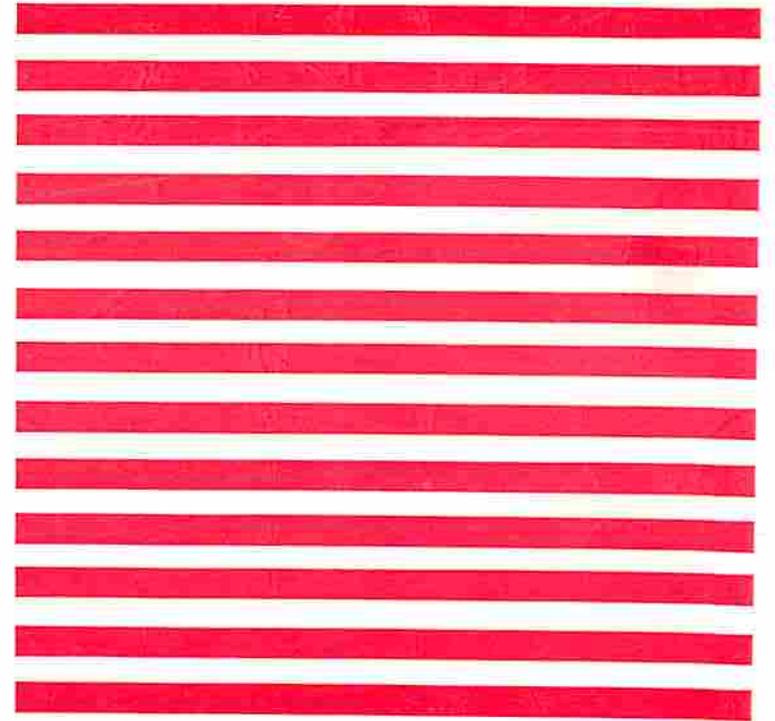
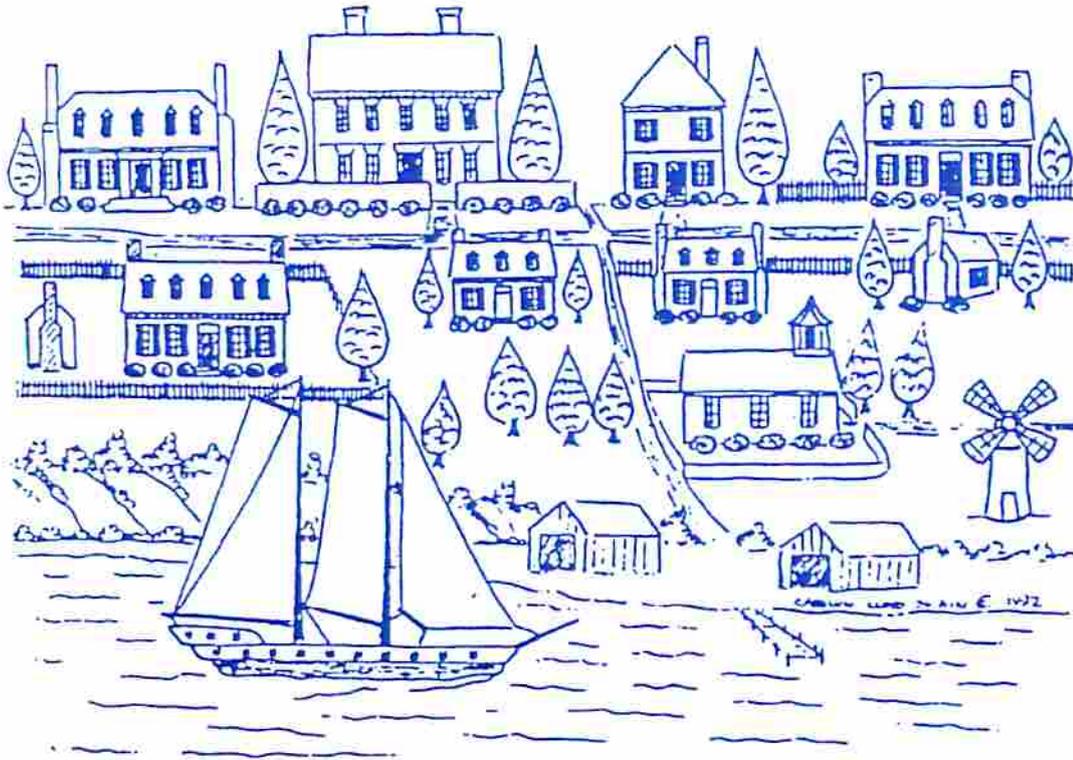


YORKTOWN MASTER PLAN

Yorktown, Virginia



Adopted March 4, 1993

Rescum

prepared for the
York County Board of Supervisors
and the
Yorktown Revitalization Steering Committee

prepared by
Sasaki Associates, Inc.
1500 K Street N.W.
Washington D.C. 20009
Carlton Abbott and Partners, Inc.
402 Duke of Gloucester Street
Williamsburg, Virginia 23187
Anderson Associates, Inc.
Phoenix, Maryland

DEDICATION

At the opening reception for the 1989 Focus on Yorktown workshop, Dr. Ward Anderson, Chairman of the Yorktown Steering Committee and a member of the York County Board of Supervisors, offered his vision for Yorktown and expressed his hope that with the collective ideas and enthusiasm of the seventy participants, the workshop "could be the start of something big." As the workshop concluded two days later, Dr. Anderson stood again before the participants and proclaimed, with enthusiastic agreement from all in attendance, "this was the start of something big."

Dr. Anderson passed away in January, 1991, before his dream and vision for a revitalized Yorktown could be realized. This Master Plan, which is intended to add focus and detail to many of the excellent concepts developed in the Focus on Yorktown workshop, represents another big step in the revitalization process. It is dedicated to the memory of Dr. Ward Anderson as is our pledge to continue to work together to enhance Yorktown.

**Jere M. Mills, Chairman
Yorktown Revitalization Steering Committee**

April, 1992

TABLE of CONTENTS

LIST of FIGURES
EXECUTIVE SUMMARY 1
INTRODUCTION 5

INVENTORY AND ANALYSIS

History 11
Design Precedents 14
Location 16
Natural Features 18
Built Features 27
Land Use 32
Waterfront Common 36
N.P.S. Management Districts 38
Commercial Areas 41
Residential Areas 43
Cultural Resources 44
Circulation 49
Engineering Issues 56
Market Assumptions 70

MASTER PLAN

Visitor Attractions 76
Major Activity Areas/Facilities 83
Circulation, Parking and Streetscape..... 101
Master Plan 120
Implementation/Costs 122
Conclusions 133

APPENDIX

Ecosometrics Transit Report Summary

ACKNOWLEDGEMENTS

CONSULTANT TEAM

LIST of FIGURES

1. Focus on Yorktown Plan.....	6
2. Waterfront "Berthier Plan", 1781 and Original Town Plan, 1691	12
3. Design Precedents	15
4. Location Plan.....	17
5. Topography	19
6. Vegetation.....	20
7. 100 Year Flood Zone and Natural Resource Management Areas.....	22
8. Chesapeake Bay Preservation Areas	23
9. Flood Stage and Tide Fluctuation Diagram	24
10. Soils.....	25
11. 1931 Plan	28
12. Buildings, Bridges, and Walls	29
13. Historic Development of Yorktown Streets	30
14. Pavement Areas	31
15. Property Ownership.....	33
16. N.P.S. Management Districts.....	39
17. Commercial Areas and Visitor Attractions.....	42
18. Maritime, Architectural, and Landscape Features.....	45
19. Vehicular Circulation and Parking.....	50
20. Pedestrian Circulation Routes	54
21. Shore Protection: Watermens Museum Area Existing Condition	57
22. Shore Protection: Watermens Museum Area Proposed Concept.....	58
23. Shore Protection: Public Wharf Area Existing Condition.....	59
24. Shore Protection: Public Wharf Area Proposed Concept.....	60
25. Shore Protection: Shipwreck Pier Area Existing Condition	61
26. Shore Protection: Shipwreck Pier Area Proposed Concept	62
27. Water Supply.....	65
28. Sanitary Sewer.....	67
29, 29a, 29b. Sanitary Sewer Service Area and Alternatives	68
30. Analysis Summary	73
31. Visitor Attractions	77
32. Yorktown Creek/Corduoy Road Sketch	78
33. Archer Cottage Vicinity Sketch	80

34. Main Street/Ballard Street Fort Sketch.....	81
35. Major Activity Areas/Facilities.....	84
36. Courthouse Square Vicinity.....	85
37. Waterfront.....	87
38. Waterfront Commons: Phase I Improvements.....	88
39. Waterfront Commons: Phase II Improvements.....	90
40. Waterfront Commons Sketch.....	91
41. Waterfront Commons Sketch.....	92
42. Waterfront Commons Sketch.....	93
43. Historic Waterfront Riverwalk.....	94
44. Riverwalk: Read to Church Street Section.....	96
45. Riverwalk Sketch.....	97
46. County Court and Office Center Campus Plan Alternative A.....	99
47. County Court and Office Center Campus Plan Alternative B.....	100
48. Vehicular Circulation: Access at Alexander Hamilton Boulevard.....	102
49. Main Street Improvements.....	104
50. Main Street Improvements.....	105
51. Circulation: Initial Main Street Closure.....	106
52. Circulation: Main Street and Water Street Closure.....	107
53. Parking.....	110
54. Architecture.....	113
55. Landscape Zones.....	115
56. Landscape Spatial Diagram.....	116
57. Signage Types.....	117
58. Signage Concept Plan.....	118
59. Master Plan.....	121
60. Phasing Priority Recommendations.....	124-129

Appendix

- A-1 Shuttle Service Route: Alternative 1*
- A-2 Shuttle Service Route: Alternative 2*
- A-3 Shuttle Service Route: Alternative 3*
- A-4 Shuttle Service Route: Alternative 4*

EXECUTIVE SUMMARY

The Master Plan process began in 1988 with the formation of the Yorktown Revitalization Steering Committee and its dedication to the enhancement of Yorktown. Within a year, the Committee had arranged for the Waterfront Center to facilitate a two-day workshop designed to develop a vision for Yorktown's future. The product of the "Focus on Yorktown" workshop was a conceptual plan for the Town, which reflected a remarkable consensus among the participants, and a vision, which the Steering Committee later expressed in the following goal statement:

"Create in Yorktown a vibrant community of people, living, working, learning, visiting and playing; while enhancing its national stature, and respecting and preserving its continuing history, environment and character."

In 1990, York County initiated the process which has led to the preparation of this Master Plan and two companion studies - the Yorktown Market Study and the Yorktown Architectural Design Guidelines Study. The purpose of the Master Plan, the preparation of which has been guided by the Yorktown Revitalization Steering Committee, is three-fold:

- Provide for public improvement projects in Yorktown that are consistent with the direction provided by the "Focus on Yorktown" concept plan, responsive to the historic context of the Town, sensitive to the concerns of Yorktown's residents, adaptable to modern functional requirements, and economically feasible from an engineering perspective.
- Provide opportunities and encouragement for a range of land uses on privately-owned land that complements the Town's historic character and is feasible from a market perspective.
- Serve as the basis on which to develop a set of design guidelines for Yorktown's streets, architecture, and landscape.

With these objectives as the guiding principles, the Master Plan has been prepared to include the following major recommendations and proposals:

VISITOR ATTRACTIONS

Victory Center/NPS Visitor Center

The Victory Center on the western side of Yorktown and the Visitor Center on the eastern side should be recognized and enhanced as major anchors for visitor activity and their linkages to the in-town attractions and activities should be strengthened through improved walkways, signage and transportation.

Colonial Waterfront Interpretation

The Cornwallis Cave, Archer Cottage and Shipwreck Pier areas should be improved with additional interpretive areas and displays and exhibits of some of the artifacts recovered from the adjacent ship ruins.

NPS Main Street

Main Street attractions, which include renovated properties owned and operated by the National Park Service, should be enhanced by improved pedestrian connections to the Visitor Center, improved signage and accommodations, and - most importantly - by converting the street to a pedestrians-only route during peak visitation.

Main/Ballard Street Fort

Underbrush should be removed, interpretive signs and walkways should be added, and other improvements should be made in order to create a visitor attraction at this important example of the early defenses of the Town.

MAJOR ACTIVITY AREAS

Main Street

- The Court House Square at the intersection of Main and Ballard Streets should be strengthened as the symbolic center of the Town and the County. In accordance with the recommendations of the Market Study, and consistent with the National Park Service's Management District designations, additional commercial and cultural uses should be encouraged to locate in this area.
- The County's Public Safety Building should be considered as a potential location for a relocated Post Office, a Visitor Center, a shop or a restaurant.
- The jail and Sheriff's Department offices should be relocated and the building should be adapted, in conjunction with architectural style improvements, to less-intensive administrative office space.

Waterfront

- The focal point of the Waterfront revitalization should be the creation of a waterfront park on the Yorktown Commons between Read Street and the Wharf. Key features of this park, which should be undertaken in two phases, would include:

Phase One

- Relocation of the Post Office to another waterfront site or to a location near Main and Ballard Streets.
- Construction of a new Wharf and pier complex capable of accommodating large vessels (cruise ships, dinner cruise boats and tall ships) and transient pleasure boaters.
- Construction of a support building capable of housing restrooms, a light-refreshment stand and lifeguard offices.

- Construction of a public plaza and performance area.
- Parking lot improvements.

Phase Two

- Demolition of the existing restrooms and lifeguard support building and relocation of those functions to the new structure near the Wharf.
- Construction of a boardwalk/observation deck extending out from Ballard Street.
- Conversion of the parking area between Ballard and Buckner Streets to a public plaza.

Historic Waterfront Riverwalk

- A continuous pedestrian walkway is proposed to extend from the NPS Picnic Area to the Public Wharf, and from the Wharf to the Victory Center. This walkway would change in character to respond to the varied uses and spatial characteristics of the different segments of the Waterfront. Particularly notable is the proposed treatment between Read and Ballard Street where the Riverwalk and the berms, benches and landscaping adjacent to it are intended to discourage the interaction between beach users and vehicles on Water Street and, thus, to discourage the "cruising" which detracts from visitor experiences in other parts of Yorktown.

CIRCULATION, PARKING AND STREETScape

Vehicular Circulation

- Alexander Hamilton Boulevard should be modified and improved to become a more convenient and recognizable primary entrance into Yorktown. Improvements should include a longer deceleration lane on Route 17, a larger radius 90-degree turn from Route 17, and a reconfigured intersection with Ballard Street. The current one-way configuration of the intersection with Route 17 should be maintained.
- The current ingress/egress options at the Main Street/Route 17 intersection should be maintained. Access to the eastern leg of Main Street from Route 17 should not be re-opened because it would create inappropriate traffic congestion at the Main Street/Ballard Street intersection.
- Main Street should be closed to vehicular traffic between Comte de Grasse Street and Church Street during peak visitor periods. This system should be implemented, at least on a trial basis, during the peak 1992 tourist season.
- Water Street should be restricted to pedestrians only between Comte de Grasse and Read Street during peak visitor periods.
- The "Five Points" intersection of Ballard Street, the Colonial Parkway, Zweybruchen Street and the NPS Visitor Center entrance should be reconfigured into a safer, 4-way arrangement.
- All streets should be resurfaced with a brown pea-stone overlay. Priority should be given to Zweybruchen, Main, Water and Ballard Streets.

Parking Areas

- A series of small pocket-parking areas should be constructed in the Courthouse Square vicinity.
- The waterfront parking at the Public Wharf and Waterfront Park should be modified and/or relocated as a design for the area develops.
- Remote parking should be planned for near the County Court Campus to accommodate special events and peak visitor period.
- A tram or shuttle system should be implemented to interconnect the peripheral and in-town parking areas and to carry visitors from those areas to the major attractions and activities. This system should be implemented incrementally, starting initially with service during peak visitation associated with special events and summer weekends.

Streetscape

- Overhead electrical and communication lines should be buried underground. This work should be coordinated with streetscape and other utility work, and combined with these projects whenever possible. Water Street is one area in particular where the County has programmed sanitary sewer work, which presents an opportunity to improve the storm drainage and streetscape, and bury the overhead electrical and communication lines in one project.
- A tree planting program, as well as an overall program for landscape improvements, should be undertaken for all of Yorktown. In particular, a tree replacement plan is needed as the natural loss of mature trees occurs.

IMPLEMENTATION

In reviewing the various drawings, diagrams and proposals contained in this plan, it is important to understand that they represent concepts and are in no way intended to be taken as final designs or intentions. Rather, these drawings, diagrams and proposals are intended to provide general direction and a focus for the extensive and detailed discussion and design work which must precede any decision to implement any of these proposals. Likewise, it is important to recognize that the project priorities and phasing proposals made in this plan are dependent on achieving certain funding objectives. Certain assumptions have been made in preparing these recommendations concerning sources and levels of funding. Clearly, if these do not materialize, or if lower than projected funding levels are achieved, adjustments will be necessary.

Finally, it is important to recognize that this plan represents a road map of sorts intended to chart a route toward achievement of the overall goal established by the Yorktown Steering Committee. This is not to say that this is the only route to success. As a general plan, it is fully anticipated that there will be changes, deletions, additions or other modifications along the way. Nevertheless, if the goals, objectives and general direction articulated in this plan are pursued -- by whatever route -- Yorktown can and will benefit.

INTRODUCTION

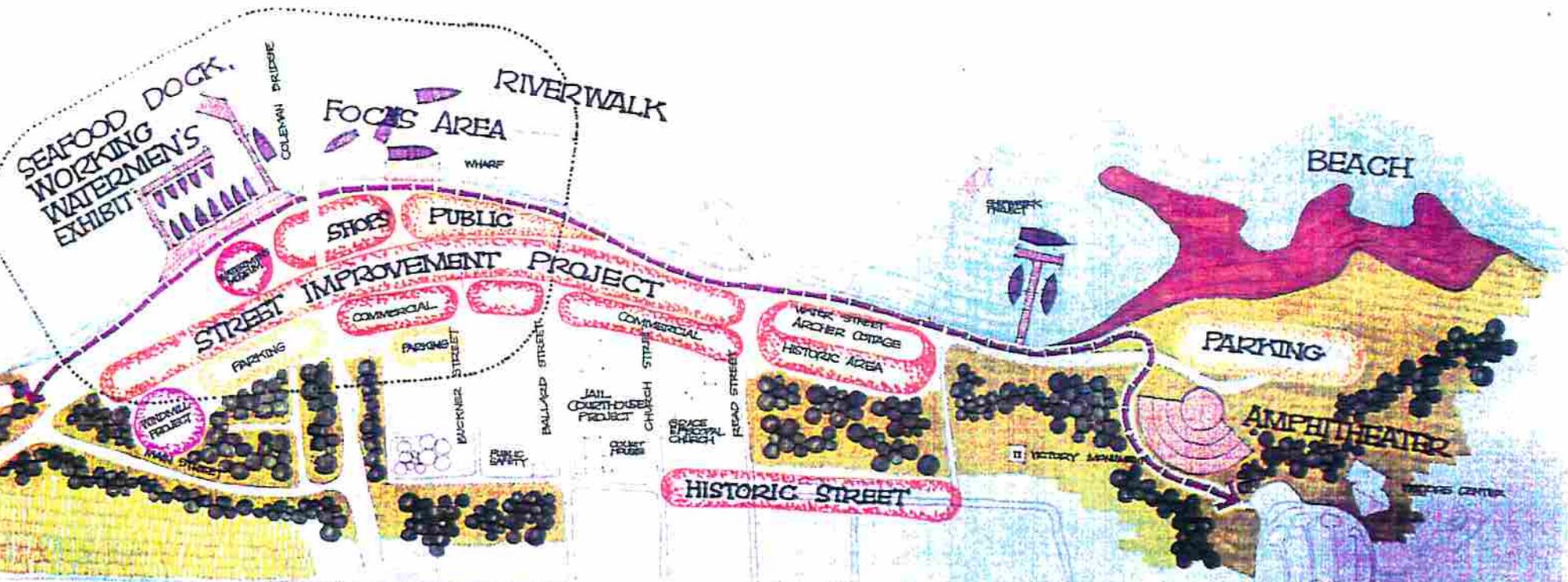
In December 1990, York County selected Sasaki Associates, Inc., along with Carlton Abbott and Partners, P.C., and Anderson Associates, Inc. as consultants to prepare this Master Plan. This document was prepared under the guidance of the Yorktown Revitalization Steering Committee and is the result of a team effort that included the Steering Committee, members of the York County staff, and interviews with Yorktown residents, as well as federal, state and local government agencies affected by the Master Plan.

The purpose of the Master Plan is threefold:

- Provide for public improvement projects in Yorktown that are consistent with the direction provided by the "Focus on Yorktown" concept plan, responsive to the historic context of the Town, sensitive to the concerns of Yorktown's residents, adaptable to modern functional requirements, and economically feasible from an engineering perspective.
- Provide opportunities and encouragement for a range of land uses on privately-owned land that complements the Town's historic character and is feasible from a market perspective.
- Serve as the basis on which to develop a set of design guidelines for Yorktown's streets, architecture, and landscape.

Background

This Master Plan process began in 1988 when the County of York commissioned the Waterfront Center to conduct a design workshop in Yorktown. The "Focus on Yorktown" Workshop consisted of two days of teamwork discussions among Yorktown and York County residents, professional planning consultants, and other interested parties. The final product of this exercise was a consensus plan that reflected the opinions of the workshop participants (*figure 1*). The major issues



Yorktown Waterfront Conceptual Master Plan 9-12-89

covered included: the types of land uses compatible with Yorktown's history; the types of businesses that would be appropriate in the Town; and the types of design features that should be incorporated into existing or proposed improvements.

The Focus on Yorktown Report recommended a series of strategies for York County to follow to determine the feasibility of the Focus on Yorktown Plan. A number of the recommended strategies outlined in the Focus on Yorktown Report have been pursued by the County including, but not limited to, the following:

- contracting for a structural analysis of the Post Office Wharf;
- contracting for preparation of a market analysis of commercial opportunities in Yorktown;
- contracting for preparation of architectural design guidelines; and
- contracting for preparation of this report -- the Master Plan -- which is intended to synthesize the findings of recommendations of the previous conceptual plans and chart a course for implementation.

Yorktown Revitalization Steering Committee

The empowerment of the Yorktown Revitalization Steering Committee to guide the development of the Master Plan was another recommendation of the Focus on Yorktown report that has been initiated by the County. The Steering Committee is composed of seven representatives from Yorktown's major constituent groups: two members from the York County Board of Supervisors, two members from the Yorktown Trustees, one representative from Colonial National Historical Park, one representative from the Yorktown Victory Center, and a Yorktown resident/property owner.

While the selection of a Master Plan consultant team was being finalized, the Steering Committee developed a statement outlining the

goals for the revitalization effort. These goals, which are listed below, are the principles that have guided the consultant team.

Yorktown Revitalization Steering Committee Goal Statement

Goal

Create in Yorktown a vibrant community of people, living, working, learning, visiting, and playing; while enhancing its national stature, and respecting and preserving its continuing history, environment and character.

Objectives

Living

Protect and enhance the quality of life for existing residents.

Ensure that any new residential development which occurs is consistent with the character of the community, in terms of both physical and sociological factors.

Encourage and undertake efforts to improve the physical appearance of the Town so as to make it a more attractive place to live and visit.

Working

Recognize the historical function of Yorktown as the County seat, but ensure that County government functions are and remain compatible with the Town's character.

Encourage the continuation and expansion of business and professional establishments which serve the Town residents, the governmental functions, and visitors, but which respect and are compatible with the Town's character.

Encourage commercial development that is consistent with the needs of existing and potential residents, workers, and visitors; but do not view Yorktown as a major focus for County economic development and tax-base enhancement efforts.

Learning

Highlight and enhance existing opportunities and develop new opportunities to allow residents and visitors alike to learn and experience the history and significance of Yorktown as a thriving Colonial seaport, and as the place where independence was won.

Encourage and support the establishment of cultural and educational opportunities which highlight other aspects of the local heritage and environment and which are compatible with the Town's historic character.

Visiting

Highlight and enhance existing visitor attractions and seek to expand the range of attractions and opportunities available to visitors so as to increase their length of stay in Yorktown, while ensuring that those attractions and opportunities are compatible with the Town's historic character.

Encourage the establishment and development of attractions and opportunities which will increase visitation at times other than the current midday peak.

Encourage the establishment and development of attractions and opportunities which will increase the attractiveness of Yorktown as a primary or multi-day visitor destination.

Carefully monitor the size and scale of new or expanded attractions to ensure that visitation levels do not detract from the Town's character and capacity to absorb the increases.

Playing

Recognize the recreational opportunities represented by the York River but ensure that recreational activities and pursuits are compatible with the Town's historic character.

Maximize public access to and view of the waterfront.

Provide for recreational swimming and sunbathing opportunities only if they can be accommodated in an area which:

- encourages respectful use of the beach which can be used by residents and visitors;
- does not infringe upon or detract from the historical attractions;
- can adequately support parking demands; and can be stabilized so as to avoid the need for frequent sand replenishment.

Preserving

Preserve and protect the historic structures and the significant cultural and natural landscapes in Yorktown for the benefit and use of this and future generations.

Master Plan Process

The organization of this report is similar to the process used in developing the Master Plan. This process consisted of the following:

- a. Address the issues outlined within the Focus on Yorktown report and the Steering Committee Goals Statement.
- b. Document the physical features of the Town and review the regulatory requirements and procedures of the region.
- c. Study the historic and cultural factors associated with the Town.
- d. Meet with the affected constituents and agencies at key points throughout the planning process.
- e. Identify cultural, leisure and commercial opportunities for Yorktown and where such opportunities might be located.
- f. Develop a synthesis of the analysis observations.

- g. Develop conceptual design options for the public improvements within the Town and prepare estimates of the costs of the recommended improvements.
- h. Develop a Master Plan.
- i. Develop Master Plan implementation strategies.

Throughout the process of developing the Master Plan, citizen input and participation has been encouraged. To the greatest extent possible, the Steering Committee has encouraged a collaborative process whereby the citizens of Yorktown have had opportunities to participate in the process and contribute their time and opinions. Because of the concern and time invested by these individuals, the potential success of the Master Plan is greatly improved. The further development and implementation of this Master Plan will require the continuation of this involvement.

INVENTORY and ANALYSIS

- A. HISTORY
- B. DESIGN PRECEDENTS
- C. LOCATION
- D. NATURAL FEATURES
- E. BUILT FEATURES
- F. LAND USE
- G. WATERFRONT COMMON
- H. NATIONAL PARK SERVICE MANAGEMENT DISTRICTS
- I. COMMERCIAL AREAS
- J. RESIDENTIAL AREAS
- K. CULTURAL RESOURCES
- L. CIRCULATION
- M. ENGINEERING ISSUES
- N. MARKET ASSUMPTIONS

A. HISTORY

An extensive survey of Yorktown's history was beyond the scope of this report; however, a summary of specific events or periods which have impacted the design of the Town is included to bring historical perspective to the Master Plan.

Colonial Virginia, the Act of Ports, and Tidewater Towns

Yorktown was founded in 1691 as a result of the Act of Ports legislation which authorized the Colony of Virginia to establish 22 towns along the major waterways. The purpose was to regulate the shipment of tobacco in the Colony thereby guaranteeing the collection of taxes from the planters in the region. Yorktown was a prosperous port in the seventeenth and eighteenth centuries, third in the region in overall tonnage and the number of ships entering the port. At the height of this prosperity, a population of approximately three thousand people lived in the Town.

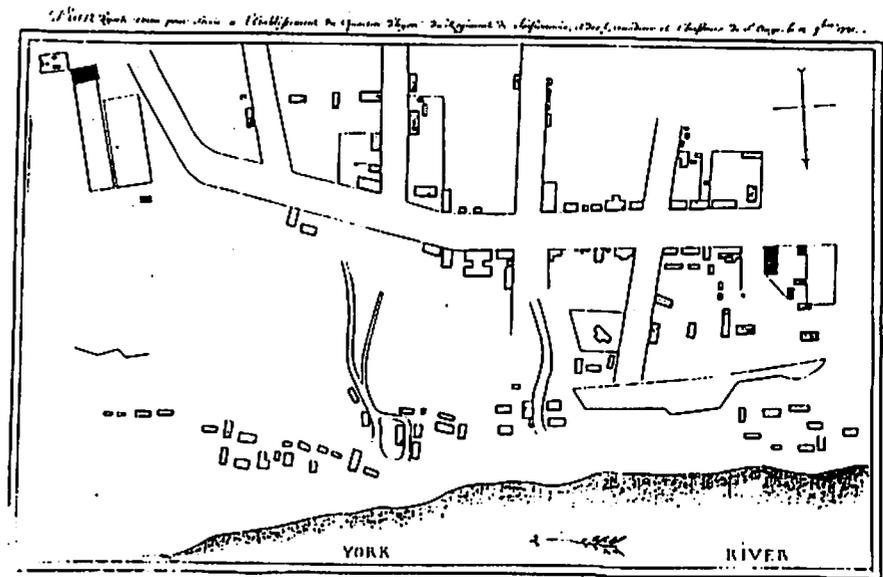
Towns in Colonial Virginia were also necessary to serve as the seat for local government. Many of the original ports, including Yorktown, had a portion of the town lots set aside for the Court House Square: a group of public and private buildings, such as the jail, lawyers offices and an ordinary forming a public space around the Court House. This space served as the public gathering place on Court Day -- usually occurring once a month -- as well as the muster ground for the local militia.

There were two distinctly different halves to a typical port town: the town and the waterfront. In town, "Main Street" was the center of civic life in the community and where the wealthier residents lived. The waterfront, on the other hand, was the place where tobacco warehouses and stores were, and where the poorer residents of the town lived. This dichotomy is most apparent in Yorktown where the two areas are separated by a fifty-foot-high bluff and the building/lot patterns were completely different (*figure 2*).

Original Town Plan



Berthier Plan



Waterfront Plan, 1781; and Original Town Plan, 1691
Figure 2

Revolutionary War Battlefield

An historic event of national significance was the surrender of General Cornwallis, Commander of the British forces, and his troops to Generals Washington, Lafayette and Rochambeau at Yorktown during the American Revolutionary War. This event marked the beginning of America's independence but destroyed the town, much of which was never rebuilt.

Civil War Encampment

The earthwork fortifications built during the Revolutionary War were expanded and re-used by Confederate and Union forces during the Civil War. McClellan used the Town to help support operations for the Peninsula Campaign.

Centennial Celebrations

In honor of the one hundredth anniversary of the victory at Yorktown, a celebration was held that lasted three days. At that time, the unveiling and commemoration of the Victory Column monument took place. A more elaborate celebration took place in 1931 and was a time when a great deal of activity was focused on the waterfront. Most recently, the Bicentennial celebration in 1981 created renewed interest in Yorktown and, in some ways, provided impetus to the current revitalization efforts.

Restoration Process in the 1930s

Yorktown's historic architecture was in disrepair at the time interest in the restoration of Williamsburg began. In subsequent years, however, through the purchase of much of the Town and surrounding landscape by the National Park Service, the stewardship of the Town as a national cultural resource was assured. The intention of the Park Service was to restore and re-use the historic structures within the Town rather than create another Williamsburg. The foresight of that decision has preserved the memory of the events that occurred in Yorktown in a living, active community.

Coleman Bridge Construction in the 1950s

In 1952, the Coleman Bridge replaced a ferry which carried vehicles across the York River to Gloucester Point. The old Gloucester terminal still stands, but Yorktown's terminal is long gone. The effect of this bridge on the prosperity and life of the Town has ranged from being a significant asset when the bridge was constructed, to being somewhat of an inconvenience today. The high traffic brought to and through Yorktown as a direct result of the bridge and the Route 17 corridor has recently resulted in the complete or partial closing of the Main Street and Alexander Hamilton Boulevard intersections, thus creating significant concerns about the accessibility of the Town.

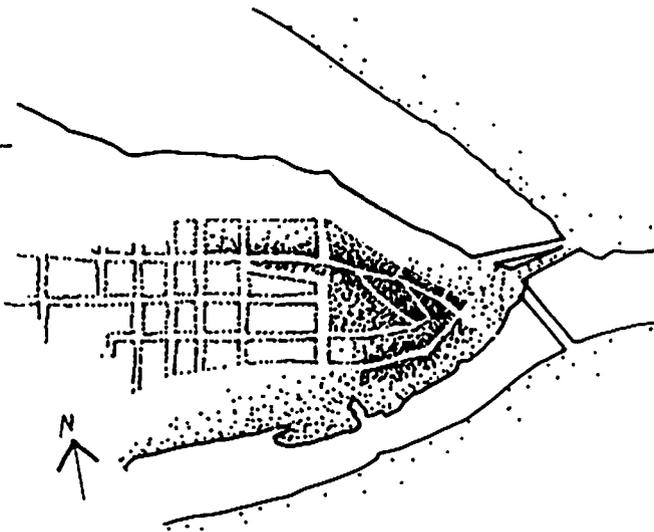
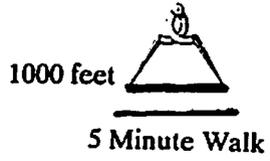
B. DESIGN PRECEDENTS

Tidewater Virginia is rich with examples of towns that have a pattern of development and architectural scale similar to Yorktown. Several of these towns were studied during the course of the Master Plan development. The towns selected are not entirely analogous as models for Yorktown, but portions of each demonstrate real solutions to circumstances similar to the ones that Yorktown faces. Design solutions used for towns from other regions have also provided ideas for adapting to Yorktown, in particular Harpers Ferry which, in a fashion similar to Yorktown, exhibits the strong presence of the National Park Service, and is inundated by thousands of visitors during the summer months.

Each of the towns listed (Williamsburg, Virginia; Tappahannock, Virginia; Annapolis, Maryland; Harpers Ferry, West Virginia) have one feature in common that is particularly relevant to Yorktown -- pedestrian walking scale. A drawing of each town shown at the same scale is included for comparison with Yorktown (*figure 3*).

Yorktown Master Plan

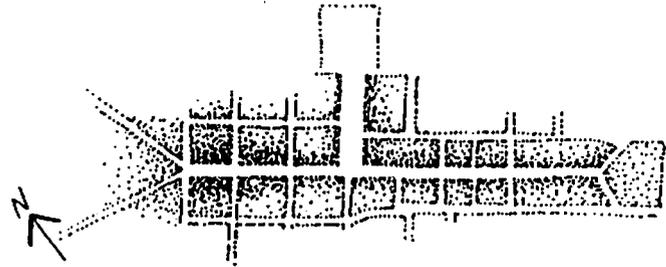
scale



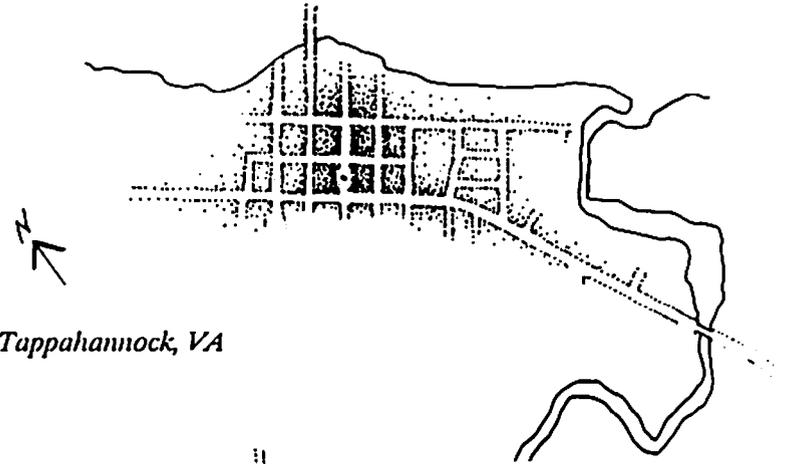
Harpers Ferry, WV



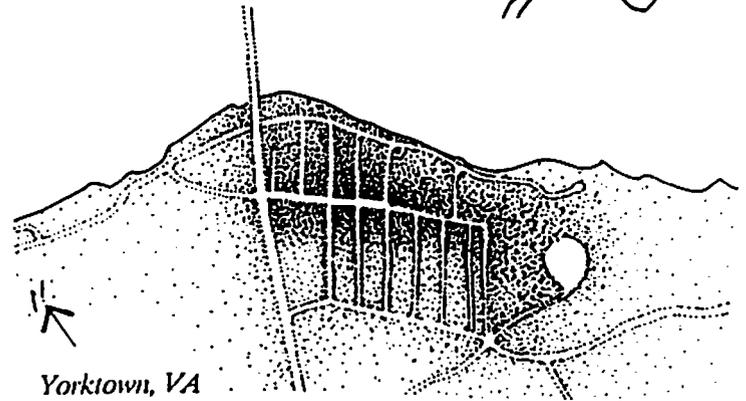
Annapolis, MD



Williamsburg, VA



Tappahannock, VA



Yorktown, VA

*Design Precedents: Scale Comparison Plans
Figure 3*

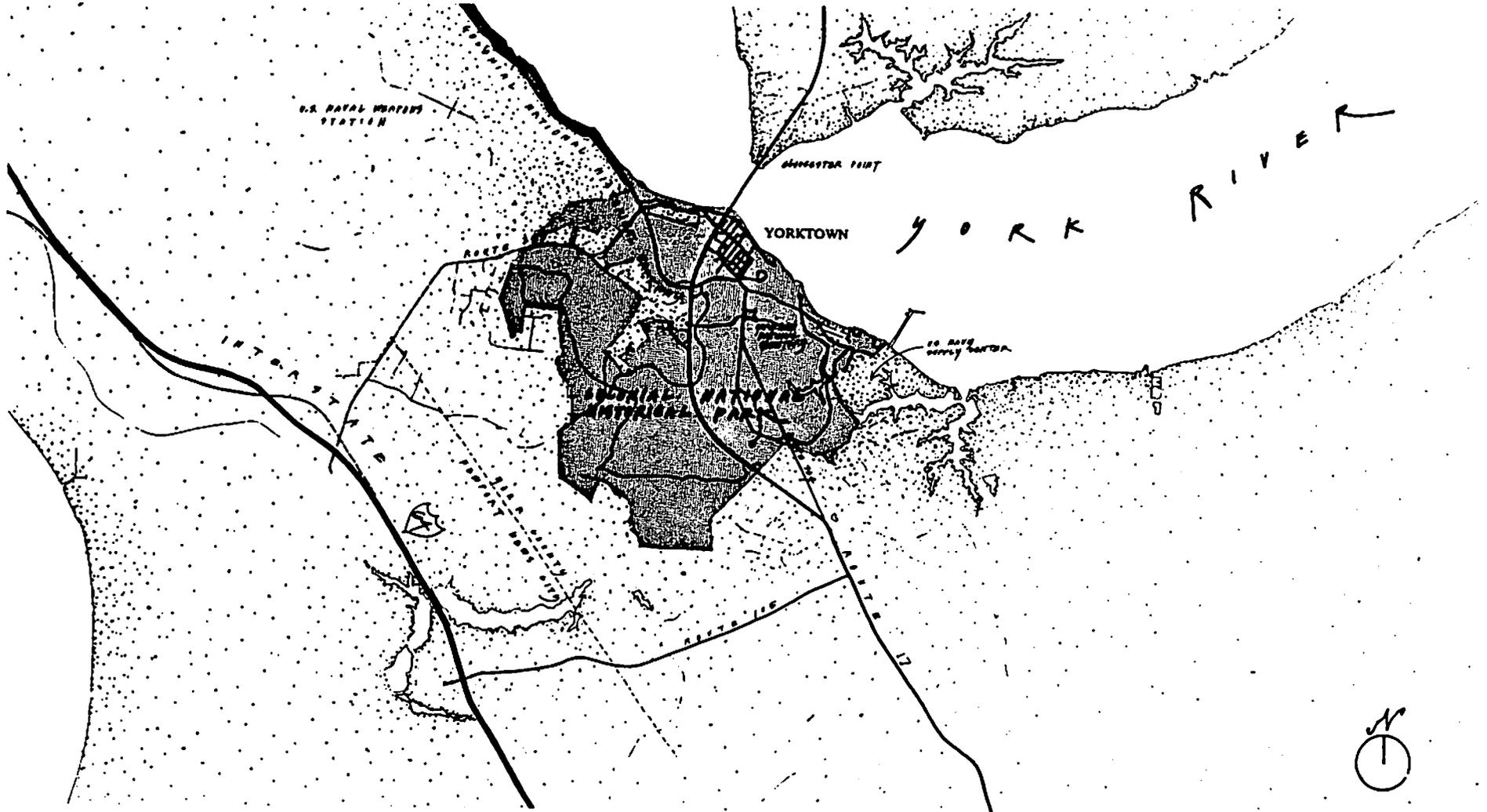
C. LOCATION

figure 4

Located at the narrowest section of the York River, the Town is an ideal crossing point for a bridge or ferry. The narrowing of the River and the topography of the Town made it an ideal defensive position from a military perspective in the Revolutionary War.

Yorktown is encircled by the Colonial National Historical Park which forms a relatively constant one and one-half mile radius park land with exhibits, trails, woodlands, and fields.

Yorktown's location at the opposite end of the Colonial Parkway from Jamestown, and its close proximity to Williamsburg, have caused it to become one of the major attractions in the "Historic Triangle."



Location Plan
Figure 4

D. NATURAL FEATURES

Topography

figure 5

The landform of Yorktown is triangular in shape, with the York River on one side, Yorktown Creek on another, and the mainland at the base of the triangle. Route 17 bisects the Town, thus isolating the Windmill Point area from Main Street.

The waterfront and Yorktown Creek lie below the bulk of the Town, separated by 40- to 50-foot bluffs.

Vegetation

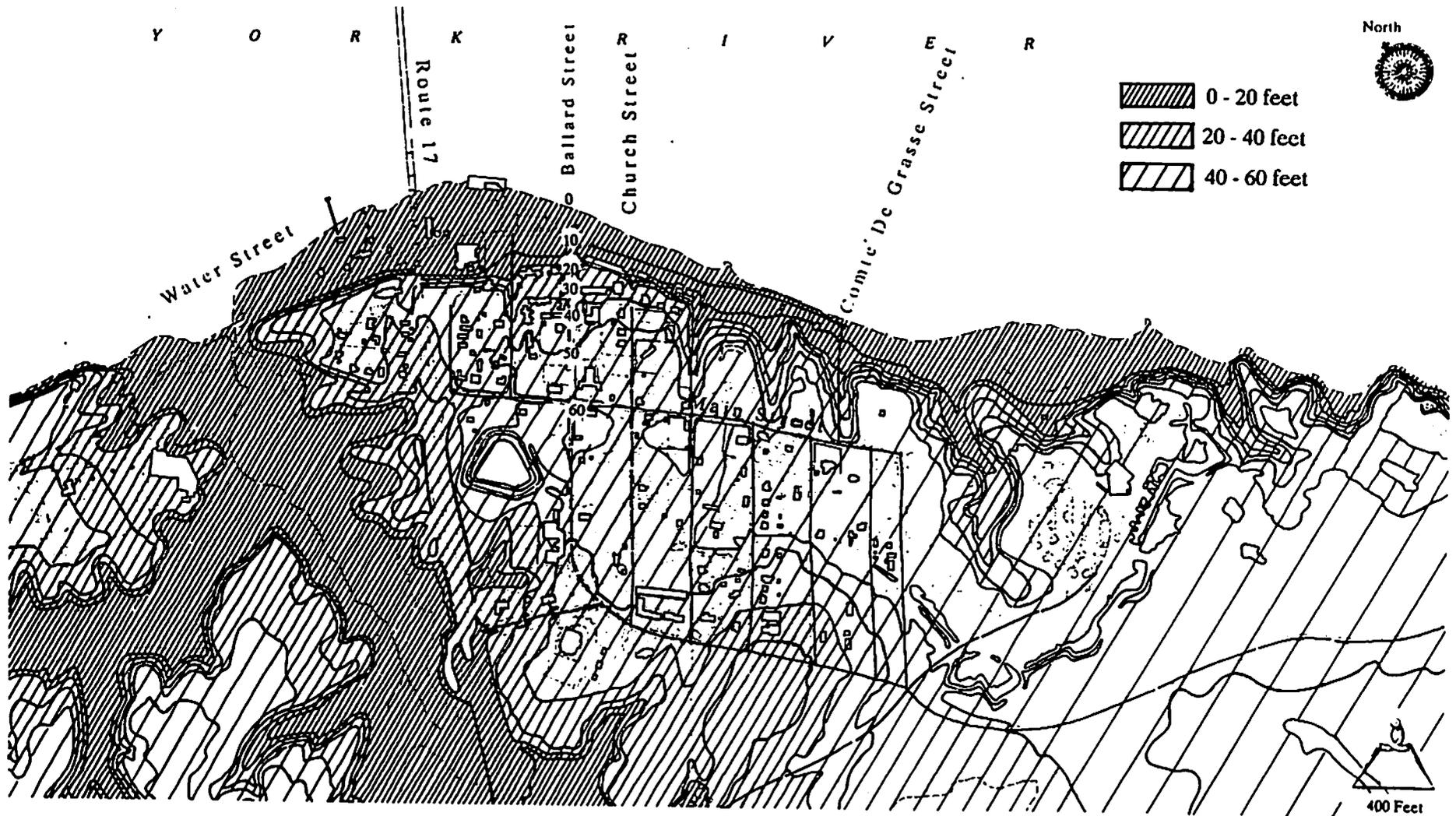
figure 6

The vegetation in town can be grouped into four categories: Dense Woods (thick understory growth generally along steep slopes or archaeologically protected areas), Free Standing Trees (in lawns and along streets), Open Meadow (the battlefield), and Lawn (manicured areas of grass around public buildings or private residences).

