



RENAISSANCE PLANNING GROUP

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REPORT ON COMPREHENSIVE PLAN ISSUES AND TRENDS

DRAFT – January 23, 2009

SCOPE OF REPORT

As part of an effort to refine and update the Land Use Section of the County's 2003 Comprehensive Plan, Renaissance Planning Group was tasked with providing information on current planning tools and topics that have emerged since the 2003 Comprehensive Plan update. The purpose of this research is to assess new or emerging planning tools that may be appropriate for use in James City County and to provide updated information on planning trends and best practices in Virginia and other states. This report includes a review of the following:

I. **MAJOR NEW PLANNING LEGISLATION (PREVIOUSLY POSTED: SEE STEERING COMMITTEE MATERIALS FOR DECEMBER 8, 2008)**

An overview of major land use planning initiatives adopted by the General Assembly since 2003, including

- Urban Development Areas
- Transfer of Development Rights
- Mandatory Rural Clustering
- Impact Fees

II. **RURAL LANDS ISSUES (PREVIOUSLY POSTED: SEE STEERING COMMITTEE MATERIALS FOR DECEMBER 8, 2008)**

A review of current Rural Land efforts including:

- A review and update recommendations included in the memo entitled "Non-Rural Development Outside the Primary Service Area", prepared by Herd Planning and Design and dated April 7, 2003
- A review of tools used in peer localities
- Information from the Rural Lands Zoning Ordinance Process
- Rural Economic Development Options

III. **EMERGING TOOLS**

A review of the following potential plan implementation tools and emerging planning trends:

- Best practice approaches to land use, density & intensity
- Performance Zoning
- Harmonious or concurrent rezoning



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III. EMERGING PLANNING TOOLS

BEST PRACTICE APPROACHES TO LAND USE, DENSITY & INTENSITY

Background

Comprehensive plans with more explicit and extensive community design standards are starting to replace traditional use-based plans as a means of addressing the physical character of future development. Many localities are moving toward comprehensive plans and zoning ordinances that emphasize form over use, reflecting planning trends like Neo-traditional design and New Urbanism. This approach incorporates traditional land use concepts like use type, density and intensity but relates them to physical form and character. Virginia has even embraced and mandated the use of these principles in the new UDA legislation describe above (**see RPG materials previously posted for the December 8, 2008 Steering Committee meeting, page 2**). These concepts may be beneficial as a means of further refining the Land Use Designations in the James City County Comprehensive Plan ensuring that the County satisfies the new legislation.

New Urbanism is based on principles of urban design that are the underpinning of treasured and historic places, and have been used successfully for centuries, but which fell out of favor as new development became increasingly auto-oriented. “New Urbanism principles seek to create new communities by creating ‘human-scale’ streetscapes that are comfortable for pedestrians, a ‘fine-grain’ of mixed-uses, usable public spaces, prominent civic buildings, and strong neighborhood identity. These are provided in ways that still accommodate motor vehicles, modern commercial markets, and consumer preferences. New Urbanism, however, is based on principles of urban design rather than architectural design. Whereas architecture is concerned with style and materials, urban design is concerned with the relationship of buildings to the street, the real and perceived scale of buildings, public space design, site access, and street networks¹.” These principles can be applied to new development, redevelopment or infill development and in urban, rural or suburban communities.

Peer Community Review:

New urbanism principles are being incorporated into comprehensive plans in Virginia and elsewhere. General land use maps are being supplemented by detailed conceptual plans with future street network and design guidelines, even in suburban communities. Some of the plans also provide guidance for land use intensity across the locality, using a “transect” to provide a visual and text description to describe the gradient from low density rural or agricultural areas, to the most dense areas.

Albemarle County, Loudoun County, Fauquier County, the City of Suffolk, the City of Lynchburg, the City of Chesapeake, the Town of Warrenton and the James City County Comprehensive Plan feature policy language promoting New Urbanism principles. Several of the communities have prepared detailed studies like the New Town District in James City County and the Village of Crozet in

¹ VAPA, p. 34.



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Albemarle, that address a specific geographic area of the County. New Urbanist concepts are generally easier to envision on a small scale and in urban localities, making it a challenge to adapt the principles to suburban and rural counties with dispersed activity centers. Fluvanna County has undertaken such an effort in its draft Comprehensive Plan.

The draft Fluvanna County Comprehensive Plan features a transect chart that succinctly summarizes the seven community types that will be the basis for implementing the County's new comprehensive plan (see below).

