain this area's rural character. Much of this area falls within the 100-year floodplain, providing further impetus for maintaining low-density development, even with the installation of public sewer and water. In areas south of Victory Boulevard, where public utilities are available and environmental constraints are fewer, medium density development has occurred and is recognized through a Medium Density Residential designation. With this growth have come public sewer and public water, but the extensions often have not directly benefited existing residents, many of whom are experiencing problems with wells and septic systems. The presence of wetlands along Wythe Creek mandates that new development be constructed in an environmentally sensitive manner. High-density and Multi-Family Residential designations have been applied on the north side of Route 134 in recognition of the existing Yorkshire Downs planned development, York Point Apartments, and the Villas on Shady Banks (under construction).

A Limited Business node has been designated at the intersection of Big Bethel Road and Hampton Highway. Concentrated nodal commercial development has the advantages of limiting the number of curb cuts and encouraging an economically efficient concentration of uses on commercial sites. Small and scattered individual parcels, in contrast, hinder internal circulation, cause deterioration of roadway capacity and can create a "strip" commercial atmosphere. Because of the proximity of residential development, the preferred development within this node includes "9 to 5" businesses and offices that do not adversely affect residential development and do not create significant traffic impacts at peak periods. Consequently, this node is designated Limited Business. Less intensive commercial uses are also envisioned along Route 134 around the Victory Boulevard (Route 171) and Yorktown Road (Route 706) intersections; these areas are designated Limited Business based primarily their proximity to residential development. With landscaped buffers, the Limited Business designation provides a transitional

zone between residential and intensive commercial uses across Route 134. Further residential development in these areas is not appropriate because of the high traffic volumes along Routes 171 and 134, particularly at these major intersections. In addition, two smaller commercial nodes have been designated along Route 134 at the York Downs Drive and First Avenue intersections in recognition of existing commercial activities; however, commercial development at these intersections should not be permitted to spread along Route 134.

## **GOAL, OBJECTIVES, AND IMPLEMENTATION STRATEGIES**

### **Goal**

Provide for orderly and efficient land use patterns that protect, preserve, and enhance the natural and physical attributes of the County that define and contribute positively to its appearance and character.

### **Objectives**

1. Provide for residential growth that would allow the County population to reach a maximum of approximately 80,000 residents.
2. Establish and maintain a balanced diversity of land uses, with minimal conflicts among different uses, in recognition of the physical characteristics of the County and the capacity of the land and public services and infrastructure to host different types of uses.
3. Consider development patterns and plans established in adjoining jurisdictions when making local land use decisions and designations.
4. Preserve open space throughout the County such that these areas will become an integral part of the community.
5. Preserve and protect certain lands near the shoreline that have intrinsic value for the protection of water quality in the Chesapeake Bay and its tributaries.
6. Enhance the visual appeal of the County's major transportation corridors
7. Encourage the adaptive reuse of existing blighted properties.
8. Encourage beautification of existing development to improve its visual quality and appeal.
9. Preserve, protect, and enhance cultural, environmental, and historic areas.
10. Protect unspoiled vistas and views of the water.
11. Minimize the visual obtrusiveness of telecommunications towers.
12. Pursue and/or continue regulatory, non-regulatory and incentive-based programs that help preserve and enhance the positive character-defining attributes of the County such as abundant open space, tree-lined road corridors, attractive "gateway" entrances, well-landscaped commercial areas, and pleasant residential settings.
13. Encourage the use of cluster development techniques and conservation easements to help preserve open space.
14. Maintain higher development performance standards at major "gateway" entrances and along major "gateway" corridors.

## **Implementation Strategies**

1. Apply the appropriate land use density (units per acre) and intensity (type of use) to each parcel in the County based on the property's physical characteristics and the present or planned availability of public infrastructure, facilities, and services.

2. Establish maximum residential densities as follows:

### Single-Family:

- Low Density                      1.0 dwelling unit per acre
- Medium Density                1.75 dwelling units per acre
- High Density                    3.0 dwelling units per acre

### Multi-Family:                      10.0 units per acre

3. Revise the Zoning Ordinance and Map as necessary to conform with the 2025 Land Use Map.

4. Continue to require lower residential development densities in areas where public utilities are not available.

5. In evaluating rezoning and use permit requests, consider the potential impact of the proposed development on public facilities, services, and infrastructure as well as potential fiscal impacts.

6. Guide specific types and densities of development to specific areas of the County through planning, zoning, and utility extension policies.