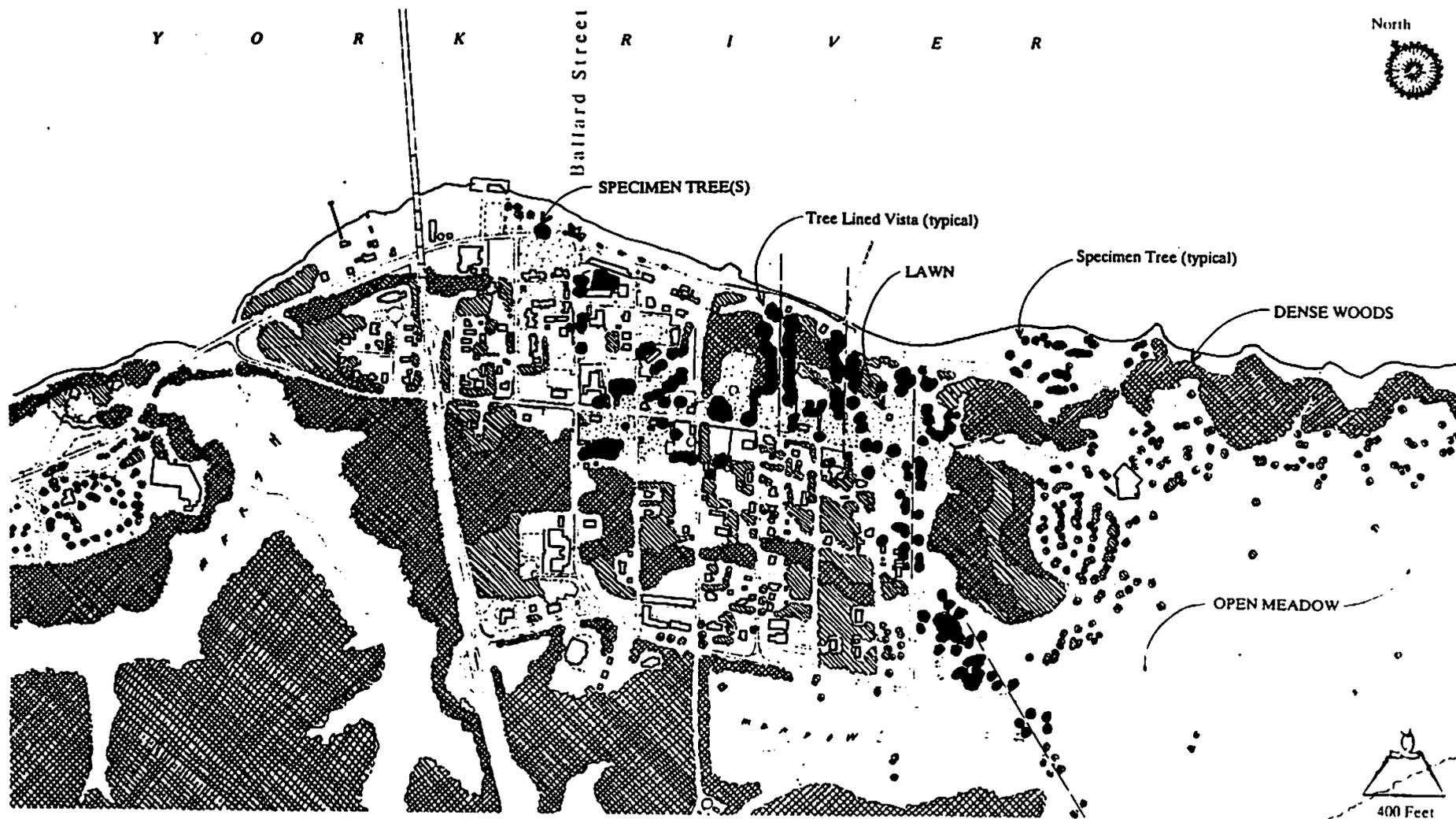
The Town is filled with mature trees, but there are relatively few young ones. In the future this may become a problem as the older trees begin to die off with no mature replacements.

Several specimen trees and tree groupings occur in Town and are visually important because of their location: at the bend in Main Street, along the bluff, and in the lawn at the Victory Monument, for example.

The earthworks which cut through the Town are overgrown with trailing vines and scrub. The vegetation has played a strong role in protecting these areas from damage which could be caused by foot traffic and amateur archaeologists.



Topography
Figure 5



Vegetation
Figure 6

Natural Resource Management

figures 7, 8, 9

The Resource Management Protection Overlay District Regulations of the York County Zoning Ordinance will apply to the development of waterfront facilities including boardwalks, renovations to the pier, transient boat facilities and associated structures and uses. The Resource Management Protection Overlay District (*figure 7*) includes the following areas:

- Areas below elevation 4 feet (MSL);
- Areas with slopes greater than 20 percent;
- Coastal and inland marshes; and
- Areas designated by the County as Chesapeake Bay Preservation Areas.

Yorktown is designated as an IDA - Intensely Developed Area - under the Chesapeake Bay Preservation Regulations, meaning that development is exempt from the 100-foot buffer requirement, but that it must meet certain other open space and water quality standards.

All development within the overlay district requires the review and approval of a Natural Resources Inventory by the County Zoning Administrator. The inventory must include a water quality assessment, a delineation of Chesapeake Bay Preservation Areas, beaches, water courses, water bodies, flood hazard areas, slopes greater than 20 percent, woodlands and wetlands. Wetlands must be delineated using the federal methodology (*figure 8*).

Development or redevelopment within the overlay district must utilize Best Management Practices (BMP) during and after construction to control and filter stormwater runoff. Projects must comply with all wetlands regulations. Land uses within the floodplain must not "adversely diminish or restrict the capacity of the floodplain to accommodate potential flood flows" and must meet local, state and Federal Emergency Management Agency (FEMA) requirements (*figure*

9). Areas having slopes greater than 20 percent must be restored and stabilized. Finally, because of Yorktown's designation as an IDA, non-point source pollution loads will be required to be reduced by at least ten percent in conjunction with any redevelopment project. None of these requirements present insurmountable obstacles to development, but they could have significant impacts on design alternatives and project costs.

Soils

figure 10

The characteristics of the soils occurring in the study area are based on information published by the USDA Soil Conservation Service in the Soil Survey of James City and York Counties and the City of Williamsburg, Virginia (1985).

Yorktown lies entirely within the Atlantic Coastal Plain physiographic province. Specific geological information was not reviewed; however, geologic information provided in the soil survey describes the parent material of the study area soils as clayey to loamy fluvial and marine sediments.

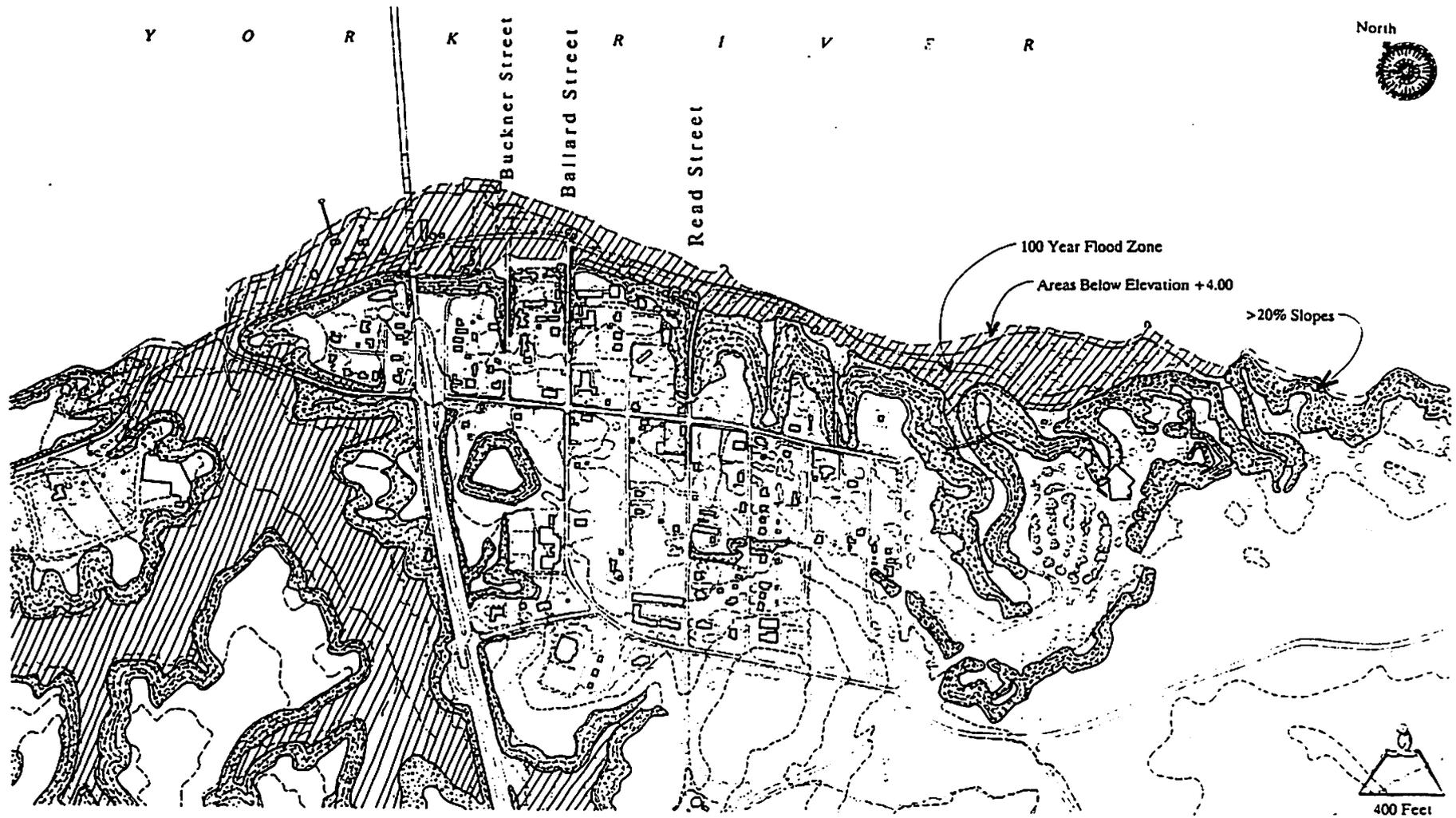
The following soil types were identified in the study area location by the USDA:

Beaches:

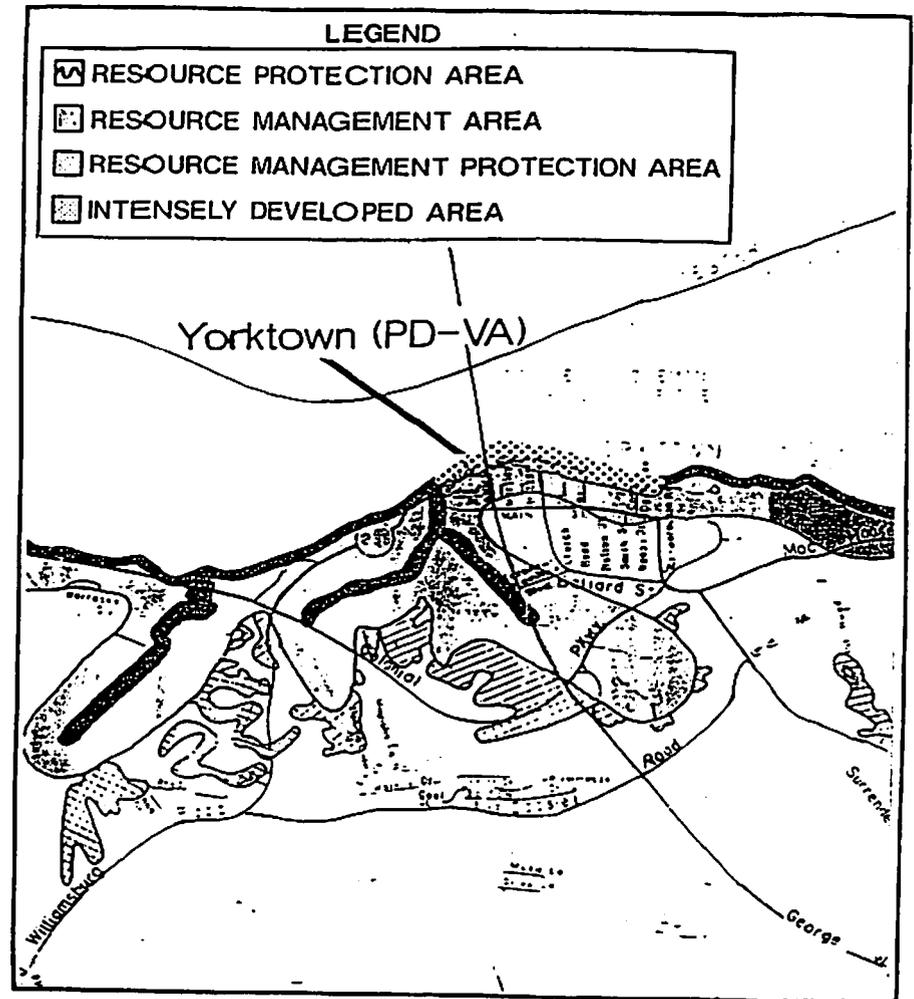
This unit consists of areas subject to tidal flooding. The material generally is sandy, but shells, gravel and tidal debris may be locally common. The use of beaches is regulated by local, state and federal permit processes.

Craven-Uchee complex 2 to 6 percent slopes:

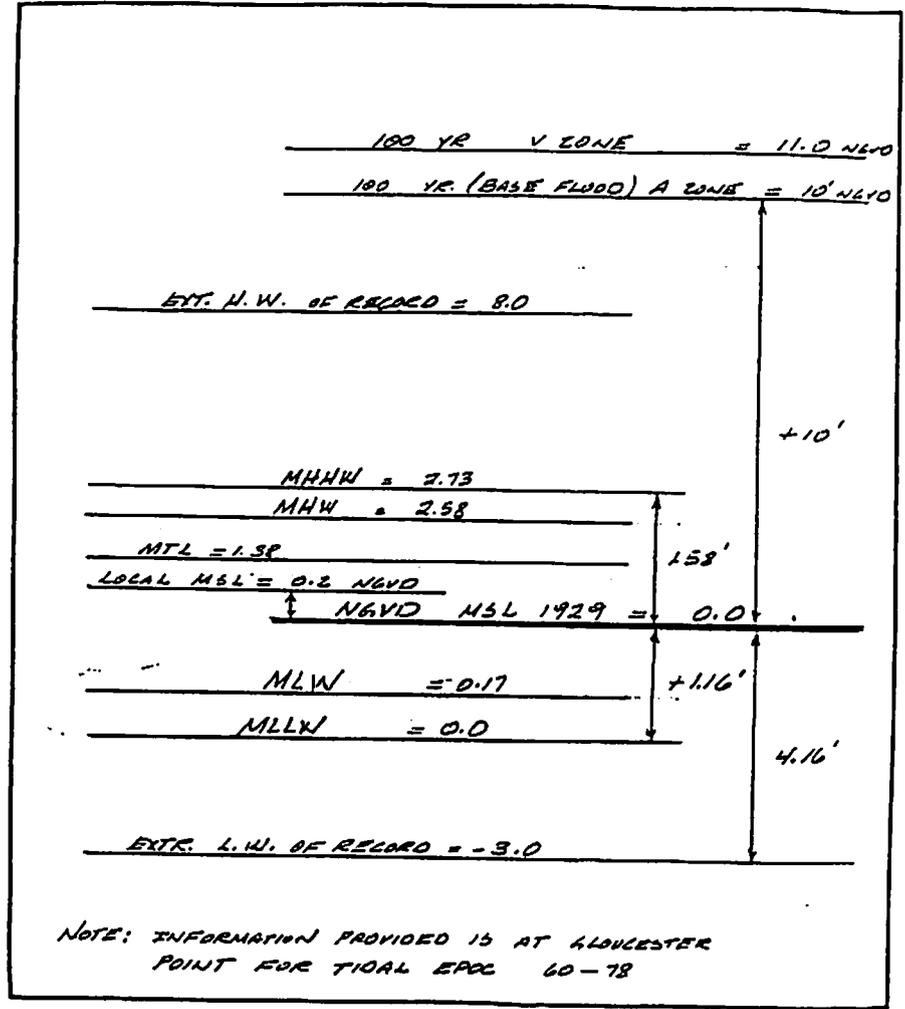
This complex contains intermingled moderately well drained Craven soils and well drained Uchee soils. Both soils are deep and strongly sloping. They occur as a complex on side slopes and narrow ridgetops. During winter and spring, the seasonal high water table is at a depth of 2 to 3 feet in Craven soils and 3.5 to 5 feet in Uchee soils. Both soils have a moderate shrink-swell potential. The surface runoff of the complex is



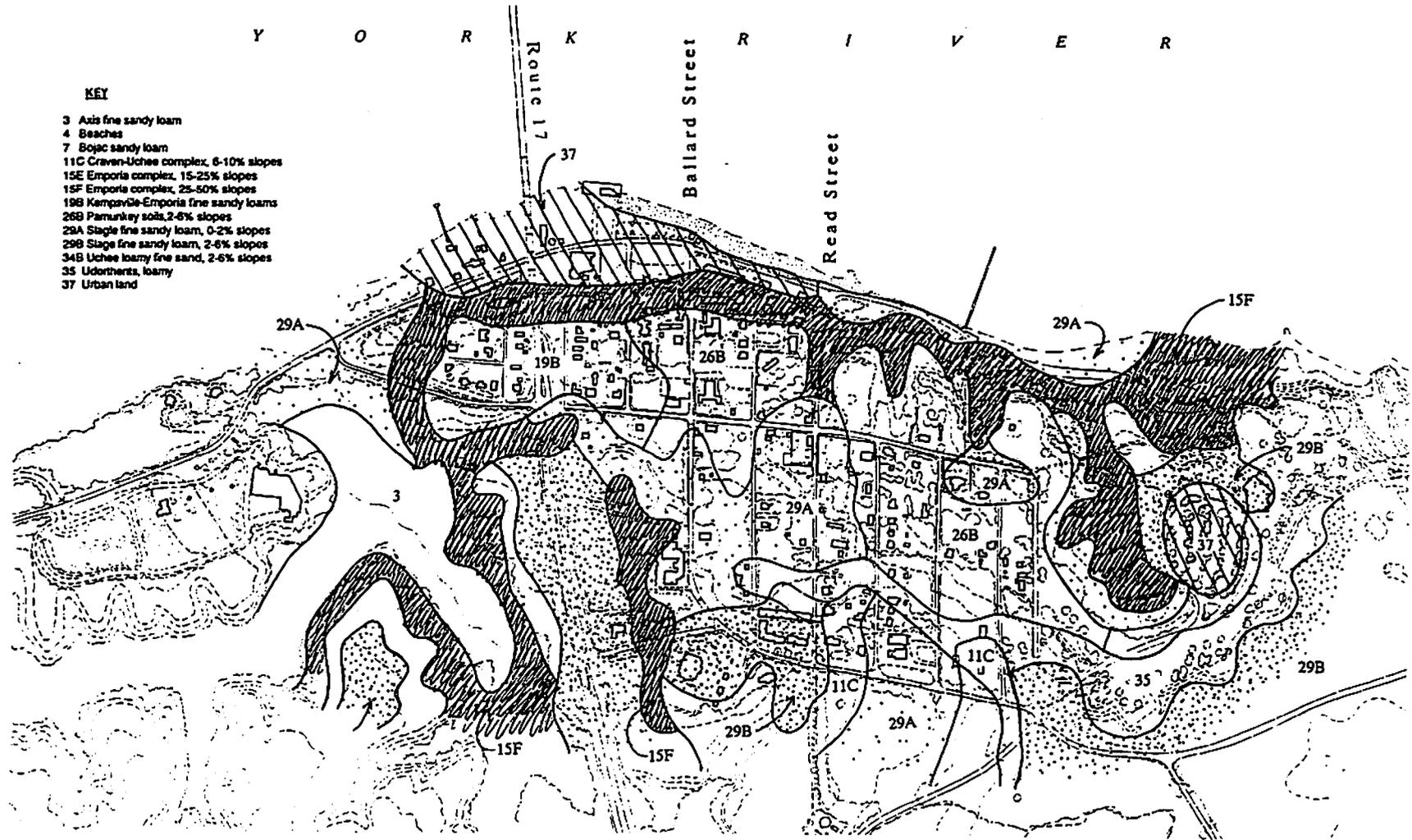
100 Year Flood Zone and Natural Resource Management Areas
Figure 7



Chesapeake Bay Preservation Areas
Figure 8



Flood Stage and Tide Fluctuation Diagram
Figure 9



Soils
Figure 10

rapid, and the erosion hazard is severe. Development on Craven-Uhce complex may be constrained by slope, seasonal high water table, moderate shrink-swell potential and moderately slow permeability.

Emporia complex 10 to 15 percent slopes; Emporia complex 25 to 50 percent slopes:

This unit consists of deep, moderately steep to steep, well drained soils and occurs on side slopes along the drainageways, creeks and rivers. A perched water table 3 to 4.5 feet below the surface occurs during winter and spring. The subsoil has moderate shrink-swell and the erosion hazard is severe. Community development and recreational uses of these soils are limited by steep slopes.

Kempsville-Emporia fine sandy loams 2 to 6 percent slopes:

This unit is a complex of 50 percent Kempsville, 30 percent Emporia soils and 20 percent other soils. Typically, this complex is found on medium to broad upland ridges and side slopes. Kempsville and Emporia soils are both deep and well drained. Kempsville soils have moderate permeability and low shrink-swell potential. The erosion hazard for this unit is moderate. Uses of this unit may be affected by the low strength, moderate shrink-swell potential, and seasonally high water table of Emporia soils.

Pamunkey soils 2 to 6 percent slopes:

These are deep, well drained soils which occur on broad, high terraces. These soils have moderate to moderately rapid permeability and a low shrink-swell potential. The low strength of the subsoil may affect the use of these soils for roadways and other structural uses.

Slagle fine sandy loam 0 to 2 percent slopes; Slagle fine sandy loam 2 to 6 percent slopes:

These are deep and moderately well drained. They occur on upland terraces, broad, flat uplands, in slight depressions and on the side slopes of uplands. Surface runoff is slight and the erosion hazard is moderate. The shrink-swell potential is moderate. The seasonal high water table is perched, and may reach depths of 1.5 to 3 feet below the surface. The

low strength of the subsoil and the seasonal high water table may affect the use of this soil for roadways and other structures.

Udorthents, loamy:

These are deep, well drained and moderately well drained loamy soils which occur in areas disturbed by excavation and grading. Permeabilities range from moderately rapid to slow. Surface runoff ranges from very slow to rapid and the erosion hazard ranges from slight to severe. The depth to the water table also varies by location. Site-specific surveys are required to assess limitations to development.

Urban Land:

Areas mapped as Urban Land consist of areas containing more than 85 percent impervious surface coverage. Site-specific surveys are required to assess limitations to development.

E. BUILT FEATURES

1931 Town Plan

figure 11

Prior to the restoration work carried out by the National Park Service in the 1930s, there were many buildings lining Main Street and the waterfront in Yorktown. The Town plan makes sense with the way Main Street follows the ridge line into and leaving town. The ferry was the only way for vehicles to cross the York River in the region.

Buildings, Bridges, and Walls

figure 12

The buildings along Main Street are fewer, smaller, and older than those on the periphery of Town. A number of buildings on Main Street were removed as part of the NPS restoration process. Many of the original structures were destroyed in the siege during the Revolution or in a fire which devastated the Town in 1814.

The typical building pattern follows the rectangular grid of the Town with few exceptions. Grace Church is the only Colonial structure that is off of the Town grid; it is oriented east-west, the traditional practice for Colonial churches. The Victory Center, Visitor Center and the County Court and Office Building are also off of the grid, but these are newer constructions and at the edge of Town.

In addition to buildings, many walls and fences are present along Main Street, following lot-lines and defining the public streets from the private domain. These structures are very important from a visual and functional standpoint.

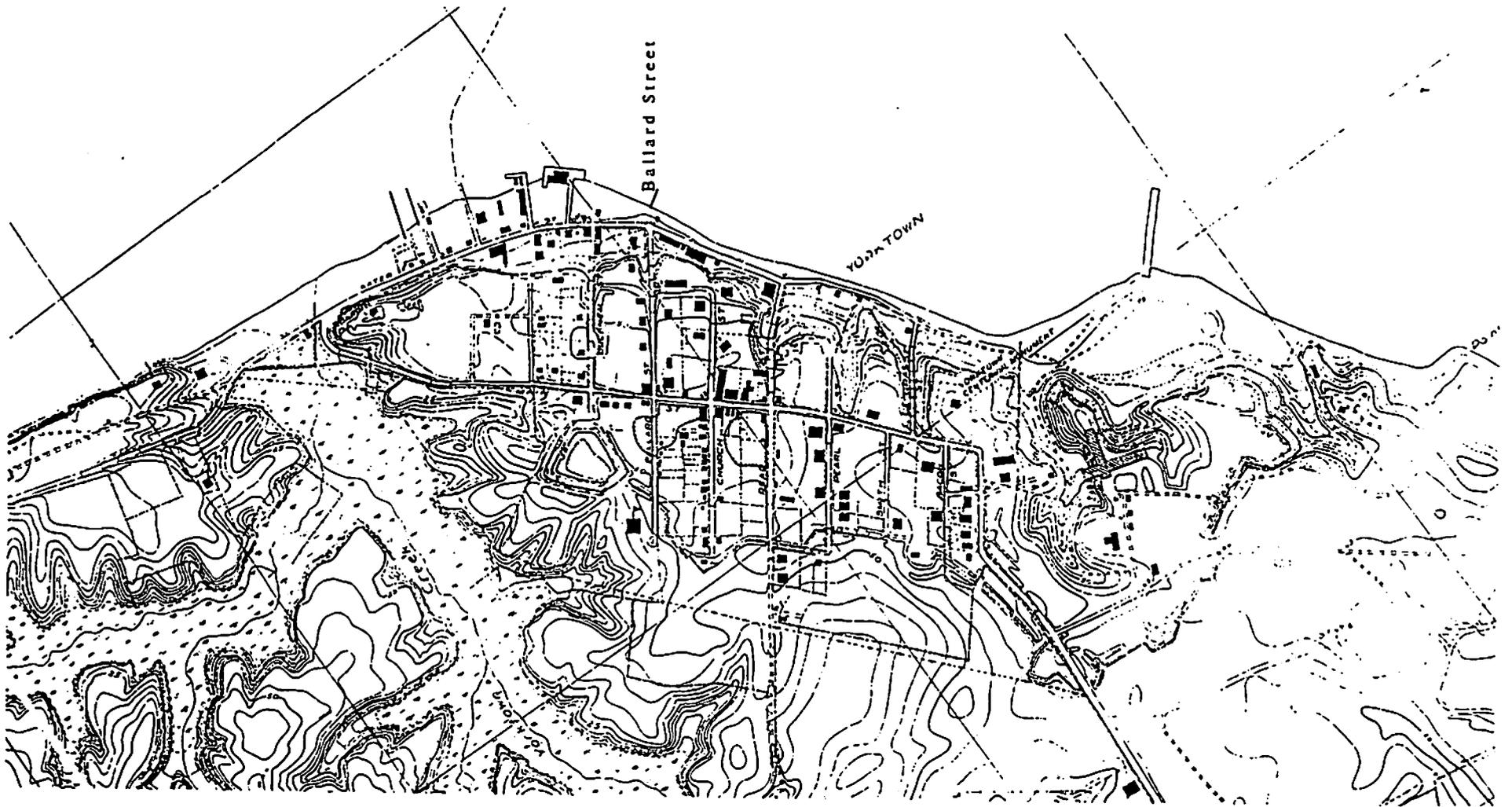
Pavement Areas

figures 13, 14

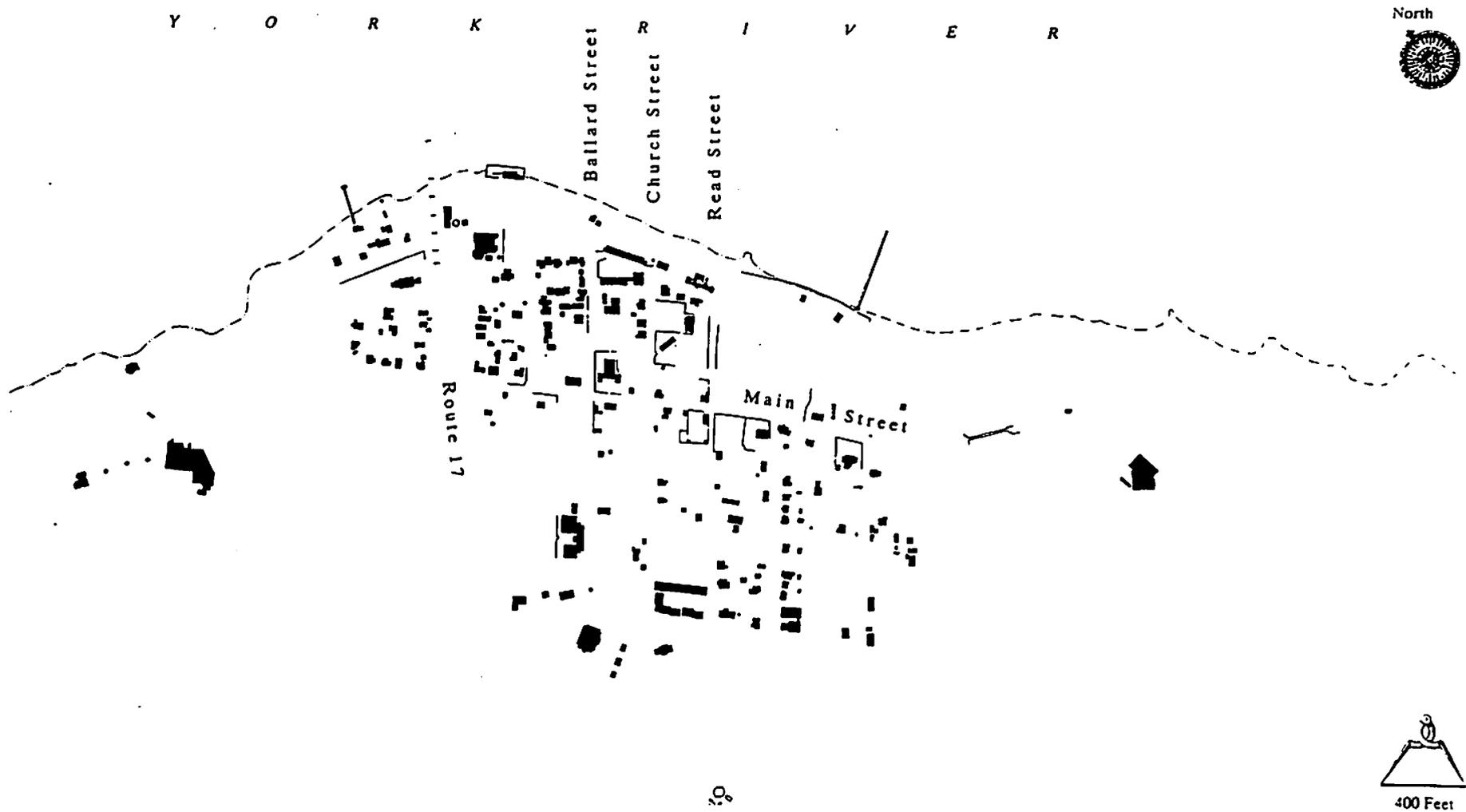
The organization of the Town is made apparent by highlighting the streets and other paved areas. The original Town pattern was defined by Main Street and other streets extending perpendicularly in a grid leading to the waterfront. The grid was severed by Route 17 in the 1950s, and most of the modifications to the circulation system since that time have been in an attempt to deal with the impact of the Route 17 corridor. In so doing, the edges of the Town have been rounded off by a succession of streets designed to re-route traffic from Main Street. The result is a number of confusing linkages in the Town's circulation pattern.

The largest paved areas are parking lots, which are predominantly at the edges of Town. The absence of large parking areas in the center of Town is a major reason for the attractiveness of Main Street; however, this does create a limitation for new businesses and expanded visitation in the center of Town.

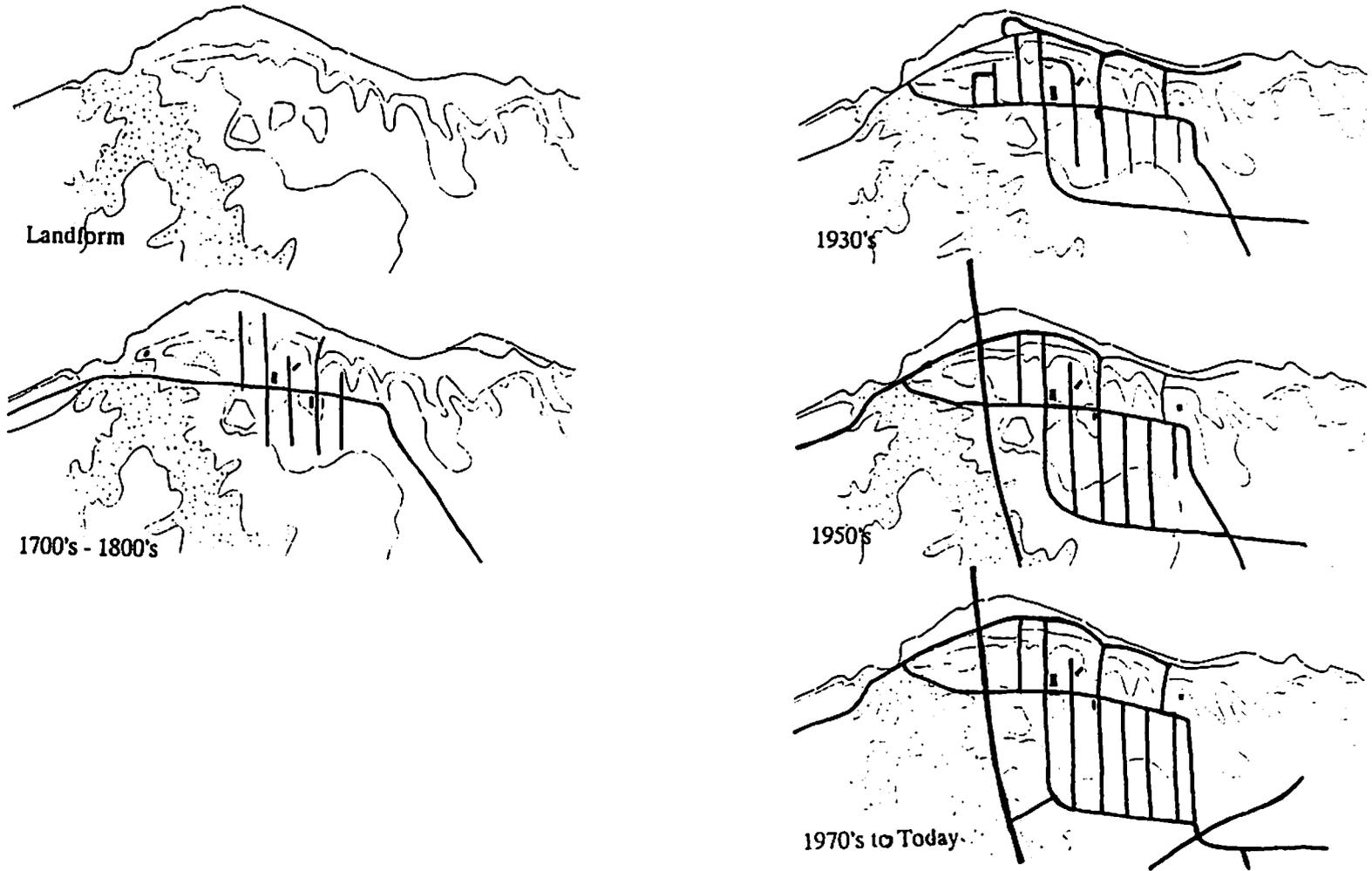
Sidewalks, where present, directly adjoin the street and are rarely separated from the street by a curb. Sidewalks are predominantly concrete through much of the Town, although there are some very attractive examples of brick surfaces.



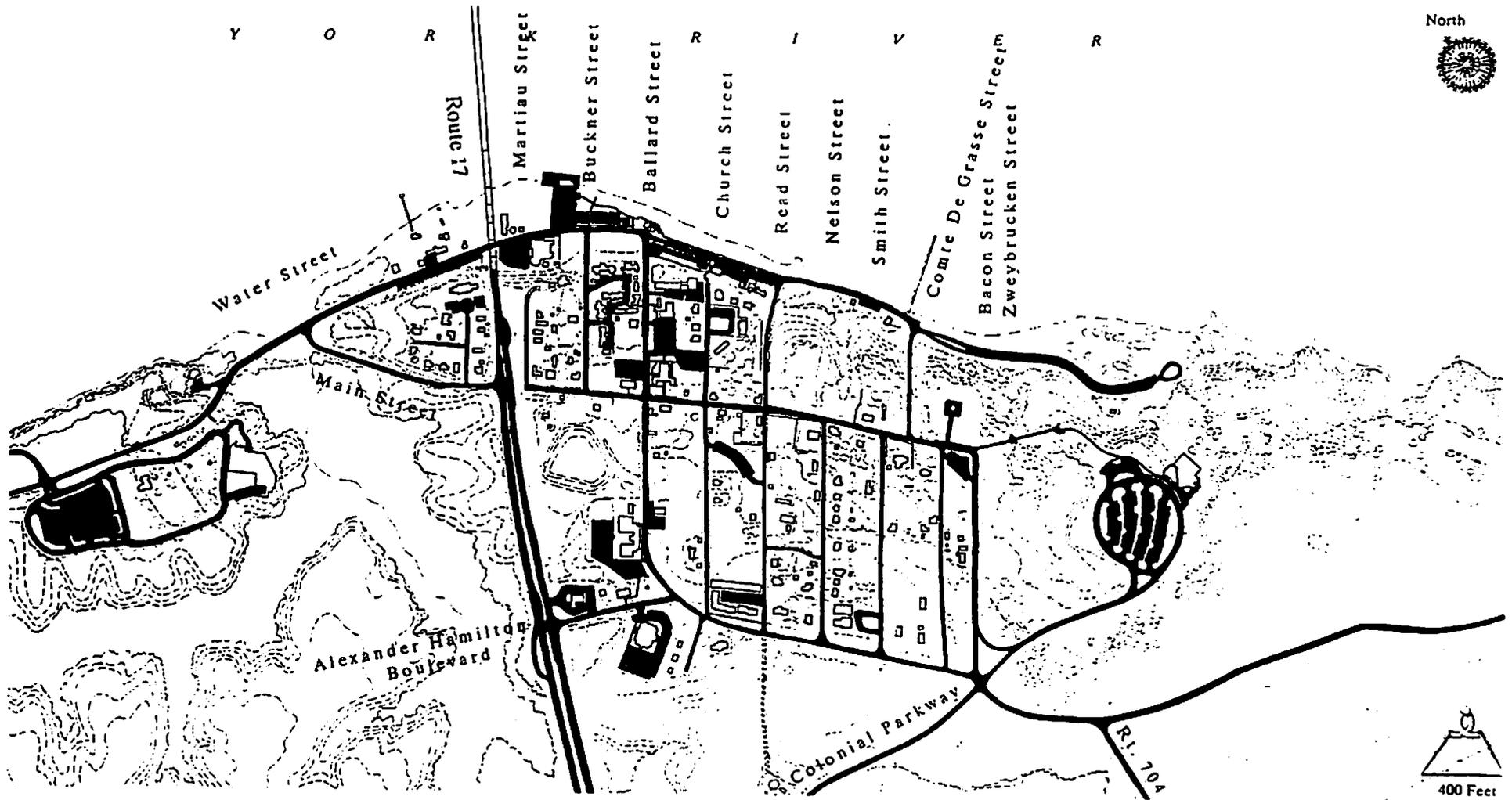
*Town Plan 1931
Figure 11*



Buildings, Bridges, and Walls
Figure 12



*Historic Development of Yorktown Streets
Figure 13*



Pavement Areas
Figure 14

F. LAND USE

Property Ownership

figure 15

Much of the land in Yorktown is owned by the National Park Service. NPS landholdings are particularly significant along Main Street.

The Yorktown Trustees own a significant portion of the waterfront property, including the Wharf. The NPS also owns significant portions of the waterfront to the north and south of the central part of Town. Several private landholders own the remaining parcels. The County owns several parcels of land along Ballard Street, including the Court House and administrative office properties. The State owns the Victory Center.

Civic and Public Uses:

Old Court House, Circuit Court of York County:

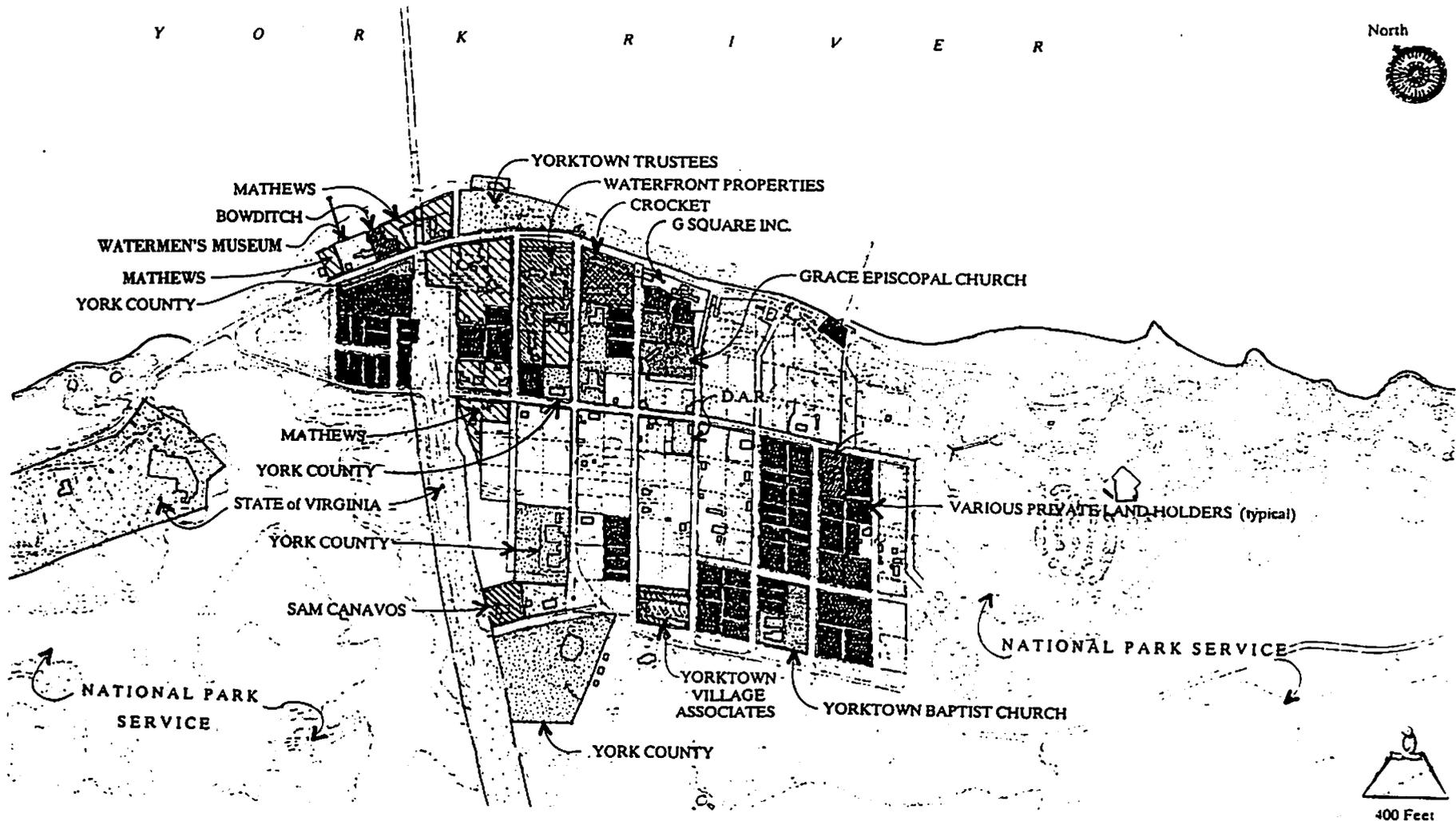
This building is the fifth courthouse to occupy this site and still functions as a Court House as well as providing office space for various County governmental functions. The Court House Square is an important symbol for Yorktown as the seat of government for York County. Nevertheless, the potential exists for relocating some of the heavy-traffic-generating government functions from the Jail and Court House to a new facility tied into the County Court and Office Building or to other facilities. This would retain the County symbol of government in the heart of Town while at the same time eliminating some of the congestion and parking demand that tends to detract from the Main Street visitor experience.

County Court and Office Building:

This building serves as the office building for various County departments and also as the General District Court. Additional undeveloped land around this facility, either owned by or to be acquired by the County, will need to be made available for future expansions to

Y O R K R I V E R

North



Property Ownership
Figure 15

accommodate growing needs for office and courtroom space. This area has the potential to be easily accessible from Route 17, thus making it convenient for County residents needing to conduct business at the various offices housed on the site.

Public Safety Building:

This building houses administrative offices and the 911 switchboard, and the specialized electrical and computer equipment that supports the 911 system. Because of its prominent location and convenience to the residential areas of the Town, the building would be an ideal site for a relocated Yorktown Post Office.

Sheriffs Department and Jail:

The County jail is located in the heart of the historic Town at the top of the bluff, with a diagonal view down Ballard Street to the York River (second floor and rooftop views on the site offer impressive views of the whole river). The facility is overcrowded and not well-located from a land use compatibility standpoint. As a result, studies are currently underway to evaluate the feasibility of a regional jail serving York and other area jurisdictions. This could provide options allowing the jail to be removed from Yorktown and the conversion of all or a portion of the building to a more compatible use. If the jail and Sheriff's station could be located outside of Town, alternative uses for the site could be considered. Some possible uses for the site that would require the removal of the existing building include a small inn, a bed-and-breakfast, or condominiums similar to the ones across the street at Chischiak Watch. The existing jail building, with renovation and some exterior aesthetic improvements, could also be used by the County for office space or some other County function, preferably with low traffic generating characteristics since the site is fairly convenient to both Main Street and the waterfront and, accordingly, could serve some of the parking demand associated with these areas.

County Offices:

This building was once an elementary school. Expanded and renovated over the years, the building now serves as one of the main centers of York County governmental operations.