		COMMUNITY ELEMENT MATRIX					
		urban ←					→ rural
		Regional Mixed-Use	Regional Employment	Neighborhood Mixed-Use	Neighborhood Residential	Village	Rural Cluster
Connectivity	Street Types (p 20)	Commercial Street Main Street Neighborhood Street	Commercial Street Main Street Neighborhood Street	Commercial Street Main Street Neighborhood Street	Neighborhood Street	Commercial Street Neighborhood Street Rural Road	Neighborhood Street Rural Road
	Block Size	400'-800'	400'-800'	300'-600'	200'-600'	200'-600'	200'-varies
	Building Height (p 22)	2-6 Stories	2-6 Stories	2-4 Stories	1-3 Stories	1-3 Stories	1-2 Stories
Site Design	Frontage (p 22)	Commercial Storefront	Commercial Storefront	Storefront Porch	Storefront Porch Residential Yard	Storefront Porch Residential Yard	Porch Residential Yard
	Parking (p 25)	Structured On-Street Surface	On-Street Surface	On-Street Surface Residential	On-Street Surface Residential	On-Street Surface Residential	Residential
	Mix of Uses	Large Commercial (25-40%) Storefront Retail (25-40%) Civic (10-25%) Office (10-25%) Restaurant (10-25%) Multi-Family Res (5-20%)	Office (25-75%) Health/Medical (10-25%) Light Industrial (10-25%) Storefront Retail (5-20%) Multi-Family Res (5-20%)	Storefront Retail (25-75%) Civic (10-25%) Office (10-25%) Restaurant (10-25%) Multi-Family Res (10-35%) Single-Family Res (5-20%)	Single-Family Res (25-75%) Multi-Family Res (25-50%) Limited Retail (10-25%)	Storefront Retail (10-25%) Civic (10-25%) Office (10-25%) Restaurant (5-20%) Multi-Family Res (25-50%) Single-Family Res (25-75%)	Single-Family Res (50-100%) Multi-Family Res (25-50%) Limited Retail (10-25%)
Land Use	Density	Commercial FAR: 2.0 Residential DUA: 10-15	Commercial FAR: 2.0 Residential DUA: 10-15	Commercial FAR: 1.0 Residential DUA: 8-10	Commercial FAR: .5 Residential DUA: 4-10	Commercial FAR: .75 Residential DUA: 4-8	Commercial FAR: .5 Residential DUA: 2-6
	Open Space (p 27)	Town Square Pocket Park	Pocket Park	Town Square Pocket Park Neighborhood Park	Neighborhood Park Recreational Park	Neighborhood Park Recreational Park Passive Open Space	Neighborhood Park Recreational Park Passive Open Space
Open Space							



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This type of chart, used in conjunction with a future land use map and policy language, provides an excellent illustration of how New Urbanist concepts or even conventional land use designations can be translated into measurable characteristics like units per acre, floor area ratio (F.A.R.), development mix and design (relationship of buildings to streets, open space ratios, street type and width).

The transect concept does not lend itself well to single use districts since New Urbanism promotes mixed use development, almost to the exclusion of single use district, as the goal of new urbanism is create human scale design. Some uses however, particularly industrial uses, may be of a scale and intensity that is inherently incompatible with New Urbanist goals. Communities that have implemented “form based” planning have generally deviated from the transect-based districts for these types of uses. Nashville, TN, addressed this issue by developing a single use “district” transect for universities, office parks, commercial and industrial areas. The district transect still provides information about use, intensity, density and design and is particularly useful for areas that have already partially developed with single use zoning, such as an industrial park, but that may continue to build out.

Advantages/Disadvantages of Form-Based Planning:

- More detailed land use policies and design guidelines can increase consistency in the review of development applications.
- Clear land use policies provide a framework for public and private investment; a predictable and reliable land development process is essential to attract business investment.
- More specific design guidelines may be viewed unfavorably by the development community if they are perceived as overly regulatory or as a factor that limits the ability to respond to market trends.
- If detailed land use policies are implemented through form based codes or districts that promote mixed use and a wide range of uses, there may be more flexibility for individual projects to respond to the market and site constraints.
- Land use policies that emphasize development density and intensity without regard to design can result in incompatible development that is not responsive to community form.