7. Use all available tools and techniques to defer all or part of permitted development until such time as adequate public infrastructure is in place to support the development, and seek enabling legislation to expand the County's authority in this regard.

8. Use the capital improvement programming process to plan and fund utility and transportation improvements that will guide industrial and commercial development to areas designated for such uses.

9. Maintain "compatibility zones" in areas adjoining jurisdictional boundaries to provide for comparable zoning and development patterns

10. Use conservation easements, clustering, and other techniques to preserve open space.

11. Where appropriate, assist in making conservation areas accessible to citizens through the development of greenways, trails, and similar facilities.

12. Enhance public awareness and recognition of York County's history and heritage through the identification and preservation of significant sites.

13. Require the identification of any and all significant historic sites on all subdivision and site plans and, to the extent practical, require the protection of such sites, depending on the extent of their significance, throughout the development process.

14. Maintain higher standards of development at major gateways into historic Yorktown and Colonial Williamsburg, including the Colonial Parkway, Cook Road, Goosley Road, Route 17 (north of Cook Road), Pocahontas Trail, Route 143 west of Queen Creek, Route 132, Bypass Road, and Richmond Road.

15. For any development in close proximity to the Colonial Parkway, require adequate buffers to preserve the scenic vistas from that roadway.
16. Designate the scenic vistas along the Colonial Parkway as a “corridor protection” area as enabled by the Code of Virginia.
17. Use the following tools to improve the Route 17 Corridor and other commercial corridors where deemed appropriate:
  - preserve and protect existing mature trees to the extent feasible,
  - establish new landscaped areas within the right-of-way as well as within existing and new development,
  - maximize building setbacks so as to provide opportunities for incorporation of green areas in highly visible areas and the retention of appropriate amounts of green space in the event of right-of-way expansion,
  - establish appropriate standards to ensure visually attractive signage, display, and storage associated with business activity, and
  - require the underground placement of new utilities and encourage the underground placement of existing utilities.
18. Utilize the VDOT Revenue Sharing Program or the Transportation Enhancements Program to obtain matching funding to support new or expanded streetscaping/landscaping enhancements along the following “gateway” corridors in the County:
  - Route 17 (George Washington Memorial Highway)
  - Route 171 (Victory Boulevard)
  - Route 134 (Hampton Highway)
  - Route 173 (Denbigh Boulevard)
  - Route 105 (Fort Eustis Boulevard)
  - Route 199
  - Route 143 (Merrimac Trail)
  - Route 60 (Pocahontas Trail, Bypass Road, Richmond Road)
  - Route 162 (Second Street)
  - Mooretown Road
  - East Roachambeau Drive
19. Continue allocating County funds to cover the cost of increased frequency mowing of medians and shoulders along all or portions of the above-named “gateway” corridors.
20. Require the installation of “street trees” along new roads at appropriate locations and in appropriate numbers.
21. Ensure that development along the above-named corridors, and along Interstate 64, protects the natural vegetation and vistas through the establishment of “greenbelt” designations.
22. Work with VDOT, the Metropolitan Planning Organization, other jurisdictions and other involved parties to ensure that widening of Interstate 64 is accomplished in a manner that preserves and protects to the maximum extent possible the appealing and attractive tree-lined median areas.
23. Provide business incentives to offer:
  - Free design assistance to businesses interested in property improvements;
  - Matching Grant funding for implementing improvements;
  - Tax exemption for value enhancements associated with renovations;

24. Evaluate the feasibility of establishing a dedicated funding source for County land acquisition for blight removal, greenways, and conservation easements by the 2007-08 Fiscal Year.
25. Facilitate rehabilitation of abandoned and "blighted" properties in areas targeted for enhancement and prepare them to accommodate redevelopment proposals through negotiation of landscape/maintenance easements or fee simple purchase.
26. Consider adoption of Part III of the Virginia Uniform Statewide Building Code as a means of addressing and eliminating blight.
27. Continue to require underground utilities in conjunction with new development and pursue opportunities for undergrounding of existing overhead utilities in conjunction with road improvement projects (e.g., along Route 17) or as separate projects (funded by grant/matching funds and/or County funds) along other high-visibility "gateway" corridors.
28. Continue allocation and accumulation of funds in amounts that will support acquisition of strategically located greenways and/or conservation easements that will contribute positively to the visual character and appearance of the County.
29. Permit construction of new telecommunications towers only where a proven need exists and only when all other opportunities, such as co-location on an existing tower or utilization of other existing structures, have been exhausted.
30. Discourage or prohibit telecommunications towers in historic or residential areas except where no other practical option exists.