Post Office:

This structure was built in the 1930s and is currently owned by the National Park Service and leased to the Postal Service. It houses the mail boxes for residents of Yorktown but does not support rural delivery routes. The residents of Yorktown consider the Post Office to be an important service that should be preserved in Yorktown.

The Post Office building is in fair condition, but the recently completed structural analysis of the Wharf concluded that the Wharf is unsafe. Given the estimated cost of repairs and the probability that such repairs would provide a limited extension in the useful life of the Wharf, the County staff has made recommendations that the Post Office be relocated to another site in Yorktown and to demolish the current building and Wharf.

According to Postal Service officials, a new facility would require a modest amount of space -- perhaps in the 1200 to 1500 square foot range. It would be desirable to relocate the Post Office to Main or Ballard Street to be closer to the residents of Yorktown, and to be closer to the civic section of Town. However, site design requirements, which are critical to the function of the facility, must be considered in the architectural, functional and aesthetic context. For example, the need for several quick-turnover parking spaces as well as service access for the Postal Service trucks will limit the number of locations appropriate for the facility in the historic area of Town. Alternatively, a well-located waterfront site for the Post Office should not be ruled out.

G. WATERFRONT COMMON

The Post Office Wharf is an important focal point on the waterfront. The Wharf and building are in poor structural condition and require extensive repairs if they are to continue to support active uses. The Town Post Office is an important public facility for the residents in Yorktown, but its location on the Wharf is not essential to its function. Relocation of the Post Office to the Water Street commercial area or to the Main Street area would eliminate the need for parking and circulation immediately in front of the Wharf and would provide opportunities for alternative uses which could take advantage of the panoramic view of the river such as tourist information facilities, a public plaza or other uses more appropriate to the location.

The parking lots on the Trustees property are needed for visitors to the beach and other waterfront attractions and establishments (existing and potential) and some of those spaces are affected by the terms of the Land and Water Conservation Grant used to improve the area. However, this is an excellent location for a park or public plaza designed to allow people to enjoy the waterfront. As such, it would be desirable to develop a strategy for the gradual conversion of all, or at least part, of the existing parking areas to a public plaza but at the same time recognizing the importance of that parking to the start-up of new commercial ventures.

The recreational use of the beach is a concern because of the traffic it generates, and the obstruction of views to the water caused by the traffic. Because it is necessary for shoreline protection, the beach must remain. However, the view to the water can be improved and some of the "cruising" that occurs during peak beach visitation could potentially be discouraged by eliminating the parallel parking and installing some form of visual barrier between the beach and Water Street. Physical changes such as these, together with changes in traffic patterns or certain streets and effective enforcement, could significantly enhance the attractiveness of the waterfront to tourists.

The public restrooms and lifeguard storage buildings are necessary functions but are in an undesirable location. The structures are in a prominent and symbolic location at the base of Ballard Street. Their presence at this location is also a source of traffic congestion caused by occupants of boats or the occupants of cruising automobiles who wish to use the facility. It would be desirable to relocate the restrooms elsewhere along the waterfront where they would be accessible to automobile, pedestrian, and boat traffic without causing traffic congestion. These buildings were built in 1978 with funds obtained from a Land and Water Conservation grant. Any modification or removal of the buildings will be subject to review by the agency that approved the grant and negotiations will be required to accomplish the removal/relocation of the buildings in order to insure that the stipulations under which the grant was made are not violated. The structures are less than twenty years old and in good condition so it could be physically possible to move the structures instead of building new ones if permission to do so is granted and if their configuration and style would fit the new location.

H. NATIONAL PARK SERVICE MANAGEMENT DISTRICTS

figure 16

The National Park Service has an obviously strong presence in Yorktown. In fact, many current day conditions in Yorktown are directly attributable to the Park Service presence. In an effort to evaluate its current facilities and programs in Yorktown and its goals for the future, the Park Service has been engaged in a master planning effort of its own which has fortunately coincided with the Yorktown revitalization efforts. One of the major results of the Park Service effort, which is still in draft form, has been the identification of various "management district" designations for its landholdings. These districts have significance for the Yorktown Master Plan and are as follows :

Preservation and Interpretive Areas

These areas preserve the original historic fabric of eighteenth century Yorktown. Certain buildings are used for displays. Other structures and landscape features are preserved for their historical and archaeological importance.

Adaptive Use Areas

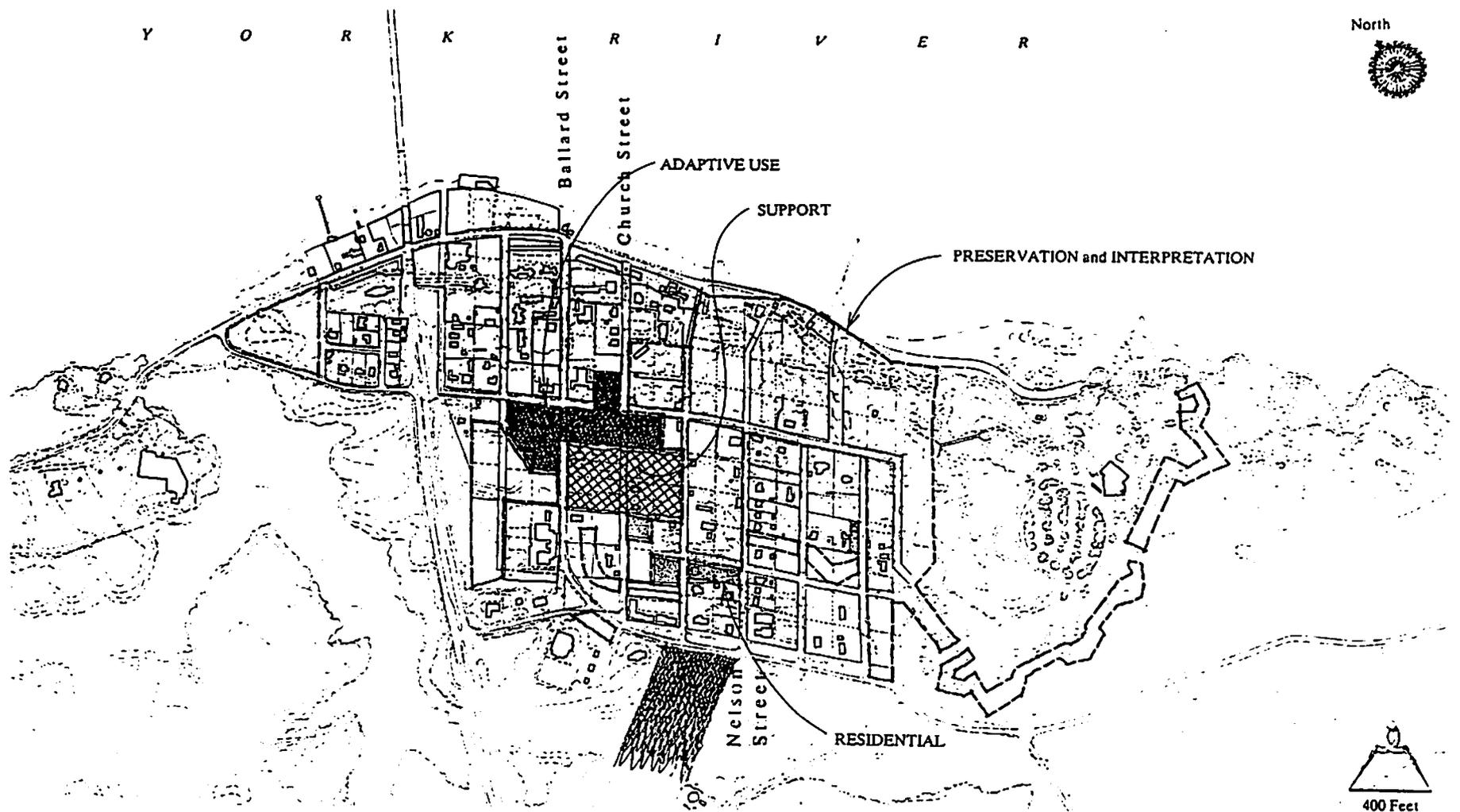
These areas provide a transition from the historic/interpretive zone to modern Yorktown. Uses for buildings should be visitor-oriented and conform to the "Design Compatibility in Historic Zones or Districts" section of the NPS Cultural Resource Management Guidelines which states that "...contemporary structures should harmonize with existing ones..."

Support Uses

These areas are appropriate for facilities needed for administrative uses such as park offices, comfort stations and parking.

Residential

This designation recognizes the existing residential areas. Under this designation, the Park Service would consider allowing houses to be used



N.P.S. Management Districts
Figure 16

for bed-and-breakfasts on a modest scale, but they could not be enlarged for that purpose. The NPS does not, at this time, propose to construct additional housing on vacant parcels.

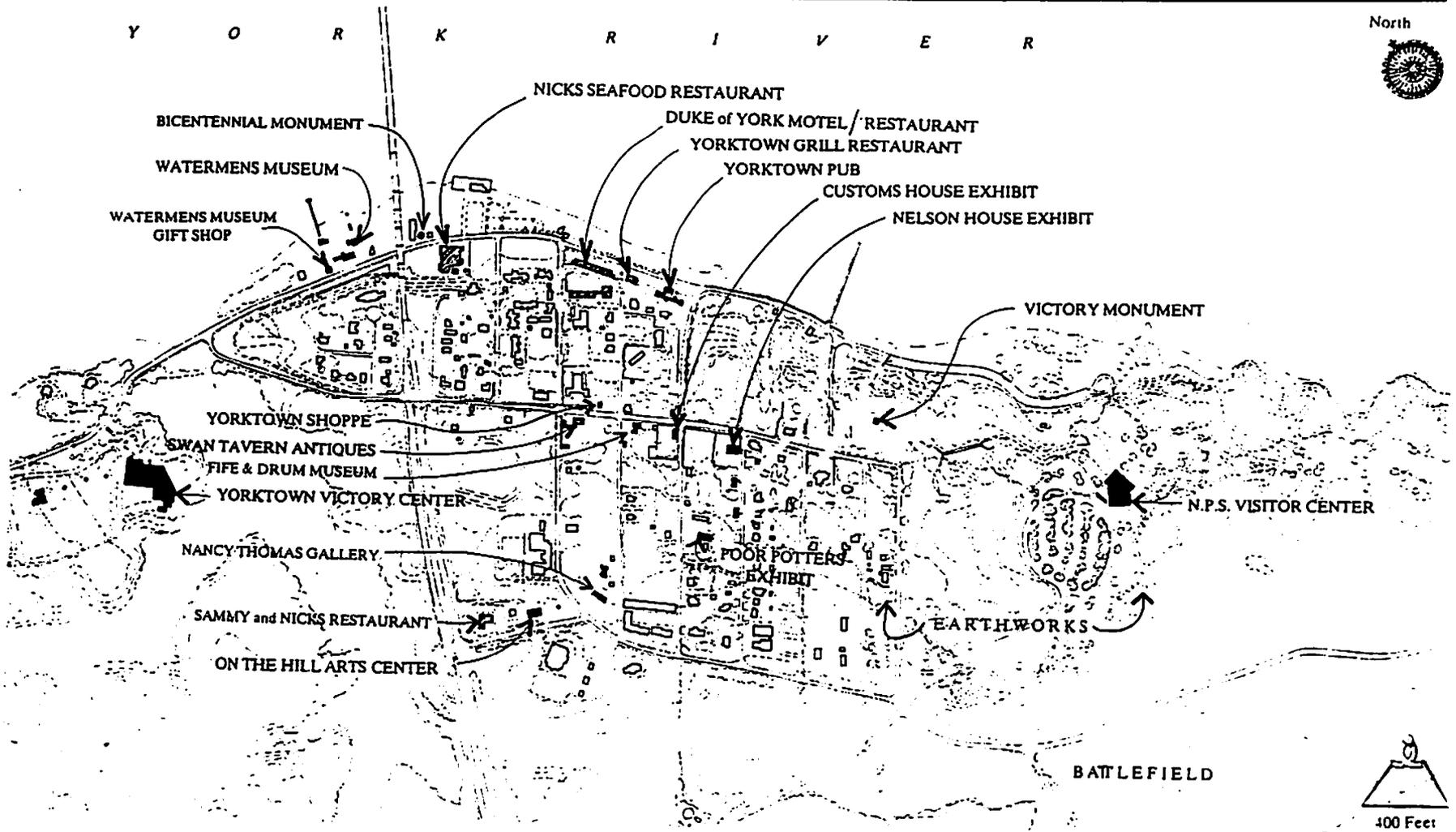
The "adaptive use" areas are perhaps most significant in the context of this plan since it is within these areas that the Park Service is stating a willingness to consider certain types of commercial uses (e.g. - shops, restaurants, etc.) either in existing buildings or new buildings. Providing such opportunities would enhance the visitor experience along Main Street.

I. COMMERCIAL AREAS

figure 17

Restaurants are currently located on Water Street and Route 17, and a motel is located at the intersection of Water and Ballard Streets. There are a number of well-located, vacant, privately-owned parcels along the waterfront which are potentially developable for a variety of commercial activities.

The NPS Visitor Center, Victory Center and Watermen's Museum each operate gift shops within their complexes as well.



Commercial Areas and Visitor Attractions
Figure 17

J. RESIDENTIAL AREAS

Aside from Water Street, Main Street, and Ballard Street, the remainder of Yorktown is principally residential in nature. Residential structures consist of a variety of styles and configurations and most are compatible with their surroundings. Additional residential structures would be desirable in the Town - either on the few vacant lots or as dependencies to existing properties.

K. CULTURAL RESOURCES

Attractions, Facilities and Exhibits

figures 17, 18

NPS Visitor Center:

The National Park Service's interpretive center describes the siege of Yorktown, as well as Colonial life on the waterfront and Main Street as it relates to a better understanding of the siege.

More than 300,000 visitors per year experience Yorktown through this visitor center which accommodates them efficiently and successfully with easy access and interesting exhibits. Efforts must be made to ensure that these visitors are aware of the other attractions in Yorktown. A more visible pedestrian linkage to Main Street and strategically located maps and directions to the full range of businesses and exhibits in Town could help encourage visitors to stay longer.

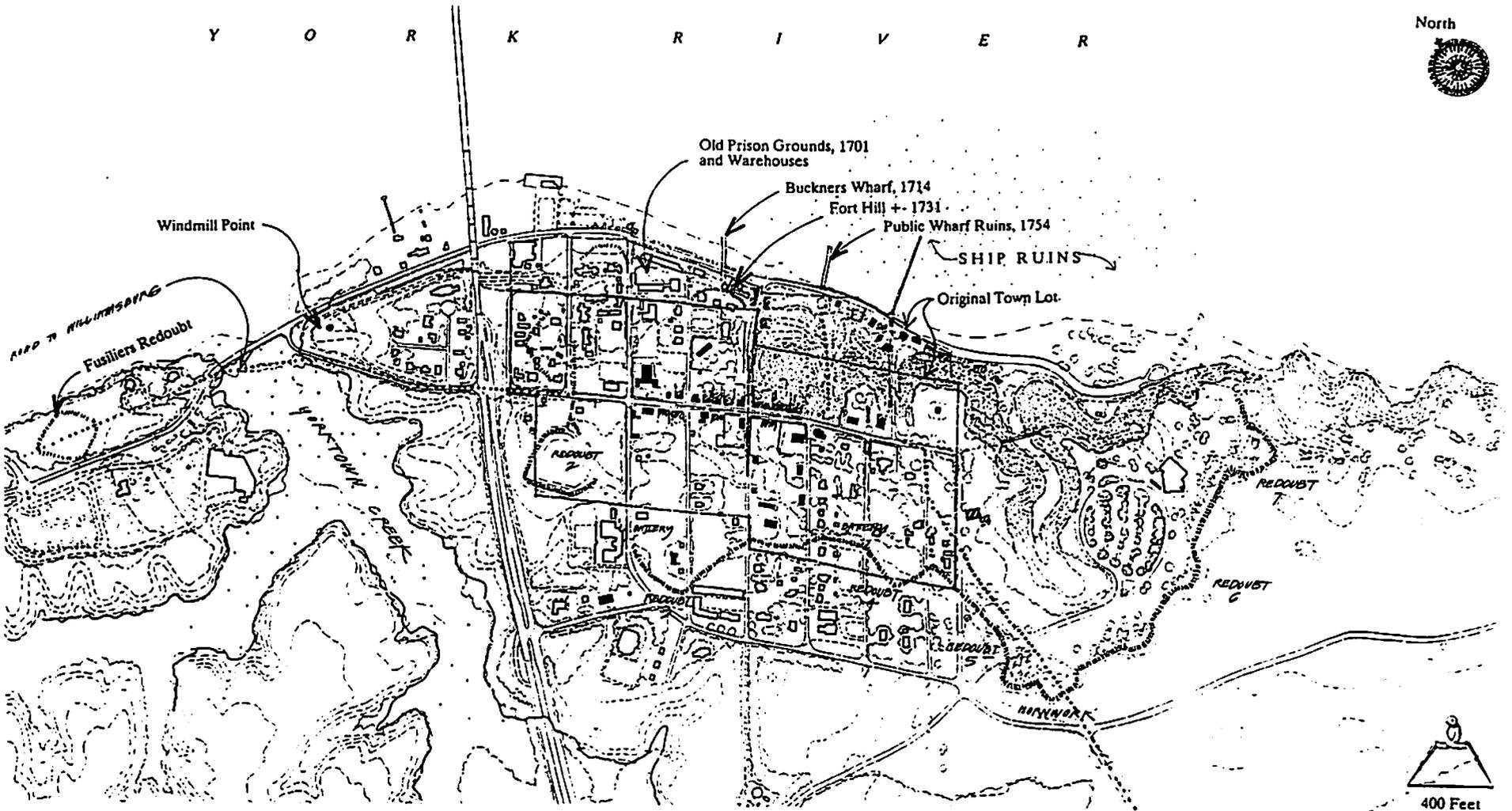
Victory Center:

The Victory Center is a State owned and operated museum of the American revolution. The museum interprets the period 1763-1791 through exhibits, educational programs, and an outdoor history program. Separated from the Town by Yorktown Creek, this facility attracts more than 100,000 visitors per year by car as well as through coach tours. An improved and attractive pedestrian connection between this facility and the waterfront could entice the visitors to the Center to also visit the waterfront attractions. In reverse, visitors to the waterfront would be encouraged to walk to the Victory Center. The viability of such a connection would be improved with an increase in the scale and number of waterfront attractions although, realistically, the distances involved will probably require that a shuttle service be made available in order to achieve high levels of cross-visitation.

Watermen's Museum:

The Watermen's Museum is a privately owned and operated non-profit museum, dedicated to describing the cultural traditions of the Watermen. The museum offers educational programs and exhibits as

Y O R K R I V E R



Maritime, Architectural, and Landscape Features
Figure 18

part of its regular program of events. This small museum provides a unique view of a culture that is little known outside of this region. The facility is restricted by a limited budget and limited space for exhibits and parking. Further, the museum's desire to control access from the water side of the museum for security and admissions may conflict with the objective of a continuous "waterfront" riverwalk. Improved off-site parking and better pedestrian access along Water Street would benefit the museum and visitors.

On-the-Hill:

On-the-Hill is a non-profit community arts center for York County with scheduled exhibits and educational programs conducted year-round. The center is housed in a period-type house donated by the Park Service and moved to its present location approximately ten years ago. The On-the-Hill establishment, both from a land use perspective and an architectural perspective, would be well-suited for a Main Street location, perhaps on one of the Park Service's "adaptive use" sites. Obviously, there would be many logistical and cost factors associated with such a move, but it could be worthy of exploration.

Victory Monument:

The Victory Monument is a gray granite memorial column built in honor of the siege and unveiled during the Yorktown Centennial celebration held in 1881. The monument is located on National Park Service property and is a major visitor attraction.

Bicentennial Monument:

This monument, which is located on private property and was privately funded, was built to commemorate the Bicentennial Celebration of the Declaration of Independence held in Yorktown in 1976. The monument is not well-connected with existing sidewalks and is partially obscured from long views down Water Street. To enhance the dignified theme of this structure, it should be integrated into the streetscape along Water Street and into any future private pedestrian ways to or from the Mathews property.

Maritime, Architectural, and Landscape Features

figures 17, 18

Eighteenth Century British Ship Ruins:

The remains of a number of Colonial-era ships lie just off-shore in the Archer Cottage vicinity. In the 1980's, underwater archeological excavations were conducted on the ruins of the British ship "Betsy" that was scuttled during the siege. These studies were conducted within a specially-constructed cofferdam (since removed). The pier which led to the cofferdam is still in place and has potential for increased visitation.

The pier is an excellent place to view the waterfront and the Town. It also presents an opportunity to bring visitors out into the water for exhibits/displays that describe the sunken vessels offshore, the naval battle, or the waterfront during the Colonial era. The end of the pier could also be adapted to allow a cruise ship to dock parallel with the currents. The present configuration places the vessel alongside the pier, which is perpendicular to the current and difficult to maneuver.

Public Wharf Ruins:

Still visible are the ruins of the public wharf that was built in 1759. It was a timber crib construction filled with stone and earth. Cut grey sandstone lined the edges. This wharf was at the heart of the bustling Colonial seaport.

Archer Cottage:

This is a typical example of a Colonial waterfront dwelling. This building was used as the home and store for the Archer family for over a century. Endangered by water from storm waves, the structure will benefit from improved shoreline protection. The structure could be part of an expanded Colonial waterfront exhibit and, potentially, could accommodate displays of some of the artifacts taken from the shipwreck excavations.

Cornwallis Cave:

This "cave" was used as a storage and ammunitions depot by the British forces during the Revolutionary War and was later modified for the same purpose during the Civil War. This is a fascinating feature that

would be more conducive to visitors if the noise and conflict of passing cars were eliminated or buffered. It is possible to expand the exhibit to show more of the function of the area during the siege.

Earthworks through Town:

Original Colonial earthworks, later fortified during the Civil War, run through the middle of the Town. At the time of the Revolutionary War, the earthworks were at the edge of Town, following the ridge line.

Redoubts 9 and 10:

These major Revolutionary War forts, located outside the Town, were the outer defenses of the British forces.

Main/Ballard Street Fort: Redoubt 2:

This preserved fort is located in the center of Town, but in an area that is currently inaccessible and obscured with trees and scrub overgrowth. The fort overlooks Yorktown Creek and, with some improvement of access, could be a potential visitor attraction and an important anchor at the western end of Main Street.

Fusilier's Redoubt:

This redoubt, located west of Yorktown Creek, served as part of the outer defenses of the Colonial town.

Yorktown Creek & Corduroy Road Trace:

This natural creek and wetland area served as the defensive boundary for the northwest corner of the Town during the Revolutionary and Civil Wars. The remains of the original log road portion of Main Street where it crossed Yorktown Creek are still present and, as with the Main Street fort, could be made into a potential visitor attraction. By creating a walkway through this area, the difficulty of travel in Colonial times along corduroy roads could be experienced. At the same time, the importance of topography and landscape features in the defense of the Town could be interpreted for visitors. Additionally, the walk could provide visitors with a unique interpretive display of a natural wetlands area.

Windmill Point:

This was the location of a brick windmill used for grinding grain in Colonial times. There are no visible remains of the original structure but several images of the windmill exist through sketches and paintings. The site offers potential as a visitor attraction. The site marks the corner of Town and could offer visitors a panoramic view of the river and Yorktown Creek. A recreation of the original structure is nearly impossible to accomplish because of the lack of information and budgetary constraints, however, an outline of the base could be constructed to give a sense of scale of the original structure and a simple access trail and interpretive signs could provide a pleasant visitor experience.

Main Street and Vicinity Attractions:

There are a number of significant attractions along or adjacent to the Main Street corridor. These attractions have the potential to encourage an extended visitor stay on Main Street and, as such, could generate demands for visitor services such as restaurants or coffee shops - something which would be consistent with the NPS management district designations. Principal attractions include:

- **Nelson House:**
This house is the restoration of the original eighteenth century home of "Scotch Tom" Nelson. It was also the home of his grandson, Thomas P. Nelson, Jr., a signer of the Declaration of Independence.
- **Customs House:**
Reputed to have been built in 1721 as Richard Ambler's "large brick storehouse" and used as his office while he served as collector of customs. It is owned by the Comte de Grasse Chapter of the Daughters of the American Revolution.
- **Poor Potter's House Ruins:**
The ruins of a pottery kiln, believed to have been the largest such facility in Colonial America, are located here in a protective, temporary enclosure. An attractive and permanent exhibit enclosure would significantly enhance this attraction.

- **Grace Church:**
Erected circa 1697, the church was known as York-Hampton Church in Colonial times. Although damaged several times by fire, it was later rebuilt using its original walls made of marl, cut from the banks of the York River. Grace Church continues to be an active church in the community.
- **Dudley Digges House:**
This is the original restored town house that was built by the Digges family about 1760. Dudley Digges served as council member for the State of Virginia during the Revolutionary War.
- **Sessions House:**
Reputed to be the oldest house in Yorktown still standing today, this house was built by Thomas Sessions in 1692 and survived the siege in 1781.
- **Ballard House:**
The original restored home of Captain John Ballard, a merchant and sea captain from 1727 to 1744.
- **Edmund Smith House:**
This house is an original restored home named for the builder who willed the home to his daughter, Mildred, wife of David Jameson. In 1781, Lt. Governor Jameson lived beside the war-time Governor Thomas Nelson.
- **Pate House:**
Named for its owner, this house was built at the turn of the eighteenth century and later sold to the Digges family.
- **Somerwell House:**
This is the original restored brick home of Mungo Somerwell, one of Yorktown's ferrymen. Having survived the siege, this house was used as a hotel during the Civil War period and up to the time that the National Park Service acquired the house in 1931.
- **Swan Tavern Group:**
This reconstructed tavern and its dependencies are built on their original sites. The original tavern was built in 1722 by "Scotch Tom" Nelson and Joseph Walker and it survived the siege but was demolished during the Civil War by a Union ammunition magazine explosion. The tavern is currently leased from the NPS by an antique dealer.
- **Medical Shop:**
This reconstruction of an eighteenth century medical shop is currently leased from the NPS by a gift shop.
- **Fife and Drum Museum:**
This interesting museum interprets military music and serves as headquarters for the Yorktown Fife and Drum Corps through a cooperative agreement with the NPS.

L. CIRCULATION

Vehicular Access

figure 19

Access to Yorktown from Route 17:

One of the most difficult traffic planning problems confronting Yorktown is the proposed Coleman Bridge expansion and the barrier which the Route 17 corridor creates. The difficulty lies in the uncertainty about what accommodations can and will be made for access into Town and egress from it.

Presently, the Virginia Department of Transportation plans to widen the bridge to a four-lane, swing span structure. While the four-lane facility should significantly improve free flow traffic conditions, it will continue to create significant traffic delays when it swings open to allow passage of ships.

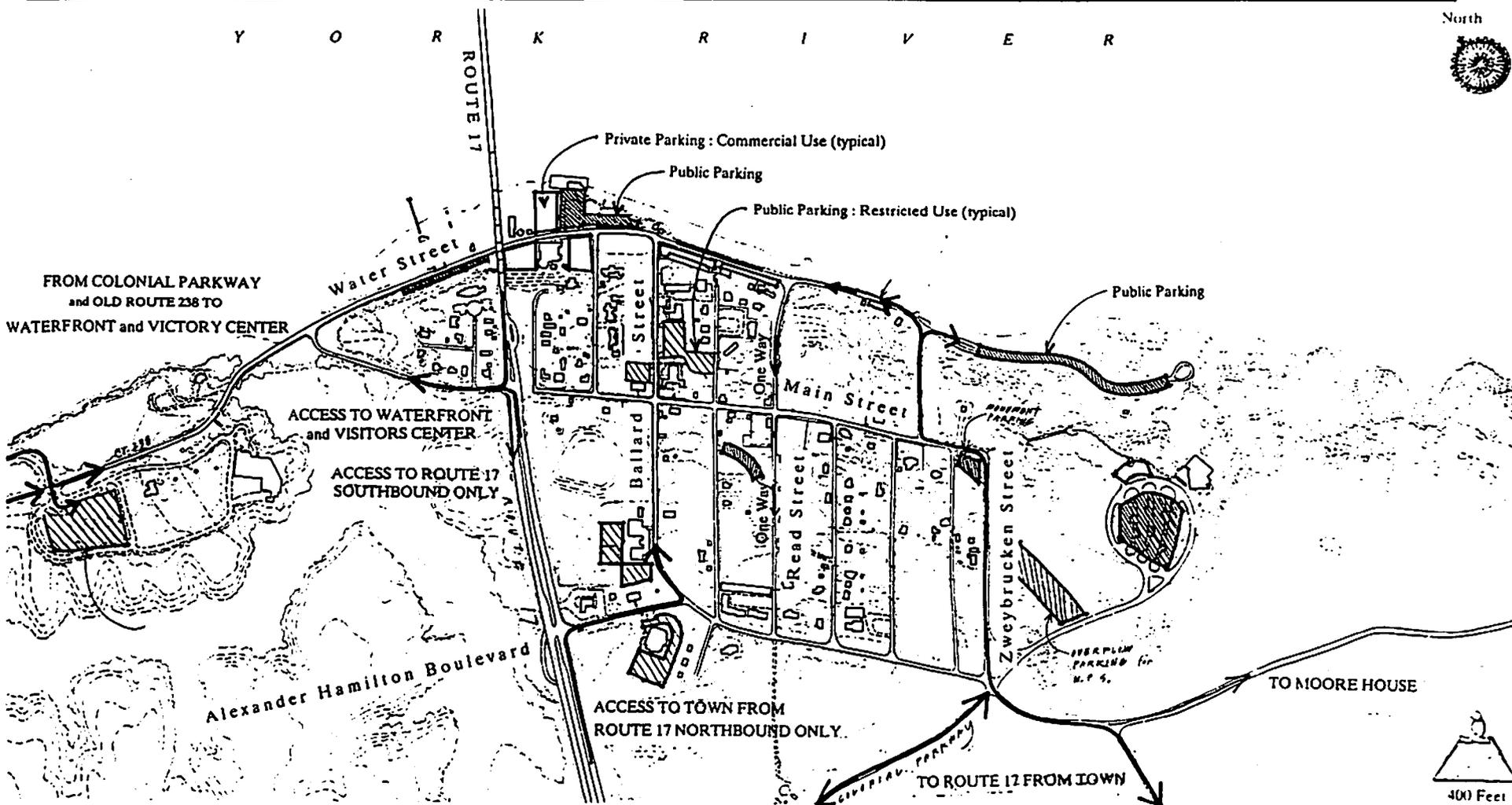
Clearly, the most confusing aspect of Yorktown's street system is how to negotiate the barrier created by the Route 17 corridor. Solving this problem will require close coordination with the Virginia Department of Transportation. Particularly important will be the coordination of Yorktown's ingress/egress needs with the plans for the widening of the Coleman Bridge to four lanes.

The primary approach to Town for tourists is via the Colonial Parkway from Williamsburg. "Five Points", the intersection at the end of the Colonial Parkway, is heavily travelled and is somewhat confusing and hazardous to the unfamiliar.

Access is available directly into Town via Alexander Hamilton Boulevard from Route 17 northbound. However, leaving Town by this route is currently prohibited in order to prevent the excessive through traffic which typically occurred during bridge openings or at times of peak congestion on Route 17. Access to Route 17 northbound from Town is possible by using either the Colonial Parkway or Route 704 (Cook Road) to Route 238 (Goosley Road). The Colonial Parkway

Y O R K Y O R I V E R

North



Vehicular Circulation and Parking Areas
Figure 19

allows access to and from Town for both northbound and southbound traffic on Route 17 but requires turns across two lanes of Route 17 for certain movements and, thus, is inconvenient and unsafe at certain times. A left turn from northbound Route 17 onto Main Street leads traffic into Town via Water Street. Traffic can also exit the Town onto Route 17 southbound via this segment of Main Street. Additionally, this segment of Main Street is the most direct route into Town for traffic travelling south across the York River.

Key issues and areas of concern with respect to circulation and its linkages with Route 17 include:

Coleman Bridge:

The most ideal solution for the traffic problems associated with the approaches to the Coleman Bridge would be to relocate the bridge elsewhere or to construct a tunnel. The current VDOT plan however, based largely on cost factors, is to expand the bridge in its present location, and generally at its current height. Given this scenario, plans and proposals recommended in this document will be based on the four-lane proposal. However, all design studies should remain flexible in order to adapt to any changing circumstances surrounding the final bridge design/river crossing solution.

The current plans for the Coleman Bridge also include the construction of a temporary pontoon bridge - to be operable during construction - leaving Yorktown at the intersection of Main and Water Streets. At the end of construction of the Coleman Bridge, the pontoon bridge will be disassembled. The land side and shoreline improvements that will be needed for the pontoon bridge present an opportunity for adaptation into the beginnings of a permanent structure to be used for shoreline and harbor protection.

Main Street:

At one time, prior to bridge traffic becoming extremely heavy, traffic could enter and exit Yorktown via Main Street. However, because of growing congestion, safety issues, and traffic back-ups into and beyond the Main Street/Ballard Street intersection, ingress/egress from the

eastern leg of Main Street was closed a number of years ago. Access to the western leg of Main Street (i.e. - the segment between Route 17 and Water Street) remains open for both northbound and southbound traffic - something which is to continue to be available after the bridge is widened to four lanes.

There has been much discussion concerning the potential for reopening the eastern leg of Main Street - at least to allow right-turn only access by traffic northbound on Route 17. Doing so could improve accessibility to the Main Street visitor attractions and perhaps to waterfront attractions. However, it might also generate unwanted and incompatible levels of traffic on the segment of Main Street between Route 17 and Ballard and could create pedestrian and vehicular safety problems at the Main Street/Ballard Street intersection. These concerns must be evaluated and considered in light of the improved accessibility to Town which could potentially be provided with alternate solutions such as improved signage and/or improvements at other Route 17 intersections.

Alexander Hamilton Boulevard:

Alexander Hamilton Boulevard, like Main Street, once provided access to northbound Route 17 from Yorktown as well as access to Town from Route 17 southbound. However, because of traffic jams on Yorktown streets caused by through traffic trying to avoid the Route 17 congestion, the intersection was modified several years ago to allow only a right-turn movement from Route 17 northbound. While this modification eliminated the problems associated with through traffic jamming the Town's internal street system, many have perceived the solution to have a negative impact on access.

As with Main Street, there have been discussions concerning the potential for returning this intersection to its original function. However, the impacts of such modifications would need to be carefully evaluated. Again, if the objective is improved access to Yorktown, it is very possible that more modest improvements such as improved signage or right-turn channelization would be equally effective.

Colonial Parkway:

The Parkway has a pair of ramps that allows access to Route 17 in both directions. This is a somewhat circuitous way into and out of Yorktown, but perhaps the most visually attractive. The Colonial Parkway is a beautifully designed road and is a dramatic entrance to Yorktown both from Route 17 and from the Williamsburg area. The Parkway's intersection with Route 17 is not a full service interchange arrangement although it does appear that modifications could be made to add additional ramps or other improvements which would enhance access and improve safety (e.g. - to eliminate the need to turn across two lanes of Route 17 traffic). Close coordination and cooperation between the NPS and the State would be required to effect any improvements.

Goosley Road:

Goosley Road (part of Route 238), located just south of the Colonial Parkway, crosses Route 17 and provides a reasonably convenient access route into and out of Yorktown. The intersection is signalized and, in fact, the route is signed as the major egress route from Yorktown. Improved signage would help this route become more readily used.

Other Circulation Issues

Five-Points Corner Intersection:

This is a confusing intersection that functions poorly. A modification of this intersection is necessary to help define an efficient way for visitors and residents to enter Town and to improve its function and safety. As the primary entry into Yorktown from the Parkway, it is heavily travelled by tourists.

Main Street:

Main Street was once the primary artery through Yorktown. With the construction of Route 17 and the Coleman Bridge, the function of Main Street as a major artery diminished and now, particularly given the NPS landholdings, it serves local and tourist traffic. Because of NPS attractions, pedestrian traffic along Main Street is often heavy and, due to the absence of sidewalks, pedestrian safety is an issue. Improving the pedestrian accommodations along Main Street, either through the

installation of sidewalks or the exclusion of vehicles, or both, would enhance the visitor experience considerably.

Water Street:

As with Main Street, the portion of Water Street between Comte de Grasse and Read Street is often heavily travelled by pedestrians. Because it is narrow, and because there are no separate sidewalks, pedestrian safety and convenience is also a concern on this street.

Reconnecting Historic Main Street to Windmill Point:

Interest has been expressed in reconnecting the two segments Main Street with a pedestrian bridge or tunnel. The cost and feasibility of such an endeavor would be prohibitive unless it were undertaken as a part of a total re-thinking of the Coleman Bridge design. Additionally, this type of pedestrian route could tend to divert people from the waterfront attractions - something which would be contrary to stated objectives.

Parking

figure 19

The following is a list of major parking areas within Yorktown and the number of spaces within each:

PARKING AREAS

NPS Visitor Center.....	191 cars
.....	10 buses
NPS Picnic Area.....	105 cars
Victory Monument	21 cars
.....	2 buses
Ranger Station.....	42 cars

Circuit Court House	37 cars
Sheriff's Department	43 cars
Public Safety Building.....	21 cars
Water Street Parallel	19 cars
Water Street between Ballard and Wharf.....	45 cars*
Public Wharf (Post Office Wharf).....	54 cars
VDOT land under bridge on river side of Water Street.....	>28 cars
York County/VDOT land across from Watermen's Museum.....	>47 cars
Victory Center.....	190 cars
.....	22 buses
County Administration Building.....	112 cars
County Courts and Office Center.....	92 cars
Total number of buses:.....	22 buses
Total number of cars:	1047 cars

> symbol indicates greater than the following figure.

* (The parking provided on the Yorktown Trustees land along the waterfront between Buckner and Ballard Streets was installed with funding provided by a Land and Water Conservation Grant. The terms of this grant, which was also used to improve the recreational beach, are such that if this parking is removed from this location, it will be necessary to provide equivalent parking space near the waterfront or through some other approved arrangement. State approval will be required for any modification of the area improved with the grant funds.)

The main parking areas at the NPS Visitor Center and at the Picnic area provide enough parking for these facilities, but are not conveniently located to handle additional visitors to the central portion of the waterfront. Generally, there are not enough public spaces on the waterfront to accommodate both beach visitors and tourists during peak visitation periods. The existing businesses along the waterfront and the Watermen's Museum have on-site parking which is generally adequate to handle peak visitor traffic. However, the longer-term nature of beach-related parking sometimes conflicts with the short-term parking demands of these uses and could become a more serious problem if business activity is expanded.

Parking supply problems also exist in the Main Street/Circuit Courthouse vicinity. As with the waterfront, there are conflicting demands for long-term (employee) parking associated with courthouse activities and shorter-term demands associated with the Main Street shops and NPS attractions.

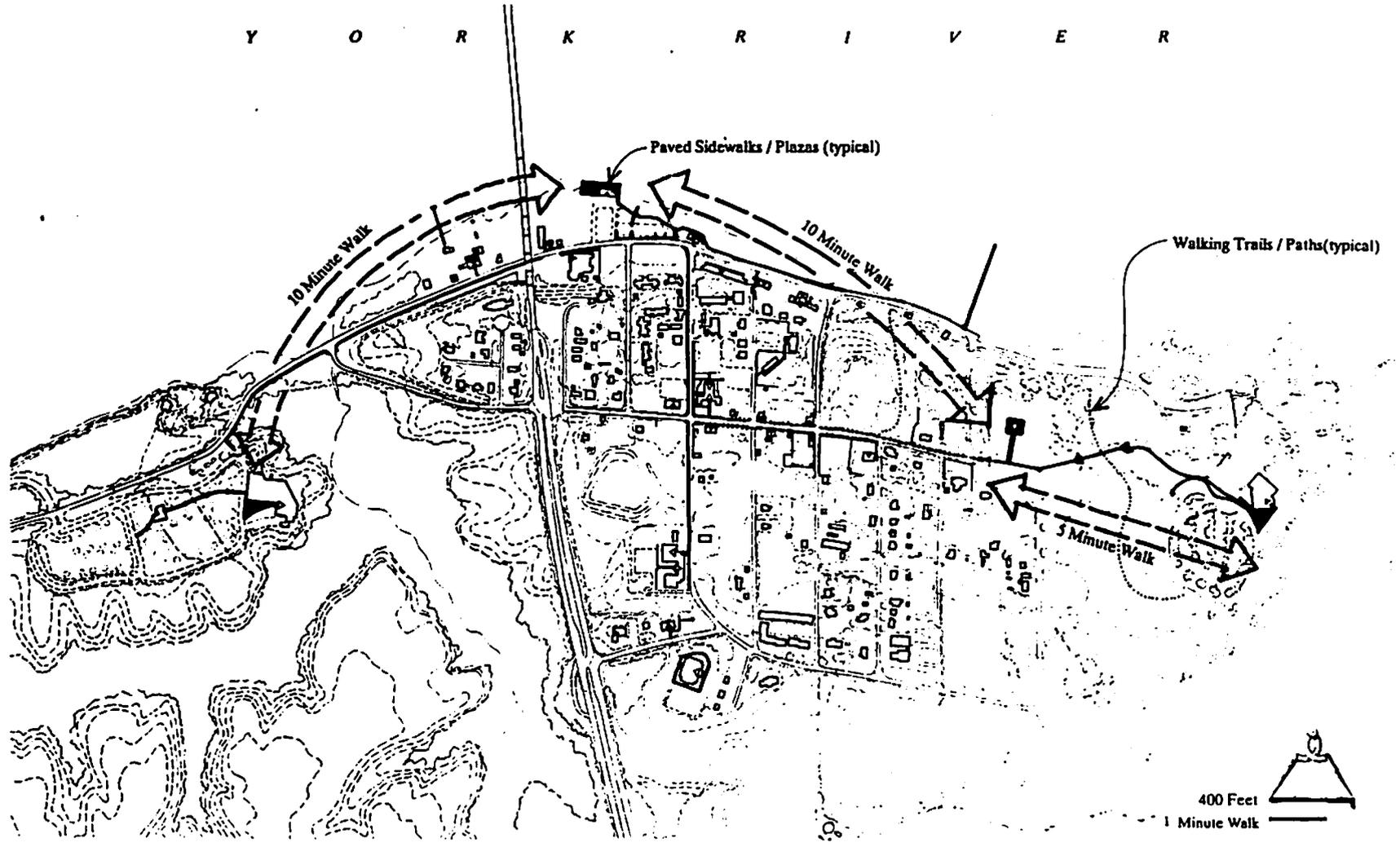
The County Courts and Office building has barely enough parking to meet normal daily demand and, when court is in session or during other peak times, the parking area is inadequate.

The parking demand generated by large events such as the Fourth of July or Yorktown Day is currently accommodated with remote parking areas in the battlefield outside of Town. Shuttle buses have sometimes been used to provide free transport into Town from these lots. Remote parking areas served by shuttles could help to meet parking/circulation demands at other times also.

Pedestrian Circulation Routes

figure 20

The route from the NPS Visitor Center to the Victory Monument is well defined with a continuous concrete walkway, however, the destination of the path is not clear. Visitors cannot tell where the pathway leads because it disappears in the trees and there is no visible landmark, information map or signage at the Visitor Center to direct



Pedestrian Circulation Routes
Figure 20

people. Once at the Monument, Main Street is clearly visible. On the other hand, access to Water Street is not clear.

There are few sidewalks in Town and the overall pedestrian network is discontinuous. While Main Street lacks a sidewalk for most of its length, this is consistent with the way it was in the Colonial era. However, automobile traffic along Main Street creates an unsafe environment for pedestrians.

Main Street ends abruptly at Route 17 and there is little warning other than a sign to indicate that Main Street is a dead end. Pedestrian linkages to the waterfront are present but are not well-marked. Likewise, once on the waterfront, pedestrians face a discontinuous sidewalk system which does little to enhance and properly link the existing attractions.

Bicycle Circulation Routes

The Colonial Parkway and Battlefield Tour Roads are extensively used by bicycle enthusiasts, both by recreational cyclists, who are familiar with the area, and by visitors who are not as familiar. In all cases, however, cyclists must share the same roadways with cars, and in some cases, pedestrians. This creates an unsafe environment for cyclists and pedestrians alike, particularly given the narrowness of certain streets. The pedestrian trails are, for the most part, off-limits to cyclists and there are no bicycle facilities (racks, lockers, trails) in Yorktown itself.

The linkages between Main Street and the Waterfront are the most serious concern. Particularly dangerous to cyclists is Comte de Grasse Street, a narrow, one-way downhill street with a high crown and low shoulders which ends abruptly at Water Street and the York River. Read Street, which is one-way uphill, is almost equally dangerous. This leaves only Ballard and Buckner Streets as appropriate bicycle routes and the need to expand the pedestrian walkway along Ballard will narrow the travel lanes of this relatively busy roadway, significantly impacting its serviceability as a bike route.