Application to James City County:

Although the 2003 Comprehensive Plan has a number of policies that promote New Urbanist and form-based principles, the overall structure and organization of the Plan is land-use based rather than form-based. Virginia counties have generally not fully adopted the New Urbanist “transect” as the fundamental underpinning of their comprehensive plans or future land use districts. These principles, however, have been effectively employed in smaller communities and districts, such as Crozet in Albemarle County and the community elements in Fluvanna County. In fact, the plan for



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Toano is an example in James City County of employing specific form-based and urban design objectives in the context of a comprehensive plan, that would also be a good foundation for the development of a form-based zoning district or districts for Toano.

Application in James City County:

As additional growth occurs in the PSA, and particularly if the revised Comprehensive Plan promotes redevelopment or intensification of the PSA, it becomes even more important to provide clear standards for not only development type, density and intensity but also character and design. These issues are equally important for the Rural Lands area. The County should consider enhancements to the current land use designations to provide additional guidelines for reviewing development applications and to set out land use categories that are easy for members of the development community and public to picture.

James City County currently defines the following eleven land use designations:

1. Conservation Area
2. Rural Lands
3. Low Density Residential
4. Moderate Density Residential
5. Neighborhood Commercial
6. Community Commercial
7. Mixed Use
8. Limited Industry
9. General Industry
10. Public Park/ Semi-Public Open Space
11. Federal, State and County Land.

In addition to these designations, there are community character corridor overlays, community character areas, enterprise zones and the Primary Service Area designations that provide additional insights about the type of development envisioned in particular areas. There are also some minor inconsistencies in the current land use designations that should be evaluated. For example, the Park/Semi-public park/open space land use category and the Federal, State and County owned land categories mix the type of ownership with the actual land use. These areas might be better classified by how they are actually used.

The land use element of the plan would be enhanced if all districts included at a minimum, a description of anticipated intensity, density and preferred development characteristics for each land use category; similar to some of the most basic information depicted in the Fluvanna chart. Some of the existing land use designations, such as moderate density residential and mixed use categories are described in detail with a range of potentially appropriate densities. Others, such as the commercial districts, discuss appropriate building sizes but do not address factors that influence design quality like floor area ratio. For example, most commercial strip shopping centers have a *de facto* Floor Area Ratio (F.A.R) of 0.2 or 0.25 since parking requirements and a market preference for one-story structures tend to result in this level of intensity. New Urbanist, pedestrian-oriented commercial centers that place more emphasis on design tend to have higher



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F.A.R.'s since traditional design encourages on-street parking, multi-story structures and structured parking or reduced parking standards. If the County wants to encourage particular types of development in the future, the Comprehensive Plan should proactively describe the development type and the zoning ordinance should be updated to reinforce these policies.

If the County pursues transect based land use categories, it would be beneficial to maintain some single use districts, particularly for super-regional commercial uses that attract tourists – like Busch Gardens - and for established industrial areas. One reason for this is to maintain a strong economic development program and a balance of jobs to housing. In a down market, potential employment areas in districts designated for mixed use could develop residentially. This is the reason that most New Urbanist transects include recommendations for the ratio of residential and non-residential uses.

Currently, there is not an easy way in the Comprehensive Plan to find an illustrative “snapshot” of what future development should look like to meet the policies of the Plan. Design guidelines and development standards are located in different parts of the Land Use chapter, without a clear explanation of how the policies relate to the future land use map. The County could consider the use of the transect concept, illustrated with photos or illustrations of intended development character and more specific ranges of density/intensity as an organizing framework for the land use designations. While some adjustments would need to be made to the existing designations, and some categories may need to be added, the continuum of districts would be roughly the same as are currently described in the Plan, and would range from the higher intensity uses permitted in the PSA at the urban end of the gradient to conservation areas at the most rural end of the spectrum.

If this approach would not be undertaken county-wide, it would still be very applicable to small area plans for communities or districts – especially those with a clearly defined existing or future design character such as Toano.



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PERFORMANCE ZONING

Background:

Performance zoning is an alternative approach to land use regulation that focuses on mitigating the impact of a use rather than the conventional approach of separating uses into distinct categories by use type. It is sometimes called Flexible Zoning because the zoning districts allowed under this concept permit a greater variety of uses and are more responsive to the characteristics of the specific parcel and use being developed. The performance zoning concept grew from efforts in the 1950s to develop performance standards for industrial uses to limit the impact of noise, vibration, glare, pollution, toxic waste etc. on adjacent properties. Since then, the use of performance standards has grown to include other issues such as steep slopes, floodplains, traffic impacts, buffers, etc. The James City County zoning ordinance includes several performance standards.