M. ENGINEERING ISSUES

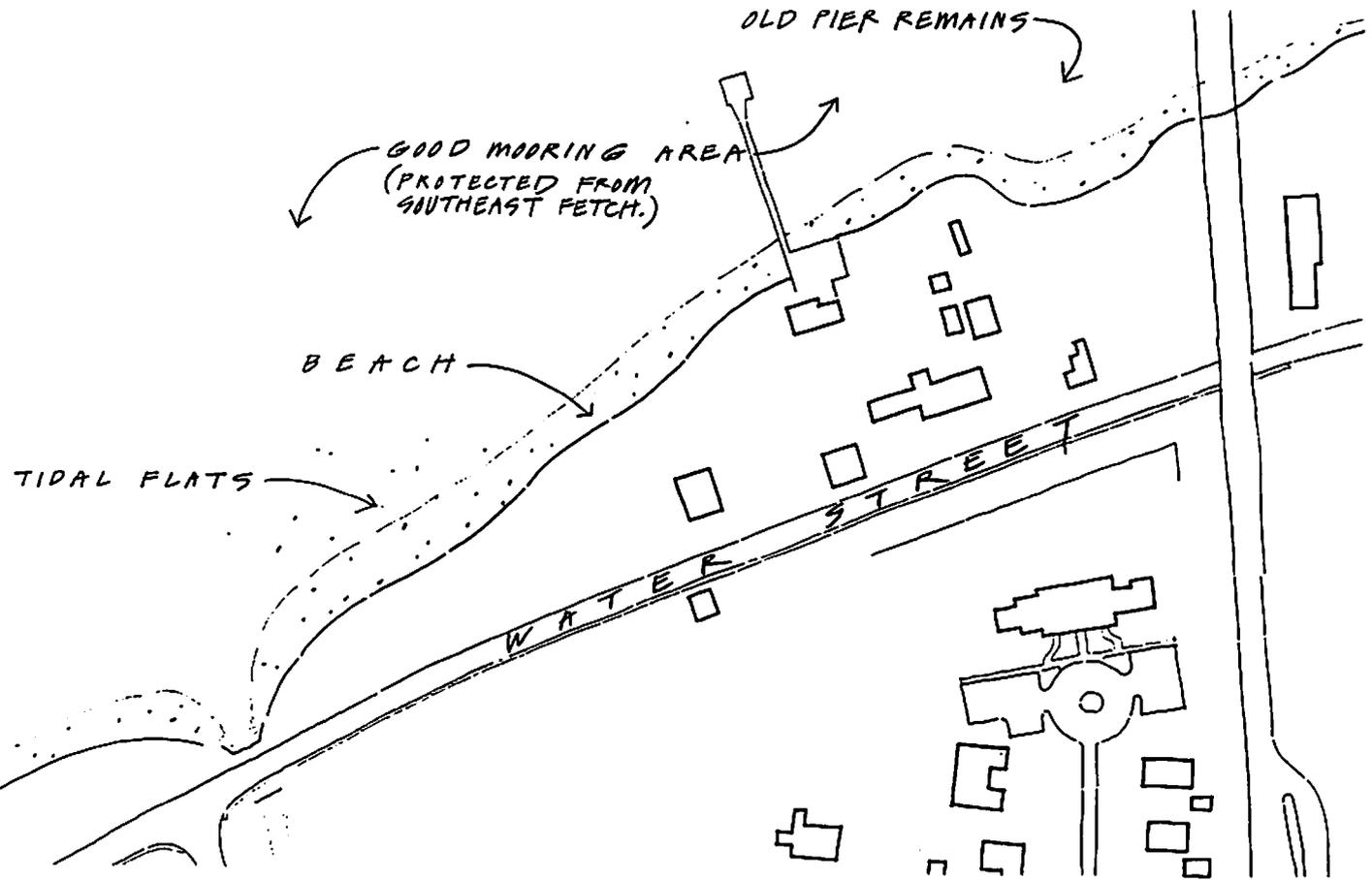
Shoreline Analysis

figures 21,22,23,24,25,26

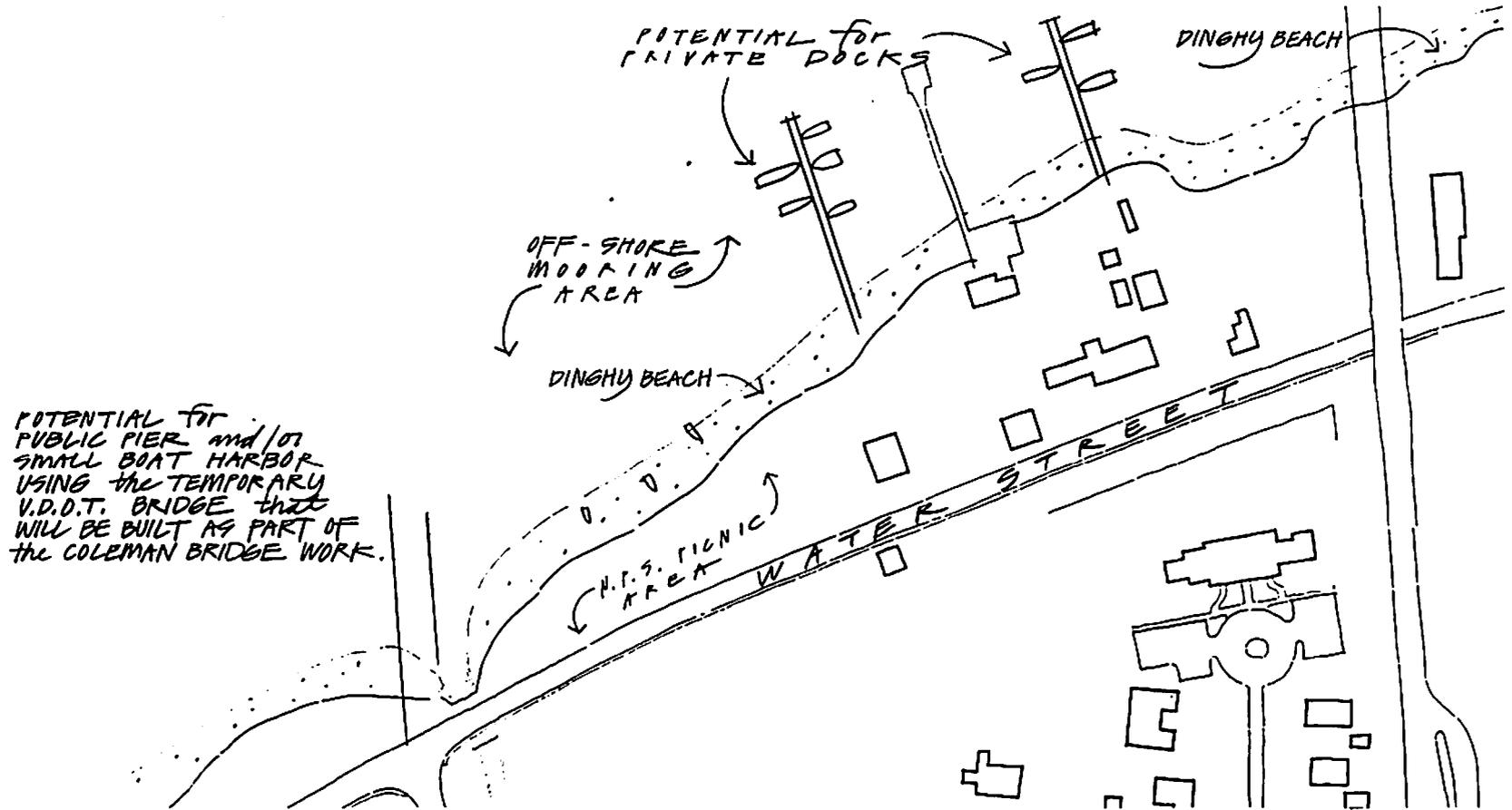
All available existing information related to the shoreline has been reviewed and assessed in the context of the master plan. The existing shoreline was evaluated based on its current use, its ecological value, and its limitations and potentials for future development. The following information was reviewed.

- Yorktown Virginia Section 933 Beach Study prepared by U.S. Army Corps of Engineers, August, 1989
- Shoreline Situation Report York County, Virginia prepared by the Virginia Institute of Marine Science.
- Federal Emergency Management Agency (FEMA) Flood Insurance Study and Flood Insurance Rate Maps
- Tide Tables, East Coast of North America, by National Oceanic and Atmospheric Administration (NOAA)
- Tidal Current Tables, 1991, by NOAA
- Nautical Navigation Chart by NOAA
- U.S.G.S. Quadrangle Maps

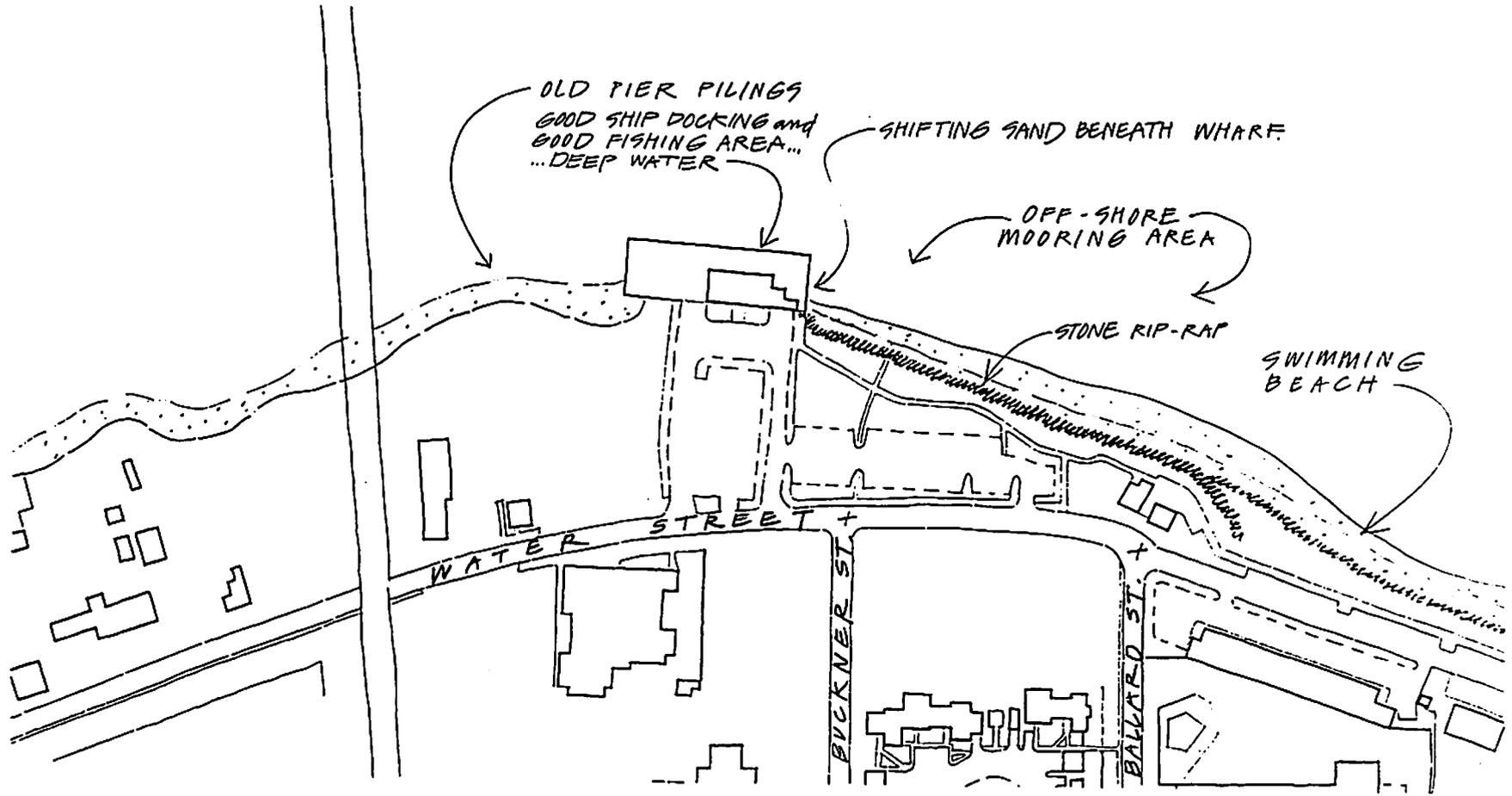
The waterfront of Yorktown consists of natural beaches, a manmade nourished beach, and fringe marshy mud flats. Rip-rap and masonry seawalls are located along portions of the existing beach. Water Street and the strip of land adjacent to and on both sides of it is located within the low shoreline area (the floodway) and is subject to coastal flooding. The strip of land between Water Street and the bluffs, which rise about 40 feet from the low coastal shoreline, varies in width and is a mixture of commercial and residential uses with ownership divided between private



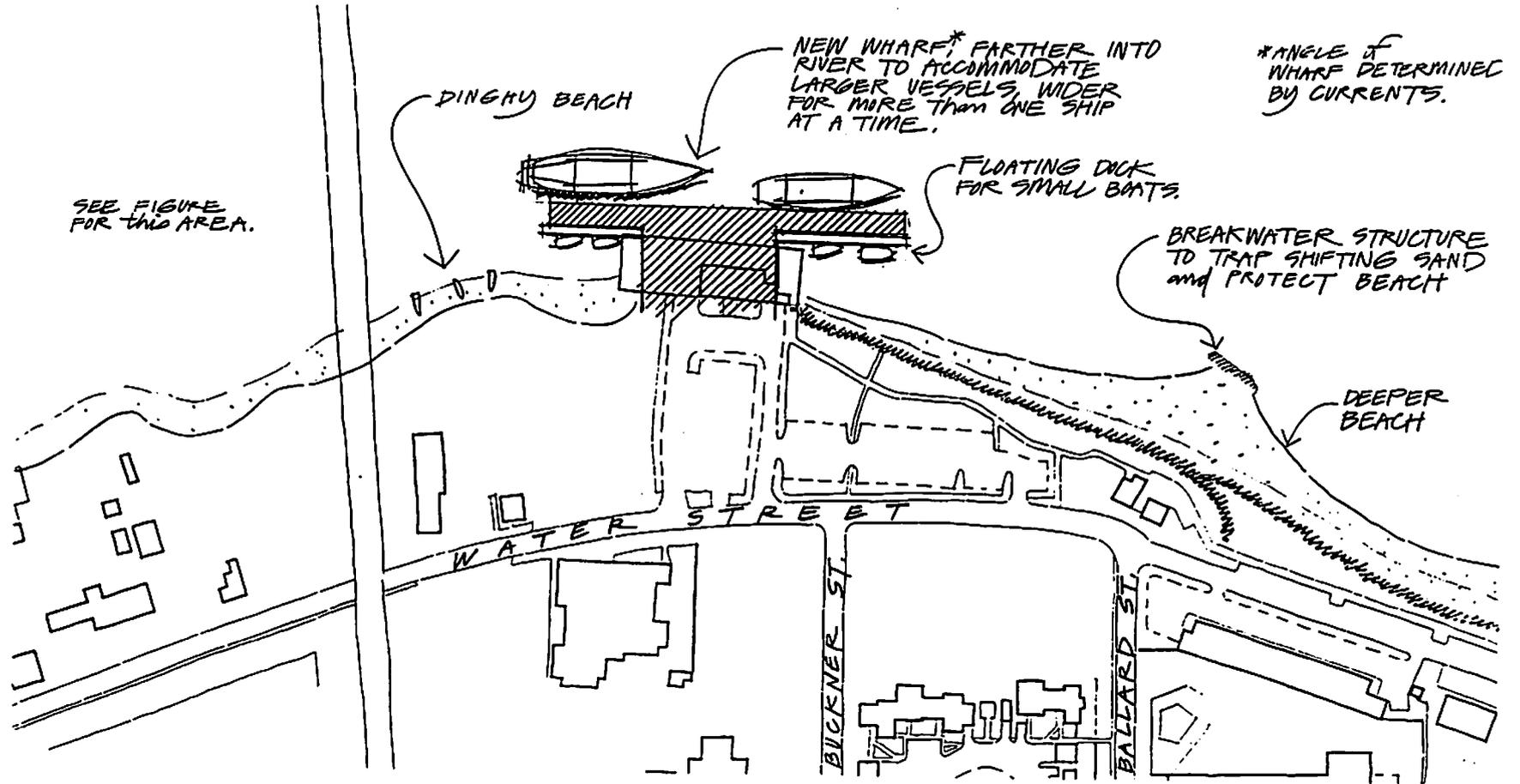
Shore Protection: Watermens Museum Area Existing Condition
Figure 21



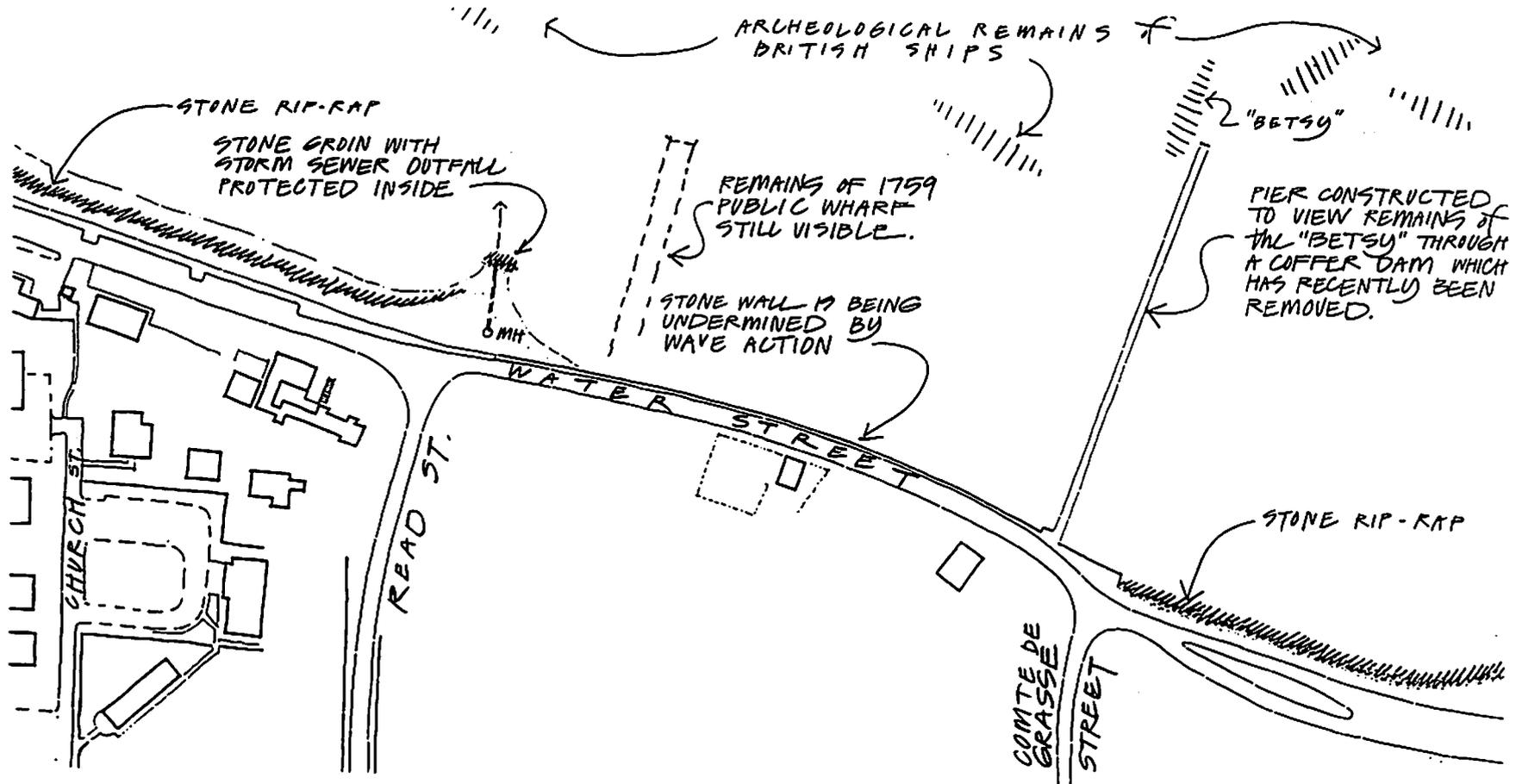
Shore Protection: Watermens Museum Area Proposed Concept
Figure 22



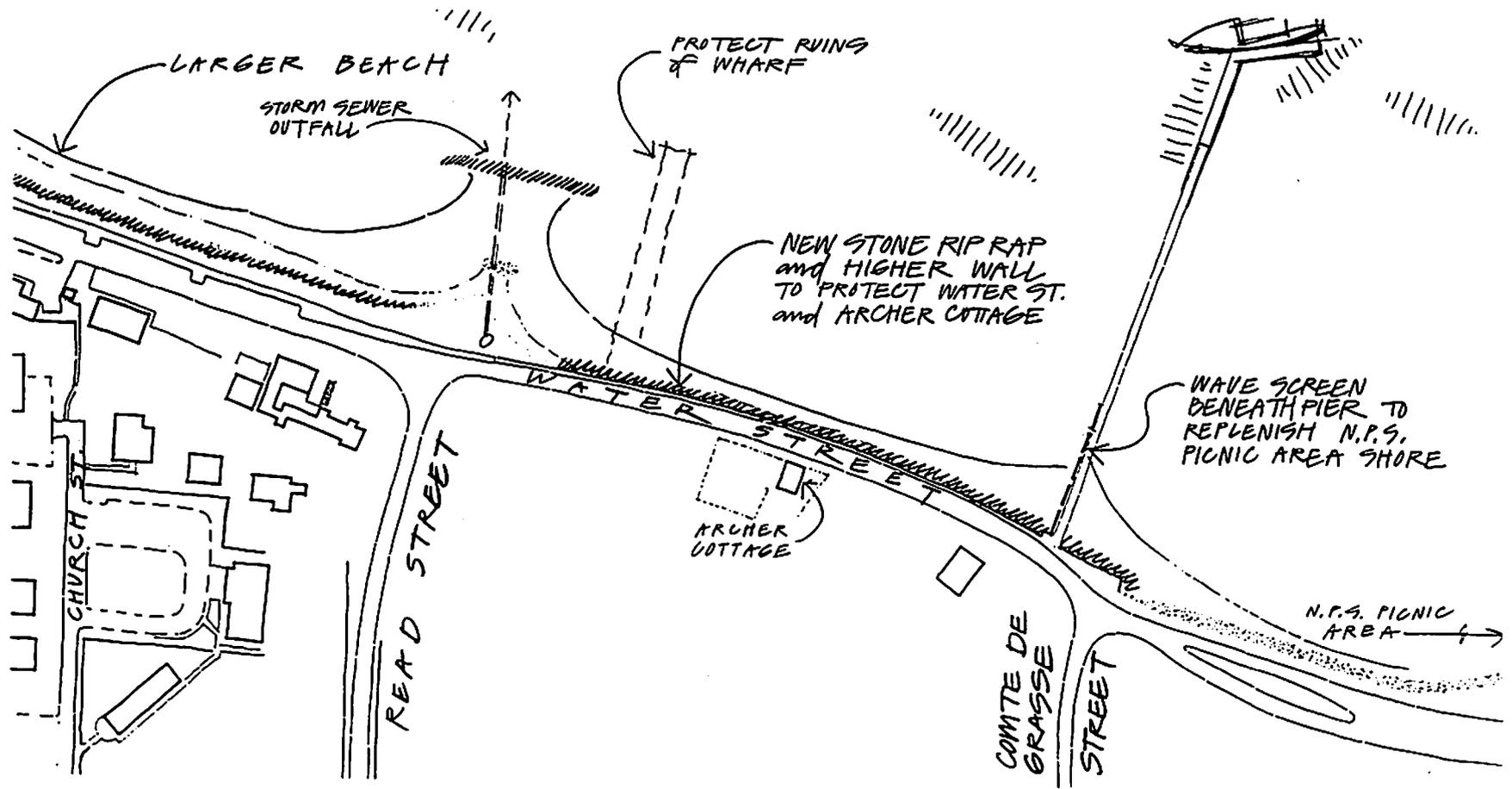
Shore Protection: Public Wharf Area Existing Condition
Figure 23



Shore Protection: Public Wharf Area Proposed Concept
Figure 24



Shore Protection: Shipwreck Pier Area Existing Condition
Figure 25



Shore Protection: Shipwreck Pier Area Proposed Concept
Figure 26

parties, the National Park Service and the County. Because of these elevations, all proposed improvements and development along the waterfront will have to comply with FEMA regulations under the National Flood Insurance Program. As such, all new habitable structures along the waterfront will have to be constructed at approximately elevation +11.0, which is three to seven feet above the existing grade of most areas of the waterfront. Portions of the waterfront are located in the "A" Zone which allows structures to be built on fill; but most of the waterfront is located in the "V" zone, which requires habitable structures to be built above ground on columns to allow flood water to pass beneath. These requirements will have a significant impact on the architecture of any new buildings and the waterfront streetscape. Careful attention will need to be given to coordinating these requirements with the objectives of protecting the small town scale of Yorktown and enhancing the pedestrian environment along the waterfront and Water Street.

The quality of the beach sand is poor to fair, and the beach is narrow and thin due to erosion and positive long shore transport affected by the flow of the river. The ebb and flood tides play an important role in destabilizing the beach, particularly at the narrow point of the river where the Route 17 bridge is located. The York River passes between two prominent headlands where the cross-sectional area of the floodway is substantially reduced. This reduction affects the rate of the current flow, raising it to well over 2 knots at spring tide conditions. As a result, the river depth reaches 75 to 79 feet below the local mean low water (MLW). The cross-sectional profile descends very abruptly from the splash zone at the edge of Water Street to the depth mentioned above. This distance from the shoreline to this abrupt drop-off varies along the length of Water Street from between 50 to 150 feet. Recreational swimming is not advisable at the point due to the current and the turbidity of the water. Although the quality of water is acceptable, the amount of suspended solids (silt and fine sand) is appreciable which renders the water murky most of the time. This situation is relaxed at slack tide but can still present visibility problems.

There has been much discussion concerning the possible relocation of recreational beach and the sunbathing and swimming activities from the area between Ballard and Read Streets since that activity is one of the prime causes of the "cruising" problem in the summer season. These uses could be eliminated, or certainly discouraged, by not nourishing the beach with new sand. The natural process of the river and the longshore transport would reduce the size of the existing beach in a very short time. However, this would result in a net loss of sediment and an eventual undermining along the entire shoreline.

The most effective means of maintaining a beach for long-term use is to build a combination of groins, constructed at reaches spaced in accordance to the energy and current requirements, and to then place sand between the groins to nourish the beaches. To prevent future undermining of Water Street, the shoreline can be protected by a reveted rip-rap structure or a seawall similar to what exists down-river from Yorktown. Without such protection, the Water Street area could be subject to severe damage in the event of a hurricane or a coastal storm.

The seawall along Water Street between Comte de Grasse and Read Streets is also experiencing loss of sediment at its toe. If this continues, the wall will be undermined and eventually fail. Placement of a rip-rap revetment at the base of the wall would prevent further deterioration.

Based on these evaluations and given the potential for other solutions to the "cruising" problem, recommendations for a shoreline stabilization program have been developed. The primary purpose for this shore protection is to protect the road and facilities, although a secondary benefit will be the expansion of the area available for sun bathing. These measures, and the existing conditions are shown in concept on the following diagrams (*figures 21-26*). Cost estimates for the shore protection improvements are as follows:

Beach Nourishment and Breakwaters (wharf to Read Street): \$825,000

Seawall Repair/Rip-Rap (Read to Comte de Grasse): \$115,000

Stormwater Management

The Town is perched on a prominent headland overlooking the York River in a northwesterly direction. The coastal bluff that overlooks the York River to the north and northeast, and the Yorktown Creek to the northwest beyond Route 17, consists of two predominant watersheds. Portions of Main Street between Nelson and Smith Street are located on the drainage divide between the two watersheds. Generally the land mass located to the northeast of Main Street drains through a combination of overland run-off into existing and well defined gullies and an enclosed drainage system to the York River. The sub-areas of this watershed that are located to the southeast of Route 17 drain northwesterly into the Yorktown Creek.

The portion of the Town which is located southwest of Main Street drains in a similar fashion in a southwesterly direction to the upper reaches of Yorktown Creek and its headwaters area located east of Route 17 and south of the Colonial Parkway.

The existing system functions well, in general, due to the availability of steep hydraulic gradient that exists from the top of the bluff near Main Street. Some localized flooding or ponding of water occurs for short periods of time on Water Street following heavy rains. This situation is currently being studied by an engineering consultant under contract to the County. Corrective measures should be coordinated with construction schedules for other infrastructure such as utility or street improvements.

Domestic Water

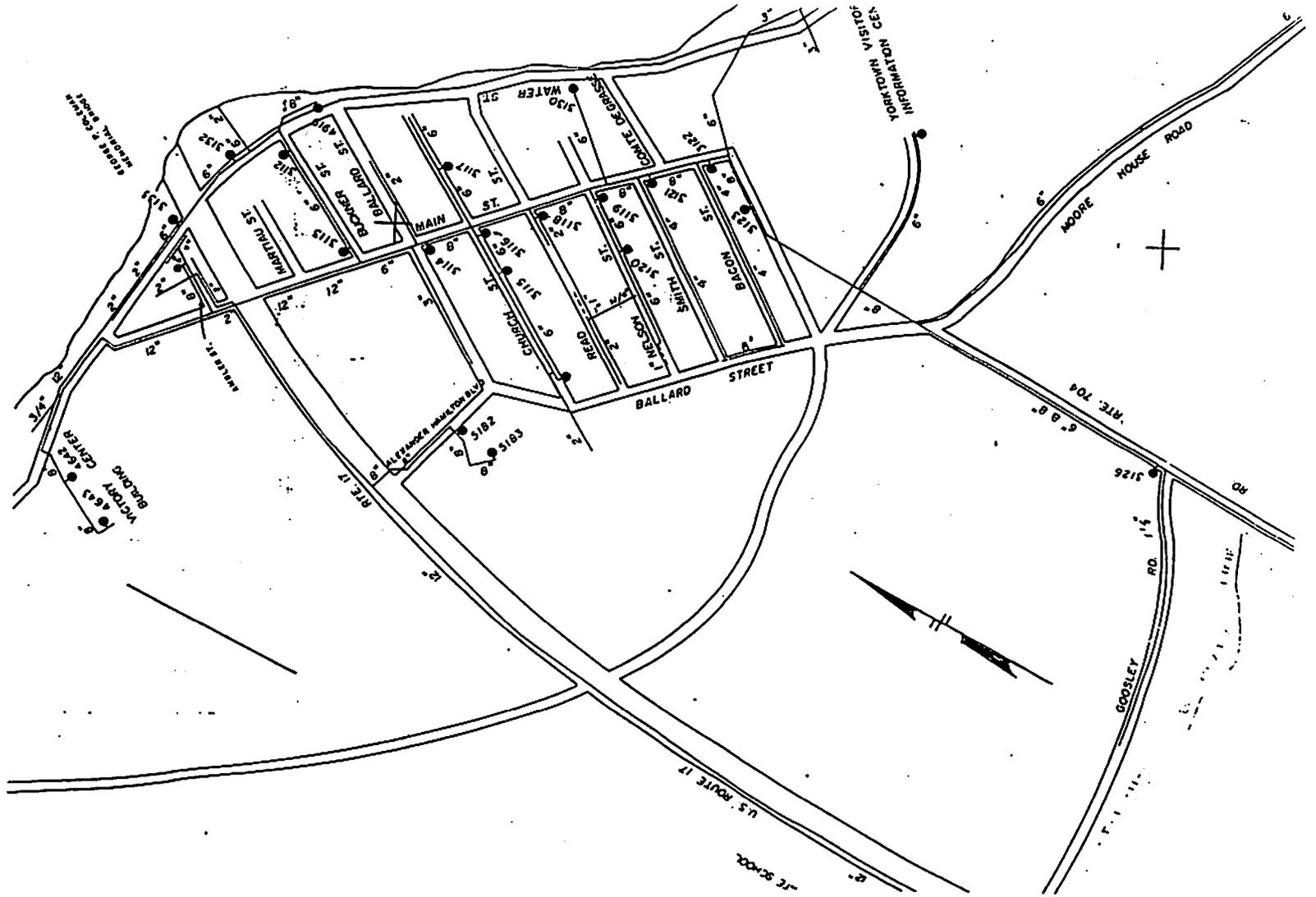
figure 27

Domestic water is supplied to Yorktown by Newport News Waterworks, a regional water supply agency which supplies the major portion of the Peninsula. The approximate water demand in Yorktown is 58,420 gallons per day (GPD). Although the existing supply meets the consumptive needs adequately, the capacity of the existing system to provide for the fire flow requirements is questionable. Many of the

existing pipes are smaller than 8 inches. Some streets have only 2-inch and 3-inch service lines which are inadequate for fire flow needs.

To meet the required fire flow rate, the Newport News Waterworks believes that a minimum of 8 inch service will be required. Newport News Waterworks budgets Distribution System Improvement (DSI) Funds to use annually to improve the system. However, the area of responsibility is large and funds are limited. Yorktown is and has been on the Department's list to receive improvements, which are planned to include the following (as identified and recommended by Camp Dresser and McKee in a report to Newport News Waterworks):

PROJECT	COST
Design and install new 12-inch line on Main Street, along Ballard Street to Zweybrucken Road, along Moore House Road to Hamilton Road (USCG base) to provide fire protection 7,250 ft @\$50/ft [recommended to be done by FY88; to date, no funding has been appropriated]	363,000
Design and install 8-inch line on Main Street, from Ballard Street to Zweybrucken, 2,800 ft @\$35/ft [recommended but not funded].....	98,000
Design and install 8-inch line from Main Street, down Ballard Street to Water Street, along Water Street to Comte De Grasse, along Comte De Grasse to Main Street 2,800 ft @\$34/ft [recommended but not funded].....	98,000



Water Supply
Figure 27

Design and install new 8-inch line on Read Street between Main Street and Water Street. Tie to 8-inch line on Alexander Hamilton Boulevard; 300 ft @\$35/ft [recommended but not funded] 11,000

TOTAL IMPROVEMENTS \$570,000

Careful coordination and scheduling of these projects is essential not only from the standpoint of supporting existing and proposed development but also to ensure that other public improvements are not installed prematurely--only to then be disturbed by waterline construction. Officials with Newport News Waterworks have indicated a willingness to adjust construction schedules to ensure that projects are properly coordinated.

Sanitary Sewer

figures 28, 29, 29a, 29b

The following material was reviewed to assess the condition and capacity of the existing sanitary sewer system in the Town:

- Distribution system layout plan "Yorktown Sewer System"
- Investigation of sewer improvement alternatives--Yorktown sewer system report prepared by R. Stuart Royer and Associates, dated May 30, 1990
- Untitled plan numbered 17 of existing sewer layout
- County of York, Virginia proposed sewage facilities plan, prepared by R. Stuart Royer and Associates, dated July, 1990

The existing sanitary sewer system is a combination gravity and force main lines which ultimately flow into the York River treatment plant (*figure 28*). The treatment plant is operated and maintained by Hampton Roads Sanitation District, which is a regional authority

servicing many tidewater jurisdictions. The existing system receives flow from a total of 91 acres and the National Park Service (*see figure 29*).

The R. Stuart Royer investigative report recommended the following system improvements:

- Install a gravity sewer line along Water Street between Church Street and the Watermen's Museum area, thus allowing existing Pump Station No. 2, located adjacent to the Duke of York Motel, to be abandoned. The cost of this improvement is projected to be \$180,090 (*see figure 29a*).
- Abandon the Park Service station (at the extension of Read Street) and construct a new pump station on the corner of Ballard Street and Nelson Street. The cost of this improvement is projected to be \$128,900 (*see figure 29b*).

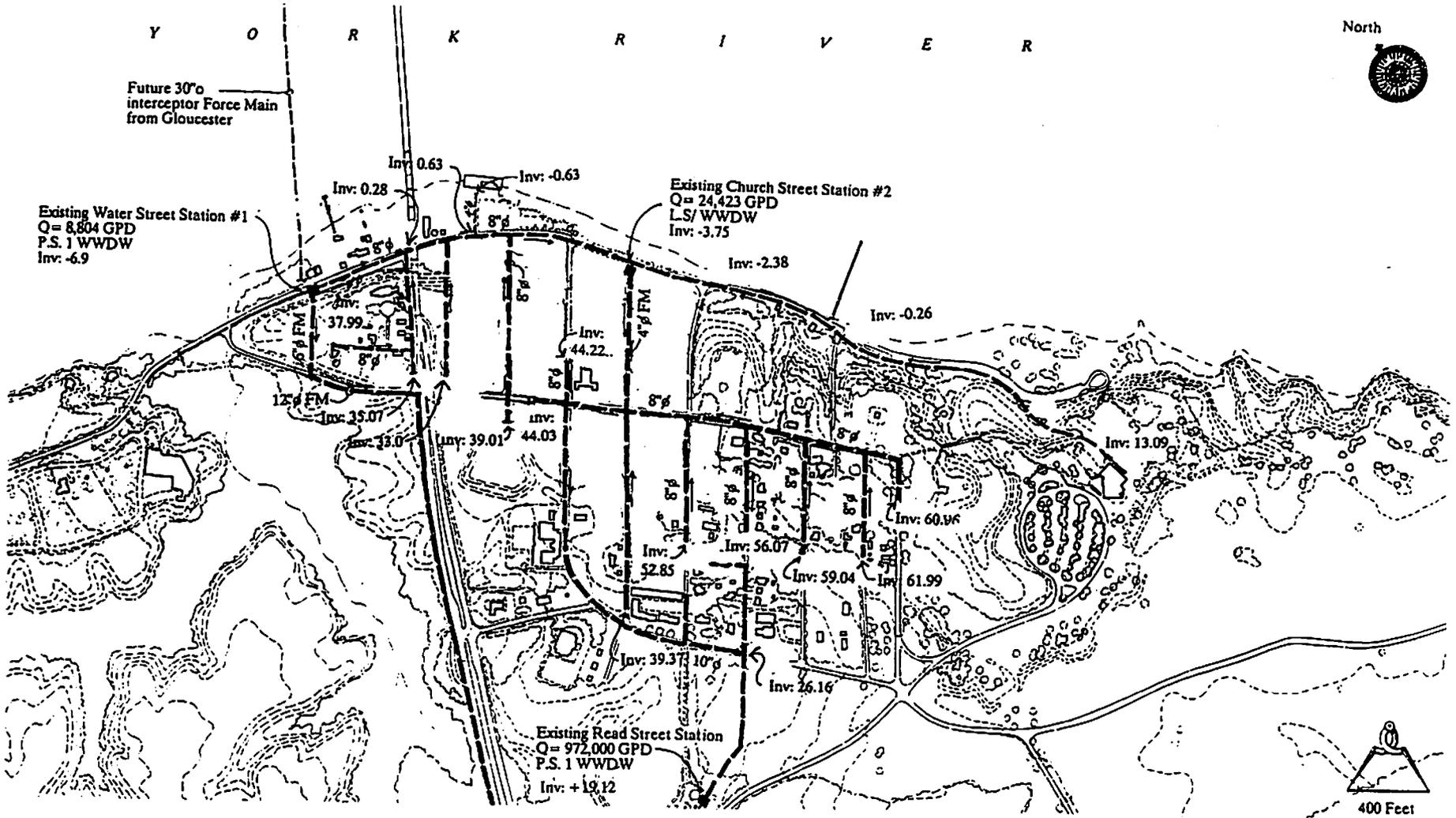
In conjunction with the design of these below-ground improvements, the County has developed preliminary plans for an architectural facelift of the pump station located on Water Street opposite the Watermen's Museum (Pump Station #1).

In addition to the above, there is a new 30-inch interceptor force main being constructed from Gloucester to Yorktown along the Route 17 alignment below the river. This 30-inch interceptor will pass about 40 to 50 feet from Yorktown pump station No. 1. A stub will be provided to allow for future connection to the interceptor directly from pump station No. 1. This will reduce the total dynamic head for pump station No. 1 and improve its capacity in the long run.

With these improvements, the capacity of the system should be adequate to serve all existing improvements and the types and intensities of development likely to be found consistent with the desired village-character of Yorktown. As with the water system improvements, however, it is essential that construction schedules be closely coordinated with other proposed improvements.

Y O R K Y R I V E R

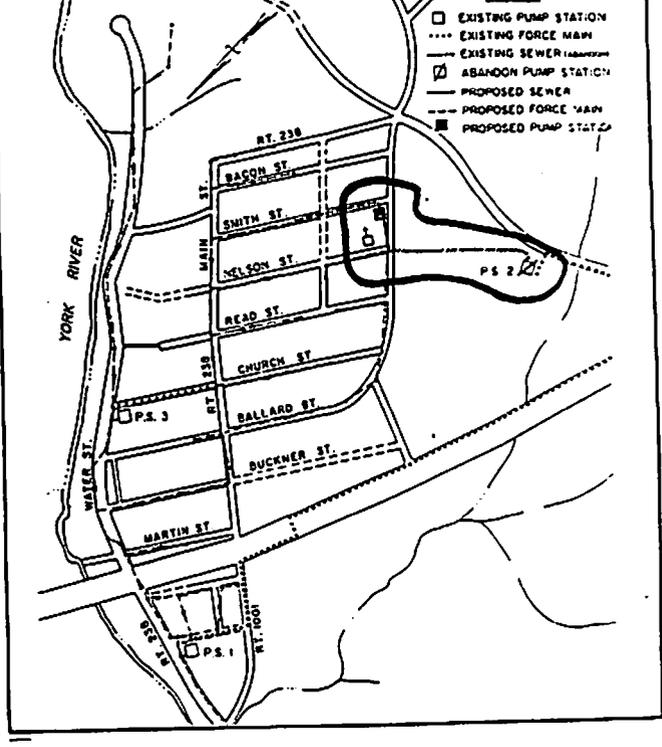
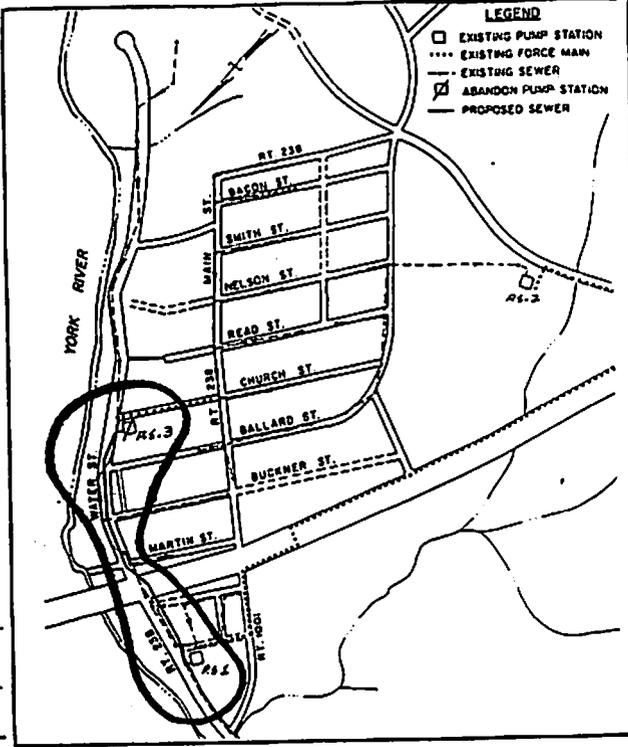
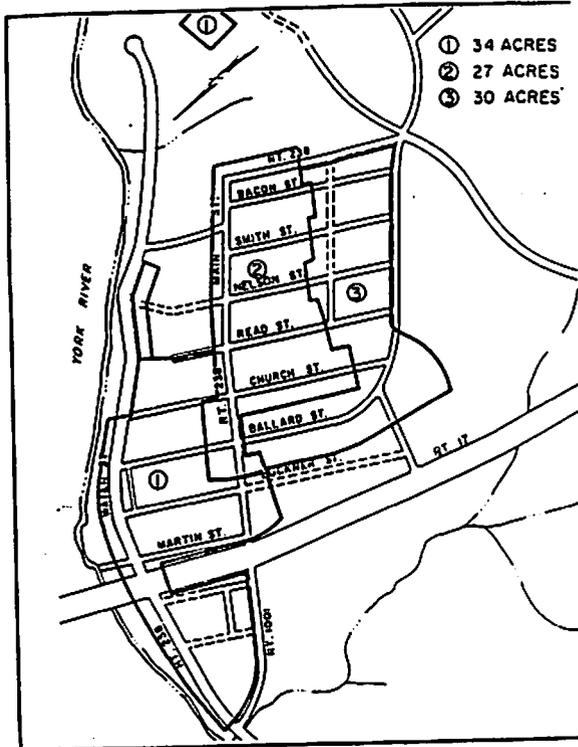
North



Sanitary Sewer
Figure 28

System Improvements - Water Street

System Improvements - Read Street



Sanitary Sewer Service Area

System Improvement Alternative A

System Improvement Alternative B

Other Utilities

Electric, telephone and cable television transmission lines are located above ground in many portions of Yorktown. In some areas, particularly along Ballard Street, Water Street and Main Street, the placement of these utilities underground would have a significant positive impact on aesthetics. While undergrounding is expensive, the costs can be minimized if the work is coordinated with other utility or street improvement projects. Preliminary engineering design for the Water Street and Ballard Street projects has been completed and the estimated costs are as follows:

Water Street: \$ 94,000*

Ballard Street: \$285,000*

* Costs for these improvements have been provided by Virginia Power and C&P Telephone.

N. MARKET ASSUMPTIONS

As a component of the Master Plan process, ZHA, Inc. conducted a development potential study of the village of Yorktown. The purpose of the study was to investigate market support for and feasibility of several land uses identified in the Focus on Yorktown report, and suggested by the Yorktown Revitalization Steering Committee. The findings of that study have been an integral part of the planning process; a brief summary of those findings follows:

Parameters of the Market Study

The Market Study has identified specific opportunities in the retail sector for York County. The findings are based on an existing demand market scenario; they do not incorporate any increment of growth that might result from various public and private initiatives which would alter the appearance, accessibility, or land use functions in Yorktown. The observations assume the following economic factors are constant: the current residential demographics, visitor and resident population spending habits, and the projected population growth rate.

Village Retail Composition and Trends

The number of goods and services available in Yorktown has decreased over the years. Retail activity has shifted to businesses located in strip shopping centers along Route 17 which are more conveniently accessible by automobile to the bulk of the County's resident population. Also, preservation efforts within Yorktown have imposed development restraints on development, making it more desirable to locate away from the Village.

Eighty percent of total sales in Yorktown's shops and restaurants are to tourists that visit the N.P.S. Visitor Center and the State operated Victory Center. Currently, these visitors spend a comparatively small portion of their vacation time and budget in the Village. A major reason for this is the narrow selection of shops in Yorktown and the dispersed pattern of those shops.

Only 20 percent of the restaurant sales and 30 percent of the retail sales in Yorktown are made to area residents or employees within the Village. The residential market population is composed of the permanent residents of the area, approximately 25 percent of which reside in Gloucester County and the remaining 75 percent in York County. This population primarily consists of young middle-income families, and a large number of military personnel.

Current Village sales levels could be increased through increased capture of both visitor and resident spending. The current capture rate of the amount spent on retail and restaurant sales by residents and Village-based employees could be increased by 8 percent in the next two to four years, and an additional 8 percent in the following two to four years. Corresponding targets for visitors are to increase capture of daily expenditures from 8.7 percent in the next two-to-four years, and then to 18 percent in the following two-to-four year period.

Overnight Accommodations

Bed and Breakfast facilities are growing in appeal in this region; they complement the historic environment, and could be successful in a Village location. These types of facilities offer relatively low financial returns, although they could represent an important addition to the range of accommodations presently available.

Retail Development Strategy

The following types of specialty retail establishments are recommended:

- **Additional Eating and Drinking Establishment:**
A good quality/name attraction would enhance the Village as a whole and serve as a potential anchor to development on the waterfront. The restaurant should be a first-class operation, probably oriented toward seafood.
- **Additional Antique Store(s):**
The success of the existing retailer, the lag in county sales relative to their potential, along with the character of the village

and historic attractions suggest that there is greater potential for antique sales. The orientation should probably focus on good-quality but generally more affordable merchandise than currently available.

- **Gift Shop(s):**
There are several distinct types of opportunities within this category. The general orientation toward gifts can be distinguished by a "traditional " line, possibly with a Christmas orientation. Other special categories include a brass shop, candy, leather, porcelain or a jewelry chain.
- **Women's Apparel / Boutique:**
A new store should have a strong tourist orientation, with good-quality clothing and accessories.
- **Arts / Crafts Store:**
A store of this type should be oriented to furniture, folk art, basketry, quilts, or some combination of these items.

There are several principles of targeting/selection represented in the recommendations above that should be incorporated into the recruitment process with respect to the suitability to the Village. Businesses recruited for a location in the Village should be strong in the following characteristics:

- Strong tourist and regional market appeal.
- Specialized product line.
- Non-chain ownership.
- Direct owner involvement in the operation.
- Quality appearance and merchandise.
- Interactive relationship with existing businesses in the Village.

Development Issues and Opportunities

The dispersed pattern of activities in Yorktown is a problem for creating a critical mass of pedestrian oriented uses. Future development should be located to form clusters of activity around existing centers, rather than create a new center. For near-term gains, development should focus on Main Street and the waterfront. As Yorktown develops an identity as a commercial destination in the next five to ten years, further development in a new area might occur. The corner of Ballard Street at Main Street is one such location.

The waterfront provides the best immediate opportunity for new development in Yorktown. However, it is critical that the perceived image of the waterfront change and the existing pattern of use be altered in order to attract a first class restaurant to the wharf area. This is the only place in Town where such an establishment is likely to locate. However, the current beachfront activities and parking need to be separated from the proposed commercial uses to avoid creating disincentives to a potential restaurant location in this area.

Access to and from the Village is perceived as being difficult and needs to be clarified if businesses are to be encouraged to locate in Yorktown. The access from the Village via Route 17 is considered by many to be the most circuitous and confusing part of the system.

Internal circulation and parking within Yorktown also needs to be improved. Adequate parking should be provided near the shops on Main Street with a comprehensible pedestrian route. Walking distances are relatively great between attractions and the perception of distance is made even greater by the lack of a contiguous pedestrian environment along Main Street. Signage is also needed to direct visitors to the attractions in Yorktown and the parking areas that serve those attractions.

Given the long walking distances, a shuttle service would help link together the various dispersed attractions in Yorktown. Approximately one-third of the people interviewed in a survey in Yorktown said they would use public transit if it were free. A parking facility would be

needed as a central base for the tram to operate possibly at or near the N.P.S. Visitor Center.

Shuttle service and parking are expensive solutions that may require long-term operating subsidies. It is recommended that the strategy be as simple as possible in the initial years of implementation, concentrating on a small retail/restaurant opportunity serviced by nearby surface parking, infill development at key locations and modest pedestrian improvements.

MASTER PLAN

- A. VISITOR ATTRACTIONS
- B. MAJOR ACTIVITY AREAS/FACILITIES
- C. CIRCULATION AND STREETScape
- D. MASTER PLAN
- E. IMPLEMENTATION/COSTS
- F. CONCLUSIONS

MASTER PLAN

Introduction

The Master Plan for Yorktown as described and documented in the following pages is intended as a guide for designing public improvements in the Town which will contribute to achievement of the goals and objectives identified by the Steering Committee. Within this basic framework of public improvements it is hoped that private land holders will be encouraged to improve their properties and, as a result, that the total resident and visitor experience in Yorktown will be enhanced. The plan provides recommendations for connecting certain key private parcels with the proposed public improvements, however, this is done simply to exemplify opportunities and in no way should it be interpreted as any type of mandate for what must be done on private land.

Implementation of the recommendations for improvements proposed in this Plan will require significant cooperation and coordination among various stakeholders including the National Park Service, the Commonwealth of Virginia, the Yorktown Trustees, York County, public utility companies, and many others. Implementation will be a long-term process and will require significant levels of funding. Creative strategies and partnerships will be necessary, as will patience, since success will not come swiftly and without great effort.

For the purposes of description and organization, the total Master Plan recommendation has been broken down into its various components. First, the recommendations for enhancement of various individual attractions or significant elements of the Town are described. Next, the various recommendations for linking these elements together in a cohesive manner, such as through circulation improvements, are described. And finally, the major Plan components are graphically depicted on the Master Plan Framework.

In reviewing the various drawings, diagrams and proposals contained in this plan, it is important to understand that they represent concepts and are in no way intended to be taken as final designs or intentions. Rather, these drawings, diagrams and proposals are intended to provide general direction and a focus for the extensive and detailed discussion and design work which must precede any decision to implement any of these proposals. Likewise, it is important to recognize that the project priorities and phasing proposals made in this plan are dependent on achieving certain funding objectives. Certain assumptions have been made in preparing these recommendations concerning sources and levels of funding. Clearly, if these do not materialize, or if lower than assumed funding levels are achieved, adjustments will be necessary.

Finally, it is important to recognize that this plan represents a road map of sorts intended to chart a route toward achievement of the overall goal established by the Yorktown Steering Committee. This is not to say that this is the only route to success. As a general plan, it is fully anticipated that there will be changes, deletions, additions or other modifications along the way. Nevertheless, if the goals, objectives and general direction articulated in this plan are pursued -- by whatever route -- Yorktown can and will benefit.

A. VISITOR ATTRACTIONS

figure 31

Victory Center

Efforts should be made to strengthen linkages between the Victory Center and Town. Specific improvements should include a map of the Town located near the new gift shop and ticketing booth showing the Town, key attractions, restaurants and shops, and approximate walking times. Directional signs should be erected and the pedestrian connection to the Waterfront from the gift shop should be improved and signs with walking distances should be installed.

Yorktown Creek Wetlands and Corduroy Road

figure 32

Remnants remain of the old corduroy road into Town, formerly the extension of Main Street. A re-creation of a portion of the road would offer insight into the difficulty of overland travel in the nineteenth century.

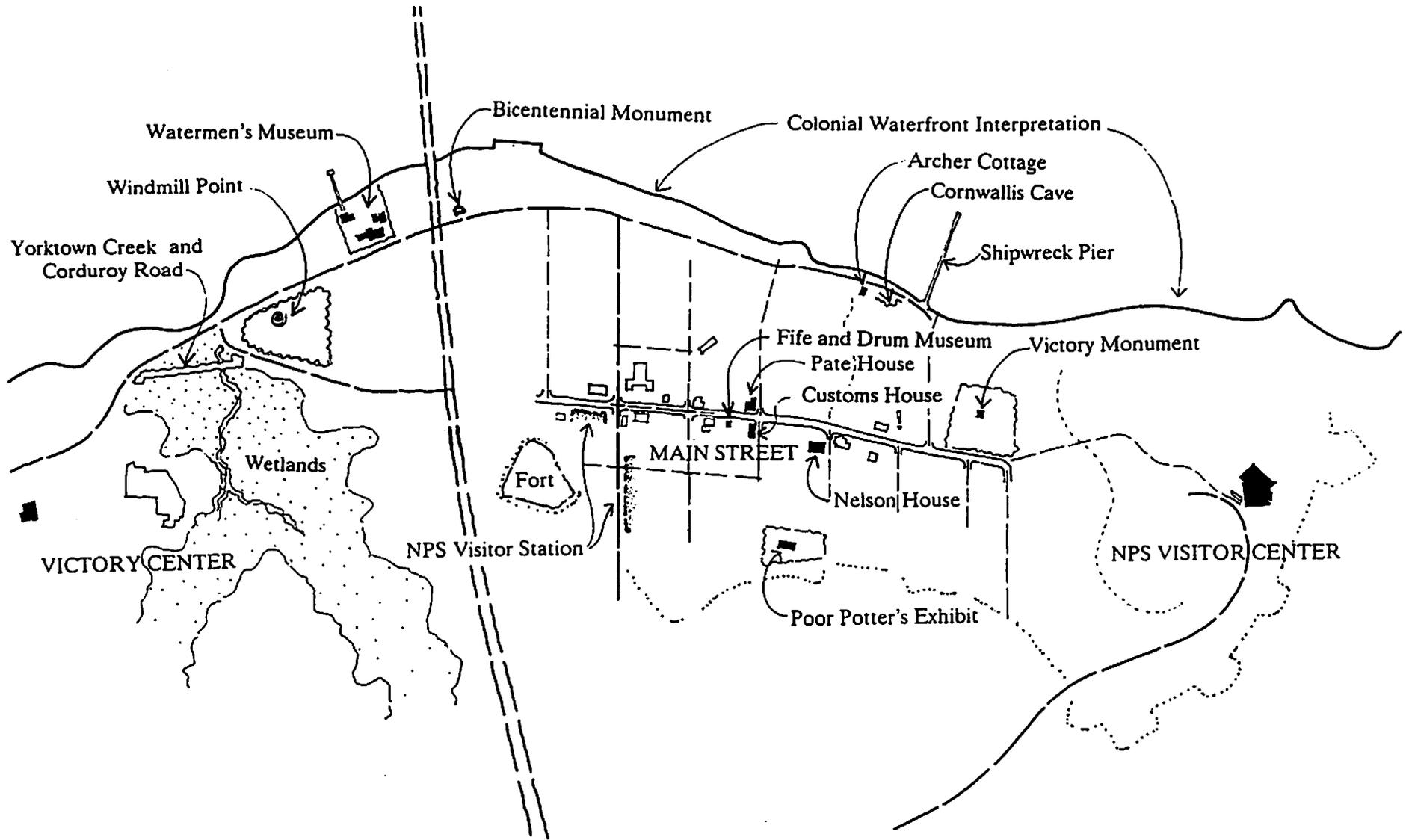
A boardwalk to the old road trace would allow an interesting view of the marsh, and also provide a better sense of the historic role of Yorktown Creek in defense of the Town. This boardwalk would provide an interesting and attractive alternative to pedestrians moving between the Victory Center and the Waterfront.

Windmill Point

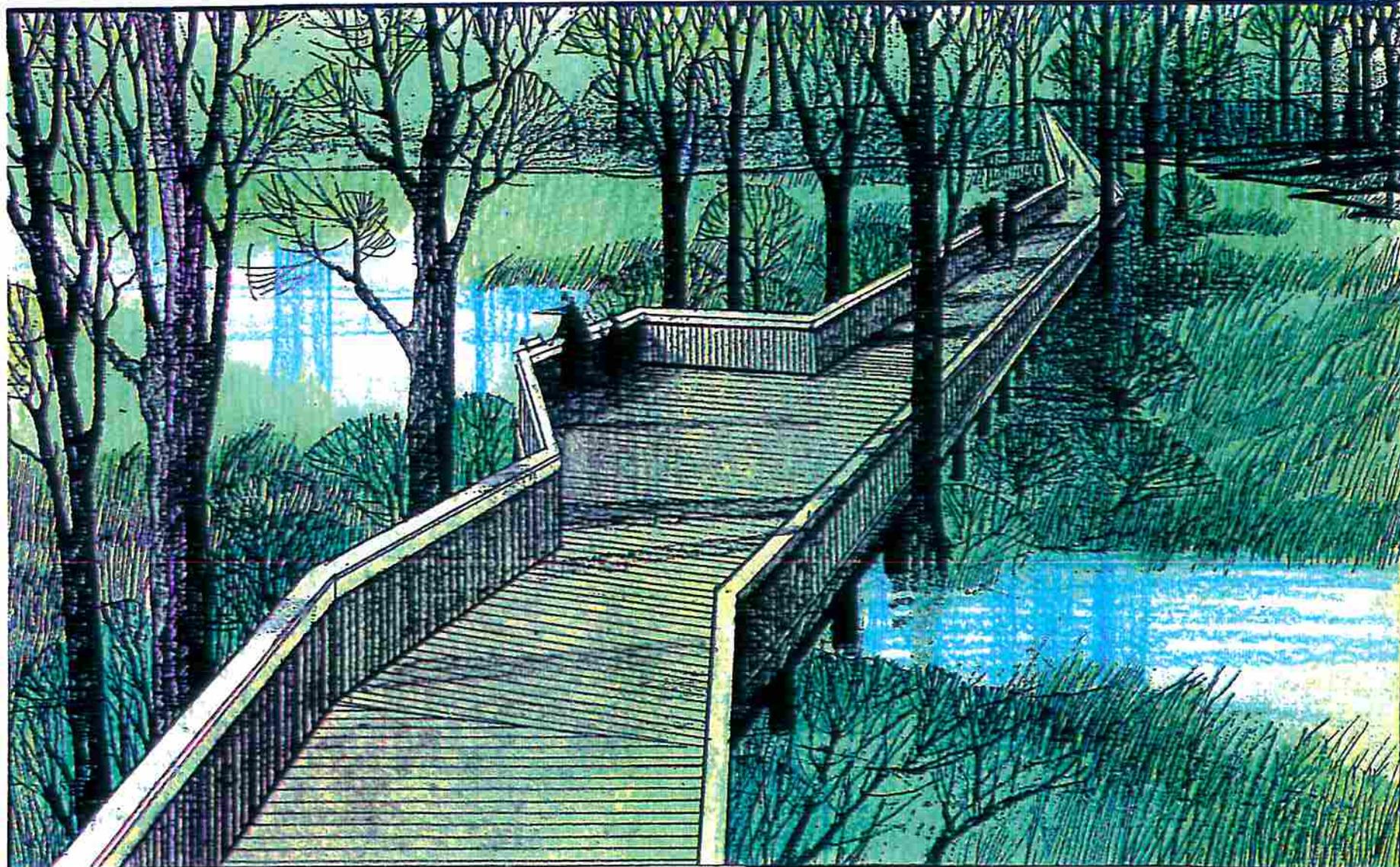
Development of a simple pedestrian trail and interpretive signs in this area will provide a panoramic view of the northwest corner of Town, and will emphasize the importance of topography in determining the location, function, and defenses of Yorktown.

Watermen's Museum

The Watermen's Museum can be a major destination attraction. The front door image of the museum on Water Street could be significantly enhanced with fences, paving and plantings, some of which could be



Visitor Attractions
Figure 31



*Yorktown Creek/Corduroy Road Sketch
Figure 32*

installed in conjunction with public streetscape improvements on Water Street. It would be desirable for the gift shop to be moved back from the street to open views of the main structure. It should, at a minimum, be redesigned to match the architectural character of the museum's historic structures.

While outdoor exhibits of the museum may need to be enclosed to restrict access to paying visitors only, it would be desirable to link the facility with the public riverwalk being proposed for the remainder of the waterfront.

Bicentennial Monument

This privately-funded monument can be enhanced by better integrating it into the streetscape of Water Street by creating a continuous sidewalk along the street.

Colonial Waterfront Interpretation

Cornwallis Cave, the Archer Cottage, and the Shipwreck Pier form a series of attractions for interpreting the work of a Colonial waterfront.

- **Cornwallis Cave**

This area could be expanded to include military or waterfront exhibits, with the cave as the main feature.

- **Archer Cottage**

figure 33

This structure could be used to display the furnishings and goods that were typically found in a Colonial port store. Additionally, the structure would be an ideal place to provide additional interpretation of the adjacent ship ruins.

- **Shipwreck Pier**

The pier should be modified and widened to include several small seating areas and interpretive displays. Fixed telescopes looking toward Town, plaques and illustrations of the waterfront, and facsimiles of ship artifacts are examples of the features that could be included.

The pier should continue to be used for cruise ship mooring until the Wharf is repaired/rebuilt. After that, the pier could be used as an alternate or overflow docking facility. However, if demand for its use becomes heavy, it should be modified so as to allow ships to moor parallel to the river currents. Small boats should be restricted from the area to protect the ship ruins.

- **Main/Ballard Street Fort**

figure 34

With the removal of underbrush, the installation of pedestrian walkways, benches, interpretive signs and other minor improvements, the remains of this fort, which is on property owned by the Park Service, could be made into an interesting visitor attraction. This area marks the end of Main Street and would give visitors a better understanding of the integration of defenses into the design of the Town.

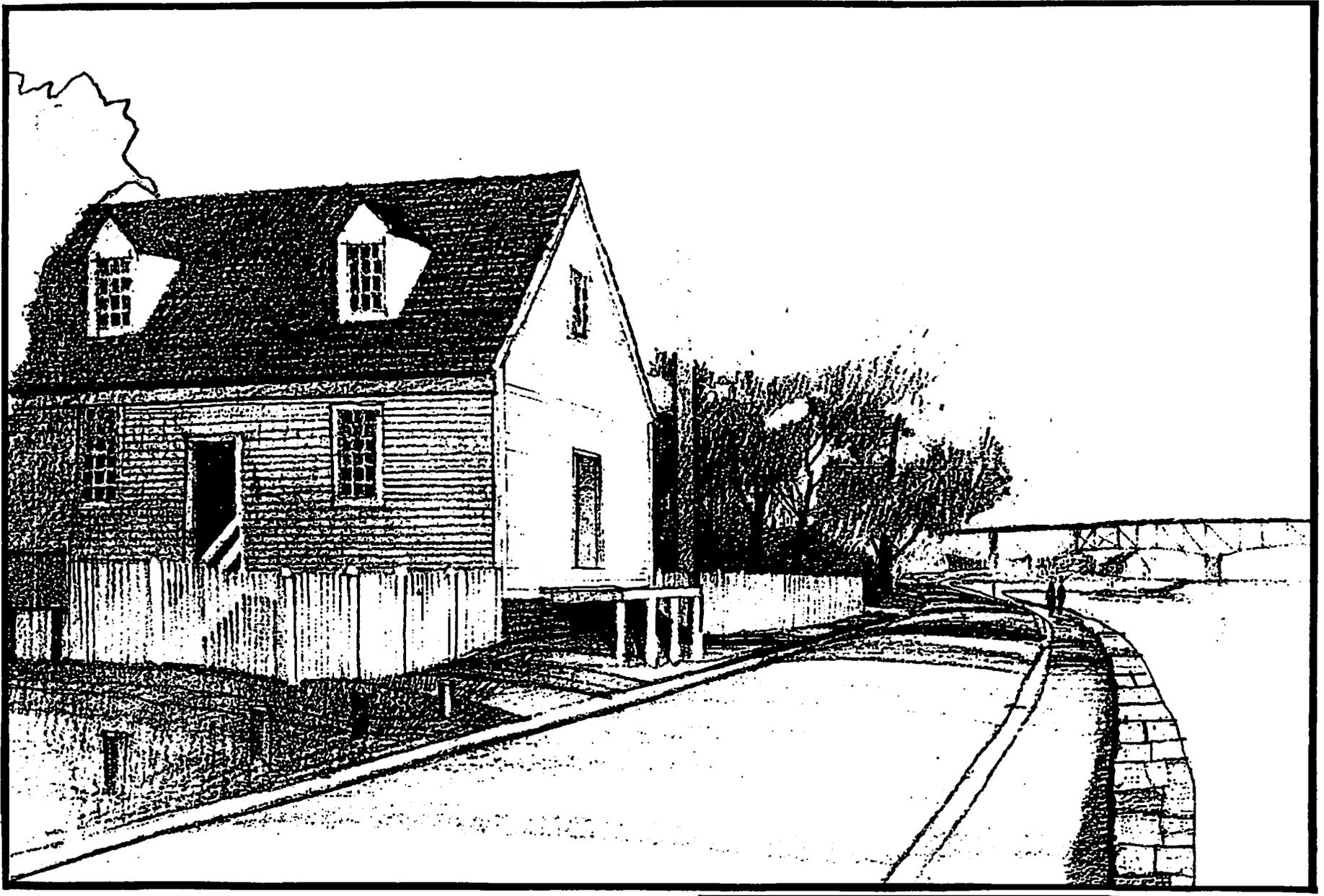
NPS Main Street

The dedication of Main Street to pedestrians-only during peak visitor times will greatly enhance its safety and visitor appeal. A full discussion of the pedestrian-only treatment is contained in the "circulation" section of this Chapter.

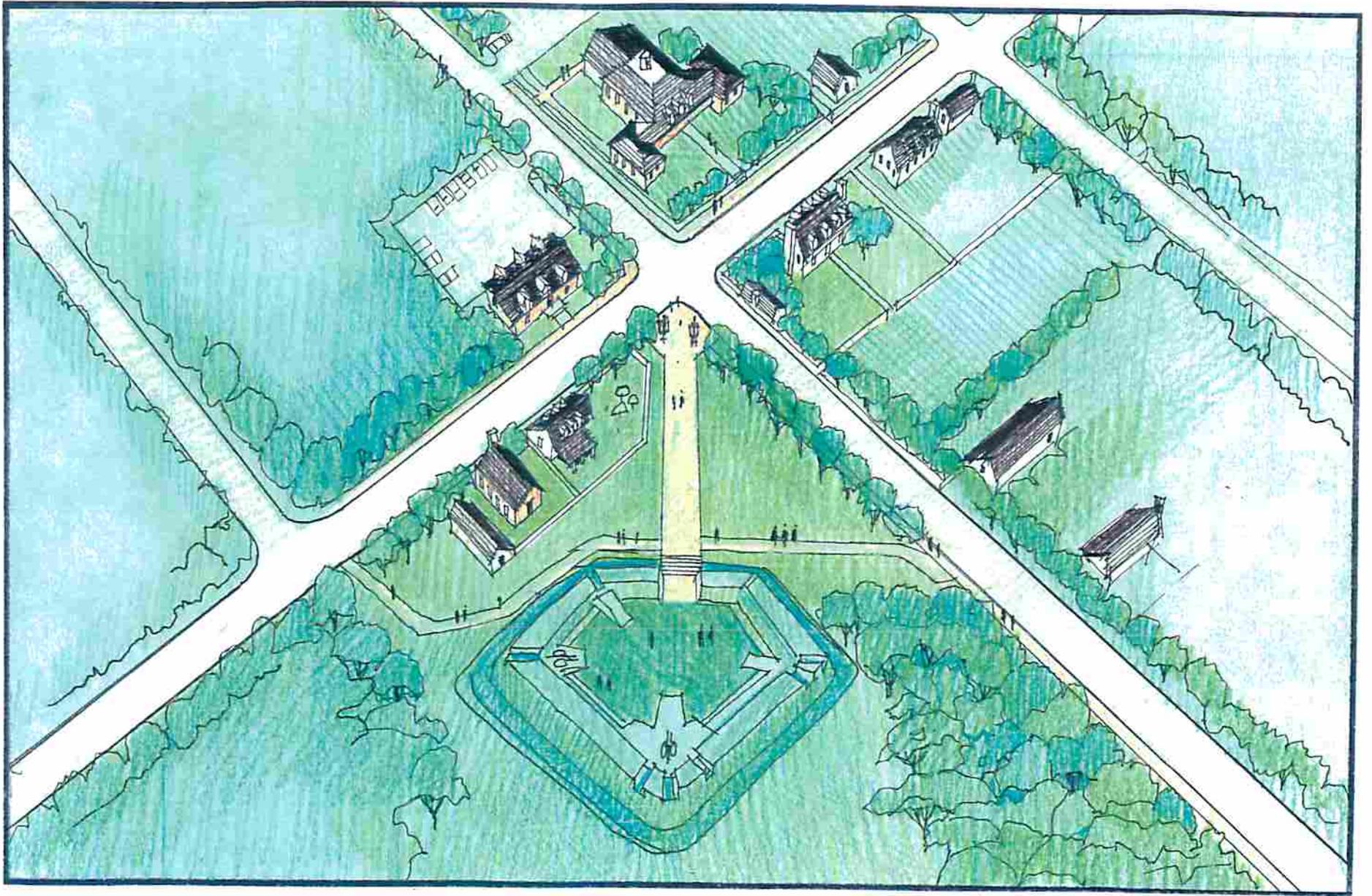
There are three general types of building groups that occur along Main Street: Preserved areas such as the Nelson House; adaptive use areas such as the Swan Tavern; and non-Colonial structures such as the Court House. Between Ballard and Read Streets active uses such as a coffee house or more small shops located either in existing buildings or in new infill buildings that are of a compatible architectural scale, would be appropriate and should be encouraged. Significant existing and potential attractions which should be highlighted include:

- **Nelson House**

A central feature of the National Park Service on Main Street, the Nelson House and grounds should continue to function as an exhibit and a setting for special NPS sponsored or sanctioned events. The



*Archer Cottage Vicinity Sketch
Figure 33*



*Main Street/Ballard Street Fort Sketch
Figure 34*

historical drama conducted daily during the summer is an interpretive highlight for many visitors, and more performances would be desirable.

- **The Pate House**

The Pate House at the corner of Read Street is a location that would be suitable for a small shop or coffee house. It is at the mid-point of Main Street and a desirable stopping point for visitors walking to or from the NPS Visitor Center.

- **NPS Visitor Station**

There is a potential for a new facility in-Town to serve as a ranger station and visitor information area. The facility could be located on Main Street, north of Ballard Street, or on Ballard Street, west of Main Street.

Poor Potter's Exhibit

A new enclosing structure should be provided to protect the remains of the potter's kiln and allow visitors to see the ruins. This is the nucleus of an important display facility.

Custom House

The Daughters of the American Revolution are carefully maintaining the historic fabric of this important 18th century structure. On special occasions, they have provided excellent interpretations and exhibits for the public. Having the building open to the public more often would contribute greatly to visitor experiences on Main Street.

Fife & Drum Museum

This military museum is most appropriate for Yorktown and merits increased support. The performances by the Fife & Drum Corps bring authentic color and life to Yorktown and should be continued.

Victory Monument

The Victory Monument is a National symbol of the American victory at Yorktown and of the triumph of democracy. A monumental landscape is proposed in this area. To accomplish this, the parking area in front of

the monument should be relocated to the eastern side of Zweybrucken Street. Functionally, this would allow visitors to walk to the monuments without crossing Main Street. Visually, this achieves an uninterrupted vista out to the battlefield from the monument, and focuses the approaching view along Zweybrucken Street on the monument. This view could be improved even more if the last remaining structures on Zweybrucken Street (now vacant and owned by the Park Service) were demolished.

NPS Visitor Center

Efforts should be made to strengthen the visual connection between the Visitor Center grounds and the Victory Monument. Specific improvements which the Park Service should be encouraged and requested to undertake include the improvement of directional signs and the placement of a map of the Town, to be located outside the Visitor Center, showing the Town, key attractions, restaurants and shops, and approximate walking times.

B. MAJOR ACTIVITY AREAS/FACILITIES

figure 35

Main Street

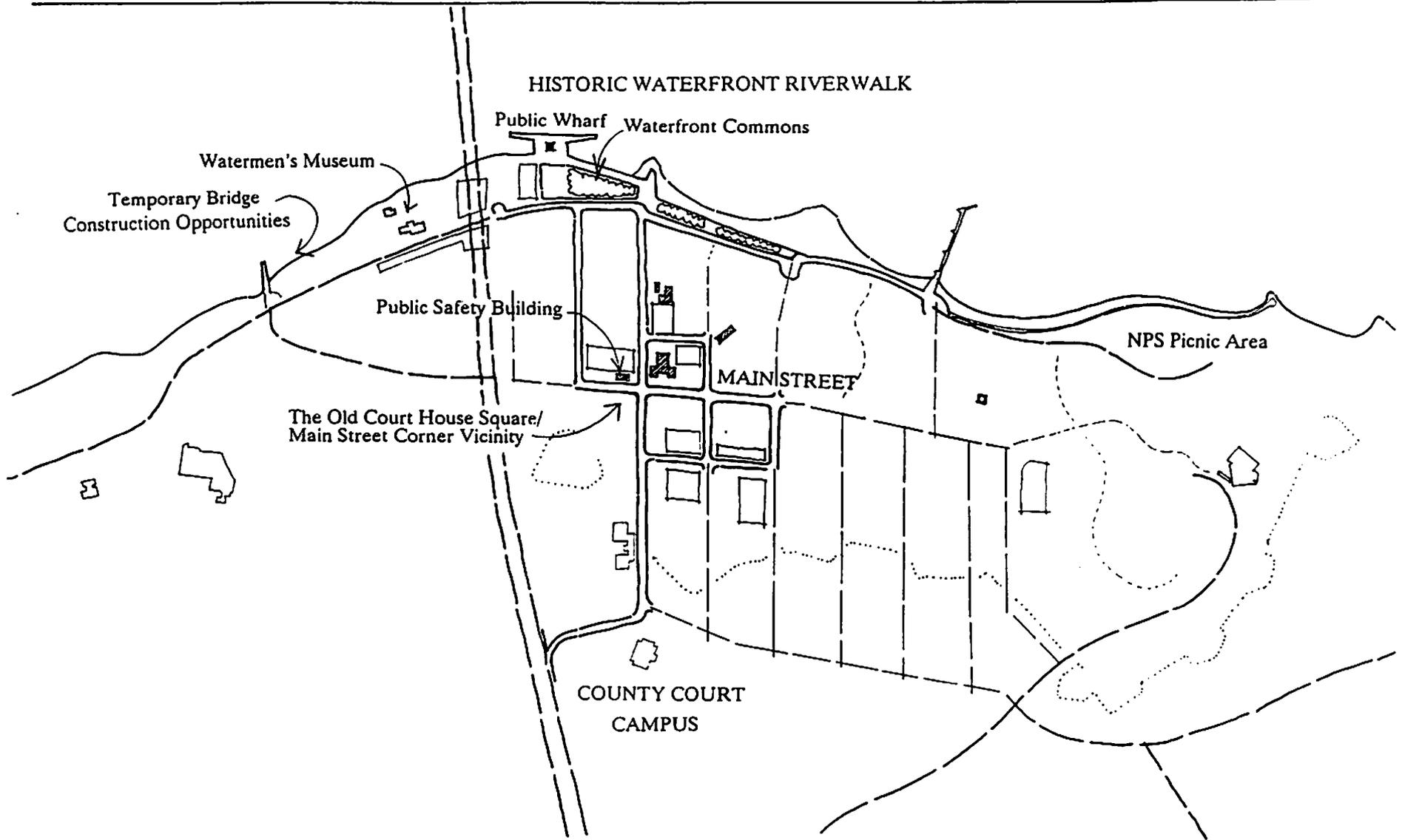
figure 36

Main Street represents one of the major existing and potential activity centers in Yorktown. From the standpoint of the NPS attractions mentioned previously, the County governmental functions, and commercial and residential uses, it is of great importance to the revitalization process. Recommendations for the various major centers of activity along Main Street are as follows:

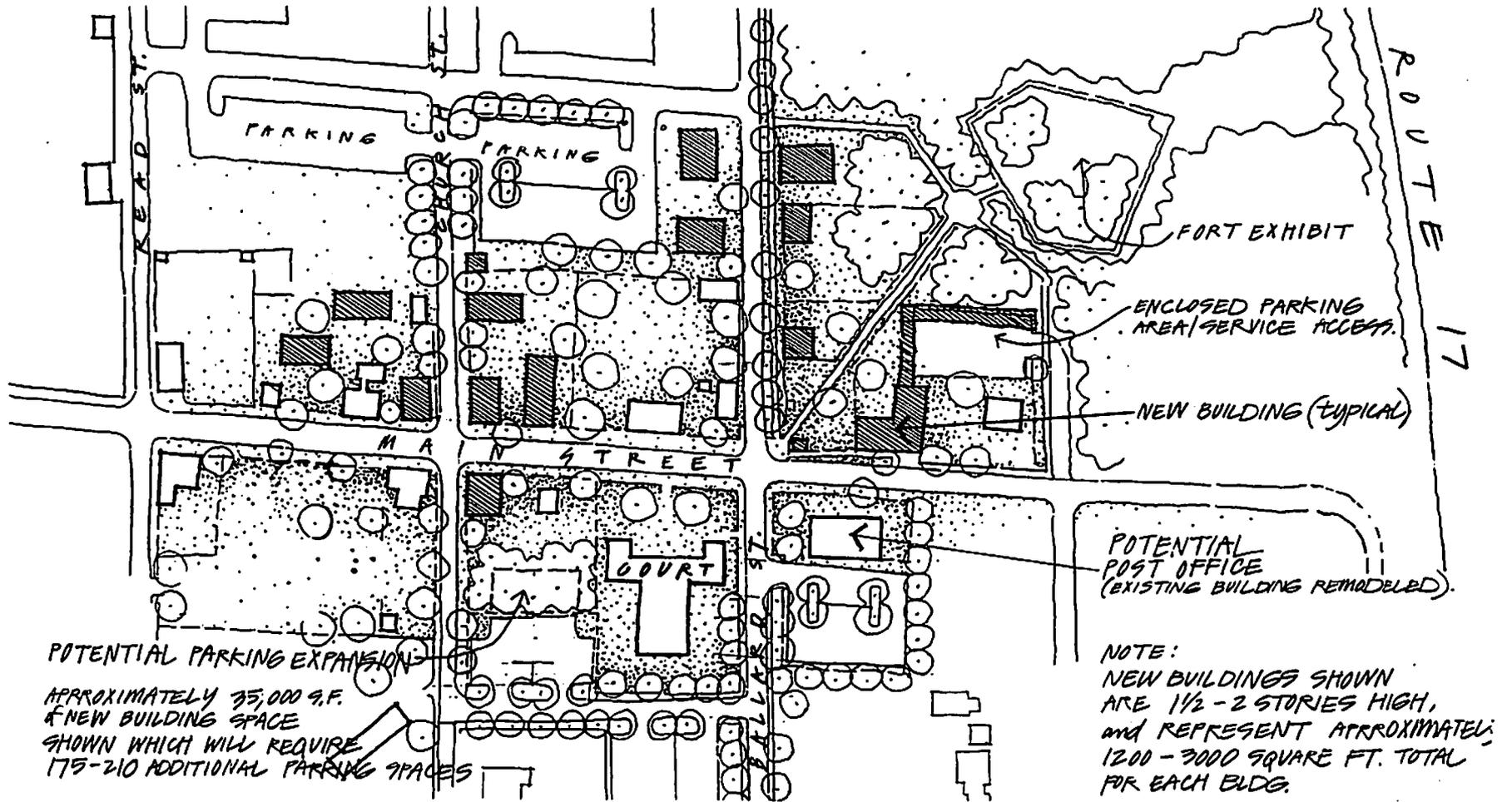
- **The Old Court House Square/Main Street Corner Vicinity**
The Old Court House Square/Main Street Corner should be strengthened as the symbolic center for the County. This corner marks the place where the two major axes through the Town cross; Main and Ballard Streets. This area could be enlivened with new shops, a bed-and-breakfast, visitor services for the National Park Service, and historic displays. All of these activities would appear to be compatible with the NPS Management District designations.

Based on findings and recommendations reported in the Market Study, the opportunity now exists for more small shops such as the Swan Tavern, Nancy Thomas Gallery, and Yorktown Shoppe to operate on Main Street between Read and Buckner Streets, subject to land or buildings being made available by the Park Service.

Bed-and-breakfasts would also be desirable on Main Street and should be economically viable. A small Inn would be another desirable use, but the economic viability of such a venture in the foreseeable future may not be strong. Perhaps, as a critical mass of additional attractions in Town develops, and the popularity of Yorktown as an overnight destination increases, the economic viability of an Inn will be increased. Until such a time, bed-and-breakfasts would be the most practical way of increasing the number of overnight visitors.



Major Activity Areas/Facilities
Figure 35



Courthouse Square Vicinity
Figure 36

A small scale tea room or coffee house is a type of use that would enhance the life of the street and be popular among visitors. The Pate house is a good location for such use, since it is located at a corner and would gain additional visibility from passing cars on Read Street.

The National Park Service should be strongly encouraged to allow new buildings to be constructed, or historic structures renovated, to house any of the uses identified for Main Street. Obviously, the Park Service and others should ensure that the architectural scale and character of the street is maintained.

Parking for new Main Street businesses could occur in proposed new parking areas between Read and Ballard Streets on NPS property. This parking should be added at the same time as, or just prior to, adding any additional businesses on Main Street.

- **Public Safety Building**

The County Public Safety Building should be considered for adaptation as either a new Post Office, a visitor center, a shop or a restaurant as soon as it is economically feasible to do so. Investigation should be made into the feasibility of accommodating the Post Office and the Public Safety functions on the same site, either through renovation or through an addition to the existing structure. Initially, regardless of whether the building changes in use, improvements to the exterior landscape should be undertaken. Features such as new shade trees, fences, and shrubs should be added to enclose the site and create spaces similar to those surrounding the historic houses along Main Street. These improvements could be initiated as part of a building renovation effort to adapt the structure to a new use, or carried out as part of a County program to enhance the image of the area.

- **County Jail/Sheriff's Office**

The jail and Sheriff's Department offices should be moved from their current location. Once these functions vacate the building,

consideration could be given to adapting the building for County administrative office space. In any event, the architectural style of the structure should be made more compatible with its surroundings and highly visible location.

Waterfront

figure 37

The Yorktown Waterfront is an area of enormous potential. Already popular as a recreational attraction in the summer, it has the potential to become an attractive and active place for residents and visitors on a more year-round basis. Specific recommendations for the various major centers of activity on the Waterfront are as follows:

- **Waterfront Commons**

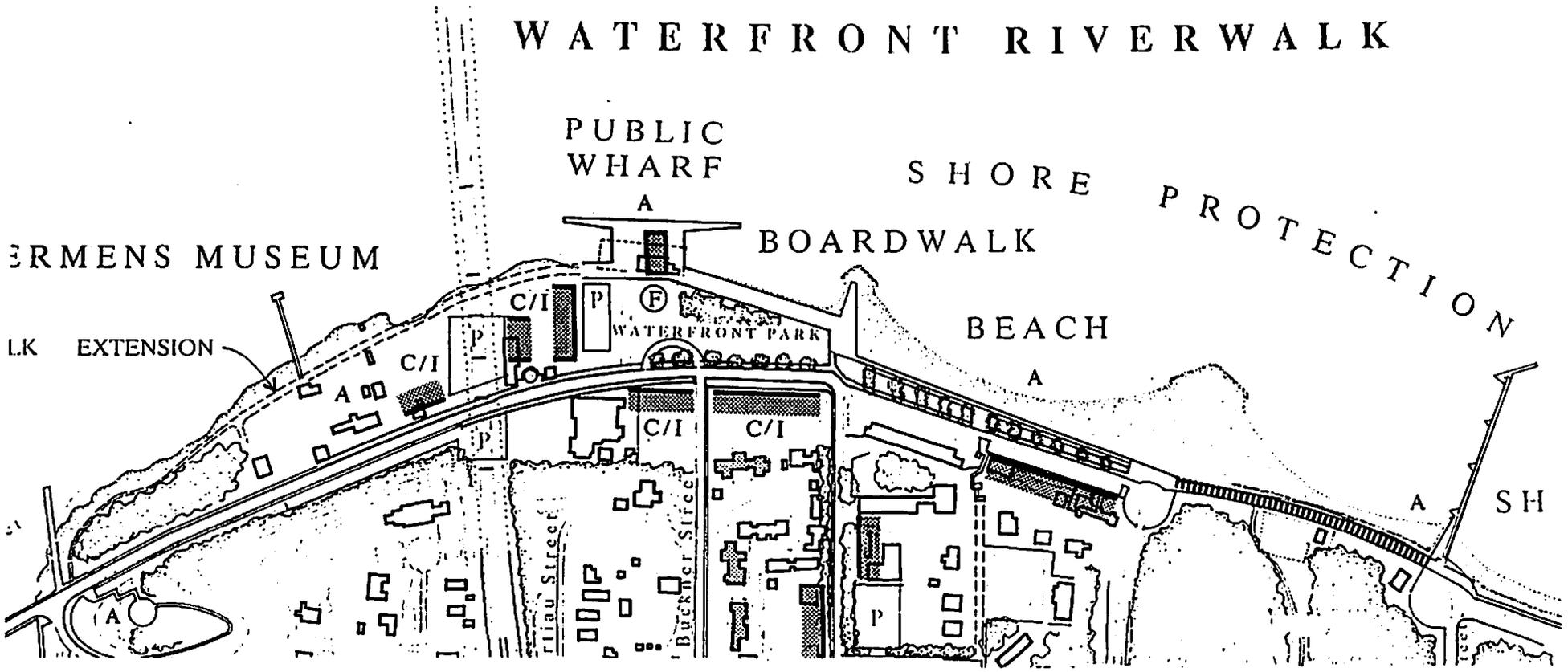
The focal point of the Waterfront revitalization effort will be the common lands owned by the Yorktown Trustees. First, as discussed in detail and diagrammed in the Inventory/Analysis chapter, this Plan proposes the stabilization of the shoreline with a combination of rip-rap breakwaters and sand nourishment. Building from these improvements, and assuming that an alternate site/facility for the Post Office is located, a two-phase effort to re-configure and renovate the commons is proposed:

Phase I

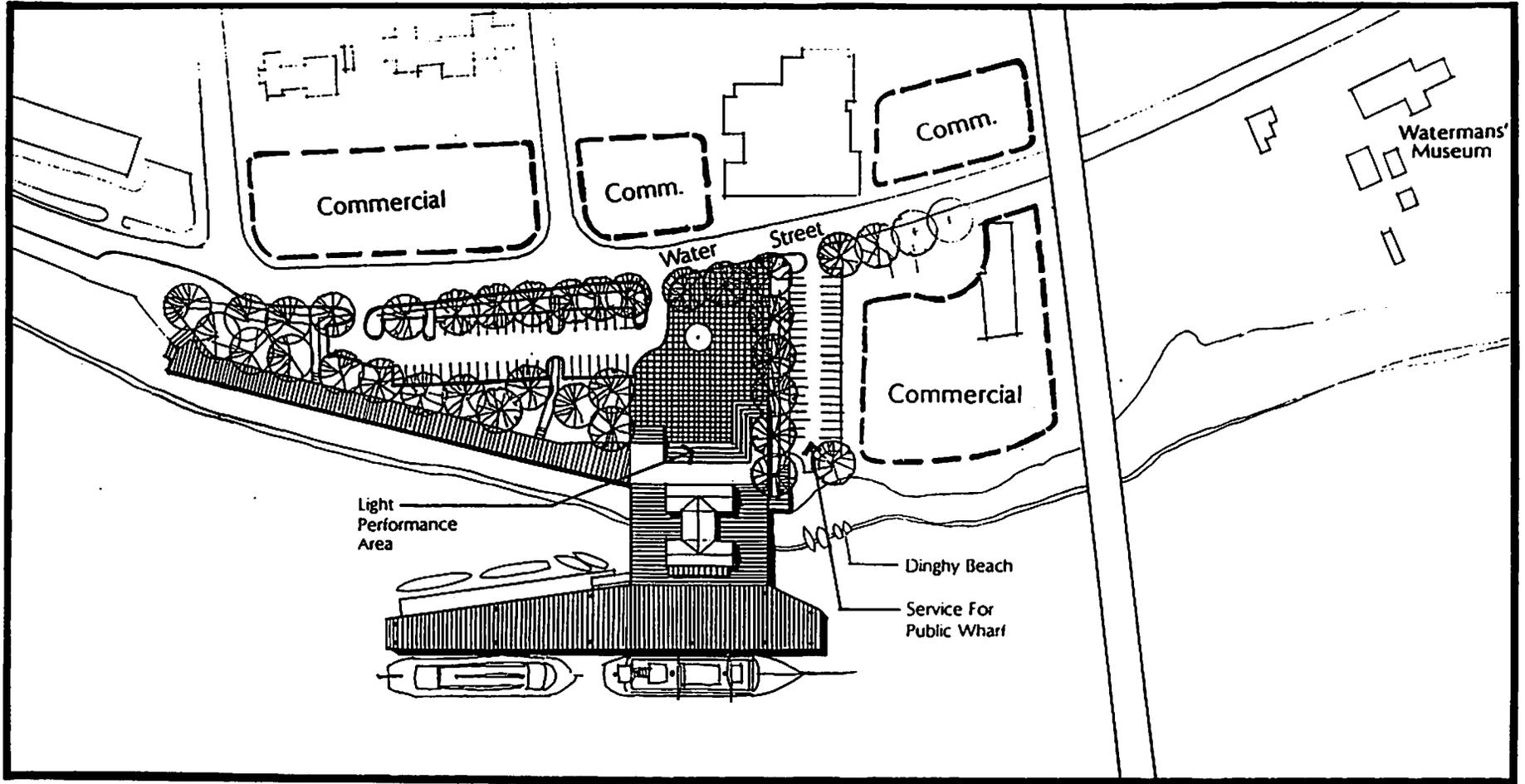
figure 38

These improvements would include:

- Demolition or movement of the Post Office building and the Wharf and investigation of the feasibility of using the concrete and masonry demolition debris as part of the shoreline breakwater system;



Waterfront
Figure 37



Waterfront Commons: Phase I Improvements
Figure 38

- Reconstruction of a new wharf/pier complex which extends far enough into the river to allow deeper draft vessels to dock and which is long enough (approximately 200 feet) to allow two large vessels - such as tall ships, dinner cruise boats, or commercial cruise lines - to dock simultaneously;
- Space/facilities for temporary docking of small pleasure boats - no marina services should be provided. Such spaces would be attractive to boaters wishing to make day-trips to Yorktown to visit restaurants, shops or historical attractions;
- Construction of a new building on the Wharf structure designed to accommodate public restrooms, a light-refreshments stand, tourist information services/displays, and storage/support space for the Wharf and the recreational beach;
- Construction of a public plaza in the area in front of the new structure including steps or a simple stage area which would accommodate public performances by community orchestra groups and which could accommodate a fountain or memorial as a focal point;
- Construction of an improved parking lot on the western edge of the public plaza;
- Retention of the parking spaces between Ballard Street and Buckner Street which were improved with the Land and Water Conservation Grant funds and which can accommodate some of the demand associated with desired commercial development on the Chischiak Watch property on the opposite side of Water Street.