The first comprehensive performance based zoning ordinances were adopted in the late 1970s and early 1980s, in part as an outgrowth of increasing environmental awareness. Lane Kendig was a pioneer of the performance zoning movement. In 1974 he led the development and approval a performance based zoning system for Bucks County, PA, one of the most well known performance zoning codes still in use today in several Bucks County townships.

Peer Community Review:

Bucks County, PA

The Bucks County Model Ordinance was designed primarily to protect natural resources and secondarily to provide design flexibility. Each property undergoing development review is evaluated on a case by case basis to determine development capacity and intensity.

The Bucks County model relies on four factors to regulate development intensity: density, floor area ratio, open space ratio and impervious surface coverage. These criteria vary depending on the desired community character or the on-site natural resources that must be protected. For example, in Bucks County, there is a 100% open space ratio for floodplains - all floodplain is excluded from buildable area calculations. In agricultural zones, the performance standards for density and open space are more stringent than for an area designated for residential use, resulting in the potential for more residential units in a residential area than in agricultural area. Every development application begins with a calculation of net buildable area. Therefore, the site's natural features directly influence the required minimum open space and the net buildable site area.

Performance zoning codes like the one in Bucks County's allow a range of housing types in residential areas to provide design flexibility. On a tract with a high percentage of natural resources, the maximum density can be achieved a mix of housing types including townhouses and garden apartments. This flexibility allows a developer to respond to market conditions without requiring a rezoning to another zoning district.



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Fort Collins, CO

Another example of a well known performance based zoning code is Fort Collins, Colorado, adopted in 1981. This performance based code is an example of a point based approval system. The Fort Collins performance based zoning code was known as the Land Development Guidance System (LDGS). Any land use was allowed anywhere in the community. Development approvals were evaluated based on a list of criteria using weighted formulas outlined in the zoning ordinance. The criteria included 65 performance criteria and 49 other impact criteria. Development applications were reviewed and awarded points for meeting criteria and an overall score was determined after weighting. Development applications that met the minimum number of points were approved administratively. In addition to natural resource protection and design guidelines, criteria included items such as location of property, environmental protection, road capacity and school capacity. The system was substantially revised in 1997 to move away from performance zoning for two primary reasons: concerns from citizens and public officials about a lack of certainty about what could be built and concerns that the system placed too much emphasis on site specific impacts to the exclusion of overall community impacts.²

Virginia Communities

There are no communities in Virginia currently using performance based zoning ordinances. Communities in Colorado, Florida, Illinois, New York, New Jersey, and Pennsylvania have had mixed success with the concept. In 1989, Bedford County, Virginia adopted a performance type zoning system when it adopted its first ever zoning ordinance. The Bedford Land Use Guidance System (LUGS) was a point based system used to rate developments, and no zoning districts were assigned. The LUGS approach was replaced by a more conventional zoning ordinance in 1998.

Advantages and Disadvantages of Performance Zoning Codes:

A review of recent literature about performance zoning indicates that most of the communities around the United States that adopted performance based zoning in the 1980s and 1990s have since repealed their performance based codes. Others refined their codes to a hybrid of conventional zoning with performance oriented districts and performance standards. One hybrid approach is a fairly conventional type of zoning ordinance that may include performance standards and flexible zoning districts such as Planned Unit Development District. Mixed use districts, environmental overlay districts, design guidelines, landscaping requirements, buffer zones and similar zoning techniques address many of the development impact issues that performance zoning set out to address.

Advantages:

On its face, performance zoning has a number of advantages:

² “Performance-Based Planning: Perspectives from the United States, Australia, and New Zealand, Douglas Baker, Neil Sipe & Brenda Gleason, July 2004.



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- Performance zoning can be more responsive to market conditions or changes in market conditions since there is more flexibility with respect to uses.
- Performance based zoning is proactive rather than reactive.
- The development approval process is more transparent since review criteria are established upfront; also, the development process is often streamlined since applications can be processed administratively.
- In contrast to "traditional" zoning districts, performance zoning allows the market conditions of the community, the environmental factors on a site, and the surrounding land use to decide the type of development that should be in an area.
- The use of established criteria, if carefully crafted, ensures impartial evaluation of all projects.
- Performance zoning systems can provide better protection for sensitive environmental features since these areas must be identified upfront, as part of the initial site assessment.
- Allowing a wider variety of uses and providing flexibility on density and floor area requirements increases design flexibility.
- With established development criteria, there is little wiggle room for evaluating special cases or requests for waivers.