Phase II

figures 39, 40, 41, 42

These improvements would be appropriate after successful establishment of the Water Street commercial development as a destination attraction capable of being serviced by more remotely

located parking arrangements and/or a tram service. They would include:

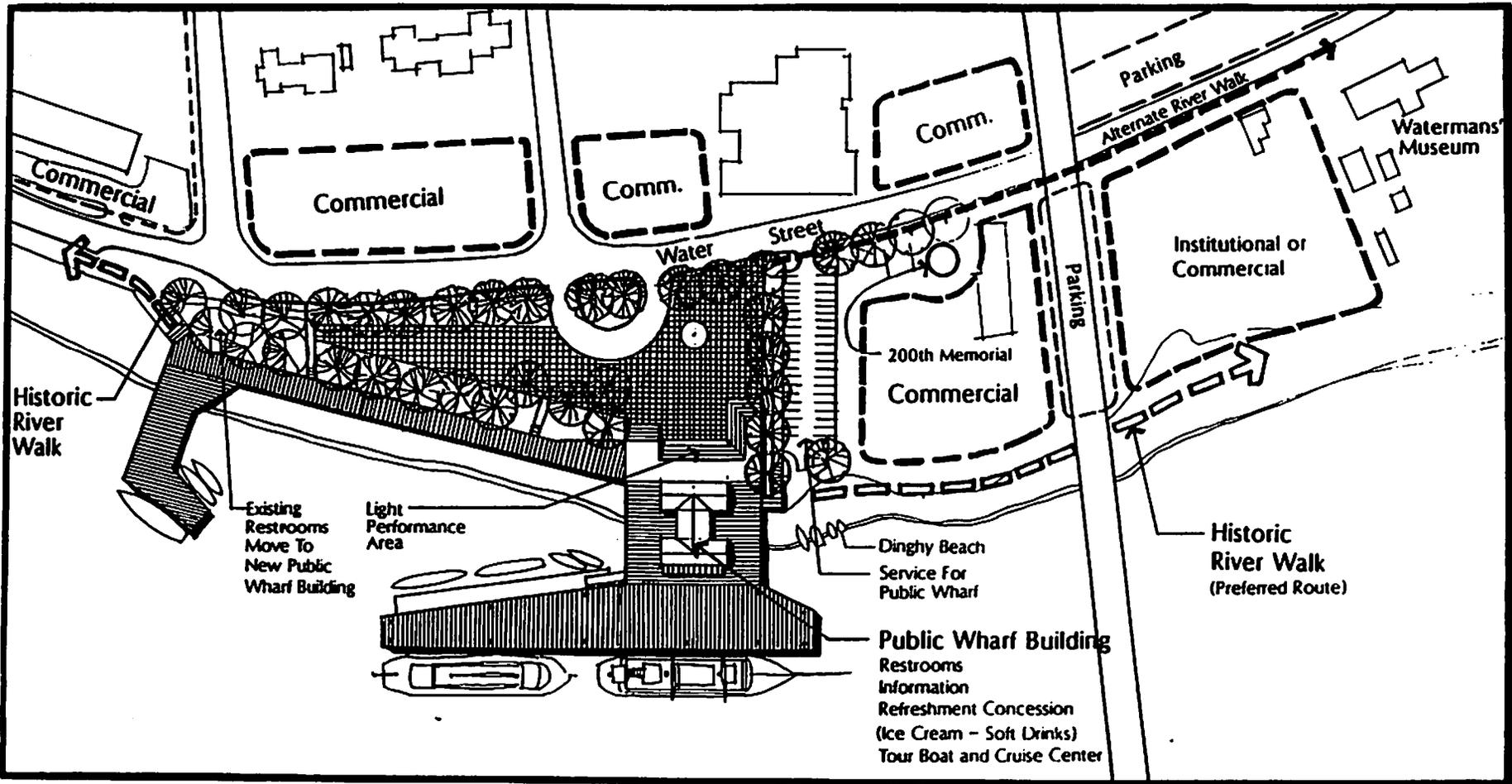
- Demolition of the restrooms and lifeguard support buildings at the Ballard Street/Water Street intersection and movement of those functions to the new building on the wharf;
- Construction of a boardwalk/observation deck extending out over the breakwater off-shore from the Ballard/Water Street intersection and a boardwalk connection to the new wharf;
- Conversion of the parking area between Ballard and Buckner Streets to an extended public plaza and inclusion of a circular drop-off area for automobiles and trams.

Historic Waterfront Riverwalk

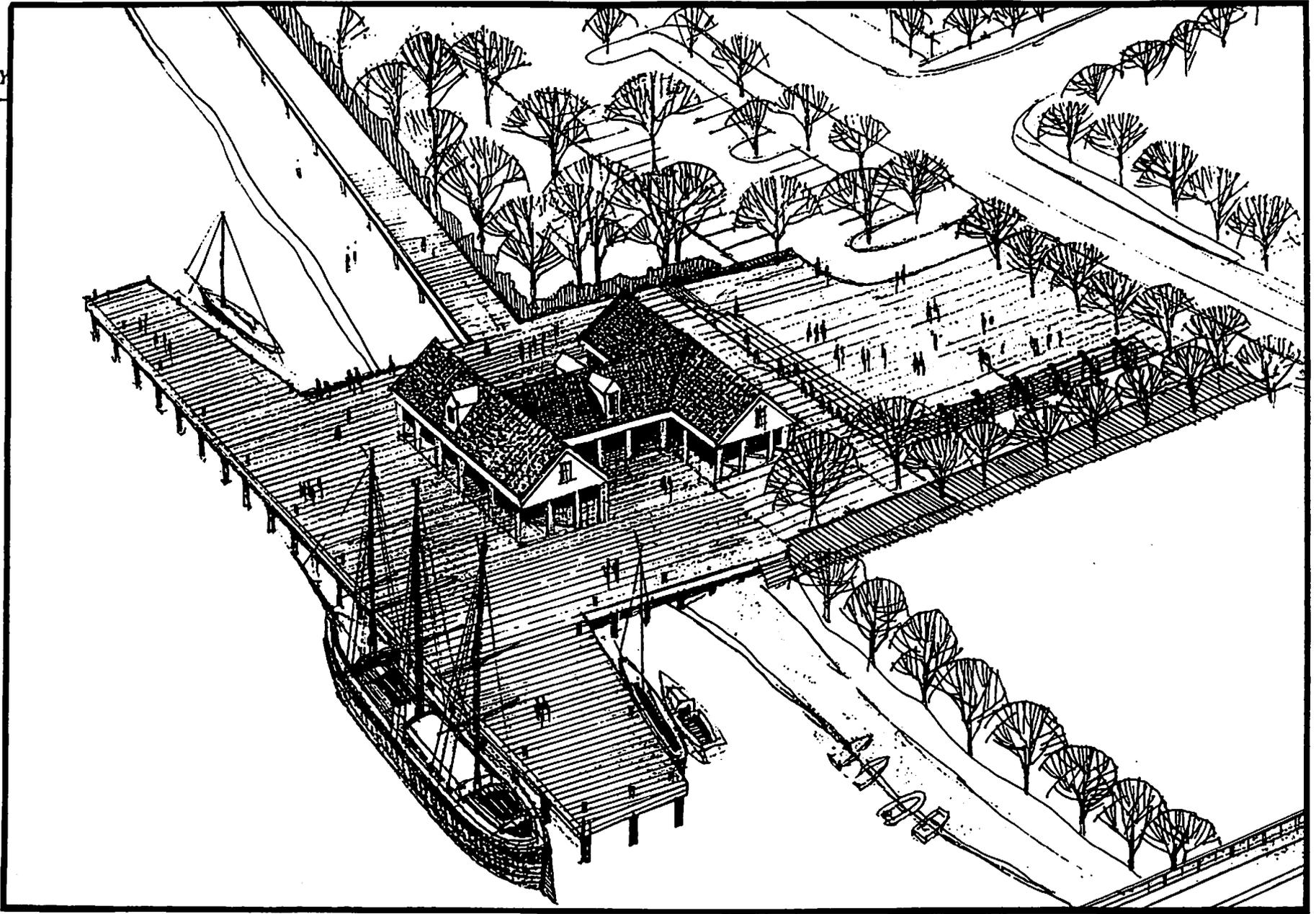
figures 42, 43

The Riverwalk has the potential to become a major activity center as well as being a means of linking a number of attractions that currently exist or are proposed for the waterfront area in the future. There are several distinctly different sections to the waterfront, each with its own scale, use, and character. Accordingly, the Waterfront Riverwalk is proposed to change in character to respond to the varied uses or functions and spatial characteristics in each area. The following are recommendations for the riverwalk in each of the different sections:

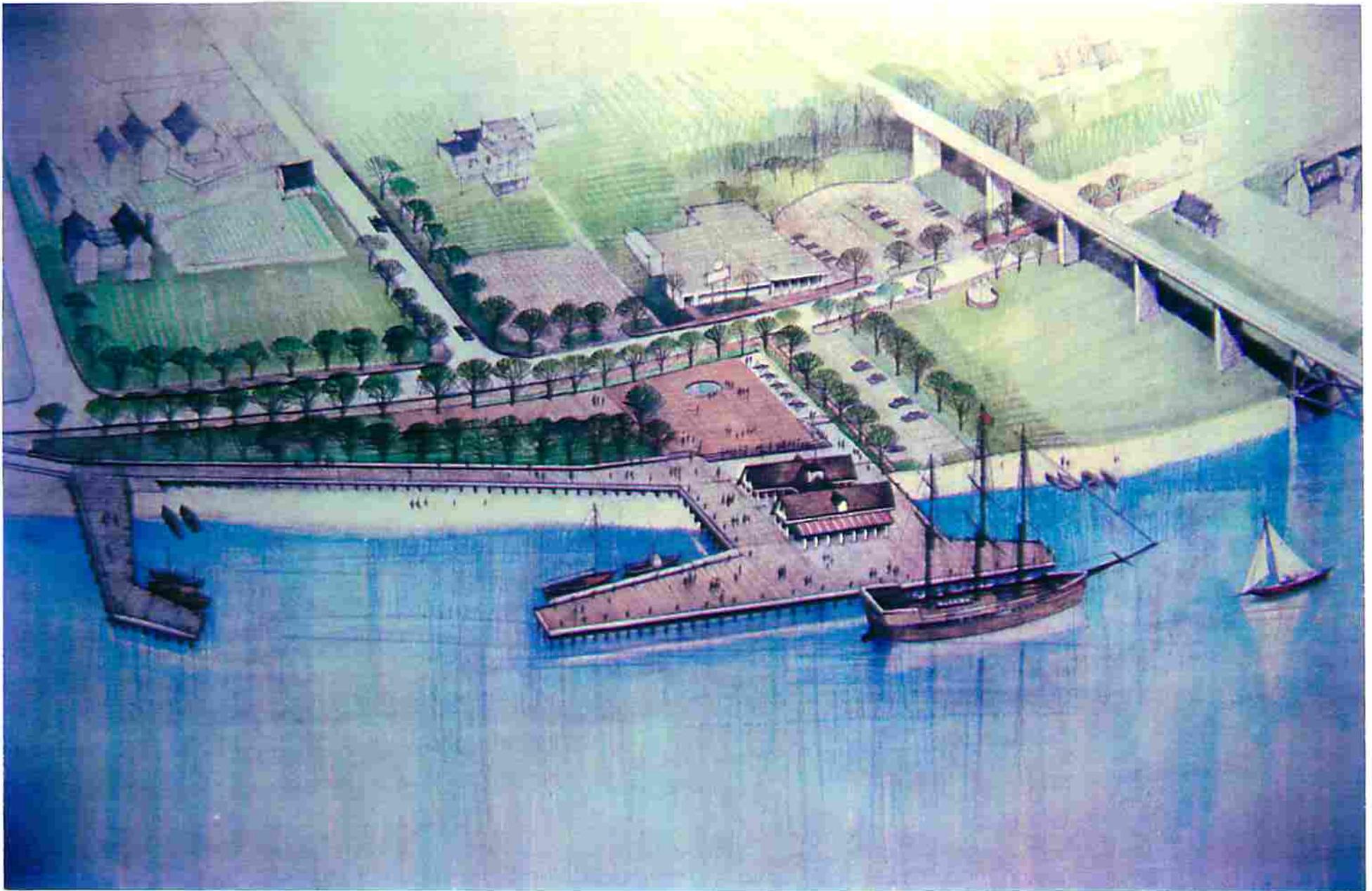
- **The NPS Picnic Area**
A gravel paved pathway lined with benches should follow the existing rip-rap edged shoreline. Plaques or markers should be placed along the path describing the old shoreline and the layout of a Colonial port.
- **Comte de Grasse to Read Street**
The stretch of Water Street in front of the Cornwallis Cave, the Archer Cottage and the Shipwreck Pier should eventually be exclusively for pedestrian use on peak visitation days. In the interim, and on non-peak days, this segment of the Riverwalk could continue



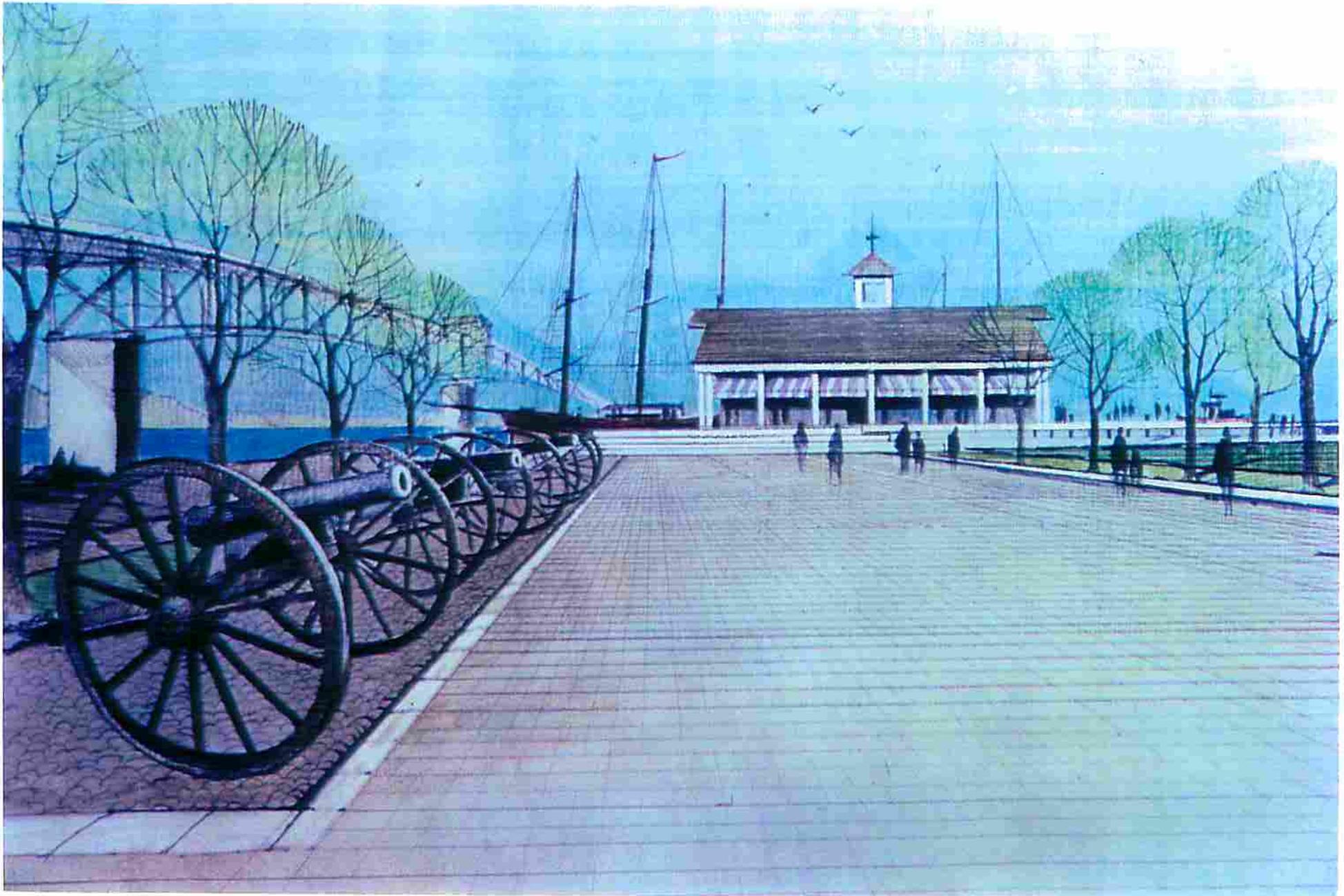
Waterfront Commons: Phase II Improvements
Figure 39



*Waterfront Commons Sketch
Figures 40*



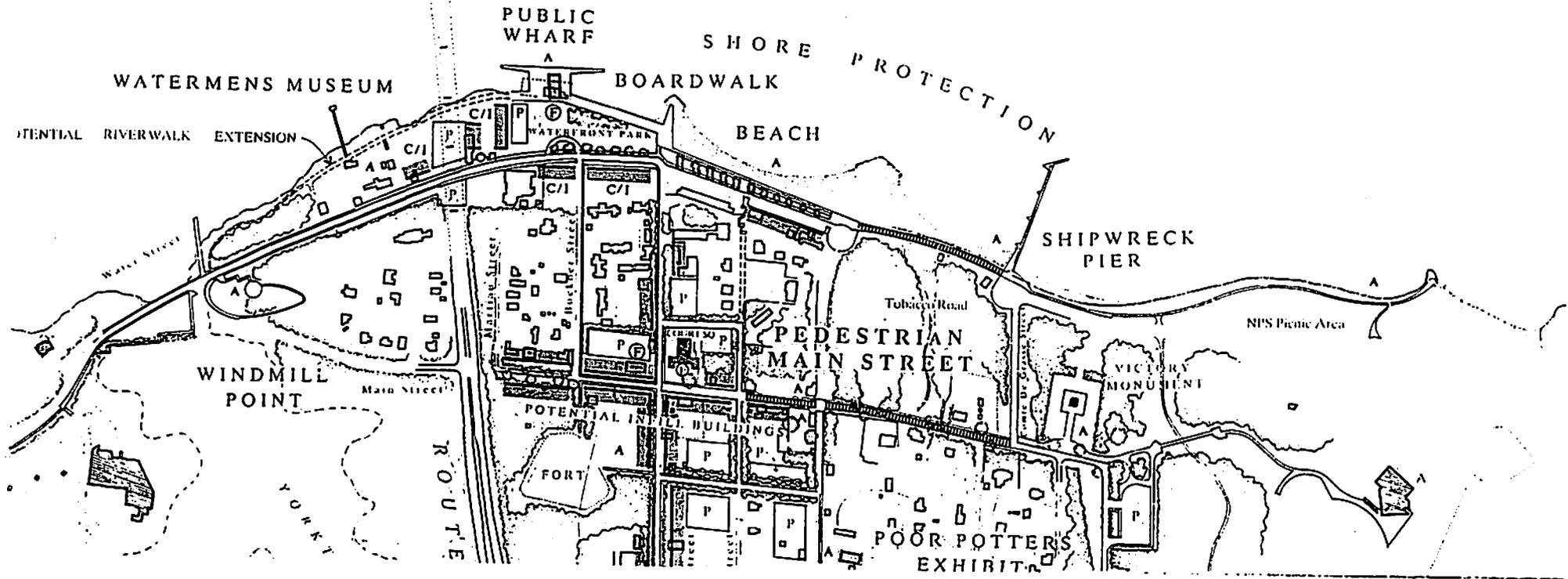
*Waterfront Commons Sketch
Figure 41*



*Waterfront Commons Sketch
Figure 42*

Y O R K R I V E R

WATERFRONT RIVERWALK



Historic Waterfront Riverwalk
Figure 43

to be a designated pedestrian path along the road shoulder. The exhibit environment in the Cornwallis Cave and Archer Cottage area could be improved with streetscape modifications and the area could be expanded to include a Colonial store, an open-air ship repair demonstration, or a cache of Colonial military armaments and ammunition, all of which would be reminiscent of the Colonial Port.

- **Read to Ballard Street**

figures 44, 45

Read to Ballard Street is proposed to be a tree-lined promenade with benches and lights along the water and a narrow sidewalk immediately adjacent to Water Street (Water Street streetscape improvements are discussed later in the Circulation and Streetscape section). A combination of pavement surfaces is recommended: a boardwalk segment on the beach side of the Riverwalk that may vary in width to adapt to circumstances on the beach; and a brick, paver or exposed aggregate pavement immediately adjacent to the boardwalk that remains a constant width.

The high degree of interaction between the street traffic, "tailgate" parties, and the sunbathers on the beach will be mitigated by the elimination of parking along Water Street. A proposed seatwall and landscaping along the street side of the Riverwalk will add a low barrier which will further discourage beach/street interaction.

- **Ballard Street to the Public Wharf**

The Riverwalk in this area should become boardwalk, linking Ballard Street to the Public Wharf. The boardwalk would provide access through the public plaza, which should become a major gathering place to be used for civic or social events such as art shows, picnics, and concerts.

- **Water Street north of Buckner Street**

The streetscape along Water Street should be improved with new curbs, sidewalks, lights, and brown pea-stone surfaced asphalt street pavement thus linking together the various public and private uses along the street. Ideally, any development of the private land along

the water's edge --specifically the Mathews, Bowditch, and Watermen's Museum properties -- will be inclined to tie into the Riverwalk at the Public Wharf, creating a continuous network through the town. However, if this does not occur, the streetscape improvements along Water Street would ensure the continuity of the Riverwalk between the Wharf and the Watermen's Museum and beyond to the sidewalk/trail system leading to the Victory Center.

Watermen's Museum

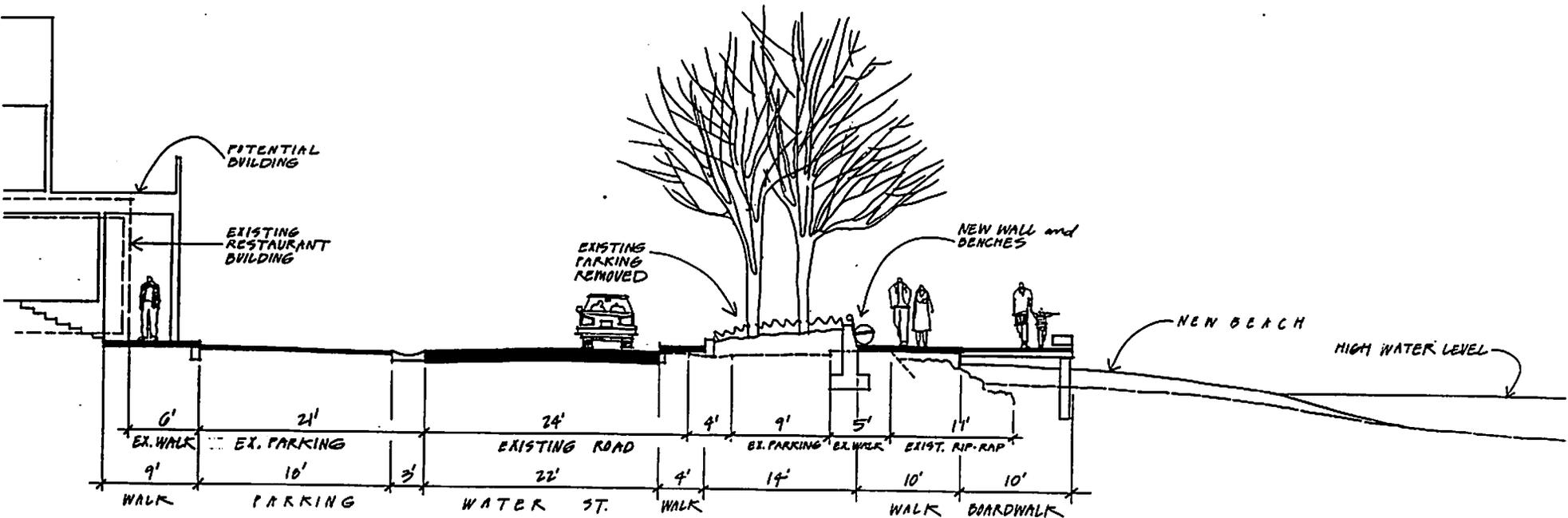
Space for watermen to dock their boats and demonstrate their work procedures should continue to be made available, provided that it is a part of the Museum program, and not as a commercial fish market. The service that the museum provides to the region is a valuable cultural resource. If funding becomes available, the facility should be expanded to better preserve and display artifacts and expand exhibits.

Temporary Bridge Construction Opportunities

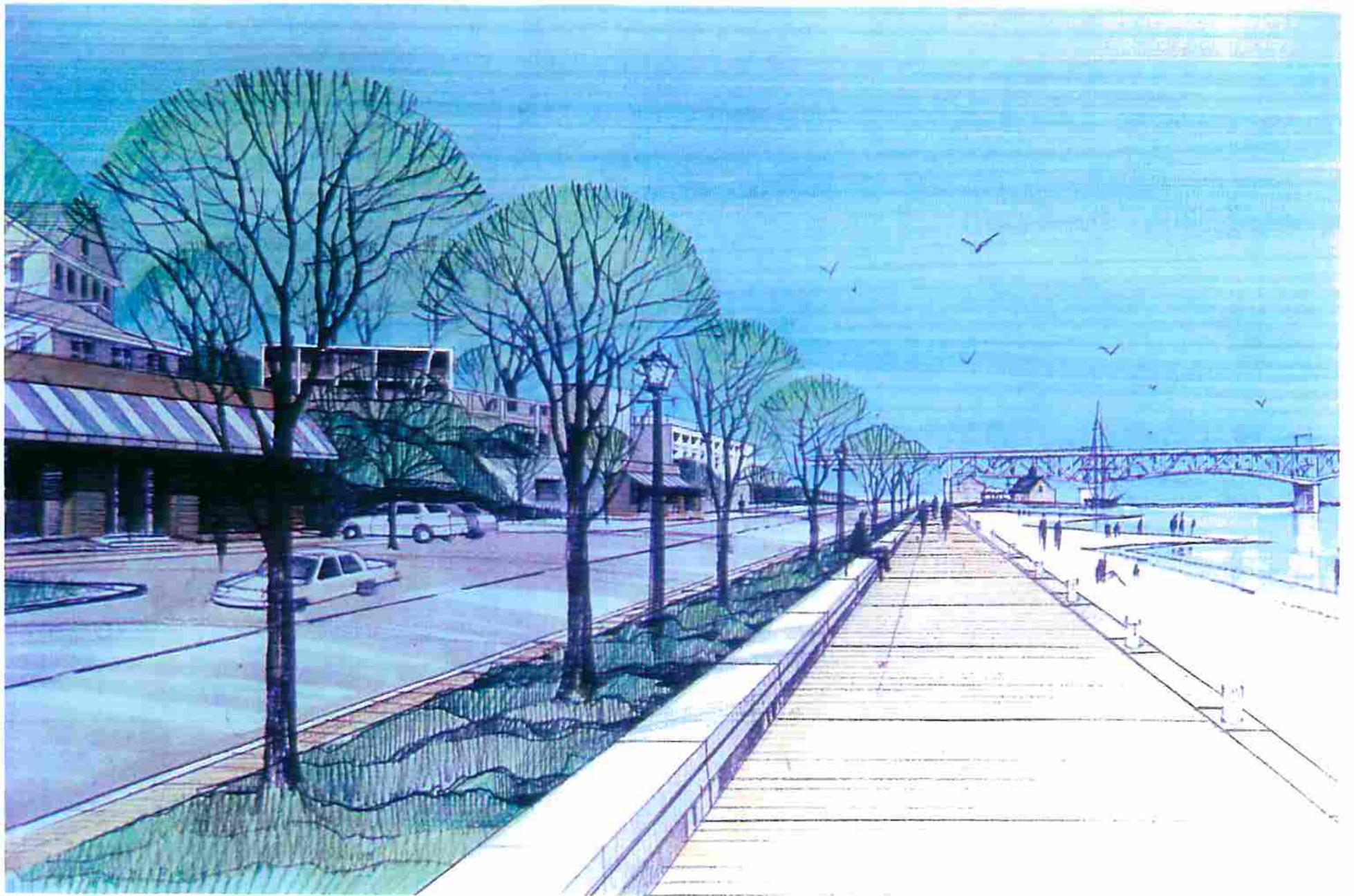
In the event that VDOT constructs a temporary bridge during the reconstruction of the Coleman Bridge, discussion should be initiated with the National Park Service, VDOT, and others as to the desirability of modifying the temporary structure into a permanent breakwater or shoreline protection feature. Such a feature might help the area become an attractive mooring area for small boats, which could be a convenience for picnickers on NPS land or other visitors to the waterfront.

Ferris House

The NPS should consider leasing the Ferris House, which is located near the Victory Center overlooking the York River, as a bed and breakfast. The location and history of this house, and its size, make it particularly suitable and appealing for a high-quality overnight experience in Yorktown.



Riverwalk: Road to Church Street
Figure 44



*Riverwalk Sketch
Figure 45*

County Court Campus

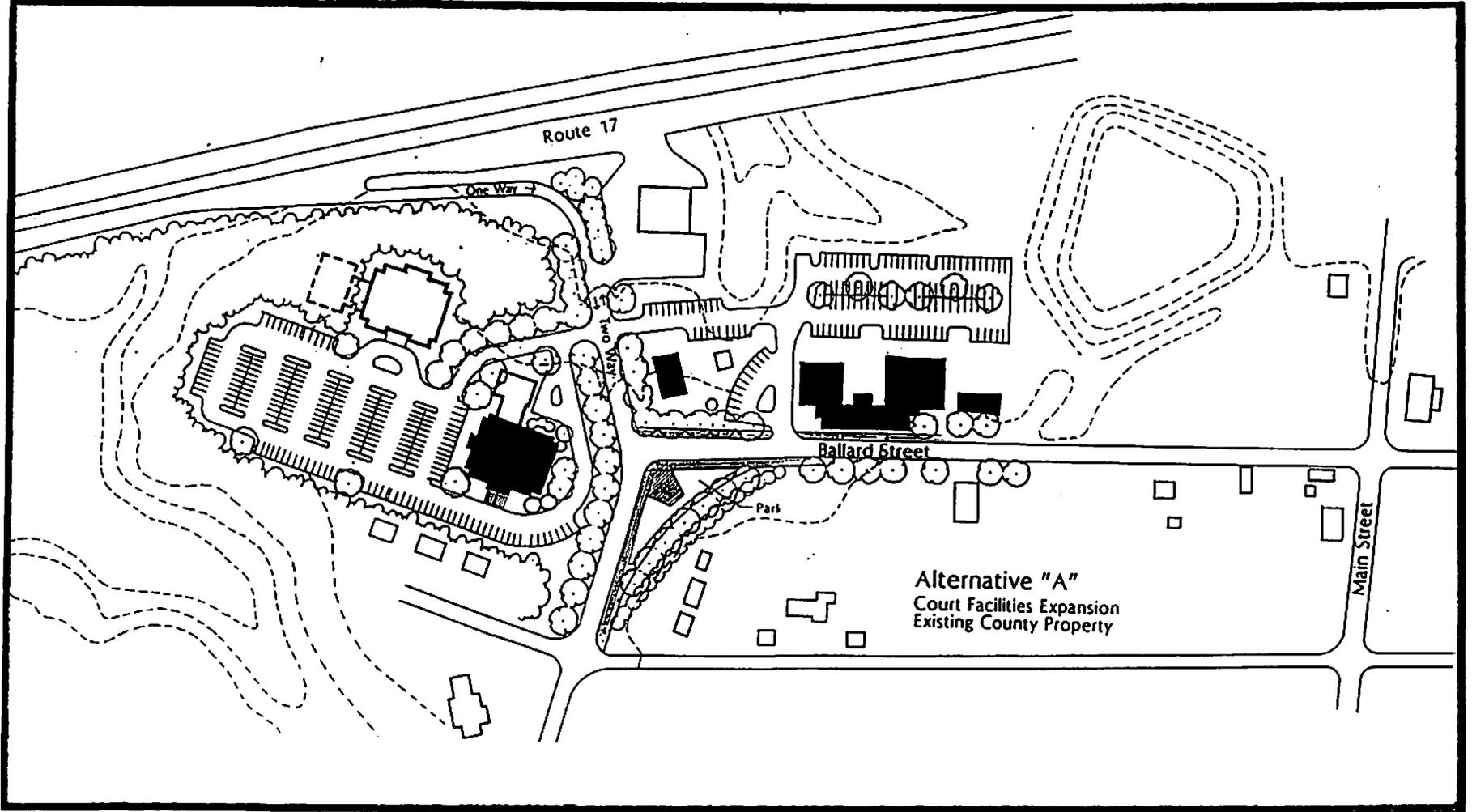
figures 46, 47

The existing County Court and Office Center area should eventually be expanded into a campus setting of public buildings, using available land currently owned by the County, and additional adjacent land if necessary. The County facilities should be integrated into a cohesively designed, pedestrian oriented streetscape at this end of Yorktown.

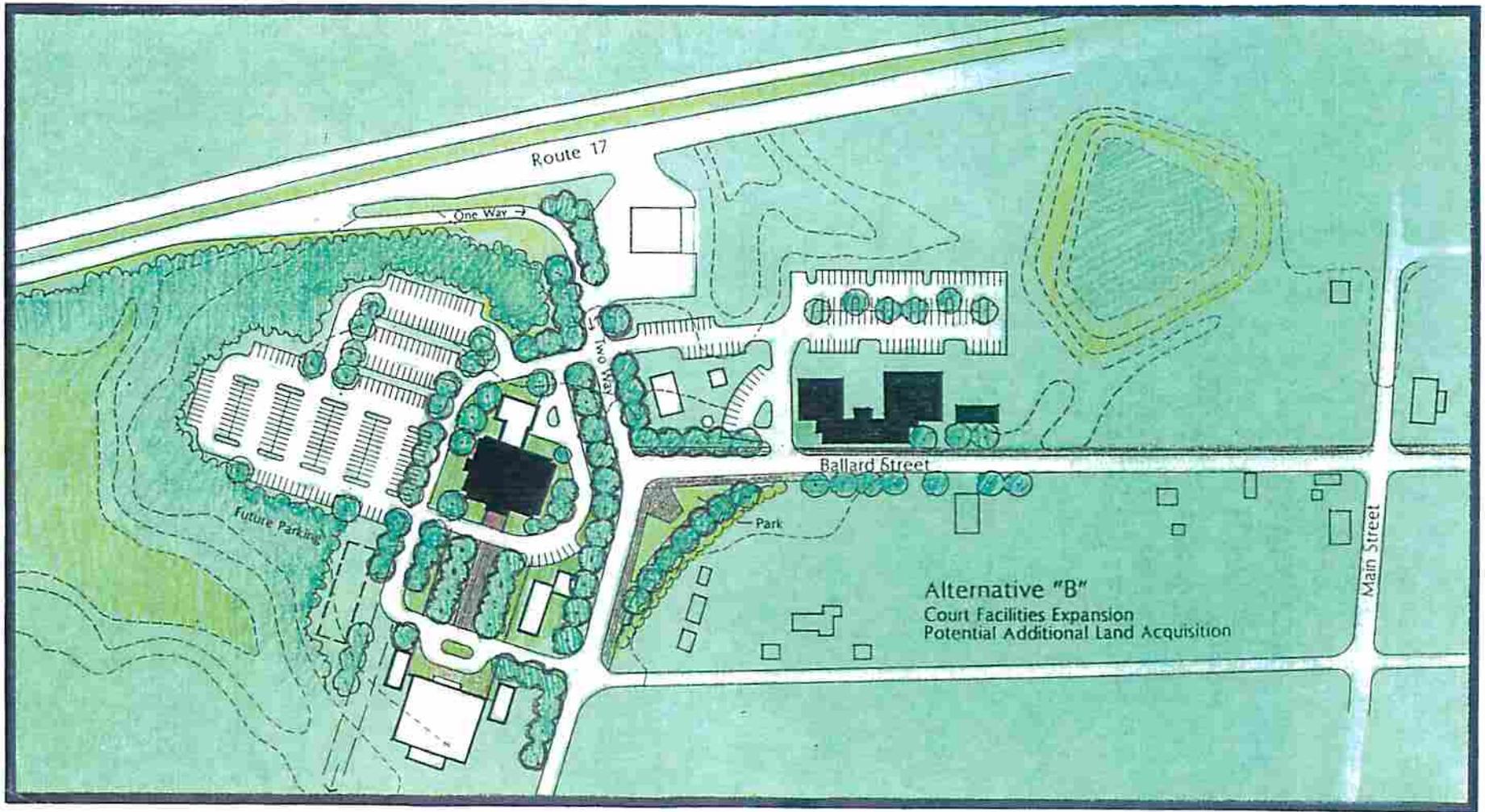
Residential Areas

The existing residential areas are generally unaffected by most of the recommendations in the Master Plan. One recommendation, the closure of Main Street during peak visitor periods, could have a positive impact on the area by decreasing the number of cars on certain residential streets. Through signage along Ballard Street at each of the residential streets, visitors will be warned that Main Street is closed and that local traffic only is permitted.

It is recommended that property owners be allowed to convert existing houses into bed-and-breakfasts, subject to zoning approval. Additionally, it is recommended that property owners be allowed to consider building an additional house on the same lot, subject to zoning approval and adherence to design guidelines. This would create an opportunity to build "in-law houses" or dependency residences reminiscent of Colonial residential areas.



County Court and Office Center Campus Plan: Alternative A
Figure 46



County Court and Office Center Campus Plan: Alternative B
Figure 47

C. CIRCULATION, PARKING AND STREETScape

Vehicular Circulation

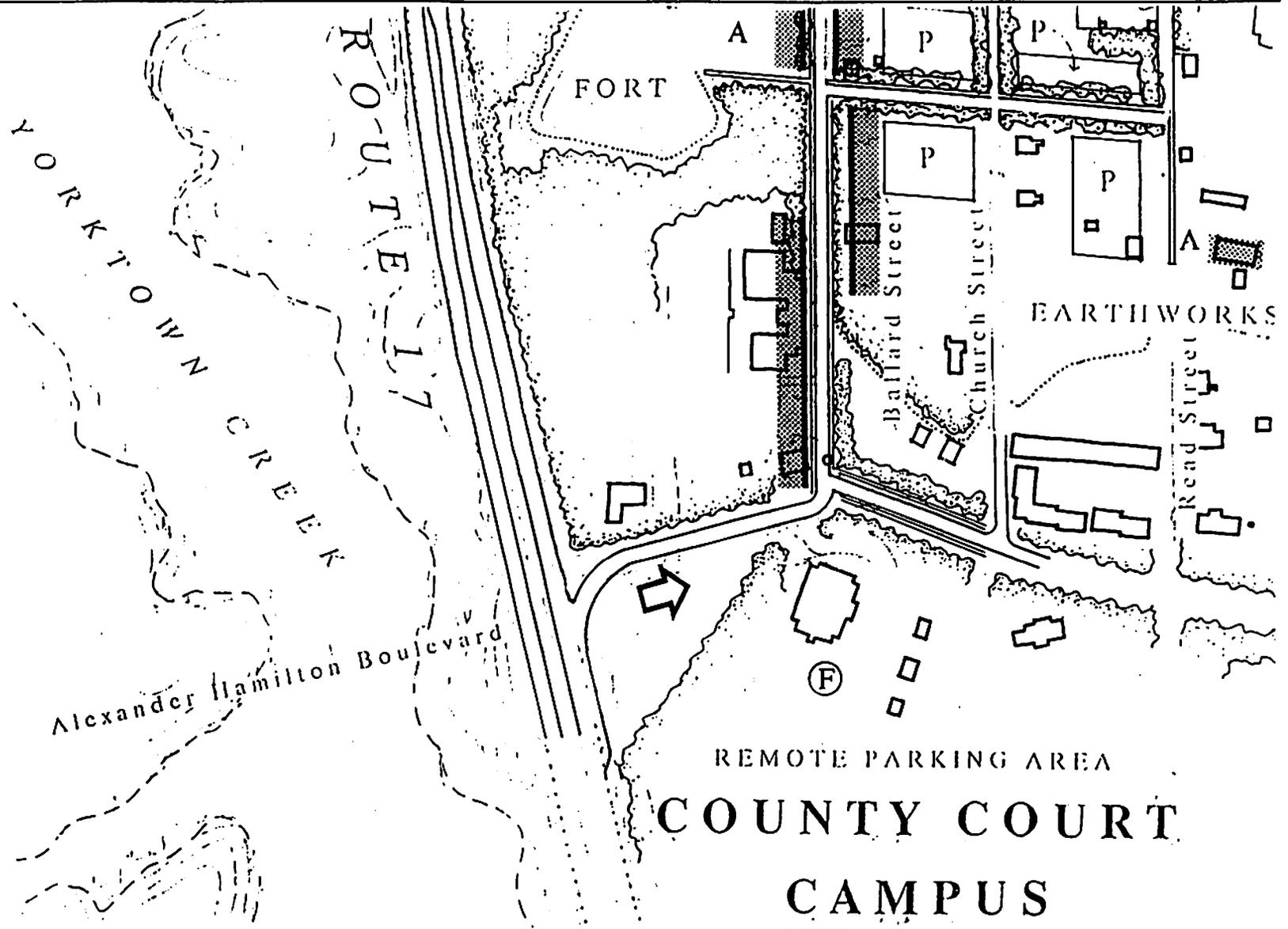
Access

figure 48

It is recommended that Alexander Hamilton Boulevard be modified and improved to become a more convenient and recognizable primary entrance into Yorktown. The recommended improvements, which the Virginia Department of Transportation should be encouraged to undertake as part of the Coleman Bridge widening project, include a longer right-turn deceleration lane on Route 17, a larger radius 90-degree turn from Route 17, and a reconfigured intersection with Ballard Street. The improvements to Alexander Hamilton Boulevard are recommended, instead of re-opening Main Street, because of concern about the potential negative impacts of additional traffic on the segment of Main Street between Route 17 and Ballard Street and on the Main Street/Ballard Street intersection. In the long-term, it is believed that an improved Alexander Hamilton Boulevard will be better suited for serving the wide variety of traffic entering Yorktown from Route 17 i.e., tourists, County government-related, resident, commercial delivery, etc. than would Main Street. These proposed improvements do not include re-opening access from Alexander Hamilton to northbound Route 17 because of concern about creating a reoccurrence of traffic backups in Yorktown during bridge openings.

In addition to the Alexander Hamilton Boulevard improvements, it is recommended that the Virginia Department of Transportation and the National Park Service be encouraged to modify the Colonial Parkway/Route 17 intersection to improve its safety and convenience. At a minimum, modifications should be made to eliminate the need to turn across two lanes of Route 17 traffic to enter/exit the Parkway ramps.

In the short-term, all existing access routes into Yorktown from Route 17 including Cook Road, Goosley Road, the Colonial Parkway, Alexander Hamilton Boulevard and Main Street should be reviewed to



Vehicular Circulation: Access at Alexander Hamilton Boulevard
Figure 48

ensure that directional signage is adequate and easily understandable. In addition, in-town directional signage should be erected to clearly indicate the following existing exit routes -which appear to be more than adequate:

- Main Street - for traffic southbound on Route 17;
- Colonial Parkway - for traffic bound for Williamsburg or Route 17 north or southbound;
- Cook Road/Goosley Road - for traffic bound for Route 17 north or southbound;
- Water Street/Old Williamsburg Road - for traffic bound for Interstate 64.

Internal Street Improvements

Main Street

figures 49, 50, 51, 52

It is recommended that Main Street be closed to vehicular traffic during peak visitor times. The proposed closure, which should be implemented, at least on a trial basis during the peak-1992 tourist season, would extend between Comte de Grasse Street and Church Street. At least initially, automobile traffic would continue to cross the pedestrian Main Street at Read Street. Removable barriers or bollards will be required at the end points, at Read Street, and at the other intersecting streets. The design of these should meet the following criteria: they should fit the architectural character of the streetscape; be light enough to move; secure enough to prevent theft; spaced to permit pedestrian and bicycle traffic while excluding motor vehicles including motorcycles; and sturdy enough to endure the wear and tear of pedestrian and bicycle traffic. The design should also be integrated with the design of other streetscape elements such as curbs, walks, and light fixtures.

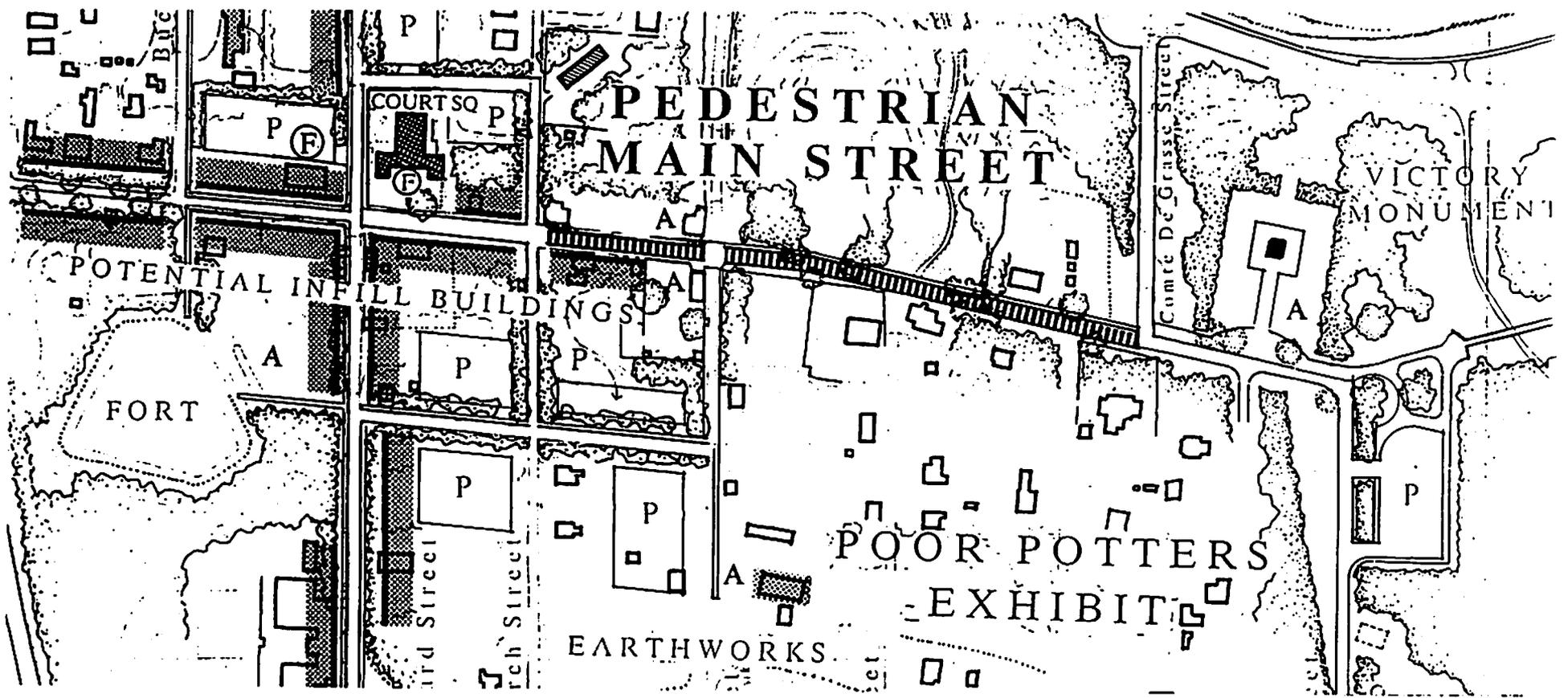
The streetscape design should reinforce the idea that Main Street is the most prominent street in Yorktown. The design must accommodate automobile traffic for part of the year, but still be a comfortable and interesting pedestrian environment for visitors, in character with the historic architecture. It is recommended that the full length of Main Street from Ballard to Zweybrucken be resurfaced with a brown pea-stone surfaced asphalt, similar to what is used in Williamsburg. However, the surface must not have excessive amounts of loose gravel so as to easily and safely accommodate bicycles. The edges of the street should be clearly defined with either a grass strip, a curb, a cobbled gutter, or some combination of these. The design should define the vehicular travelway with subtle and varied changes of material. Stone should be the material used in instances where vertical curbs are necessary.

Sidewalks are recommended on both sides of the street from Buckner to Church Streets only, and a narrow sidewalk should continue on the north side of Main Street from Church Street to the Victory Monument. The sidewalk surfaces should be brick or compacted brown gravel. The walkway character should respond to variations in the adjacent buildings, walls, and fences by changing in width and material. The width of the walk may vary from 3 to 8 feet wide, depending on the location. Narrow, gravel surfaced walkways should be used between Comte de Grasse and Church Streets, because of the character of the area, and the limited amount of room available for a sidewalk. On-street parallel parking could continue to be allowed on the segment of Main Street between Ballard and Church; however, it should be limited to short-term usage so that it would be available to service adjacent businesses.

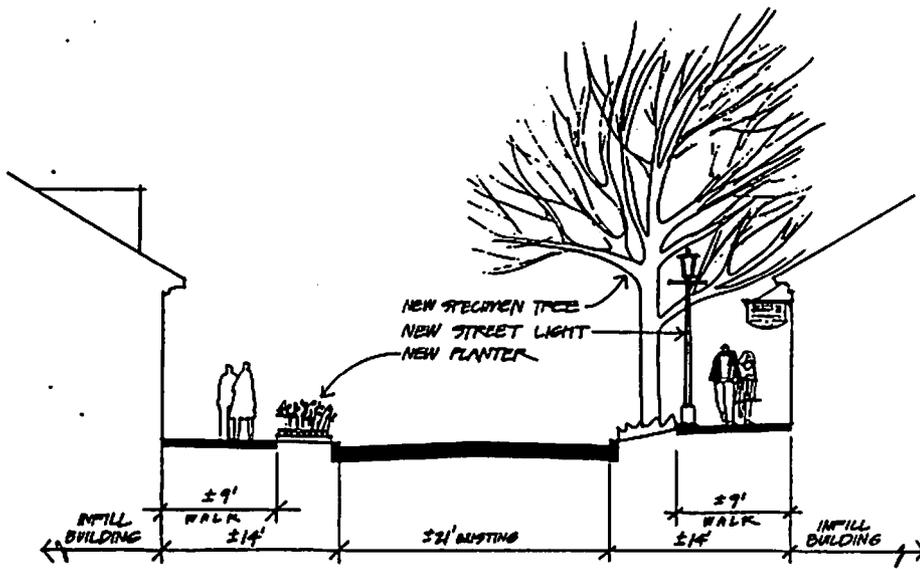
Handicap accessibility must be considered all along Main Street. Ramps, railings, and textured surfaces, for example, should be used to allow physically and visually impaired visitors to walk or navigate a wheelchair down Main Street safely.

The design of the street fixtures and furniture, such as road signs, lights, benches, bicycle racks, and bollards, should reflect the historic character of the area. The Swan Tavern sign is a good example of how commercial signs can fit this character.

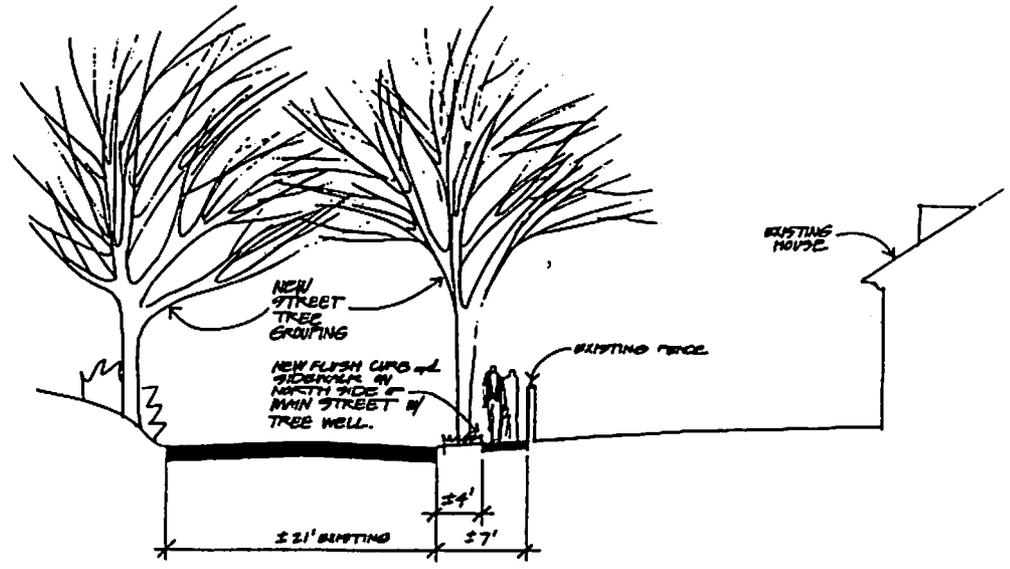
Additional street trees should be planted along Main Street. Two or three trees may be planted in a row, but no more than that; the desired effect is a random or casual character, not a geometrically ordered one.



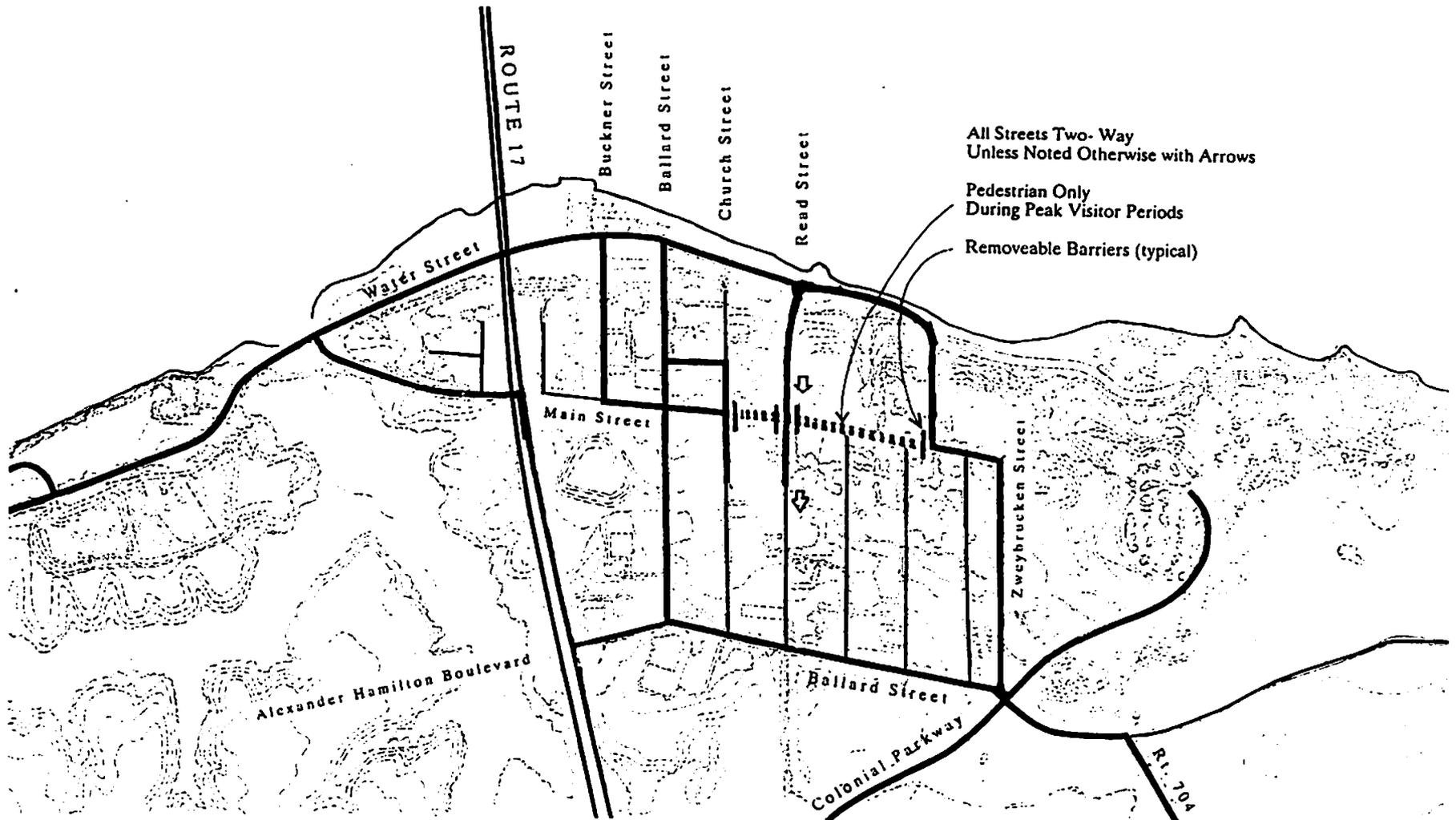
Main Street Improvements
Figure 49



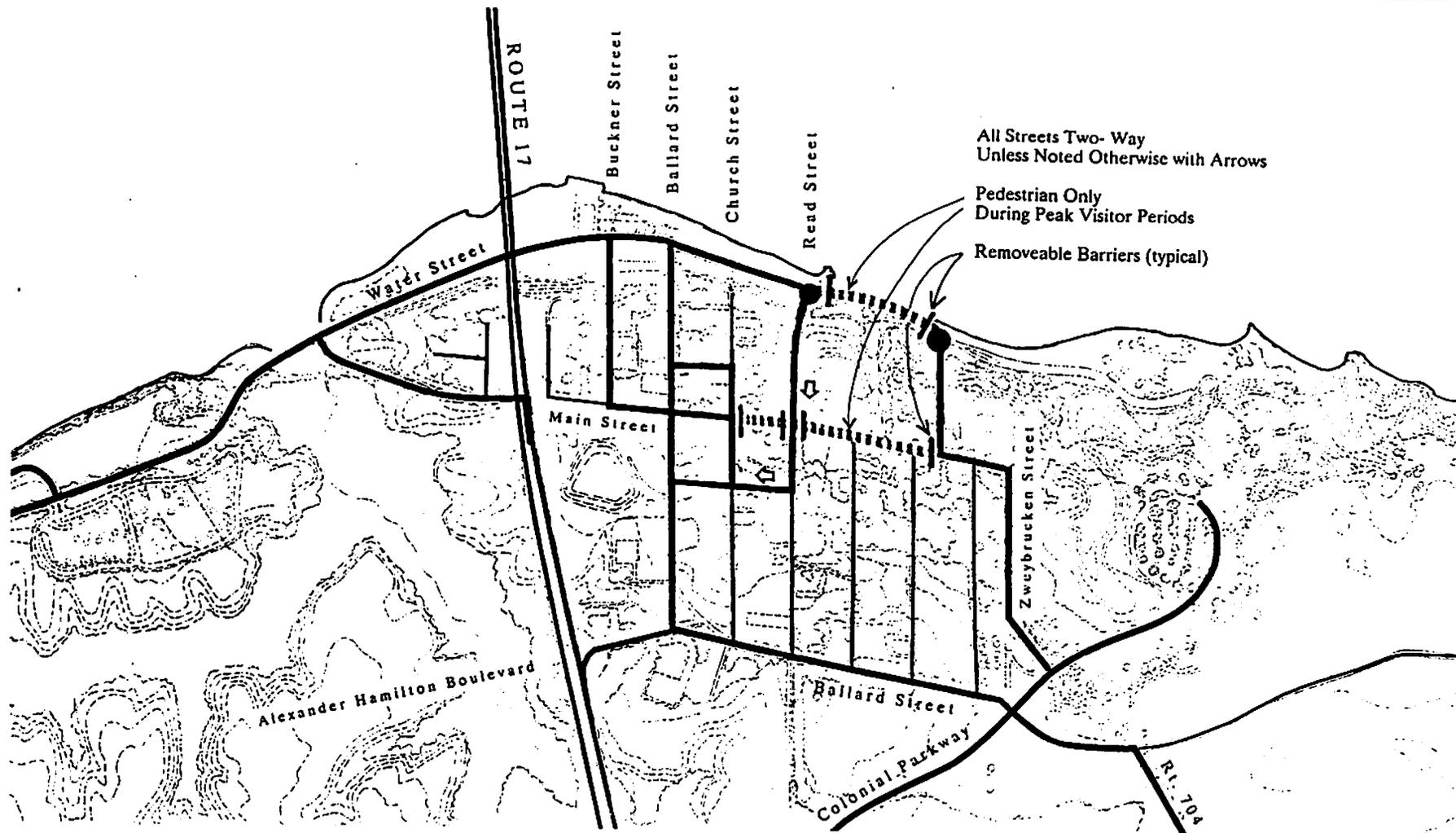
Main Street between Ballard and Church Streets



Main Street between Church and Comte de Grasse Street



Circulation: Initial Main Street Closure
Figure 51



Circulation: Main Street and Water Street Closure
Figure 52

There should be at least one or two places where tree canopies touch across the street. This would create a powerful spatial effect and add to the pedestrian scale of the streetscape.

Seating areas should be incorporated in the final design of Main Street to serve as resting places. This is particularly important for elderly or disabled visitors.

Court House Square Blocks

figure 36

A new street is proposed between Church and Ballard Street behind the Swan Tavern. This street, together with a well-defined circulation drive behind the Circuit Courthouse, would allow a complete circuit of vehicular and pedestrian movement in the heart of Yorktown. Functionally, the streets would allow cars to circle around the block to find a parking space, without funnelling all of the traffic in front of the Court House. In addition, a connection to Read Street would provide for traffic coming from the waterfront.

Ballard Street

Ballard Street is Yorktown's modern civic street. It connects the County Court Campus with the public waterfront, and does so efficiently for both automobiles and pedestrians, although it does not follow the traditional grid pattern. The modern role of this street should be reflected in the design of the streetscape, but materials and forms should complement those found in the historic section of Yorktown.

The street should be paved with the same pea stone surface as proposed for Main Street, but the existing concrete curb edges should remain. Streetscape improvements should include rows of street trees, fences, and a continuous walkway surface, preferably brick. The segment of Ballard Street between Main and Water Street is used by pedestrians in route to the waterfront. Thus, as generous a walkway as possible should be incorporated into the streetscape to safely accommodate pedestrian traffic. A narrowing of the street to no less than 22 feet may be a possible way to accomplish this; however, it should be recognized that by narrowing the street, bicycle traffic will be disadvantaged. Overhead utility

lines should be relocated underground prior to or in conjunction with sidewalk/streetscape improvements.

The Ballard Street/Alexander Hamilton Boulevard intersection area is proposed to be reconfigured to provide a 90-degree alignment, to provide an opportunity for creation of additional landscaped areas, and to create a courthouse square image around the County's Courts and Office Center and Administrative Office Building (*see figure 48*).

Water Street

figure 52

Pedestrian access only is also recommended between Comte de Grasse and Read Streets during peak visitor times. However, because doing this would necessitate two-way traffic on the relatively narrow Comte de Grasse Street, implementation should be delayed until a detailed study of the traffic safety implications can be undertaken. Ultimately, it is recommended that turnarounds be constructed at both Comte de Grasse and Read Streets, to allow normal traffic to circulate on the remainder of Water Street, to allow a drop-off for the Shipwreck Pier at Comte de Grasse, and to create a place that marks the terminus of those streets. Closing this segment of Water Street would eliminate a major route for the weekend cruising without compromising access to the NPS picnic area or waterfront businesses. The turn-around at Read Street would also allow traffic to get back to Ballard Street without having to cross Main Street at Read Street, the heart of the historic district of Yorktown. In fact, consideration could be given to restricting vehicular traffic on Read Street between Water Street and Main Street.

The traffic circulation pattern for the remainder of Water Street is unchanged from existing patterns. The entire roadway should be surfaced with brown pea stone. Sidewalks or other streetscape improvements on one or both sides of the street are also proposed from Comte de Grasse to Main Street to create a continuous pedestrian route and to form part of Riverwalk.

Between Read and Ballard Streets, a walkway which roughly parallels the waterfront promenade is proposed on the water-side of the street. The

walkway should be 4 to 6 feet wide and should be surfaced with a unit paver such as brick. A vertical curb is recommended to raise the sidewalk above the water channel/gutter and clearly define the automobile travelway. On the land-side of Water Street, parking and sidewalks are recommended for construction as a part of the improvements made by the private land owners.

From Ballard Street to the Watermen's Museum, a sidewalk 6 to 12 feet wide on both sides of the street should be added or infilled between existing walks. The preferred paving material in this area is brick or flagstone paver, to match the commercial/public nature of the proposed uses along Water Street (shops, restaurants, and Waterfront Park). Street trees are recommended along the entire length of Water Street. Beyond the Watermen's Museum, a sidewalk of between 5-8 feet in width and made of brick or concrete is recommended to extend to the Yorktown Creek vicinity. On the opposite side of Water Street, it is recommended that the existing sidewalk be widened to at least 6 feet.

Comte de Grasse

This street should be widened to safely accommodate two-way traffic, with a turn-around constructed at Water Street to allow buses or other vehicles to drop off visitors at the Shipwreck Pier. The street should be paved with a brown pea-stone surface asphalt.

Zweybrucken Street

This is the major access to Town from the NPS Visitor Center. The street should be paved with a brown pea stone surfaced asphalt. However, curbs and sidewalks are not necessary. Rows of trees should be planted in this area, forming a vista from the Victory Monument to the battlefield.

Five Points Corner

A segment of Zweybrucken Street should be removed and a new connection should be constructed to the Visitor Center access road. Also, the resulting four-way intersection of Ballard Street and the Parkway would be a much safer arrangement than the existing five-way intersection.

Remaining Streets

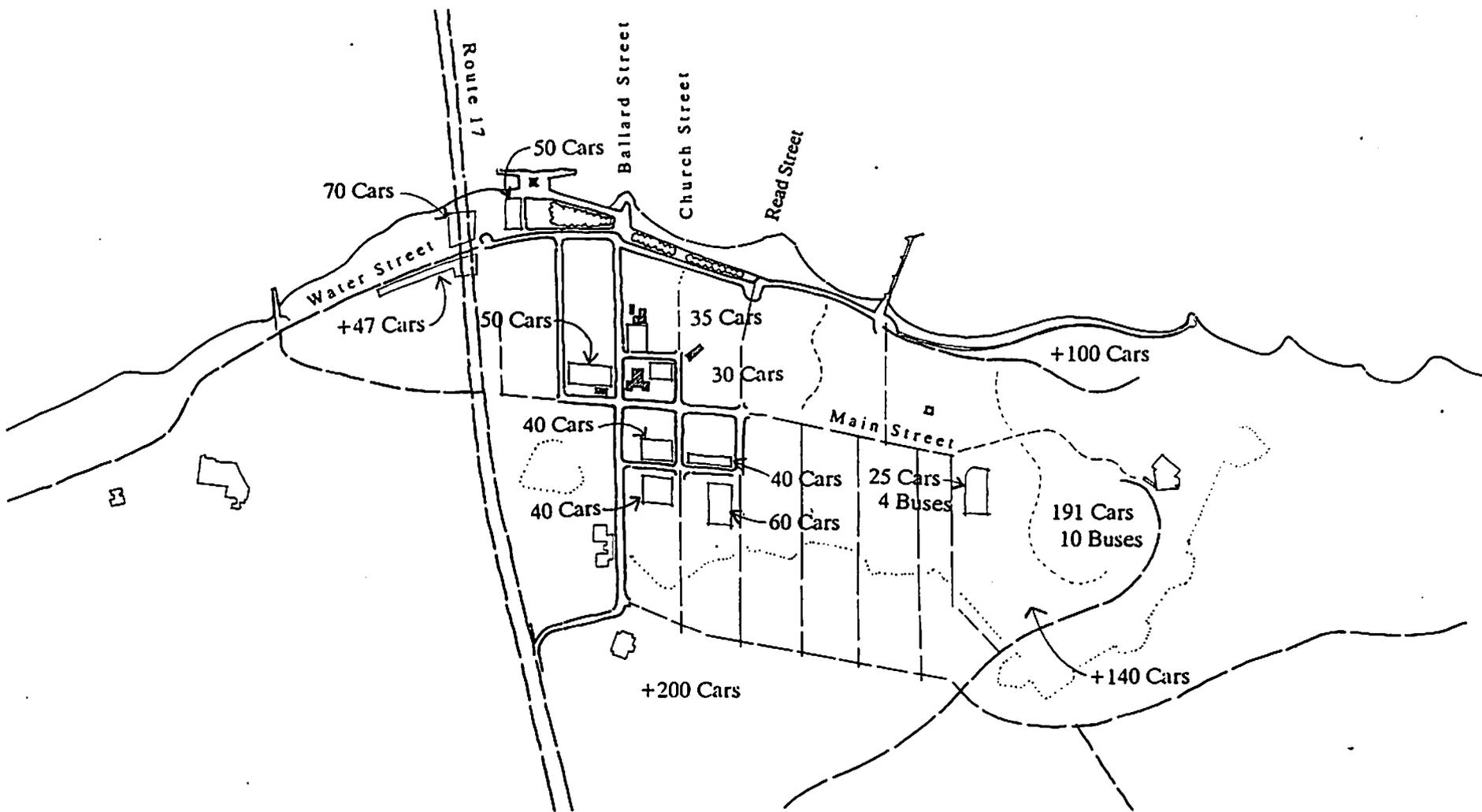
The rest of the streets in Yorktown are basically unaffected by recommendations in the Master Plan. However, all of the streets should be resurfaced with a brown pea-stone surfaced asphalt, as budget permits. The total cost of providing a brown stone surface on all Yorktown streets is estimated to be \$180,000. It is possible that partial funding for this treatment could be obtained from the Virginia Department of Transportation through the Revenue Sharing Program.

Parking

figure 53

It is recommended that both peripheral and in-Town parking areas be improved to accommodate peak and normal day-to-day parking demands. A major component of this proposed strategy is the shuttle service which has been recommended by Ecosometrics, Inc., a consultant separately engaged by the County to study the feasibility of a transit system in Yorktown. That study, a summary of which is included as an appendix to this Plan, recommended that, at a minimum, the County establish a shuttle service to operate on peak-visitation weekends during the summer. Four routing alternatives were also proposed, all of which would service and interconnect the NPS Visitor Center, the Victory Center, and the Courts and Office Center parking lots. Between them, those three lots have over 500 automobile parking spaces currently.

In addition to the remote parking lots and shuttle service, it is recommended that several in-Town parking lots be reconfigured or eliminated and that several new lots be constructed. The following list summarizes the recommendations and gives the number of existing and proposed spaces:



Parking
Figure 53

PARKING AREAS/QUANTITIES

NPS Visitor Center	
191 cars existing	191 cars proposed
10 buses	10 buses
County Courts and Office Center	
92 cars existing	300 cars proposed
Victory Center	
190 cars existing	190 cars proposed
10 buses existing.....	10 buses proposed
Victory Monument	
21 cars existing	25 cars proposed
4 buses existing.....	4 buses proposed
Ranger Station	
42 cars existing	60 cars proposed
New Church/Read Street lots	
0 cars existing	120 cars proposed
Circuit Court House	
37 cars existing	30 cars proposed
Sheriff's Department	
43 cars existing	35 cars proposed
Public Safety Building Area	
21 cars existing	50 cars proposed
Water Street Parallel	
19 cars existing	0 cars proposed
Water Street between Ballard Street and Wharf	
45 cars existing	0 cars proposed
Public Wharf (Post Office Wharf)	
54 cars existing	30 cars proposed
VDOT land under bridge on river side of Water Street	
28 ⁺ cars existing.....	70 cars proposed

York County/VDOT land across from Watermen's Museum
 >47 cars existing..... >47 cars proposed

NPS Picnic Area
 105 cars existing..... 105 cars proposed

County Administration Building
 112 cars existing..... 112 cars proposed

Total Existing:
 cars.....1,047
 buses.....22

Total Proposed:
 cars.....1,365
 buses.....24

>..... indicates greater than the following figure

Careful consideration must be given to the phasing of these proposed parking improvements so that they coincide with other proposed improvements. For example, the Water Street parallel parking spaces would not be eliminated until plans and funding are ready to allow construction of the berm and seawall arrangement; the spaces on Trustee land between Ballard and Buckner would not be eliminated before construction of Phase II of the Waterfront/Wharf improvement project, nor before adjacent commercial development is well-established; the parking areas under the bridge would not be improved before the bridge widening project is finished; and, the County-owned lot across from the Watermen's Museum would not be improved until the Water Street sewer line and utility undergrounding is finished.

It is also recommended that the County investigate acquisition of additional lands around certain County facilities to provide an opportunity for expanded parking to serve those facilities as well as visitors. Possible areas for expansion include the area around the Public Safety Building and the area around the Courts and Office Center and the Administration Building.

Pedestrian Circulation

The strategy for designing pedestrian routes is to lead visitors from the NPS Visitor Center and other parking areas to Main Street and the waterfront. The smaller in-Town pocket parking areas should also have small pathways leading to Main street between buildings, fences, etc. Pedestrian access to the waterfront should be encouraged at Tobacco Road, the Great Valley, Church Street, Ballard Street and Buckner Street. Sidewalk improvements will be necessary on Ballard and Buckner Streets. The existing stairway at Church Street provides convenient access to the waterfront and no additional pavement or other construction is needed. However, additional plant materials such as specimen trees and an ornamental groundcover or shrubbery for erosion control should be installed. Also, the view from the stairway should be considered if and when new building construction occurs on the waterfront between Church and Read Streets. The roofscape of the buildings should be designed so as to screen from view the mechanical equipment, vents, or other devices which might detract from the picturesque view from the stairway.

Bicycle Circulation

The accommodation of bicycles in Town should be made as safe and convenient as possible, without detracting from the historic character of Main Street. The following improvements are recommended to accomplish this:

- Provide bicycle racks, bicycle lockers, and enclosures throughout Town, and, in particular, at or near restaurants, shops, exhibits, and other attractions. The bicycle racks should be designed to match other street furnishings and screened wherever possible from direct view from Main Street while not compromising their safety and security.
- Designate a bicycle route within and through the Town which, especially between Main Street and the Waterfront, reduces the potential for conflict with automobiles and pedestrians. It is recommended that Buckner Street be designated as the bicycle connection between the Waterfront and Main Street and that appropriate directional signage be

installed. Special care should be taken to reduce the potential for loose gravel in any surfacing of Buckner Street. Along the rest of the designated bicycle route, appropriate signage should be installed which provides direction for cyclists and warns motorists.

- Make available a map of appropriate size and scale for bicyclists of the bicycle route and attractions along the route.
- Consider installing bike lanes along the following roads a part of any major street improvement projects:

Water Street between Main Street and the Victory Center entrance

Ballard Street between Cook Road and Main Street

Buckner Street between Main Street and Water Street

Architecture, Landscape & Signage

Architecture

figure 54

The scale of Yorktown's historic buildings should serve as a guide for all new buildings in Town. Exactly replicating historic structures is not advised, due to the expense of construction and the potential effect (both functionally and aesthetically) that this would have on the design of new buildings. Rather, an architectural interpretation of traditional massing, materials, and scale would be appropriate for new uses in Town, while respecting history. Guidelines for the design of new buildings in Yorktown are part of a forthcoming study that will outline specific details for new and infill buildings, and for the adaptive use of historic structures. It is recommended that a system of architectural review be formally established in Yorktown upon the completion of that study.

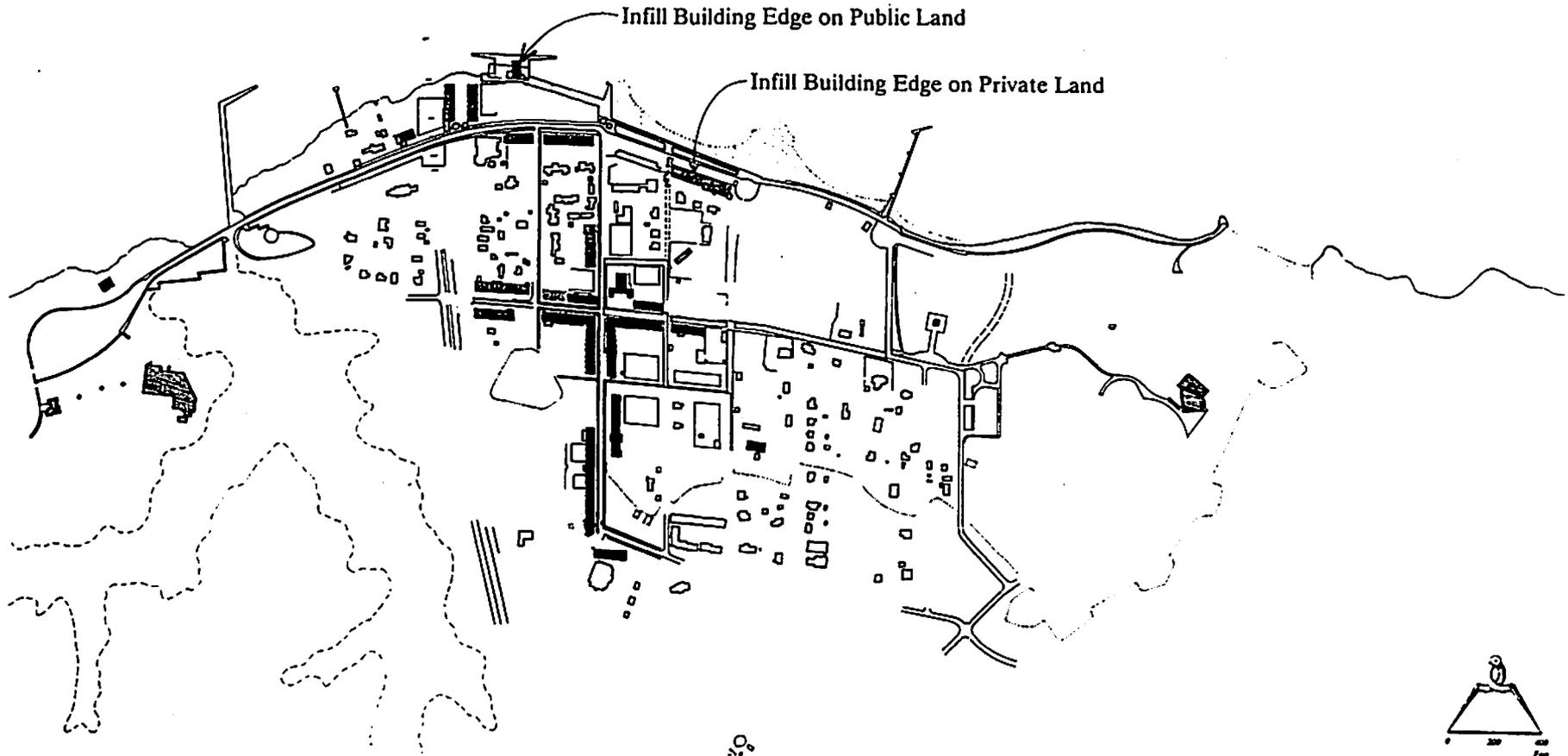
From the standpoint of architectural considerations, the intent of this Master Plan is: to identify areas where architecture is a vital aspect of

the Town design; to define the streetscape; and to define where new infill uses could be incorporated into the existing Town fabric.

The following is a list of areas where new buildings would contribute functionally and visually to the Town.

- Main Street
- Ballard Street
- County Court Campus
- Water Street at Read Street
- Public Wharf

Y O R K R I V E R



Architectural Infill Areas and Edges
Figure 54

Landscape

figures 55, 56

In Yorktown, the landscape is a result of the interplay between the generally rectangular pattern of the built features (streets, fences, walls and buildings) and the intermittent pattern of the plant materials. In particular, the trees in Yorktown weave through fenced-in yards, between the houses, and occasionally growing parallel to the street. The trees follow an independent pattern from the geometric Town grid and they are typically naturalistic in placement and in spatial character.

This naturalistic pattern of tree spacing/placement should be continued throughout the Town. However, in select areas (i.e., Victory Monument, Waterfront Riverwalk, Public Wharf, and County Court Campus) a geometric pattern for tree spacing is recommended to emphasize the monumental or ceremonial aspects of the space (using rows or groves of trees). Along Main Street, specimen trees are important elements of the streetscape and programs should be instituted to properly plan for the replacement of these trees. Small groupings of street trees are recommended between Read Street and the Victory Monument to create an enclosing canopy over the street.

Four general categories of tree placement are identified in the Master Plan to guide the design of new tree planting in Town:

- Geometric Tree Spacing
- Street Trees
- Specimen/Focal Trees
- Naturalistic Tree Plantings

The implementation strategy should be to preserve the existing trees and augment them as appropriate with new ones. This will provide for a diversity of ages and varieties of trees, and insure the presence of mature trees in the Town's landscape, even in the event of the loss of several large specimens. Attention should be given to maintaining significant views --for example, of the River -- and also to planting species, particularly along Main Street, that are native to the area. A The next step should be to develop a Town Landscape/Streetscape Plan

which would include an inventory of the major trees, and recommendations for infilling with new plantings.

Signage

figures 57, 58

Five basic types of signs are recommended to help direct visitors through Town: Entry Signs; Entry Sign Clusters; Directional Signs; Pedestrian Zone Warning Signs; and Pedestrian Information Kiosks.

Entry Signs:

These signs are intended to be read by passing or approaching motorists. These signs mark the entrance into Town and should be architectural in design and substantial in scale. They should reflect the Colonial heritage of the Town, be constructed with durable materials, and carry a relatively simple message. The landscape treatment surrounding the sign should be in scale with the roadway, with large drifts of shrubs (avoiding small and delicate plant arrangements). Entry Signs should be placed at:

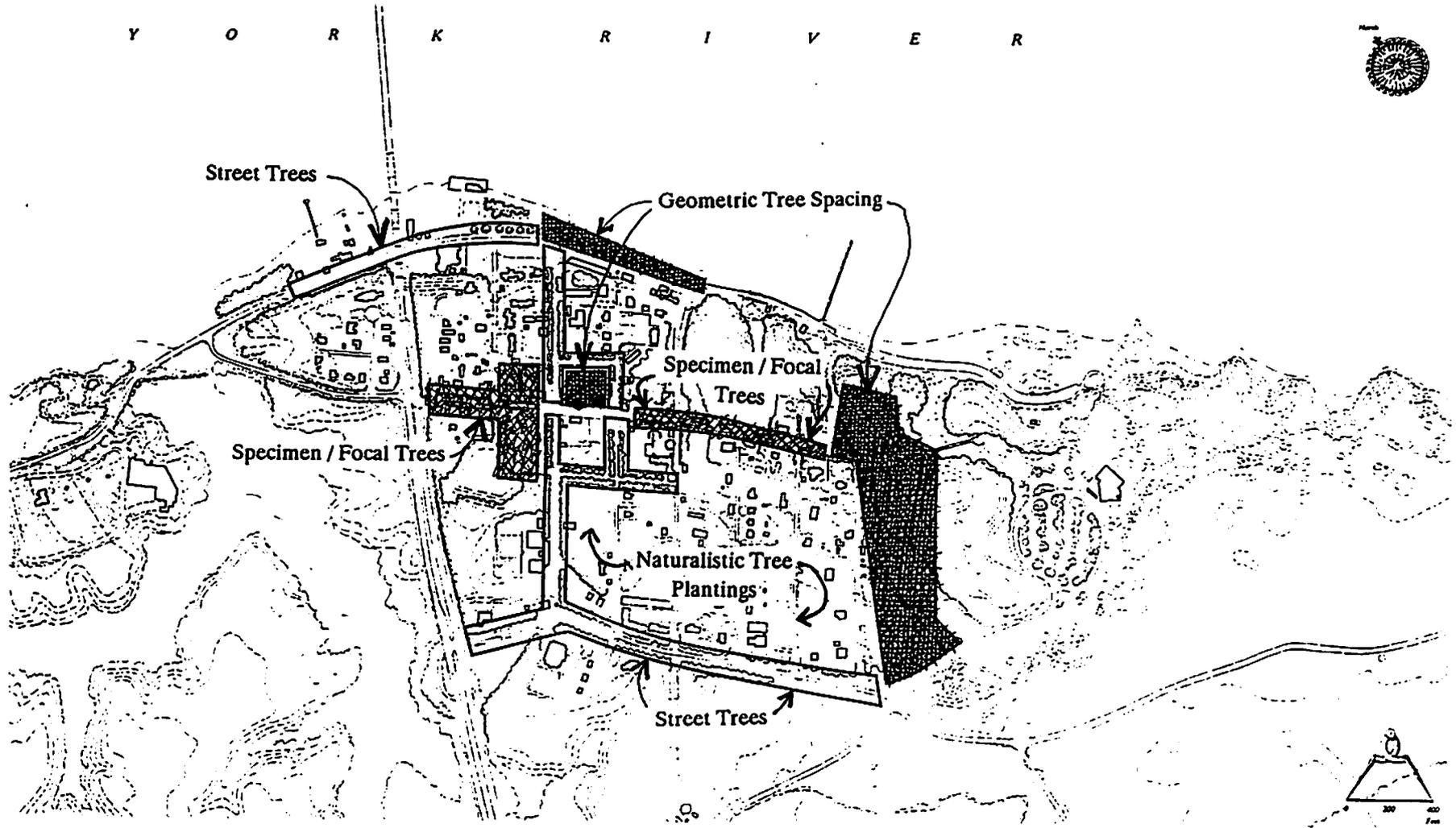
- Main Street at Route 17
- Main Street at Water Street
- Alexander Hamilton Boulevard at Ballard Street
- Colonial Parkway at Zweybrucken Street.

Entry Sign Cluster:

These signs are meant to be read from a stationary point after the motorist has stopped. They should be made of wood or metal posts with painted metal or wood sign faces. These signs should be divided into several smaller panels, to highlight the information, to allow for flexibility, and to create a small scale composition. Decorative motifs, such as pointed or rounded tops, are recommended type of embellishments.

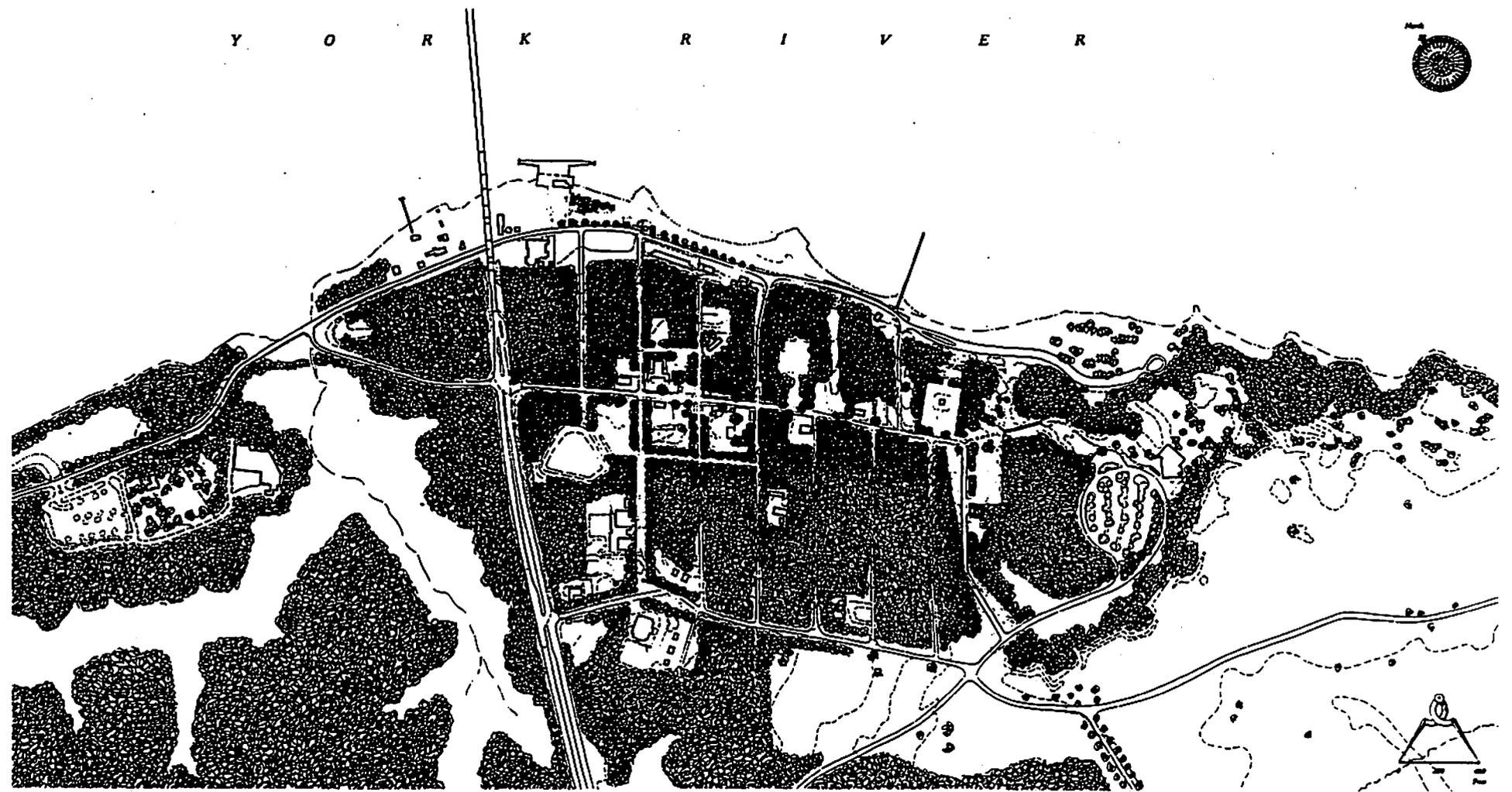
Information on these signs should include the names of and directional arrows to major visitor attractions in Town (such as the Waterfront and Main Street). Entry Sign Cluster should be placed at:

Y O R K R I V E R

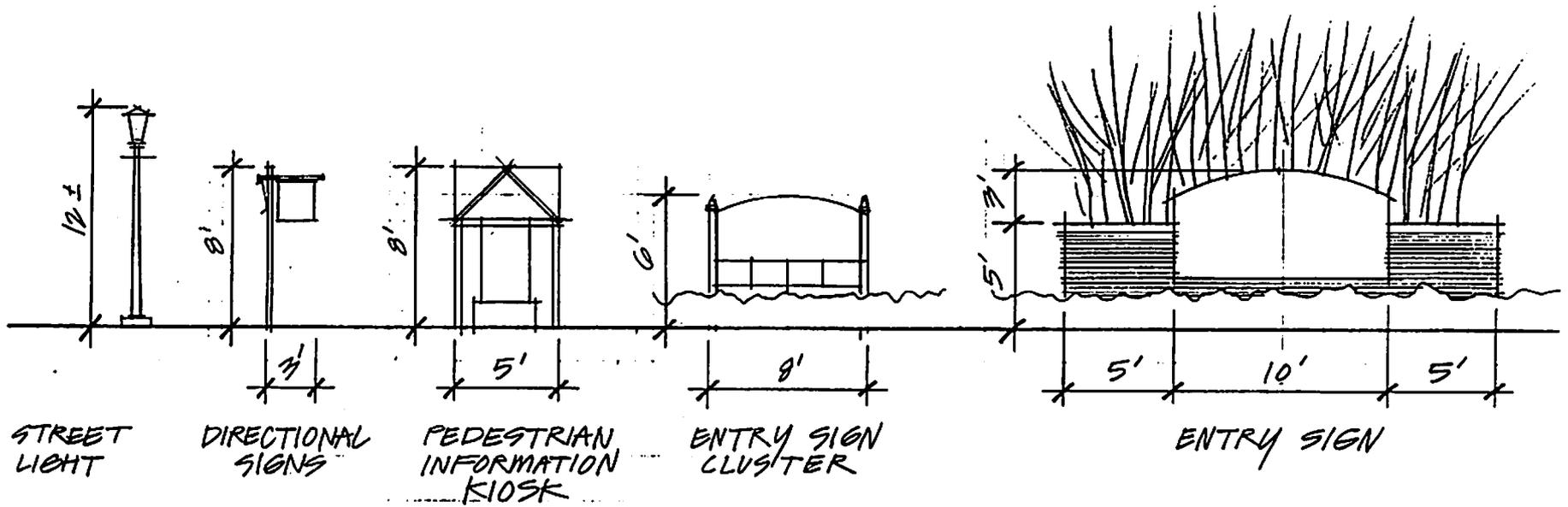


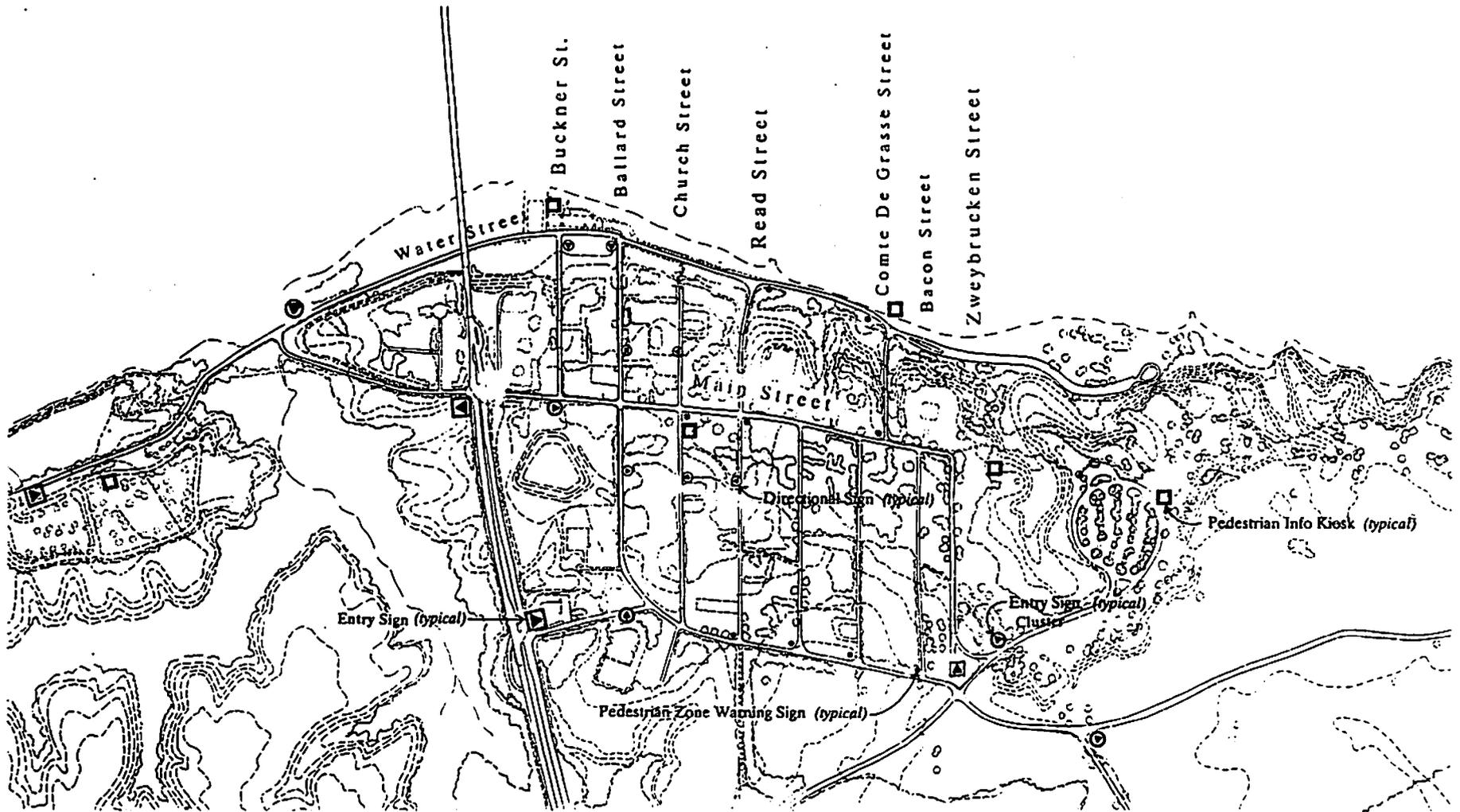
Landscape Zones
Figure 55

Y O R K R I V E R



Landscape Spatial Diagram
Figure 56





Signage Concept Plan
Figure 58

- Route 704
- Colonial Parkway
- Ballard Street at Alexander Hamilton Boulevard
- Parkway exit ramp at Victory Center entrance.