The promise of more flexibility in the application of land use regulations, the potential for a streamlined administrative approval process, and the potential market advantages of performance zoning generated initial support for performance zoning concept among members of the development community and property rights advocates. However, as noted above, most communities that adopted performance based zoning have abandoned it, citing disadvantages such as:

Disadvantages:

- Performance zoning codes are typically complex and difficult to administer; considerable staff expertise may be required and experience has shown that there may be difficulty getting the concept across to the public.
- Performance zoning requires considerable upfront, in-depth analyses; these analyses can be expensive and time consuming.
- Performance zoning is only as good as the established evaluation criteria. Great care must be taken in developing clear criteria that can be measured objectively.



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- Performance zoning creates uncertainty about what can be built and emphasizes site specific impacts to the exclusion of overall community impacts.
- The administrative process, depending on how it is structured, may preclude opportunities for public input.
- Performance zoning may not be appropriate for areas where redevelopment is occurring since established uses may have impacts that cannot be easily mitigated by new uses.

Application in James City County:

Based on the experiences of other communities in the United States, it appears that the Performance Zoning concept, while promising in theory, has not proved successful in the long term. Given this research, the consultant does not believe it is in County's best interest to pursue this approach. However, some of the best features of these ordinances, such as performance standards for resource protection can be implemented in James City County through overlay districts or by refining existing performance standards. Other concepts that allow design flexibility such as mixed use districts and planned development districts are already included in the James City County Zoning Ordinance and can be expanded. The County should consider other emerging zoning techniques, such as concepts derived from Form Based Codes, to increase design flexibility and market responsiveness. Form Based Code concepts are discussed earlier in this report.



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HARMONIZED OR CONCURRENT REZONING

Background:

Some communities use a comprehensive plan update as the basis for rezoning and remapping some, or all, of the locality to match desired future land uses; this could be termed “concurrent” or “harmonized” zoning. These rezonings, initiated by the locality, usually occur at the same time as, or shortly after adoption of the new plan. Other communities amend the text of their regulatory documents, either simultaneously with or just after adoption of a revised or new comprehensive plan. Virginia does not require zoning to mirror planned land uses.

In states with strong statewide planning mandates, such as Florida and Maryland, localities often prepare zoning map amendments simultaneously with revisions to the comprehensive plan so that future land use maps and zoning maps are consistent. New zoning regulations are put into place as the new plan is approved to ensure that proposed future land uses are permitted by-right. This is generally the case in Montgomery County, Maryland. When an area plan (a detailed plan for a portion of the County) is adopted or updated, the County also prepares a new or revised sectional map amendment to amend zoning. In these communities, applicant initiated rezonings are much less common than in Virginia.

Very few localities in Virginia amend their zoning maps simultaneously with adoption of a new or revised comprehensive plan, unless they are downzoning or implementing major new policy initiatives. The primary reason is that most rapidly developing Virginia localities rely on development proffers to help fund the costs of new development. Communities outside of Virginia that routinely revise zoning maps concurrent with comprehensive plans usually fund the costs of growth through impact fees, special service districts or have some ability to regulate the timing of new growth through adequate public facilities requirements. Upzonings associated with adoption of a new comprehensive plan in Virginia have typically been reserved for:

- redeveloping or blighted areas,
- areas that are already well served by public facilities and service and that are targeted for redevelopment under innovative zoning provisions such as form based districts, or
- areas that are targeted for specific economic development purposes.

Peer Community Review:

In cases where zoning maps were amended simultaneously with, or soon after adoption of a revised comprehensive plan in Virginia, the purpose of the rezoning was usually to downzone property. Loudoun County (2006)³, Northampton County (2000) and Spotsylvania County

³ Loudoun County downzoned the western two-thirds of the County to conform with new comprehensive plan policies for natural resource protection and agricultural land preservation. Although the rezoning was challenged and overturned in court due to insufficient advertising, the court affirmed the County’s right to rezone in accordance with the new comprehensive plan. The County re-enacted a similar downzoning in 2006.



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(2004)⁴ and Fairfax County (1982) are examples of communities that successfully rezoned large areas to reduce development densities following the adoption of new comprehensive plan policies that sought to preserve natural resources, protect water supplies and/or agricultural land. In these cases, it was determined that the existing zoning would potentially preclude implementation of plan policies that provided a significant public benefit.