Directional Signs:

These signs are intended to indicate direction to parking, or individual attractions or activity areas. The signs should be on a single pole and resemble the existing NPS street signs along Main Street; i.e., painted wood with steel brackets. These signs should be placed primarily around the Court House Square area and at other strategic locations.

Pedestrian Zone Warning Signs:

These signs are intended to inform visitors of when Main Street is limited to pedestrians only. The signs should match existing NPS street signs along Main Street. These signs should be placed along Ballard, Main and Water streets and at the ends of the intersecting cross-streets.

Pedestrian Information Kiosk:

These kiosks could have different designs for different locations. However, the graphics should be consistent for all of the kiosks. These structures should be designed to help guide pedestrians and to inform them where the exhibits, shops and restaurants are located in Town. These kiosks should be located at:

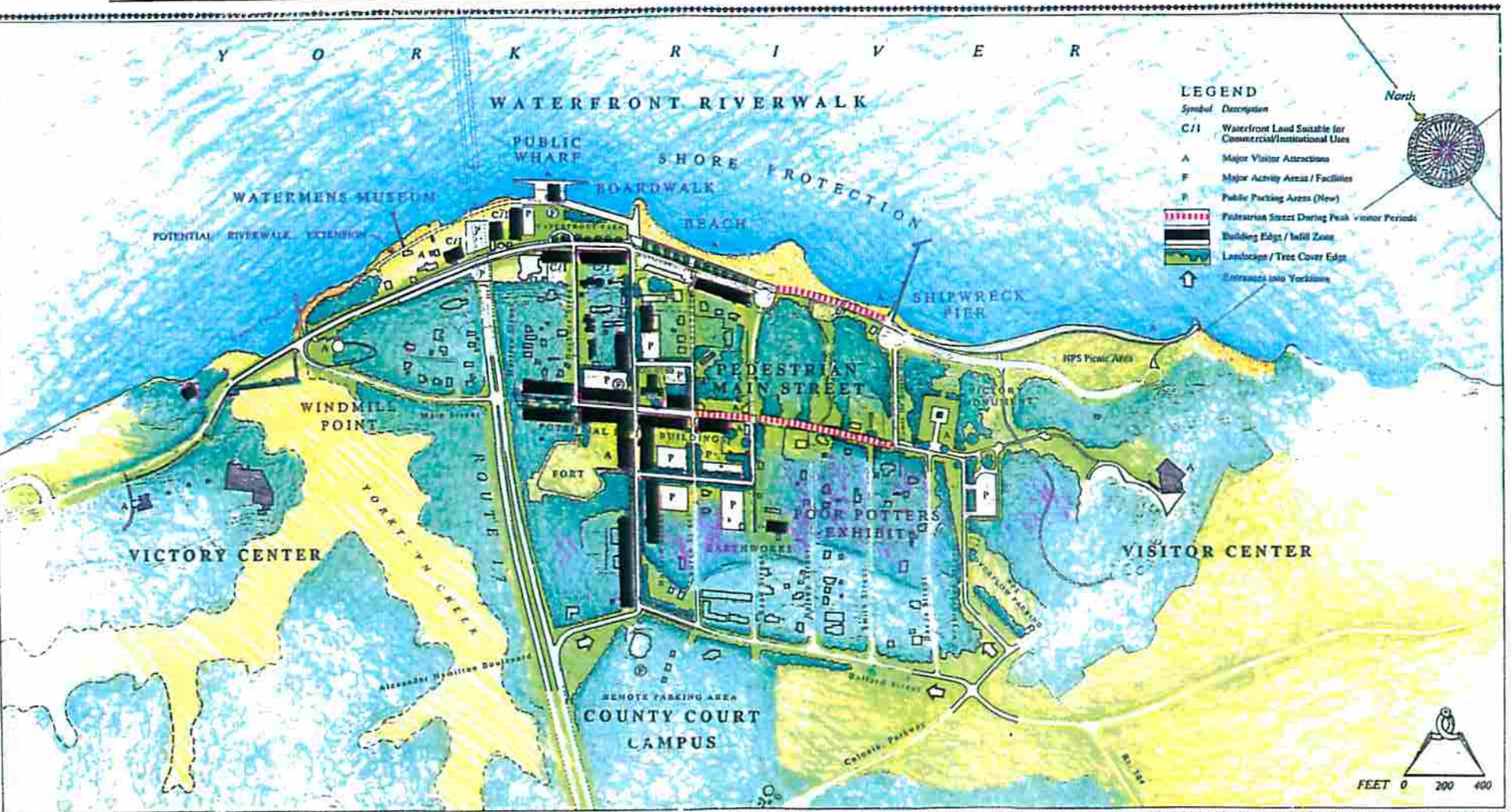
- NPS Visitor Center
- Victory Monument Parking area
- Shipwreck Pier/Archer Cottage
- Near Main and Church Streets
- Public Wharf
- Victory Center

D. MASTER PLAN

figure 59

All of these recommendations are consolidated and graphically summarized on the following plan.

Yorktown Master Plan



E. IMPLEMENTATION

A strategy for implementation requires a division of the Master Plan recommendations into groupings that identify: a recommended priority for projects; who should be responsible for project funding and implementation; and the possible organizational structures for that implementation process. The recommended implementation strategy is based upon three basic assumptions:

1. The need for the County to take the first steps in development of the public amenities. Once progress is shown by the County, the ability to gain broader support and fund sources for the construction of public infrastructure will be evident.
2. Parallel to these County managed investments, and as part of the realization of this Master Plan, it is assumed that the National Park Service, the Virginia Department of Transportation, and the Victory Center will participate with the County in the improvement program through investments in facilities for which they are directly responsible.
3. It is assumed that public investments will stimulate private investment, either in cooperation with public improvements or as separate private developments.

Within the context of these assumptions the following describes the priority, potential sources of funding, cost estimates and implementation strategy for the major project elements:

Public Improvement Projects: County of York

A full range of public projects are necessary to establish a significant physical change from the existing situation. The motivation for this investment must be to demonstrate public commitment to the realization of the goals originally articulated in the Focus on Yorktown, and as further described in this Master Plan.

Responsibility for these public improvements rests primarily with the County. Because the land upon which these public improvements are proposed includes County and Trustee land, close coordination will be essential. It is assumed that funds for these projects would initially come largely from current County improvement budgets, with the potential addition of VDOT funds for roadway improvements.

For the purpose of setting priorities for the County-funded projects intended to establish momentum and effect positive change, it is assumed that the funding levels projected in the County's current approved Capital Improvement Program for Yorktown Revitalization will be realized. Those funding levels are as follows:

FY 1992: \$150,000 (remaining balance)
FY 1993: 250,000
FY 1994: 250,000
FY 1995: 250,000
FY 1996: 275,000
FY 1997: 300,000

In addition to these funds, certain projects can be funded partially or totally from sources other than the Yorktown Revitalization accounts (e.g. - sewer construction, water line construction, street paving, undergrounding electrical overhead wiring).

Based on these assumptions, and preliminary cost estimates for various projects, the improvements phasing programs shown on the following pages are recommended. Also shown on these pages are the recommended time frames for undertaking the several major improvement projects which, because of the magnitude of their estimated costs, will require special funding strategies. Such strategies might include federal or State grants, donations by corporate or private parties, or bond financing. However, in most cases it will be necessary to develop detailed designs and cost estimates before specific funding strategies can be developed and approved. Therefore, design and engineering programs/costs for several of these major projects are included in the

recommended phasing plans which follow:

The project priorities and phasing proposals made on the following pages are based on a number of assumptions, any one of which could, if changed, adjusted, or not achieved, significantly impact progress. Most obvious are the assumptions concerning County funding through the Capital Improvements Program -- something which will be subject to annual review and consideration by the Board of Supervisors through its budgeting process. Clearly, if funding is reduced from projected targets, the timing of implementation of various projects will need to be delayed or alternative funding strategies will need to be developed.

Note:

The County funded projects identified have had preliminary costs assigned to them based on an estimation of current prices (1992). The figures are for conceptual budgetary purposes. These costs were obtained from several different sources: previous studies undertaken by York County or obtained by the County from other agencies, from similar projects recently undertaken elsewhere in the County, and Sasaki estimates based on the cost of similar projects.

Yorktown Master Plan

Phase I							
Project	Estimated Cost \$	Implementation Time Line					
		FY1992	FY1993	FY1994	FY1995	FY1996	FY1997
Entrance Signs and Landscaping (1)	10,000	. [ ] .	. .	. .	. .	. .	.
Improved Directional Signage (2) (Rt.17 and in-Town)	25,000	. [ ] .	[ ] .	. .	. .	. .	.
Zweybrucken and Main Street (3) (brownstone surface)	32,000	. .	[ ] .	. .	. .	. .	.
Pedestrianize Main Street (4) (barriers, signs)	10,000	. [ ] .	. .	. .	. .	. .	.
Summer Weekend Trolley Service (5)	33,000	. .	[] .	[] .	[] .	[] .	[] .
Main Street Information Kiosk (6)	4,200	. .	[ ] .	. .	. .	. .	.
Shoreline Stabilization (7) (engineering design)	15,000	. .	. [ ] .	. .	. .	. .	.
Shoreline Stabilization (8) (barrier construction/beach nourishment)	105,000	. .	. [ ] .	[ ] .	. .	. .	.
Waterfront Common/Riverwalk (9) (planning and design)	225,000	. .	. .	[ ] .	. .	. .	.
Town Landscape/Streetscape Plan (10)	25,000	. .	. [ ] .	. .	. .	. .	.
Water Street Sewer Replacement (11)	180,000	. .	. [ ] .	. .	. .	. .	.
Water Street Drainage Improvements (12)	160,000	. .	. [ ] .	. .	. .	. .	.
Water Street Utility Undergrounding (13)	94,000	. .	. .	[ ] .	. .	. .	.
Water Street Brownstone Surface (14)	44,000	. .	. [ ] .	[ ] .	. .	. .	.

Yorktown Master Plan

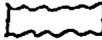
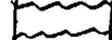
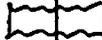
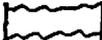
Phase I (continued)

Project	Estimated Cost	Implementation Time Line							
		FY1992	FY1993	FY1994	FY1995	FY1996	FY1997		
Wharf to Watermens Museum (15) (streetscape: sidewalk /landscape)	150,000	.	.	.	.	.	.	.	.
Main Street Sidewalk (16) Church to Comte de Grasse St.	50,000	.	.	.	.	.	.	.	.
Water Street Parking Lot (17) (opposite Watermen's Museum)	60,000	.	.	.	.	.	.	.	.
Master Plan Promotional Brochures (18)	10,000	.	.	.	.	.	.	.	.
Fund Raising/Financing Plan & Staffing (19)	30,000	.	.	.	.	.	.	.	.
FUNDS AVAILABLE (Projected)		160,000	250,000	250,000	250,000	275,000	300,000		
TOTAL PROJECT COSTS		24,550	668,050	573,100	6,600	6,600	6,600		

NOTES (Phase I Project Phasing/Timeline):

- 1., 2., 4., 12., 14. Source: York Co.
- 3.,12.,14,15. Source: York Co. Potential 50% funding by VDOT Revenue Sharing Program.
5. Source: York Co. and Ecosometrics (\$6,600/summer)
6. Source: Sasaki, assume 20sf open air structure
7. Source: York Co. (\$60,000 County/\$60,000 VCRMP grant)
8. Source: York Co.
9. Assume 6% of Total Phase I, II, and III construction costs. source: Sasaki.
10. Schematic Design for streetscape. Source: Sasaki
11. Source: York Co. County Sanitary District Funds
13. Source: York Co. Potential Additional funds from County Underground Utilities CIP fund.
15. Assume \$25/sf, source: Sasaki. (Potential funding by VDOT Revenue Sharing Program)
16. Source: Sasaki, assume \$10/sf
17. Assume \$6/sf, source: Sasaki.
18. Source: Sasaki.
19. Assume a half-time principal, and one full time support staff person , source: Sasaki

Yorktown Master Plan

Phase II					
Project	Estimated Cost	Implementation Time Line			
		FY1995	FY1996	FY1997	FY1998>
Public Wharf/Waterfront Park *					
• Post Office Bldg. Demolition/Movement (1)	220,000		. .	. .	. .
• Wharf Demolition (2)	145,000	.	. .	. .	. .
• Wharf Reconstruction (3)	1,234,000	.	. .	. .	. .
• Bldg. Reconstruction or Renovation (4)	400,000	. .		. .	. .
• Public Plaza/Green (5)	140,000	. .		. .	. .
• Performance Area (6)	100,000	. .		. .	. .
• Restroom Relocation/Demolition (7)	100,000	. .	.	. .	. .
Riverwalk *					
• Read to Ballard Street (8) (remove parking, add wall, walkway, landscape)	450,000	. .	. .		. .
• Ballard Street to Wharf (9) (boardwalk, landscape, and fixtures)	260,000	. .	. .	.	. .
Water Street					
• Ballard Street to Wharf Streetscape (10) (sidewalk and landscape)	60,000	. .	.	. .	. .
• Pump Station Facelift (11)	65,000	. .	.	. .	. .
Five-Points Corner					
• Reconfigure street (12)	400,000		. .	. .	. .

Yorktown Master Plan

Phase II (continued)					
Project	Estimated Cost	Implementation Time Line			
		FY1995	FY1996	FY1997	FY1998>
Main Street					
• Ballard to Church Street (13) (sidewalk and landscape)	270,000	.	.	.	.
Ballard Street					
• Underground Overhead Wires (14)	285,000	.	.	.	.
• Resurface Street (15)	35,000	.	.	.	.
FUNDS AVAILABLE (Projected)	.	250,000 .	275,000 .	300,000 .	..... .
TOTAL PROJECT COSTS		1,382,000	1,585,000	907,000	290,000

* These projects will require special fund raising/financing efforts.

NOTES (Phase II Project Phasing/Timeline):

1. Source: York Co. / Glen & Sadler Assoc.
2. Source: York Co. / Glen & Sadler Assoc.
3. Assume \$65/sf, source: Sasaki.
4. Assume 3000/sf building, source: Sasaki.
5. Assume \$4/sf, source: Sasaki.
6. Assume \$40/sf, source: Sasaki.
7. Assume \$4/sf, source: Sasaki.
8. Assume \$15/sf, source: Sasaki.
9. Assume \$30/sf, source: Sasaki.
10. Assume \$25/sf, source: Sasaki. (potential 50% funding by VDOT Revenue Sharing Program)
11. Source: York Co.
12. Assume \$30/sf, source: Sasaki. (potential 50% funding by VDOT Revenue Sharing Program and NPS)
13. Assume \$25/sf, source: Sasaki. (potential 50% funding by VDOT Revenue Sharing Program)
14. Source: York Co.
15. Source: York Co. (potential 50% funding by VDOT Revenue Sharing Program)

Yorktown Master Plan

Phase III					
Project	Estimated Cost	Implementation Time Line			
		FY1997	FY1998	FY1999	FY2000>
Public Wharf					
• Remove parking between Ballard to Buckner (1)	42,000	. .	. .	. .
• Replace Ballard to Buckner parking elsewhere (2)	126,000	. .	. .	. .
• Performance Area/Park Refinements (3)	200,000	. .	. .	. .
Court Square					
• Streetscape behind Courthouse (4)	60,000		. .	. .	. .
• Sheriffs Office Landscape (5)	20,000		. .	. .	. .
• Expanded Transit Service (6)	137,000-200,000		. .	. .	. .
Streets					
• Reconfigure Alexander Hamilton Blvd. (7)	500,000	coordinate with route 17 improvements			
• New Connector between Ballard & Church (8)	180,000	. .		. .	. .
• Widen Comte de Grasse (9)	82,500	. .	. .		. .
• Add Comte de Grasse Turn Around (10)	160,000	. .	. .	. .
• Add Read Street Turn Around (11)	140,000	. .	. .	. .
• New Sidewalk: Buckner (12)	96,000	. .	. .	. .
• Resurface Remaining Streets (13)	100,000	. .	. .	. .
FUNDS AVAILABLE (Projected)	.	. .	. .	. .	. .
TOTAL PROJECT COSTS	1,886,500	90,000	135,000	107,000	884,600

Yorktown Master Plan

NOTES (Phase III Project Phasing/Timeline)

1. *Assume \$2/sf, source: Sasaki.*
2. *Assume \$6/sf, source: Sasaki.*
3. *Assume \$4/sf, source: Sasaki.*
4. *Assume \$300/lf, source: Sasaki.*
5. *Lump sum estimate. source: Sasaki.*
6. *Source: York Co. & Ecosometrics (3000 hours/summer and other peak times)*
7. *Lump sum estimate. source: Sasaki. (potential 50% funding by VDOT Revenue Sharing Program)*
8. *Assume \$300/lf, source: Sasaki. (potential 50% funding by VDOT Revenue Sharing Program)*
9. *Assume \$150/lf, source: Sasaki. (potential 50% funding by VDOT Revenue Sharing Program)*
10. *Assume \$10/sf, source: Sasaki. (potential 50% funding by VDOT Revenue Sharing Program)*
11. *Assume \$10/sf, source: Sasaki. (potential 50% funding by VDOT Revenue Sharing Program)*
12. *Assume \$120/lf (6'walk x 20/sf), source: Sasaki. (potential 50% funding by VDOT Revenue Sharing Program)*
13. *Assume \$/sf, source: York Co. (potential 50% funding by VDOT Revenue Sharing Program)*

Public Improvement Projects: by Other Public Agencies

A second grouping of "public" projects or improvements recommended in the Master Plan is summarized here. The projects would not be the primary responsibility of the County, although some form of cooperation or participation could be considered. Instead, primary responsibility for these projects is assumed to go to the owner of the land or facility. This owner group includes the National Park Service for its land, facilities, and exhibits, and the state of Virginia, owner of the Victory Center. Other State involvement will be through the Department of Transportation for improvements related to Route 17 and the Coleman Bridge as well as the in-Town streets, which remain part of the State Secondary Road System.

While action by any of these groups can happen only upon approval through their management structures and processes, the County can play an important role in encouraging the activities suggested in the Master Plan. The continued cooperative inclusion of these groups in the revitalization effort is essential to the process.

Priorities have been suggested for this listing of projects, although it is recognized that these projects require the internal approval and priority setting of each owner. Completion of or progress on some of the projects listed as a County Responsibility may be necessary to provide impetus or motivation for these. These potential prerequisites are noted where they can be identified. The suggested priority grouping for these projects are as follows:

Priority 1:
Those projects that are important to establish a comprehensive sense of commitment on the part of the N.P.S. and the State;

Priority 2:
Projects which will provide expanded visitation or lengthened stays in Yorktown, thus contributing to the revitalization goals, or which provide significant safety or service enhancements;

Priority 3:
Projects which would be desirable features in the future.

**National Park Service
Project Priority/Project Description**

- 1 Improved visual connection for pedestrians and signage from Visitor Center to Town.
- 1 Stabilize and restore Burcher Cottage for adaptive use.
- 1 Improved visitor services on Main Street: signs, benches, bike racks, maps, etc.
- 1 Assist the County and State in closing Main Street to vehicles during the prime visitor season.
- 1 Demolition of abandoned houses on Zweybrucken Street.
- 2 Restore Pate House for retail shop or light food service.
- 2 Ballard Street/Main Street Fort rehabilitation and establishment as an attraction.
- 2 New road connection between Visitor Center access road and Zweybrucken Street (in conjunction with VDOT and County reconstruction of Five-Points Corner).
- 2 Poor Potters exhibit with a new shelter and interpretative displays.
- 2 Adapt Ferris House as a bed and breakfast/
- 2 Land and/or buildings on Main Street made available for complementary business activity.
- 2 Colonial Waterfront interpretation improvements at Archer Cottage and Cornwallis Cave.
- 3 Picnic area pathway
- 3 Windmill Point pathway and interpretive exhibits.
- 3 Yorktown Creek boardwalk and interpretive exhibits.

- 3 Victory Monument parking lot relocation and landscape improvements.
- 3 New Ranger Station/Visitor Support Services facility in Ballard street/Main Street area.
- 3 New parking lots adjacent to the proposed Read Street/Ballard Street connector road.
- 3 Improved Colonial Parkway/Route 17 Interchange (in conjunction with VDOT).

Commonwealth of Virginia

- 1 Improved signage and pedestrian connections to and along Water Street to Town.

Virginia Department of Transportation

- 1 Improved signage on all ingress/egress routes to Yorktown.
- 1 Brownstone surface treatment on all streets.
- 1 Improved Alexander Hamilton Boulevard access to Yorktown (in conjunction with the Coleman Bridge project).
- 3 Improved Colonial Parkway/Route 17 Interchange (in conjunction with the N.P.S.).

Organizational Structure and Fund Raising Strategies

To date, the Yorktown revitalization process has been promoted and guided by the Yorktown Revitalization Steering Committee. While the Steering Committee has representatives of the major constituent parties in Yorktown --the County Board of Supervisors, the Yorktown Trustees, the National Park Service, the State, and Town citizens-- it remains an advisory body without decision-making authority nor funding capability.

It is obvious that a successful revitalization effort will require the continued cooperation and coordination amongst the groups represented in the Steering Committee and, for that reason, it should remain in an influential role in the process. It is also obvious that the high costs of some of the revitalization plan will be beyond the capability of the County to fund, even incrementally, through its normal Capital Improvements Program budgeting process alone. With these factors in mind, the following recommendations are made:

- Expand the membership of the Steering Committee to include a business community representative(s).
- Establish a Financing/Funding Committee or Advisory Group to develop and recommend strategies for accomplishing the various large and expensive projects not likely to be funded through the County's Capital Improvements Program. Consider hiring a financial planning/development consultant to assist in these efforts.
- Continue the role of the Steering Committee for prioritizing projects to be implemented.
- Create a Design Review Committee to be used by the Steering Committee for consultation regarding the Design Guidelines and Master Plan
- Form a foundation, appointed and funded (partially) by the Board of Supervisors to accept donations. This avoids the stigma/reluctance that may be associated with charitable contributions to government. The hiring/appointment of an Executive Director with paid staff, or a fund raiser.
- Package Major Projects (i.e. Wharf/Waterfront Park) and solicit funds from private and corporate donors, or seek financing through bonds issued by the County Industrial Development Authority or the Board of Supervisors.

- **Seek grants from Federal sources: e.g. the Army Corps of Engineers for the shoreline stabilization, and the U.S. Department of Commerce, Economic Development Administration for various projects throughout the Town.**
- **Seek grant funding from State sources; e.g. Board on Conservation and Development of Public Beaches (a 50%/50% matching grant program with up to 1/3 of the total allowable grant budget available per project), also, the Game and Inland Fisheries Commission for funding projects which enhance public access to the waterfront.**

F. CONCLUSION

Yorktown is a place of significant historical importance, and every effort has been made to protect this vital cultural resource in the Master Plan. A number of concepts are envisioned in the Master Plan for enhancing Yorktown which are ideal in nature, and far-reaching in scope. However, the idealism underlying many of the recommendations is balanced with recommendations for several relatively easy-to-undertake steps which could have an immediate impact, with a relatively small investment of public funds.

All of the recommendations for Yorktown, regardless of how large or small, are intended to support the visions initially articulated in the Focus on Yorktown workshop. The Master Plan, and the process by which the document has been produced, is a more detailed guide for realizing that shared vision for Yorktown.

APPENDIX

York County Phase II Summary

Ecosometrics, Incorporated, under contract from the Virginia Department of Transportation, has conducted a feasibility, design and cost study for a shuttle transportation system to provide service for visitors to Yorktown, Virginia. The project was undertaken as a component of the Yorktown Master Plan for the historic colonial village.

The first task in the planning process was analyzing the need for a public transportation system to serve historic Yorktown. This task involved studying the circulation, parking, and development patterns along with quantifying the potential need for a shuttle service. The potential shuttle ridership was based on visitation data gathered from the National Park Service and ZHA. From this data, we estimated the potential annual ridership to be 74,250 passengers. We further estimated that 50,940 of these passengers would use the shuttle during the peak months of May through September, resulting in a seasonal peak demand of 335 people per day. Assuming each person rides to and from their parked vehicle, this implies an average demand of 670 boardings per day, or 68 per hour over a ten hour day.

Once the potential ridership was quantified, a variety of service alternatives to meet these transit needs were presented. The service alternatives are all based on the concept of the transportation system serving as a parking shuttle, so that visitors can park their vehicles in peripheral lots and use the parking shuttle to reach the in-town attractions and the waterfront, without having to use their vehicles for internal circulation.

Four routing options for the parking shuttle were presented. Two of the routing options involve having one route serve all points; the remaining two routing options have the service area broken into two routes. Before an exact route is chosen, a policy decision must be made

concerning the use of pedestrian Main Street. It will be necessary to decide if the parking shuttle should be permitted to travel on Main Street or if it should be routed around the pedestrian area. Based on the estimated demand, at least two vehicles should be operating on the same route in opposing directions in order to accommodate the ridership with acceptable headways. Major events causing a sharp peak in demand (such as parades or fireworks) would require more vehicles to provide minimum wait times for users.

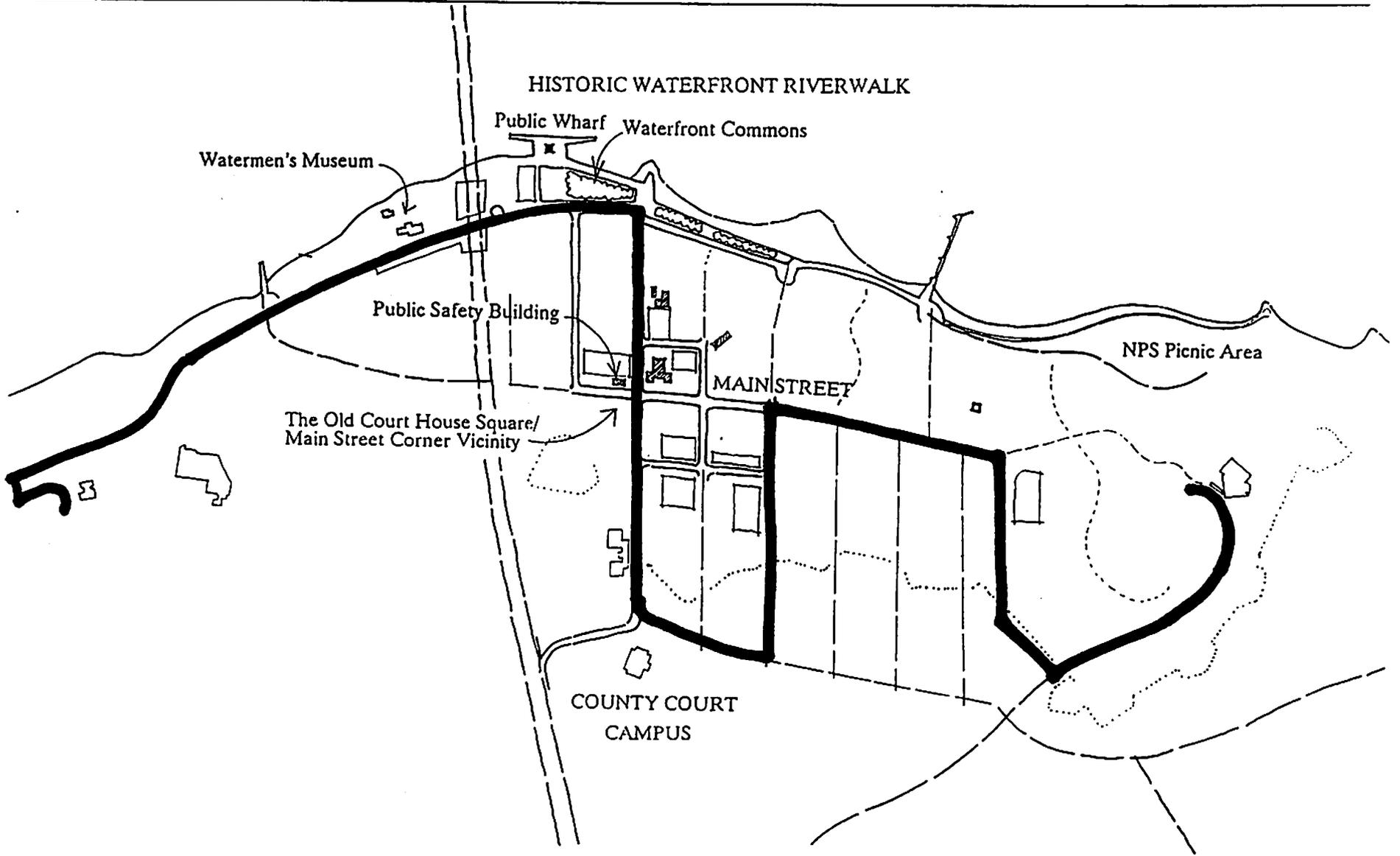
A number of vehicle possibilities were also addressed in this planning effort. The pros and cons of transit buses, mini-buses, trolley buses, and specialty vehicles were presented. Trolley buses evolved as a good choice for the parking shuttle, as they are attractive and can be chartered from nearby transit operators.

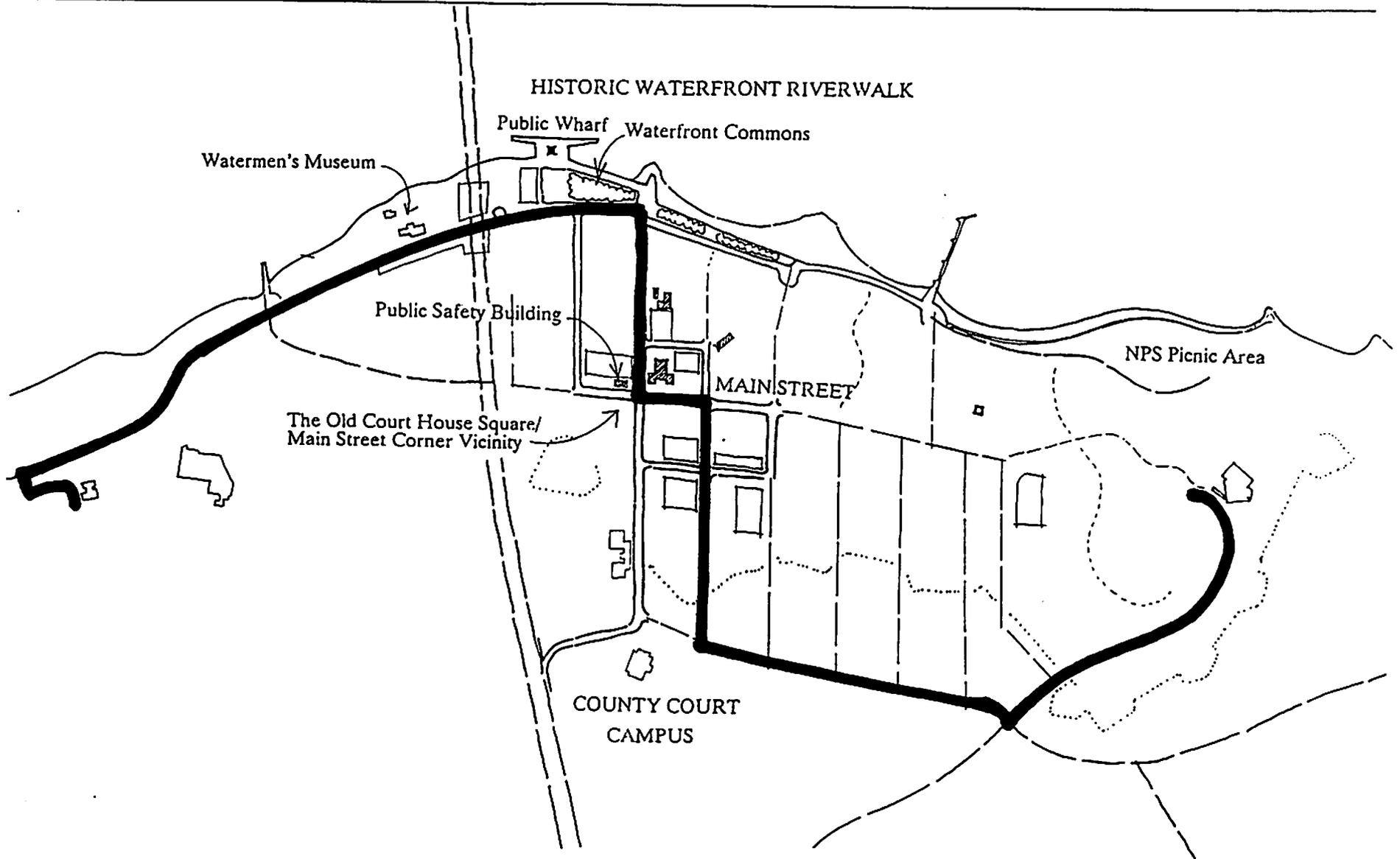
There are a number of different management alternatives which could be implemented for the parking shuttle. These alternatives include: the County operating the service; the County contracting with an operator to run the service; and the County chartering vehicles for the service. At this time, the most feasible alternative is probably one in which the County does not actually operate the service or invest in capital equipment.

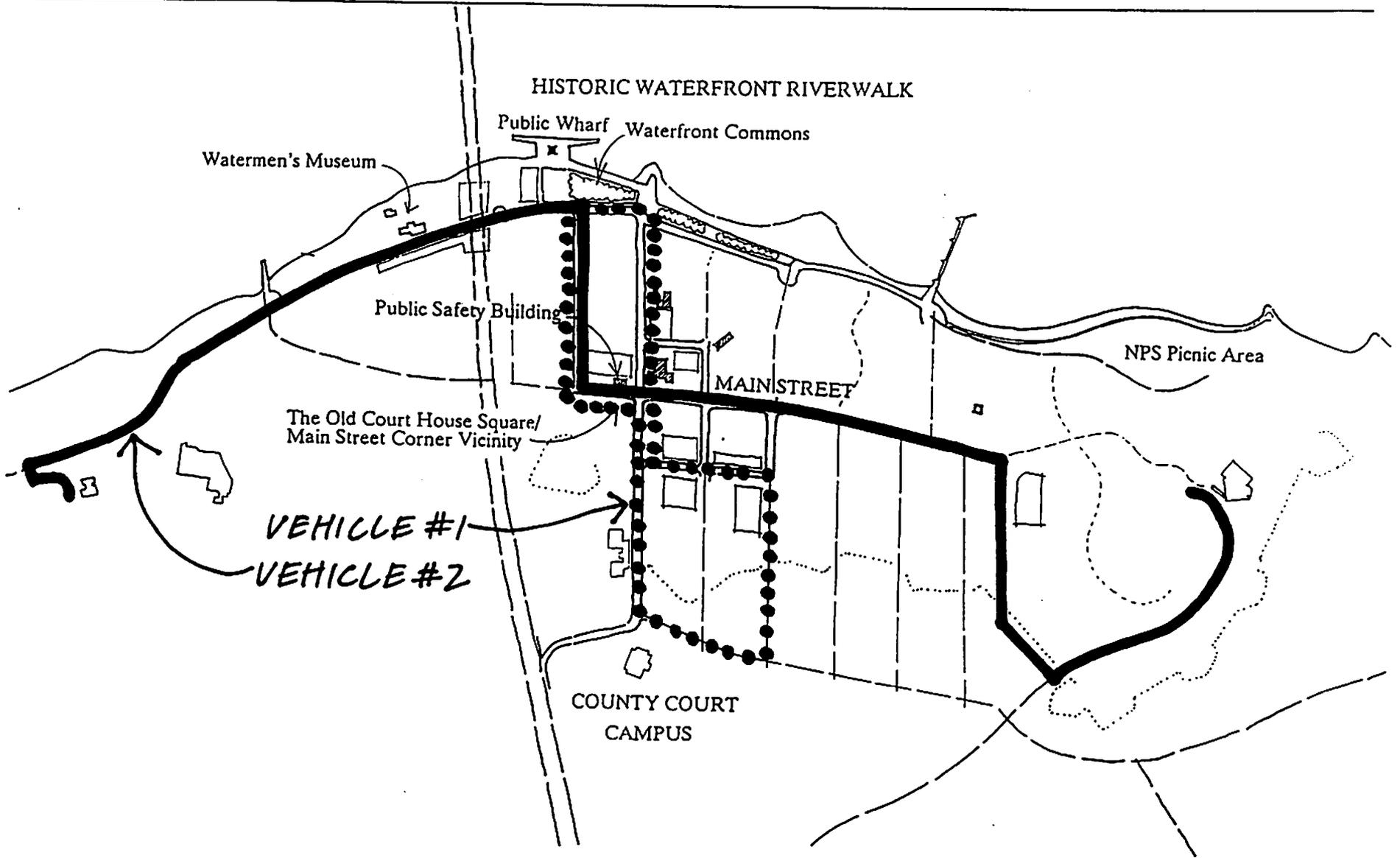
At the conclusion of the study of service alternatives, three reasonable, implementable service alternatives evolved. These options are: 1) Charter Pentran trolleys for 2-3 peak summer weekends; 2) Charter or contract for James City County transit buses or Pentran trolleys for summer weekends; and 3) Contract for all-summer service and procure own vehicles through lease arrangement. These alternatives were developed as incremental expansions so that implementation could begin with the minimal level of chartered trolley service on peak summer weekends which could then be expanded over time as the need developed.

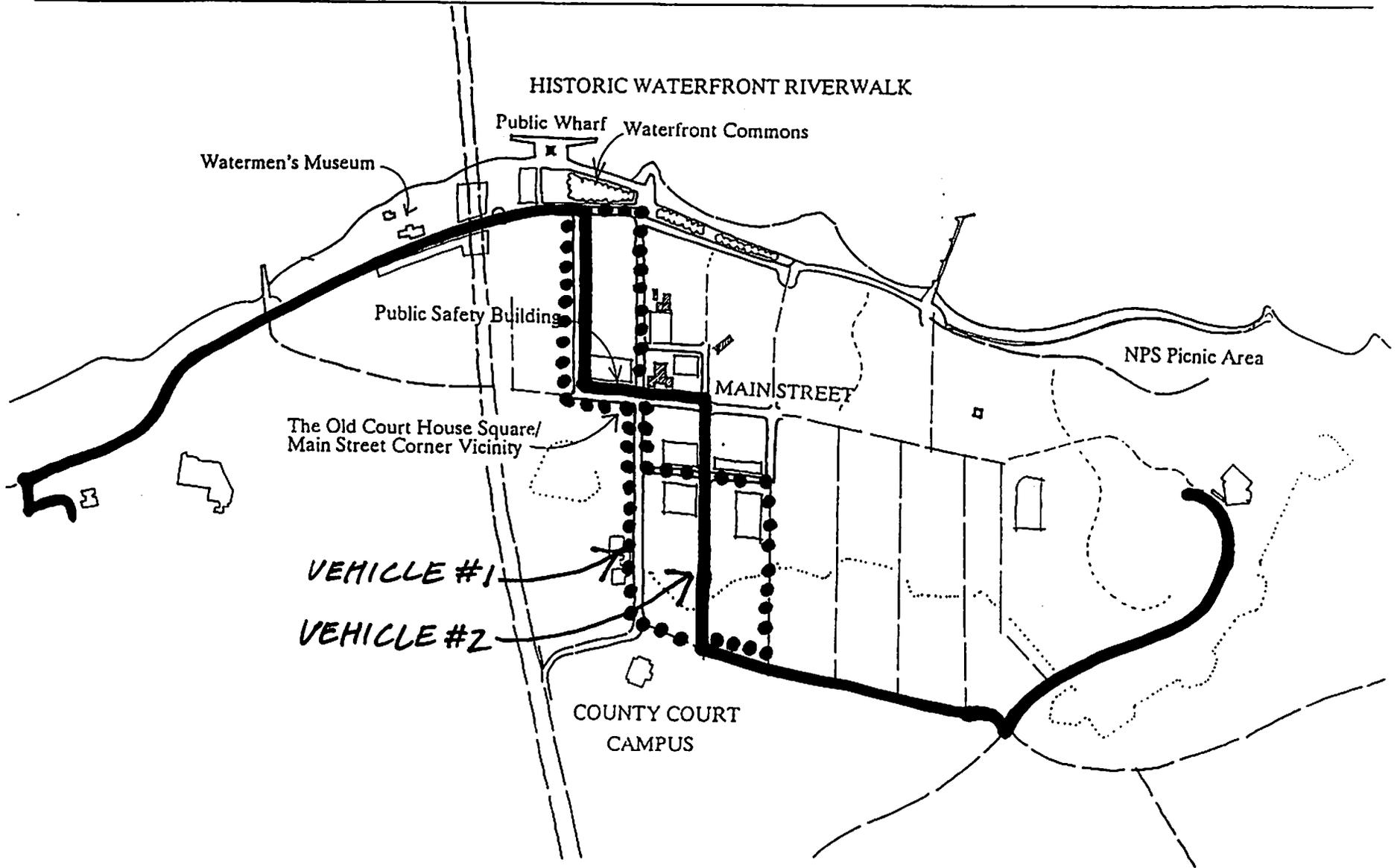
The costs for the various alternatives range from \$6,600 per year to \$118,650 per year depending on the level of service. It should be noted that market surveys done during the assessment of market feasibility for development in Yorktown indicate that if a fare is charged, few people

will be willing to ride. Thus the entire operating cost must be covered by some other local funding source.









CONSULTANT TEAM

Sasaki Associates, Inc

Planning, Landscape Architecture, Marine Engineering, Engineering

David Hirzel, Principal-in-Charge

Varoujan Hagopian, Project Manager, Civil/Coastal Engineer

Michael Sobczak, Project Designer, Landscape Architect

Carlton Abbott and Partners, P.C.

Architecture, Planning

Carlton Abbott, Design Principal

Anderson Associates

Waterfront Advisor

Gary Anderson, Coastal Geologist