Albemarle County

This year, Albemarle County rezoned the downtown portion of the Village of Crozet to allow higher development densities. The purpose of this upzoning was to implement the 2004 master plan for Crozet using a new, form-based zoning district designed to promote pedestrian-oriented and mixed use development. Since the key component to the success of the new plan is maintaining a vibrant village core, and since the village center is already served by basic infrastructure, the County determined that there was a significant public benefit to the rezoning that outweighed the loss of potential development proffers.

York County

York County presents an unusual example in the Commonwealth of Virginia. In February 2007, York County rezoned over 400 parcels, or portions of parcels, in accordance with a revised Comprehensive Plan adopted in December 2005. The rezoning was initiated by the Board of Supervisors in June 2006 and included parcels located throughout the County. The comprehensive, concurrent rezoning included upzonings and downzonings intended to align the zoning map with the newly adopted future land use map. The comprehensive rezoning also corrected mistakes that were made as part of a previous comprehensive rezoning in 1995 that coincided with the adoption of a new Zoning Ordinance. One reason for this atypical approach to plan implementation may be explained by the fact that York County does not have a history of obtaining cash proffers through conditional rezonings. According to annual reports from the Virginia Commission on Local Government (COLG), York County only reported receiving \$300,000 in cash proffers since the State began collecting this data in 2003. Other fast growing counties reported obtaining millions of dollars in cash proffers in that same timeframe. A secondary factor may be the general developed nature of much of the County - the County Comprehensive Plan indicates that less than a fifth of the County is considered "undeveloped."

Advantages and Disadvantages:

Rezoning to ensure that the zoning map is consistent with the future land use map increases the likelihood that a Comprehensive Plan will be realized as envisioned. It also reduces and streamlines the development approval process since most rezonings become unnecessary. A locality-initiated rezoning, concurrent with a comprehensive plan might also be useful as a means of boosting economic development activity, providing incentives for redevelopment in blighted areas or addressing specific design needs unique to a well-defined community.

⁴ Spotsylvania completed a large scale rezoning (downzoning) in 2002 which was overturned following a lawsuit from affected landowners; in 2004 the Supreme Court overthrew the decision and the downzoning was reinstated. A second downzoning in 2004 was successful.



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However, there are also some distinct disadvantages to harmonizing zoning with the land use map. In Virginia, the conditional zoning process provides a mechanism to help offset the costs and impacts of growth and mitigate site specific impacts. In rapidly growing jurisdictions, proffers obtained through conditional zoning provide significant funds and in-kind contributions to offset capital facility and service demands associated with new residential development. Since mechanisms for funding improvements associated with new growth are limited in Virginia, a locality-initiated concurrent rezoning would preclude the ability to obtain development proffers and may shift the burden of new residential growth to existing residents. The rezoning process also provides an opportunity for the impacts of a specific use on a specific parcel to be evaluated by the community in the context of surrounding uses so that potential negative impacts can be mitigated.

Application in James City County:

The Comprehensive Plan in principle should serve as the starting reference point for all land use documents guiding development in James City County. In Virginia, the Comprehensive Plan is treated as a guide, rather than a strict regulatory document; however it provides a framework for consistent and defensible land use decisions and provides the rationale for the regulatory documents that will be used to implement the plan on a day to day basis. Therefore, it is essential that regulatory documents like the Zoning Ordinance and Subdivision Ordinance reflect the latest Comprehensive Plan policies. As James City County undertakes the Comprehensive Plan update, it makes sense to assess how well current regulatory documents support new policies and initiatives. It also makes sense to assess how well current zoning reflects desired future development.

However, considerable staff resources would be required to fully evaluate discrepancies between the future land use map and the existing zoning map and propose appropriate zoning changes. When Prince William County undertook such a study in 2000, it took an estimated 700 staff hours and the concurrent rezoning was not pursued.

More importantly, though, unless and until new mechanisms for funding public facility and utility improvements are made available to James City County, it would be inadvisable to proceed with a countywide rezoning based on the future land use map just to ensure that the future plan map and the zoning map match. The instances, if any, where concurrent rezoning would be the only or best means of achieving a very specific public policy should become clear as the James City Comprehensive Plan moves forward and should be identified for review by the Planning Commission and Board of Supervisors.